CRIMINAL-INTELLIGENCE MODEL OF POLICE ORGANIZATION

PRELIMINARY ANNOUNCEMENT

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Abstract: The characteristics and manifestations of crime in the modern age necessarily change the philosophy of the approach to its suppression. There used to be a clear line between prevention and repression, but today that is no longer the case. New, proactive approaches to organizing police work are blurring those boundaries. By introducing new strategies, the aim is to achieve a synergy of targeted preventive and repressive measures in order to achieve long-term goals in the fight against crime. Although a relatively new philosophy, criminal intelligence and police work based on it enable the achievement of unity and symbiosis between proactive and reactive methods of police work. Moreover, these methods complement each other. Also, perhaps the most significant contribution of criminal intelligence work is in rationalizing the use of available resources.

Keywords: *criminal-intelligence work, criminal-intelligence model, intelligence-led police work*

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Introduction

It is indisputable that social processes and phenomena are in mutual cause-and-effect relations with the elements and factors of society. As processes take place in continuity, they inevitably influence the environment by changing and adapting it to trends. State institutions, including various law enforcement agencies as a significant segment of society, must be particularly flexible and respond in real time to changes. This is necessary in order to preserve the dignity of institutions, because the application of laws is a sensitive area, in which improvisations are not allowed and which guarantees the rule of law. As such, it is significantly more sensitive than most other organizations or institutions of a social nature.

The police, as the best known law enforcement agency, due to their exposure in the community in which they operate, are subject to the influences of social processes that take place in society as a whole, or in its individual parts. Logically, this leads to the conclusion that the police must adapt their methods and methods of work, but also their organization in a proportionate period of time in relation to the emergence and perception of social change.

Changing the way and accelerating the pace of life in modern times, the penetration of information technology, accelerating the flow of goods and money, daily migration and easier crossing of state borders, lead to the transformation of crime and question the effectiveness of traditional methods of policing which, according to their essence, are reactive and distant from the community. In addition, the question arises as to the expediency of taking action when the damage has already occurred, that is, when the criminal offense has already been committed. Under such circumstances, there was a need to shift the focus of police work to taking action in order to prevent the occurrence of a crime, i.e. for a proactive approach to fighting crime. The precondition for establishing such a system is getting closer to the community and interaction between the police and the community[3].

3 The traditional approach is based on a reactive concept according to which the police and the judiciary react only after the crime has been committed. The crime is viewed as an isolated phenomenon and is not considered in a broader context, i.e.

Some authors believe that “the police activity of opposing crime should not be directed only towards the realized criminal phenomena, but should focus on the conditions and causes that produce crime.” (Simonovic, 2004:32).

Crime, as a social phenomenon dating back to the very beginnings of human society, evolves very quickly and follows social movements, adapting to change in every sense. Under the influence of the modern way of life, following trends and adapting, crime has progressed from robbery and petty theft to a complex network that has taken on an international character and which includes organized crime, high-tech crime and terrorism. The response of the whole society to the transformation of crime requires synergy of efforts of different segments (local communities, judicial institutions, cash flow monitoring agencies, etc.) and not only of police agencies, and it also requires horizontal and vertical cooperation and coordination of activities at the state and interstate level. Yet, as one of the key players in the fight against crime, the police showed a number of weaknesses due to their traditional approach to work organization. There was a need to find more efficient ways of fighting and working methods. This does not mean that the advantages and benefits of traditional methods can be neglected. On the contrary, they must not be neglected, nor can they be given up. It is necessary to adapt them, supplement them with other methods and improve them in terms of the use of modern technology and scientific achievements, primarily those in the field of using modern technical and technological

in light of the links with social and other factors that lead to the creation of conditions and causes for the recurrence of the commission of a criminal offense by the same or other perpetrators. The traditional approach cannot adequately respond to modern trends in emerging forms of crime in their suppression, detection and proof, because there is a much wider range of crimes that have a direct connection with the conditions of the social environment. In addition to the inadequacy of traditional methods of police work, other hindrances appear too, such as inconsistencies between different police agencies and judicial institutions, insufficiently good legislative policy, absence of a prevention system as well as a clearly defined and properly devised national strategy for the suppression of criminality, unupdated databases, insufficiently trained analysts and incompleteness of the process of analysis, all of which reduces the efficiency of crime investigation activities.

achievements in the fight against various forms of crime.

