Intelligence-Led Policing: The Integration of Community Policing and Law Enforcement Intelligence
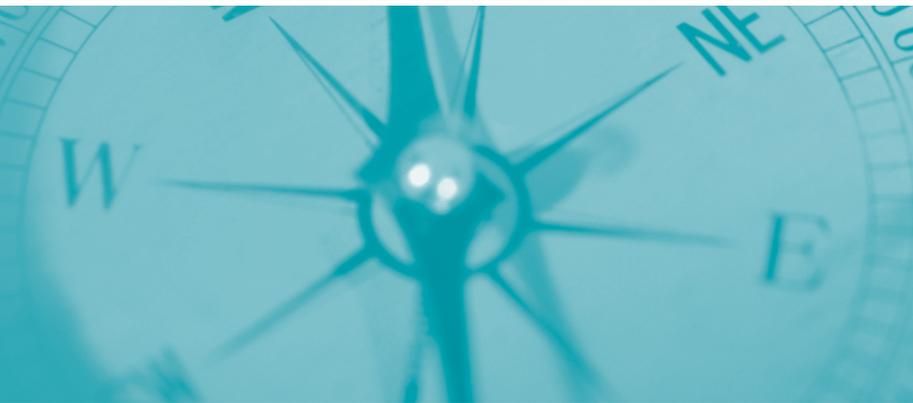
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Intelligence-Led Policing: The Integration of Community Policing and Law Enforcement Intelligence

A common concern expressed by police executives is that the shift toward increased counterterrorism responsibilities may require a shift of resources away from community policing. Instead the question should be how community policing and counterterrorism should be integrated. As will be seen, there are more commonalities between the two than one may intuitively expect. Indeed, new dimensions of law enforcement intelligence and counterterrorism depend on strong community relationships. Crime will continue to be a critical responsibility for the police as will the need for community support. Moreover, with increased social tension as a result of this terrorism environment, the need is even greater to maintain a close, interactive dialogue between law enforcement and the community.

Community policing has developed skills in many law enforcement officers that directly support new counterterrorism responsibilities: The scientific approach to problem solving, environmental scanning, effective communications with the public, fear reduction, and community mobilization to deal with problems are among the important attributes community policing brings to this challenge. The National Criminal Intelligence Sharing Plan (NCISP) observed these factors, noting the following:

> Over the past decade, simultaneous to federally led initiatives to improve intelligence gathering, thousands of community-policing officers have been building close and productive relationships with the citizens they serve. The benefits of these relationships are directly related to information and intelligence sharing: COP officers have immediate and unfettered access to local, neighborhood information as it develops. Citizens are aware of, and seek out COP officers to provide them with new information that may be useful to criminal interdiction or long-term problem solving. The positive nature of COP/citizen relationships promotes a continuous and reliable transfer of information from one to the other. It is time to maximize the potential for community-policing efforts to serve as a gateway of locally based information to prevent terrorism, and all other crimes.[55]

55   http://it.ojp.gov/topic.jsp?topic_id=93

COMMUNITY POLICING has DEVELOPED SKILLS in many LAW ENFORCEMENT OFFICERS that directly support new COUNTERTERRORISM RESPONSIBILITIES.

Furthermore, the Office of Domestic Preparedness (ODP) *Guidelines for Homeland Security* describes the roles community policing has in the intelligence process. These include the following:

- Provide examples and materials that may aid the recognition of terrorism to community policing contacts in order to make members of the community aware of those actions, behaviors and events that constitute "suspicious."
- Organize community meetings to emphasize prevention strategies, vigilance, and public awareness.
- Ensure that members of the community are aware of the means of and processes for relaying observed data to police officers and police organizations, just as they are, or should be, aware of methods to relay information to community policing officers.
- Encourage prevention, proactive policing, and close working relationships between the police and the community.[56]

Intelligence-Led Policing

These factors were precipitated by the development of Intelligence-Led Policing (ILP) as an underlying philosophy of how intelligence fits into the operations of a law enforcement organization. Rather than being simply an information clearinghouse that has been appended to the organization, ILP provides strategic integration of intelligence into the overall mission of the organization. In many ways, ILP is a new dimension of community policing, building on tactics and methodologies developed during years of community policing experimentation. Some comparisons illustrate this point. Both community policing and ILP rely on:

- Information Management
  - Community policing - Information gained from citizens helps define the parameters of community problems.
  - ILP - Information input is the essential ingredient for intelligence analysis.
- Two-way Communications with the Public
  - Community policing - Information is sought from the public about offenders. Communicating critical information to the public aids in crime prevention and fear reduction.
  - ILP - Communications from the public can provide valuable information for the intelligence cycle. When threats are defined with specific

56   http://www.ojp.usdoj.gov/
odp/docs/ODPPrev1.pdf

information, communicating critical information to citizens may help prevent a terrorist attack and, like community policing, will reduce fear.

• Scientific Data Analysis
  – Community policing - Crime analysis is a critical ingredient in the CompStat[57] process.
  – ILP - Intelligence analysis is the critical ingredient for threat management.
• Problem Solving
  – Community policing - Problem solving is used to reconcile community conditions that are precursors to crime and disorder.
  – ILP - The same process is used for intelligence to reconcile factors related to vulnerable targets and trafficking of illegal commodities.

The importance of these factors is illustrated in the comments of FBI Director Robert Mueller in announcing an increased concern for terrorism at major national events during the summer of 2004. When referring to the photographs of seven terror suspects believed to be in the United States, Director Mueller stated:

> We need the support of the American people … to cooperate when called upon, as agents will be reaching out to many across the nation to help gather information and intelligence … to be aware of your surroundings and report anything suspicious … to "BOLO" [Be On the LookOut] for those pictured above. … Have you seen them in your communities? Have you heard that someone might be helping them to hide? Do you have any idea where they might be? If so, we need you to come forward.[58]

These words reflect the operational essence of the interrelationship of law enforcement intelligence and community policing. Like community policing, ILP requires an investment of effort by all components of the organization as well as the community. Gone are the days when intelligence units operated in relative anonymity. Based on the precepts of the ILP philosophy and the standards of the NCISP, law enforcement intelligence is an organization-wide responsibility that relies on a symbiotic relationship with residents.

57   For a good contemporary discussion of CompStat, see: Shane, Jon. (2004). "CompStat Process." *FBI Law Enforcement Bulletin*. Vol. 73, No. 2. (April). pp 12-23.

58   http://www.fbi.gov/

Ethical Issues

Another important characteristic similar to both community policing and ILP is the emphasis on ethical decision making. In community policing the need for ethical decision making was based, among other reasons, on the need to develop trust between the police and community. Without this trust, the public would not provide the critical information needed for crime control. The need for ethical decision making in ILP is similar, but goes a step further. Because of concerns about the types of information being collected by law enforcement and how that information is retained in records, concerns have been expressed that law enforcement may violate citizens' rights in the quest for terrorists. As a result of these concerns, the aura of ethical decision making and propriety of actions must be unquestioned in the law enforcement intelligence function.

The Similarity to CompStat

One of the best examples of the community policing/ILP interrelationship can be seen in the latest tool of community policing: CompStat. Drawing its name from "COMPuterized STATistics," CompStat may be defined as the

Figure 4-1: Comparison of CompStat and Intelligence-Led Policing		
CompStat	Commonalities	Intelligence-Led Policing

• Single jurisdiction
• Incident driven
• Street crime and burglary
• Crime mapping
• Time sensitive (24-hour feedback and response)
• Disrupt crime series (e.g., burglary ring)
• Drives operations:
  – Patrol
  – Tactical Unit
  – Investigators
• Analysis of offender MOs
	• Each have a goal of prevention
	• Each require…
	  – Organizational flexibility
	  – Consistent information input
	  – A significant analytic component
	• "Bottom-up" driven with respect to operational needs
		• Multijurisdiction
		• Threat driven
		• Criminal enterprises and terrorism
		• Commodity flow; trafficking and transiting logistics
		• Strategic
		• Disrupt enterprises
		• Drives Operations
		  – JTTF
		  – Organized Crime Investigations
		  – Task Forces
		• Analysis of enterprise MOs

Correlated goals and methodologies make both concepts complement each other		

timely and effective deployment of people and resources to respond to crime, disorder, and traffic problems and trends which are detected over a relatively short time. The process is much more than performing a sophisticated data analysis and mapping. It requires accountability at all levels of the organization, necessary resource allocation, and both immediate triage and long-term solutions to problems.

> In many ways, [INTELLIGENCE-LED POLICING] is a new dimension of community policing, BUILDING ON TACTICS and METHODOLOGIES DEVELOPED during years of community policing experimentation.