Traditional methods of policing are outdated, or insufficient, due to their reactive nature and focus on a single criminal event. As such, they have a repressive character and do not offer the achievement of long-term goals. The role of the community is completely neglected and made passive and comes down to "receiving professional services provided by the police, which leads to the distancing of the police from the community and thus a lack of information, i.e. an information deficit is being created " (Sebek, 2015:2). And it is precisely timely and accurate information, collected in a manner permitted by law, that enables the adminstrators of police organizations, when all types of resources (both human and material) are limited, to purposefully direct and engage the available capacities. Thus, the need to gather information and create intelligence products has emerged as one of the variables of successful management of police work and as the only measure of that success - by reducing the crime rate, i.e. the number of events with criminal characteristics, and increasing the number of resolved cases.

However, the one-time use of collected information and data on criminal activities is neither expedient nor cost-effective. The recording of these products in the personal or local records of police officers and police organizations does not correspond to the spatial connection of the perpetrators of criminal activities. Therefore, there is a need for the formation and permanent updating of databases and information on crime, its bearers, organizational structure, channels of logistical support and the like, which will be available to a certain number of bearers of criminal activity. The existence of such databases enables the creation of a broader picture of the current criminal situation at several levels (starting from the local, through the regional to the state and transnational). In order for this to be possible in practice, it is necessary to design and organize the whole process, which will cover all phases - from planning how to gather information, to gathering information, evaluating it, processing, analyzing, updating and distributing it to the interested entities. Thus we come to the notion of criminal intelligence work, or intelligence-led police work (ILP). The application of criminal intelligence work should not, nor is allowed to, be limited only to supporting the implementation of police tasks at the operational level, but it should be applied systematically and be an integral part of the daily activities of police structures.

In many societies, this shift in the way the police work is still ongoing and adequate models of work organization are still being sought, especially since the criminal intelligence model is relatively demanding and requires specially trained and qualified personnel, especially in the analysis of collected information.

Despite its complex structure, we can say with certainty that the criminal-intelligence model of the organization of police work is the most adequate form of response to current forms of criminal activity. The problem of establishing control over this process and preventing abuses inevitably arises, and therefore, all those involved in the criminal intelligence process must strictly adhere to the mandate defined by the legal framework. The ultimate goal is to achieve a critical advantage over perpetrators of criminal activities through a preventive and predictive attitude towards the perpetrators of criminal activities based on the collected data and coordination of the work of all agents involved in the fight against crime. This philosophy gives the necessary dose of proactivity to policing, which should be a response to the demands made by the community.

Criminal intelligence activity is a relatively new concept and phenomenon in the work of the police. There is not enough relevant data and tools on the basis of which it is possible to "measure" the results and gain an accurate insight into the efficiency of this way of working. In addition, difficulties and stagnation in the development and implementation of this model of police work are noticeable. This can primarily be attributed to the lack of adequately trained staff at all levels or the incomplete understanding of the criminal intelligence process. Inadequate equipment of certain police agencies cannot be ignored.

Furthermore, there is no unified format for the organization of criminal intelligence work, but the applied model is adapted to the needs and requirements that the agency must meet, taking into account all the specificities, peculiarities, available resources and other conditions in which the police agency operates. However, regardless of the applied form of organization, the existence of principles on which each model should be based is undeniable.

The essence of the new strategy, proposed by experts in criminal intelligence, is to raise the general police activity high above the current operational information and criminal processing of isolated crime, and to focus on the creation and cultivation of criminal intelligence and police work led by criminal intelligence, i.e. value-added information. This is a long but fruitful process that certainly has perspectives in criminology, i.e. criminal practice, but it is also important that this kind of policing is compatible with older models and can therefore be developed in parallel with them (Sebek, 2015:3).

The Concept of Criminal-Intelligence Work of the Police

The emergence and establishment of a new concept in the organization of police work is conditioned by the challenges posed by the transformation of emerging forms of crime. Although the very idea of gathering intelligence in criminal practice was not new (police officers, no matter what model of work organization was applied, in practice sought to identify links between incidents, collect and record data on suspicious and security-interested persons and phenomena, establish intelligence connections with persons from the criminal milieu, etc.), the work of the police shaped into the concept of criminal intelligence was innovative. Innovation is reflected in the formalization and systematization of these individual actions, i.e. their importation into a functional system. This model of organizing the work of the police is known in practice as a criminal intelligence model. In the literature, to denote such organized work of the police, the term "police work guided by criminal intelligence" (ILP - Intelligence Led Policing) is used. According to many, this represents an important turn, even a renaissance, in the work of the police.

The emergence of this concept is related to Great Britain, more precisely to the province of Kent, where, since 2000, intelligence-led policing has been defined as the concept on which the National Intelligence Model (NIM) is based.

The reasons why individual countries adopt this concept vary from case to case and are mainly determined by the dominant goals to be achieved. For example, in the United Kingdom, this concept was adopted for economic reasons, while in the United States it was seen as an effective model in the fight against organized crime and terrorism (especially after the terrorist attacks of September 11, 2001). Also, the choice of the theoretical concept on the basis of when the criminal intelligence model will be organized is an internal matter of the state and depends on its needs and set goals.

The problem of defining the term „intelligence work"

Ever since ancient times, man has been trying to find out by observing and analyzing material and immaterial traces and facts. He organized reconnaissance of hunting grounds, unknown places, enemies, trying to collect data on the basis of which he could act. Therefore, we can rightly say that engaging in intelligence work is one of the oldest organized activities of human society. This activity is especially important in the modern age, when timely information gives a significant advantage.

During the development of civilization, numerous authors sought to explore, understand, and explain intelligence. However, we cannot claim that science is particularly present in this segment of human activity. The reason for this should be sought in the secrecy in which this activity is carried out and the unwillingness of the actors to exchange experiences and present achievements.

Within the security system, intelligence activities are organized and conducted in order to gather intelligence relevant to the security of one's own country. According to the common opinion, the intelligence work and the state services in charge of this activity are related exclusively to the state security, and the military organization is perceived as one of the main carriers of the intelligence activity. However, modern threats require a more comprehensive approach and make intelligence more complex and adaptable to changes in the environment. Consequently, at the beginning of this century, due to the expansion of the focus of activities from military protection of the state to the protection of the population and personal and public safety, and the increase in the number of protection facilities, intelligence work underwent substantial changes. For the most part, the changes relate to the focus on the analytical process and, based on the conclusions obtained, on anticipating events and alerting stakeholders to identified or assessed threats. The ultimate goal is to take measures to prevent the consequences that may occur in the event of a threat. Meeting this goal requires the use of human and material, primarily technical, resources.

Theoretical consideration of intelligence activity is not simple because it is based, first of all, on practical activities and the so-called "best practices", which are not the same for different agencies within or between countries. Analogously, criminal-intelligence activity cannot be uniquely set and conceived in theoretical terms. However, given that modern intelligence work is a complex combination of technology, scientific knowledge, organization and game theory, there are more and more attempts to define it as a theoretical concept based on scientific knowledge and using scientific achievements for its development. A significant obstacle to the research of this activity is its conceptual definition.

As we have already said, the first application of the concept of criminal intelligence work took place in English-speaking countries. Having in mind the diversity of the English language, there was a problem of conceptual definition of the word *intelligence* which is contained in the name itself. In English, this term is given a triple meaning and can mean:

- **the intelligence-gathering process**, that is, the way how the collection of certain data was planned, organized and realized and how they were processed and evaluated;
- **product,** that is, the knowledge that arises from the collection and analysis of raw data and information obtained and
- **specialized organization,** that is, individuals, groups or services performing intelligence-gathering tasks.

In French, intelligence work is referred to as *reinsegnement*, and, literally translated, it would mean *research*. In German, the term *nachrihter* is used, which translated into Serbian means *news*. In the Serbian language, there is a special expression for each of the stated meanings of the term *Intelligence*. From this ambiguity of the term *Intelligence* arises the problem of defining *criminal intelligence*. In order to be able to define the operational framework and understand the process itself, it is important to clearly define criminal intelligence activities.