59   Training is discussed in detail – including line officer training – in Chapter 8.

60   On a related note, following the terrorists' attacks of September 11, 2001, the FBI developed a series of interview questions for persons who may have knowledge about terrorism. State and local law enforcement were asked to participate in the questioning of some persons who were in the U.S. on visas. There was a mixed response, largely based on the perspective of local government leaders. Despite this, the questions were also intended to provide insight and information for officers. More information as well as the protocol questions can be found in: General Accounting Office. (2003). *Justice Department's Project to Interview Aliens After September 11, 2001*. Report Number GAO-03-459. Available at: www.gao.gov/.

As illustrated in Figure 4-1, both community policing and ILP are prevention oriented and are "driven" by an information flow coming from the line-level upward. Intelligence awareness training for street officers recognizes that officers on patrol have a strong likelihood of observing circumstances and people that may signify a threat or suggest the presence of a criminal enterprise. The patrol officer must be trained[59] to regularly channel that information to the intelligence unit for input into the intelligence cycle for analysis. Like community policing, this requires new responsibilities for patrol officers and organizational flexibility to permit officers to explore new dimensions of crimes and community problems that traditionally have not been part of a patrol officer's responsibilities.

Similarly, to be effective, both community policing and ILP require feedback on information analysis – whether it is crime analysis or intelligence analysis – to be consistently informed of potential problems or threats that may be encountered during the course of their shift.

In this regard, what types of information do street officers need from the intelligence unit? Ideally, intelligence analysis should address four broad questions:[60]

- <u>Who poses threats?</u> This response identifies and describes people in movements or ideologies who pose threats to community safety.
- <u>Who's doing what with whom?</u> This includes the identities, descriptions, and characteristics of conspirators or people who provide logistics in support of terrorism and criminal enterprises.
- <u>What is the modus operandi of the threat?</u> How does the criminal enterprise operate? What does the terrorist or extremist group typically target and what are the common methods of attacking? How do members of the extremist group typically integrate with the community to minimize the chance of being discovered?
- <u>What is needed to catch offenders and prevent crime incidents or trends?</u> What specific types of information are being sought by the intelligence unit to aid in the broader threat analysis?

The Flow of Illicit Commodities

Beyond these questions, it is useful to provide street officers with information on *commodity flows*. Criminal enterprises exist to earn illegal profits through the trafficking of illegal commodities: drugs, stolen property, counterfeit goods, and other contraband where there is a consumer demand. Terrorists also rely on trafficking in illegal commodities: explosives, weapons, false identity credentials, and money to support terrorists' networks and cells. Historical evidence demonstrates that once regular commodity flow networks are established, they typically will be consistent and change infrequently. While conventional wisdom may suggest that changing transaction processes will minimize the probability of detection, in practice it is often difficult to change transaction methodologies. Moreover, it is a fundamental characteristic of human behavior to perform tasks in a consistent manner. As a result, commodity flow patterns provide an avenue of consistent behavior that may be recognized as evidence of unlawful activity.

In many cases, there is evidence of illegal commodity transactions "on the streets" where direct observations of suspicious behaviors may be made by officers. In other cases, law enforcement may need to educate the public on what to look for and seek community input on such observations. Once again, this relies on a trusting relationship between law enforcement

officers and members of the community. In both instances, effective observations rely on information provided by intelligence analysis.

It is important to recognize that clear social, personal, and organizational interrelationships exist between terrorists and organized crime groups as well as among different criminal enterprises. An important reason for these relationships centers on the commodities they need to either further their enterprise or to sustain a terrorist organization. As such, understanding and monitoring illicit commodity flows can be an important avenue for penetrating a wide range of complex criminality.

One of the important factors to note in this process is the need for public education. Advisories warning the community to be aware of suspicious activity often leads to the question of "what is suspicious?" The police must provide context to community members. Using intelligence analysis, the law enforcement organization will be able to identify threats within the community and be more specific about defining suspicious behavior. When the patrol officer receives specific information from the intelligence unit, he or she can pass a more detailed educational process on to citizens. Armed with more detailed information concerning what actions may constitute "suspicious" behavior, the public can be more aware. With this greater awareness, citizens will not only know what to look for, but also what to report to the law enforcement agency.

The success of this process relies on three elements:

• Effective intelligence analysis.
• Effective information dissemination to street officers.
• Trusting relationships and effective communications between law enforcement and community members.

This is the essence of the integration of community policing and intelligence analysis.

Public Education

As noted previously, public education is critical for effective ILP. The lessons learned from community policing provides important insights. The

public encompasses many different groups and different public education initiatives need to be provided to each of those constituent groups. For example, what does the agency want to accomplish with a public education program: Fear reduction? Resolve community tensions? Develop volunteers for the police department? Is the goal simply to give citizens information about terrorism indicators to aid in prevention? The important point to note is that a specific goal should be related to the public education initiative.

Such a program may also stratify the community in order to give specific types of information to different targeted audiences. Who in the community should be targeted for an education program: The business community? Civic and church groups? Graduates of the Citizens' Police Academy (CPA)? Non-law enforcement government employees? Teachers and students? The general community? Demographically defined segments of the community?

> Different segments of the COMMUNITY may have different needs. For example, since 85 percent of America's critical INFRASTRUCTURE is owned by the private sector, a special public education program may focus on THREAT-RELATED ISSUES for this narrowly defined community.

Different segments of the community may have different needs. For example, since 85 percent of America's critical infrastructure is owned by the private sector, a special public education program may focus on threat-related issues for this narrowly defined community. Conversely, a completely different kind of public education may be directed toward graduates of the CPA who may be trained to work as volunteers during crises or a heightened alert status. Yet a different public education agenda would be directed toward a particular ethnic or religious community within a city. Each segment of the community has a different goal. In this case, the business sector to harden potential targets, the CPA graduates to aid

the police in response to increased service demands, and the ethnic community to gain information about suspicious persons and their actions.

These segments may be further divided, particularly if there are unique targets within the community. For example, the business community may be broken down into different segments: There are different threats may target a nuclear plant or telecommunications switching station (both are critical infrastructure) or a meat processing plant or university genetic research laboratory (both of which may be a target of domestic environmental extremists).[61] The law enforcement agency will have to conduct a threat assessment to fully understand the character of the threat within the community as well as to understand the agency's intelligence requirements.[62] Collectively, these elements have a symbiotic relationship to aid in the development of a public education program.

Community education programs should also have a specific outcome intended. Whether it is to reduce fear or to enlist support for volunteer efforts, all public education initiatives should incorporate four factors related to the intelligence function:

• Know how to observe.
• Know what is suspicious.
• Know how to report.
• Know what to report.
• Know what happens next.

To maximize the quality and quantity of information provided by the community, law enforcement must provide a framework of knowledge. The more that law enforcement can educate the community, the more robust the feedback from the community.[63] In this regard, Figures 4-2 and 4-3 illustrate a range of items that may be incorporated into a public education program from both a topical and an outcome perspective.

Civil Rights Issues

A reality that law enforcement must face on matters related to law enforcement intelligence is discussion of citizens' civil rights. Different

61   Oftentimes, targets may not be readily apparent in a community. Does East Lansing, Michigan appear to be a terrorist target? In 1992, the Animal Liberation Front (ALF) started a fire in the Michigan State University mink research facility and caused more than $2 million in damages. On December 31, 1999, a fire in MSU's Agricultural Hall caused $700,000 in damages and destroyed years of research. Earth Liberation Front (ELF) claimed responsibility, targeting genetic research.

62   The threat assessment and intelligence requirements will be discussed in a later chapter.

63   Ideally, the law enforcement agency would be able to provide feedback to the citizen about information that was reported. Many times this is not feasible in the "intelligence environment"; however, it serves as positive reinforcement to the citizen when feedback is provided.

Figure 4-2: Examples of Topics in Public Education Program

- Understanding Terrorism
- What is terrorism (defined/explained)
- Why people commit terrorist acts
- Perspectives of terrorism
- Asymmetric warfare
- An act of terror is defined by the victim
- How terrorism can touch your community
  – As a target
  – Logistics and support provided to terrorists
  – Activities that fund terrorist organizations
- New preparedness resources for local emergency services

- What is being done at the national level
  – National level
  – National strategies developed
  – National threat assessment by FBI
  – FBI reprioritized and re-organized to aid state and local law enforcement
- What is being done state and local level
  – Participation in Joint Terrorism Task Forces (JTTF)
  – Officers receiving antiterrorism training (SLATT)
  – New communications and information sharing (ATIX, RISS, LEO) give local law enforcement more access