It is not possible to find a generally accepted definition of this term in the literature, but it comes down to theoretical and practical considerations of individual authors aimed at clarifying the meaning of the terms *data* and *information*. One of the traditional definitions of intelligence work, cited by Andonov and Stanković-Pejnović, reads: "*Intelligence work is the organized collection of confidential information and data on the situation and activities in other countries and regions, groups, organizations or individuals, systematizing, analyzing and providing this information and data to other state institutions that ordered them and need them, with the aim of achieving security interests in the protection of their own facilities that are endangered by various types of risks and threats. Gathering information is done by various methods and means, in legal and illegal ways and from different sources of information*." (Andonov & Stankovic, 2014:147-159) This definition is a sublimation of the essence of the definition and social character of intelligence work and points to its sequentiality.

At the same time, criminal intelligence is generally defined as "policework whose mission is to legally collect information from all available sources of information and analyze it in order to provide a strategic or tactical final criminal intelligence product: criminal intelligence (*Intelligence*)." – (Sebek, 2015). There is a widespread view that the essence of criminal intelligence is the collection, evaluation, processing and analysis of raw information, in order to turn it into criminal intelligence. The whole path from raw information to criminal intelligence also takes place within a sequential process, which we call *criminal intelligence process*.

In order to determine the general meaning of the terms *data* and *information* for the purposes of this paper, we opted for the definition given in the *OSCE Handbook of Intelligence-Based Police Work*, which states that **data** are "*raw and unexplained observations and measurements. Examples are features of criminal activity that are easy to quantify, such as reports of crimes and other crime statistics, databases of perpetrators and police duties.* " According to the same source, **information** is "*data placed in context and empowered by meaning, thus gaining greater relevance and purpose*", while knowledge is defined as "*information to which interpretation and understanding are given*." When a person adds his wisdom to information, it becomes knowledge. " (OSCE, 2017:19). We conclude that information is data to which a certain value has been added.

Similarities and differences between intelligence and criminal intelligence work

If we make a quick analysis of the definitions of classical intelligence and criminal intelligence work, we could easily conclude that these two activities are, in essence, identical. However, that is not true. These two processes, in addition to numerous similarities, also have very significant differences. Some of the most noticeable points of contact are:

- **secrecy:** both processes are planned, organized and implemented conspiratorially, with a very limited number of people familiar with the objects, goals and tasks of these processes;
- **organization:** both processes are characterized by a high degree of organization and coordination of activities;
- **continuity:** in this work, it is very important for the process, while it lasts, to last without interruption; only continuous data collection can provide a quality insight into the activities of the facility, or the absence of activities (which can be significant and, with proper analysis and interpretation, can have great information value);
- **expediency:** it is important for the processes to be realistically planned, organized and performed; it is essential to clearly define the goal and purpose, so that it is possible to identify and elaborate one's own courses of action;
- **information focus:** in this way, uncontrolled collection of a wide range of data is avoided and human work is directed towards data collection and analysis;
- **goal orientation:** no intelligence service or police is equipped to the extent that they can, over a long period of time, carry out intelligence processing of large-scale dispersion objectives and it is therefore necessary to set priorities;

In addition to the above-stated similarities, there are also essential differences between intelligence and criminal intelligence work. The most important differences, which arise from the very essence and are observed in the conceptual definition of these processes are:

- intelligence work is, as a rule, applied to citizens or authorities of other states, while criminal intelligence work is directed at individuals, groups or organizations from the criminal milieu;
- intelligence work can take place outside the legal framework and legal regulations, which cannot be said for criminal intelligence work;
- in the process of intelligence work, unlike criminal intelligence, illegal methods can be used, which are not in accordance with legal regulations;
- data and information collected by traditional intelligence methods are generally not usable in court, while data and information collected in the process of criminal intelligence work must be valid in court;
- traditional intelligence work is aimed at obtaining intelligence, while criminal intelligence work, in addition, deals with defining measures and proposing solutions to combat criminal phenomena and trends. This is what is noticed by Carter (2009), who believes that criminal intelligence has two broad goals:
- ***prevention***, aimed at eliminating or mitigating the threat through the production of two types of criminal intelligence products:
- *criminal intelligence product* (*Tactical Intelligence*): aimed at identifying and describing short-term threats. It is developed and distributed to decision-makers in law enforcement agencies for the purpose of timely planning of preventive measures and activities;
- *operational criminal intelligence product* (*Operational Intelligence*): focused on long-term threats used to direct investigative actions in the investigation of complex criminal activities that take place in several spatially distant locations.
- ***planning and resource allocation,*** aimed at providing intelligence support to decisionmakers by describing the change in the nature of the threat, its characteristics, development and dispersion in order to develop response strategies and reallocation of resources.