Figure 4-3: Examples of Actions the Public Can Take

- Keep informed to know what to look for and report to the police
  – Law enforcement must be prepared for information sharing with public
- Be aware, yet be fair
- Be cognizant of threats, but avoid stereotyping and hyperbole
- Information on how to talk/deal with children regarding terrorism
  – http://www.ed.gov/admins/ lead/safety/ emergencyplan/index.html
  – http://www.fema.gov/kids/
  – http://www.atf.gov/kids/index.htm

- Information on how to protect family http://www.ready.gov
- Safety checklist
- Communications information
- What "awareness" means
- Explain the Alert System
- How to help children cope with fear
- Safety issues
- Equipment and resource checklist
- Understand the Homeland Security Advisory System and its effect

groups of citizens – some more vocal than others – have expressed concerns at the national level concerning the USA PATRIOT Act and at the local level concerning the types of personal information that is being collected and retained in files at the local law enforcement agency. As part of a public education effort, law enforcement officers should be informed about civil rights issues and the agency's policies and responses to those issues. Among the more common concerns expressed are the types of

records a law enforcement agency can keep on citizens; whether a citizen may see what information, if any, is being kept about him or her; the types of electronic surveillance that may be used; whether the FBI can view library records and monitor both email and Internet sites visited; and USA PATRIOT Act in general.[64] While a law enforcement officer may not be able to answer all citizens' questions, providing some information is more useful than not responding at all.

Community Members as Law Enforcement Volunteers

Oftentimes community members ask what they may do to aid in counterterrorism. One important element is serving as a volunteer for the law enforcement agency. Experience has shown that community volunteers can save the agency money as well as often provide unique expertise. Money can be saved when citizens are able to perform tasks that would otherwise have to be performed by a law enforcement employee. For example, the Austin, Texas Police Department uses volunteers as part of its Civil Defense Battalion to accomplish these goals. (Figure 4-4 describes the mission, philosophy, organization, and duties for the citizen volunteers.)

Obviously, an agency needs to develop some means to screen volunteers as well as provide structure for their work agreement and for administrative controls when they are performing activities on behalf of the law enforcement agency. In this regard, an important resource is Volunteers in Police Service (VIPS).[65] The VIPS website provides a wide

[64] The official Justice Department website on the USA PATRIOT Act, including frequently asked questions, is http://www.lifeandliberty.gov.

[65] http://www.policevolunteers.org/

EXPERIENCE has shown that community volunteers can save the agency money as well as often provide UNIQUE EXPERTISE.

array of resources, documents, policies, and tips that can make a law enforcement volunteer program functional and easy to manage. Volunteers with unique occupational experience may be particularly valuable to the intelligence function. An attorney, accountant, people with

experience in researching land titles, and academic researchers and scholars are illustrations of professional volunteers who could provide important assistance to the intelligence function. (Of course, background checks and nondisclosure agreements must be required of all such volunteers.)

CONCLUSION

As noted in a recent publication by the staff of the Office of Community Oriented Police Services:

> For the past 20 years, community policing has encouraged law enforcement to partner with the community to proactively identify potential threats and create a climate of safety. Its emphasis on problem-solving has led to more effective means of addressing crime and social disorder problems. In the 21st Century the community policing philosophy is well positioned to take a central role in preventing and responding to terrorism and in efforts to reduce citizen fear.[66]

The prudent executive will explore these avenues as part of a comprehensive, community-wide homeland security strategy. Because of the concern for terrorism and Islamic extremism, the need to embrace all elements of the community becomes an even higher priority. As noted by the Muslim Public Affairs Council:

> "Ultimately, U.S. counterterrorism efforts will require a partnership between policymakers and the American Muslim community…"[67]

66   Scheider, Matthew, Robert Chapman, and Michael Seelman. (2004). *Connecting the Dots for a Proactive Approach.* Border and Transportation Security. Washington, DC: Office of Community Oriented Policing Services. http://www.cops.usdoj.gov/mime/open.pdf?Item=1046.

67   Muslim Public Affairs Council. (2003). *A Review of U.S. Counterterrorism Policy: American Muslim Critique and Recommendations.* Washington, DC: Muslim Public Affairs Council, p. 8.

Figure 4-4: Austin, Texas Police Department Civil Defense Battalion[68]

Mission Statement

To be in readiness as well trained civil defense volunteers to support the work of the Austin Police Department.