Thus, although related and genealogically very similar activities, they still have significant differences. We can conclude that neither activity is a science, but they are rather skills that are not precisely determined and defined.

Criminal intelligence activity

In recent years, there has been a significant penetration and use of criminal intelligence in law enforcement agencies around the world, as a result of understanding the concept offered and understanding the benefits of its application. This is one of the main reasons why it has been widely used in practice. Unfortunately, there are not many domestic authors who fully understand the importance, potential and innovation offered by such an organization of work and who are able to present to the professional and general public the benefits of this model and determine the key components for its implementation. Among them, one of the most significant is Dragan Manojlović, who in his works notices the cognitive component of criminal intelligence and understands the role of the human factor. From this understanding stems the definition that criminal intelligence is "*a cognitive and sensory activity which helps to establish the existence of events, conditions, relationships, characteristics, phenomena or processes that exist in objective reality*." (Manojlovic, 2005:108-119). It is from this identification of human resources as the most important for the functioning of the entire process of criminal intelligence that a great disagreement arises in academic and professional circles as to whether criminal intelligence should be located within certain organizational units, or be an integral part of the general work of police officers. Proponents of this second concept, to denote their idea, use the term *total criminal intelligence work*. Both of these solutions have pros and cons.

Advantages of the first model, which is based on the thesis that criminal intelligence work should be institutionalized, i.e. that a specialized unit or an organizational entity, specially formed and trained, should be in charge of its implementation in practice, are as follows:

- easier achievement of the required level of training and achievement of standardization in the collection, processing, analysis and distribution of intelligence products;

- facilitated exercise of the function of control and supervision over the work of entities involved in the process;
- less likelihood of classified data and information leaking;
- facilitated coordination and synchronization of work;
- simplified flow of information, instructions, guidelines and orders;
- requires less funding to equip with the necessary resources;
- better protection of the secrecy of the process and the information gathered.
- **Weaknesses** which are observed in this model are the following:
- isolation of the criminal intelligence service from the rest of the police organization;
- insufficient interaction between the criminal intelligence service and the rest of the police organization;
- difficult cooperation and exchange of data and information with other organizational units and police units due to competitiveness in achieving results;
- the number of personnel that would have one such unit or organizational entity is not enough to qualitatively "cover" the entire territory for which it is responsible, etc .;

Advantages of the second model, which is also called total intelligence work, are as follows:

- incorporation of criminal intelligence activities into all segments of the police system;
- increased quantity of data collection, which will lead to improved information quality;
- better "coverage" of the territory;
- multiple "sensors" for data collection;
- **Weaknesses** of this way of organizing criminal intelligence work are the following:
- difficult to reach the required level of training of all police officers;
- difficult to impact awareness change and education about new methods and techniques of work;

- difficult to exercise the function of control and supervision over the work of entities involved in the process;
- increased possibility of leakage of classified data and information;
- difficult coordination and synchronization of work;
- complicated flow of information, instructions, guidelines and orders;
- requires significant investments to equip with the necessary resources;
- weak protection of the secrecy of the process and the information gathered.

Principles of criminal intelligence work

Regardless of which one of the above methods of organization has been applied, experiences from the practice of criminal intelligence services of the police around the world indicate the need to apply some general principles in criminal intelligence work, in order to protect integrity and dignity. As common for both methods, the following principles stand out:

- ***the principle of legality***, includes strict adherence to the letter and spirit of positive legal regulations;
- ***the principle of objectivity***, includes the complete elimination of subjectivity, personal attitudes, opinions, prejudices, frustrations and the like that a police officer engaged in this intelligence work may have, like any other human being;
- ***the principle of the truth,*** it is closely related to the previous two, and cannot be fulfilled if the previous two are not;
- ***the principle of methodicalness in the planning of criminal intelligence activities,*** points to the complexity of the process, the importance of planning and setting goals and objectives;
- ***the principle of operability and speed,*** includes knowledge of the situation in the field (general situation, crime hotspots, manifestations, routes of logistical security for the commission of criminal offenses, etc.) and the timeliness of undertaking criminal

intelligence measures;

- ***the principle of thoroughness***, in essence, is a personal trait of a person engaged in criminal intelligence work (superficiality and haste are not only undesirable, but also traits that can cause significant damage to the process of criminal intelligence work, but also endanger the safety of officials and civilians by making decisions based on information obtained in violation of this principle);
- ***the principle of respect for and protection of human rights*** is essential and does not include exceptions where this principle can be departed from;
- ***the principle of secrecy and of protecting official secrets*** is of particular importance in the application of covert methods of collecting criminal intelligence (although some authors believe that this principle does not apply equally to all actions and procedures taken in the process of criminal intelligence, stating that some actions, such as collecting data from open sources, are undertaken publicly, we believe that this claim has no basis in practice because, in this example, although the data source is public, the very fact that an object is the subject of intelligence interest and processing - is a fact that requires secrecy);
- ***the principle of coordination and cooperation***, is based on the fact that cooperation between different police agencies, or units within one agency, must be effective, regardless of administrative and territorial demarcations, because crime knows no borders.
- ***the principle of preventive action,*** it could be defined as the core of criminal intelligence work because the complete process is designed to provide sufficient information on the basis of which it is possible to act preventively;
- ***the principle of expertise and specializations***, includes permanent education of personnel involved in the process of criminal intelligence work, but also improvement, adaptation and improvement of applied methods and techniques;

Considering that, as we have said, intelligence work is not a scientific discipline and, as such, does not have a unified terminology, and that criminal-intelligence activity mostly relies on the achievements of intelligence work, there is no unique terminology within criminal-intelligence work. Thus, in some authors we find freedom and a wide range of conceptual definitions for the same phenomenon, process or activity. Therefore, it is important to note here that, although there are different views and perceptions, there is no sign of equality between criminal intelligence and criminal intelligence-led policing (ILP-Intelligence Led Policing). Criminal intelligence is a concept with a broader meaning and it includes all components of criminal intelligence, while police work is guided by criminal intelligence, a model of organization of police work, but also a philosophical approach to the application of information obtained in this process. Thus, policing led by criminal intelligence is a more practical application of the concept of criminal intelligence.

Intelligence Led Policing (ILP)

Criminal intelligence-led policing is conceptually top-down, as a result of fulfilling one of the tasks of the ILP - influencing decision-makers to plan engagement and direct police resources. It is designed to complement the traditional, reactive model of policing, as some of the benefits of the traditional approach cannot be ignored and replaced.

There are two leading approaches to the organization of police work guided by criminal intelligence. The first concept, known in the literature as the "3rd" model, was devised by Jerry H. Ratcliffe (PhD), and the second concept was explained by David and Jeremy G. Carter, Ph.D. & Jeremy G. Carter).

The name of Ratcliffe's model comes from the English words that describe the essence of this concept: **interpreter**, **influence**, and **impact**. Through this concept, it seeks to rationalize the approach to solving crime and, by compromizing on resource consumption and efficiency, to achieve the ultimate goal of criminal intelligence-led policing - reducing the impact of crime, either through prevention or repression. Based on a simple philosophy, where a key role is assigned to analysis and analysts, it is suitable for adoption and implementation in a number of police agencies.