Executive Summary:

The Austin Police Department (APD) is well-positioned and well-trained to respond to critical incidents as defined by events prior to September 11, 2001. The terrorist attacks on the United States on September 11 necessitated a fresh look at our ability to respond to a catastrophic event of heretofore unimagined proportions. An assessment of strengths and needs underscored our confidence in many areas of training and staffing. However, the identified areas needing additional resources led to the creation of a Major Event Team (MET) equipped and trained to handle terrorist attacks and/or civil unrest or panic resulting from such attacks. A natural part and extension of the MET is the creation of a Police Civil Defense Battalion, consisting of a well-trained corps of volunteers prepared to respond quickly to supplement the work of APD officers. These volunteers would begin working within APD immediately to become familiar with departmental procedures and to work in areas needing assistance at this time. The Police Civil Defense Battalion would consist of four companies, each trained to handle specially identified tasks with the goal of freeing officers to handle assignments requiring highly-trained police officers. The Office of Community Liaison (OCL) has responsibility for recruitment, coordination and scheduling for training, and placement of volunteers

Training in all areas will be offered and some immediate assignments will be given. Ongoing training will be offered to maintain readiness. Volunteers working outside of the police facilities will work in pairs only.

Structure:

The four companies would be designed to work in clearly defined areas.
- **Company "A" (Aviation Detail)** - Assigned to the Aviation Police, assignments would include:
  1. Information dissemination to airport visitors through the Airport Ambassadors program
  2. Assist in getting housing and/or transportation for stranded passengers in the event of a crisis or if closure of the airport
- **Company "B" (Homeland Security Supplemental Services)** - Assigned to the MET for immediate assignments in various areas within the department to ensure continued services and provide for newly identified needs:
  1. Daylight perimeter patrol of city facilities
  2. Parking control and building access control for police and other city facilities
  3. Work special events (i.e., New Year's Eve - work the barricades with officers providing information to citizens and reporting disturbances)

    4. Daylight patrol in areas where multiple offenses of similar types have been reported

- **Company "C" (Headquarters Detail)** - Immediate assignments to assist officers in critical areas:
  1. Work in the control booth at the main police station greeting visitors, providing information and escorting visitors through the building
  2. Abandoned Vehicle Volunteer Program - increase the number of volunteers tagging abandoned/junked vehicles on public property (opening up neighborhood streets for easier access by emergency vehicles)
  3. Assist in answering phones and providing information in all police facilities
  4. Make copies and distribute information as needed

- **Company "D" (Homeland Security)** - Activated should a critical incident occur, assigned to the MET to provide centralized services:
  1. Former police officers may receive special assignments
  2. Activate phone tree to call in volunteers and provide information to the community
  3. Supplement 3-1-1 call takers to handle callers seeking information only
  4. Daylight incident perimeter control - maintaining police lines
  5. Traffic control - freeing officers to work inside incident perimeters
  6. Supplement Red Cross efforts by providing food and water for officers and victims - recruit restaurants to provide these provisions in the event of need; arrange for portable toilets and dumpsters at incident sites
  7. Maintain list of volunteers who speak various languages
  8. Maintain a "message board" for missing persons
  9. Call the families of officers and other emergency workers at an incident scene with reassurance and information
  10. Call neighborhood groups to enlist assistance as needed and contact congregational groups who have agreed to open facilities as shelters in each area command
  11. Chaplains would respond to the scene and provide services as outlined in their volunteer protocol
  12. Should dispatch fail, volunteers to go to each fire station to take calls and relay messages to officers

How do you apply?

You must be at least 18 years old and live or work in the Austin area. The Civil Defense Battalion requires its personnel to meet some physical demands. They are:

1. Vision and hearing corrected to normal range.
2. Ability to stand for 2 or more hours at a time.
3. Ability to lift at least 20 pounds.

Figure 4-4: Austin, Texas Police Department Civil Defense Battalion *(Cont.)*

Each applicant must complete the Civil Defense Battalion Application and the Personal History Form. Once these forms are completed please deliver them in person as your thumbprint will be taken for a Criminal Background Check. The address is 1009 E. 11th St., Austin, TX 78701. The Office of Community Liaison is located at the corner of San Marcos and E. 11th St., 2nd Floor.

• The Civil Defense Battalion Application and the Personal History Form requires the Adobe Acrobat Reader plug-in.

After downloading and printing the application and personal history form, complete them and hand deliver them to:

The Office of Community Liaison
1009 E. 11th Street

For information contact: Contact (512) 974-4738