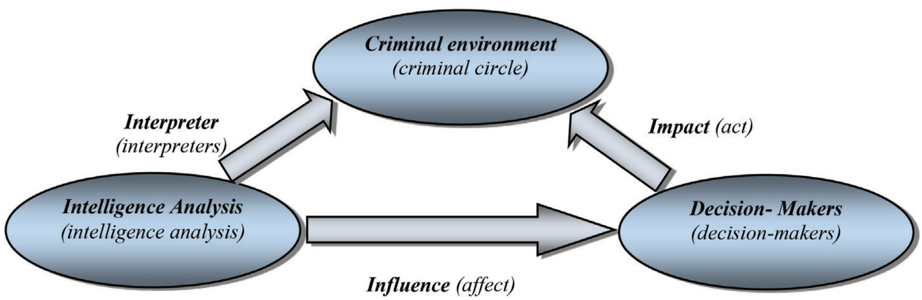
The theoretical concept of policing guided by criminal intelligence, according to Carter & Carter, has a threat as a starting point, in the determination of which the community has a significant role. In essence, it is based on "best practices" from related models of policing, such as *Community Policing* and *Problem Oriented Policing*, supported by analytical products, set on a broad base of threat observation (so-called all-threats) and crimes (so-called all-crimes) and access to criminal intelligence databases and reports. Roughly speaking, this concept represents an upgrade and critical elaboration of individual phases of the Ratcliffe model.

Because of its simplicity in terms of conception and practical application, Ratcliffe's model has met with wider acceptance by the professional community than is the case for other concepts. For this very reason, in this research we will say something more about the Ratcliffe model.

Rattclife model (3rd model)

The basic scheme of operation of the 3rd model is shown in Figure 1[4]:

Picture 1: Model 3 (basic process components)



According to the author, this model enables the formation of a complete picture and can lead to the arrest of objects of criminal intelligence processing. However, in order for that to be possible, it is necessary for the

4 Retrieved and modified from: Ratcliffe, JH (2010). Intelligence-led policing: Anticipating risk and influencing action. Intelligence, p. 7.

analysis, as the central process of this model, to fulfill its role, i.e. it is necessary for analysts to exert a critical influence on decision-makers and direct them toward effective decision-making and action in a criminal environment. Further, Ratcliffe believes that the process can only function effectively as a whole and that skipping or excluding any of the phases can result in failure.

Police work guided by criminal intelligence has a dual focus of work. In addition to problems, it also targets intelligence and serious criminals. Hierarchy and centralization in decision-making and directing work are, unlike some other models of organization of police work, present and sustainable.

Criminal environment represents an operational space in which police officers perform tasks. As part of the general social environment, it is prone to change and fluctuations and is in constant motion. Therefore, it requires permanent directing of efforts in order to interpret and describe the resulting changes. The nature and complexity of the environment depend on the level at which a given police organization operates, but the principles in the approach to interpretation are the same, while the interpretation itself has the same goal - to influence the environment through proper and purposeful decision-making and action.

Information analysis is, we can freely say, the core and essence of police work guided by criminal intelligence. In analytical processing, data acquire a meaning that turns them into information. Nevertheless, there is some disagreement among theorists about the significance and methods applied in the analysis phase. One group thinks that without analysis, there is no criminal intelligence, because they consider information to be an analytical product. Others, on the other hand, take the view that the process of analysis itself is too idealistic and that, as such, it can hardly function effectively in practice. This group of theorists offers the so-called DIKW concept (data-information-knowledge-workout; data-information-knowledge-product). Practically, supporters of this concept have the view that analysis turns data into information, but it is necessary to apply collective wisdom to turn information into a criminal-intelligence product.

Within Ratcliffe's model, information analysis has a dual role: to describe and interpret the criminal environment and to influence the way decision-makers think.

Interpretation of the criminal environment is not a function that depends solely on investing in staff training or tool making, but also on constraints. The ultimate goal of interpretation is to put information in the context of the environment and turn it into a criminal intelligence product.

Decision-makers and decision-making are, we can say, an executive part of the system in which the process of criminal intelligence works. Decision-making in security agencies is more sensitive than in other agencies, due to the implications it has for the environment. Therefore, the entire decision-making process must take place within a formal legal framework that is inviolable, in order to narrow the range of negative impacts of decisions (especially on citizens). The role and importance of policing led by criminal intelligence can, perhaps, be best seen in the decision-making phase, when it helps to fill information gaps and reduce doubts.

Influence on decision-makers represents another task of analysis. If the analyst is not able to "sell" his product, the action will most certainly be absent and the results of the analysis will be wasted. It often happens in practice that, due to indolence and routine behavior, criminal intelligence services fail to market their products, or decision-makers are not ready to take a timely and adequate response.

Action on the criminal environment is an exponent of the success of decisions made and actions taken. Although it contains numerous variables and limitations, it has a wide range of manifestations of influence on the criminal environment. Certainly the most important manifesto is the reduction of crime in a given environment, but there are many others.

Recently, there have been efforts to reduce criminal intelligence activities into a single form and to devise a certain template according to which the entire process will function. However, it is the flexibility and adaptability of criminal intelligence to the organizational and formation structure that make it applicable in most agencies. Instead of searching for a universal model of work organization, each interested agency must look at the whole concept of criminal intelligence from its own perspective and in the context of the goals it wants to achieve. This is followed by the determination of the policy and process that will make the criminal intelligence activity and the police work guided by the criminal intelligence information applicable to the given organization.

In this part of the paper, we will define the factors necessary for the establishment and efficient functioning of police work conducted by criminal intelligence. Authors in this field agree that there is a whole range of these factors, but that the following are the most important among them[5]:

- commitment (management and staff) to the concept and cooperation;
- adjusting the organizational structure;
- training (education) and awareness raising;
- information collection plan and information management plan;
- improving analytical capacity;
- connecting models with related constructions of policing (community policing, problem-oriented work, etc.);
- law regulation;
- change of culture in accepting the concept of police work guided by criminal intelligence;

The best starting point for introducing innovations in practice is demystification and acquainting staff with the advantages and reasons why something needs to be accepted in practice. Of course, it is necessary to make a distinction between the audience and define the target groups. The primary target group for putting intelligence-led policing into practice is staff who will be directly involved in the intelligence process. In this way, motivation is achieved and commitment to the concept is encouraged. Along with motivational activities, as an integral and parallel process, training and education of staff takes place. The need for training can in no way be overemphasized. Training should focus on two directions: awareness development and skills development. The goal of awareness development is to overcome the resistance that is immanent when it comes to change. This

5 Retrieved and modified from: Шебек, В. (2015). *Criminal-intelligence models of police organization in crime control* (Doctoral dissertation, University of Kragujevac, Faculty of Law), p. 108

can be achieved through the formation of attitudes, value systems and beliefs. This is certainly a difficult and time-consuming process that requires patience and which, unfortunately, can never be completed, but can reach the required level. The development of an information collection and management plan practically determines the tasks, priorities, methods and resources that will be utilized, which determines the framework of the picture to be considered.

A particularly important but sensitive segment of the process of criminal intelligence work, which has a significant motivational role, is the way of evaluating the achieved results. Among the professional staff directly involved in the criminal intelligence process, the traditional system of evaluation and stimulation based on exact quantitative indicators (number of arrests, number of written sentences, number of field interventions, etc.) is difficult to apply. The method of evaluating the results of the work of officers involved in the criminal intelligence process should be grounded on qualitative assessments, on the basis of practice.

Conclusion

The characteristics and manifestations of crime in the modern age necessarily change the philosophy of the approach to its suppression. By introducing new strategies, the aim is to achieve a synergy of targeted preventive and repressive measures in order to achieve long-term goals in the fight against crime.

Although a relatively new philosophy, criminal intelligence and police work based on it enable the achievement of unity and symbiosis between proactive and reactive methods of police work. Moreover, these methods complement each other. Perhaps the most significant contribution of criminal intelligence work is in rationalizing the use of available resources.

Due to its complexity, there is a significant degree of lack of understanding and resistance to the implementation of criminal intelligence work. As a complex and meaningful activity, this type of work cannot be reduced to mere formalism and filling in forms of intelligence reports. For its development and adoption, it is necessary to provide resources, both human and material. Before that, it is necessary to win over decision-makers at higher levels and lead them to see and understand their place and role and convince them of the functionality of the concept. A good starting point is to influence the formation of attitudes and opinions and training, first of the staff who will be directly involved in criminal intelligence work, and then the rest of the people at all levels and in accordance with their competencies, place and role in the criminal intelligence process.

The difficulty is the fact that this area is insufficiently researched and examined and, as such, insufficiently "covered" with literature. Due to the traditional interpretation of the term *intelligence*, criminal-intelligence work is often mystified and shrouded in a veil of secrecy, so it is very difficult to find "best practices" of police agencies from other countries and exchange operational experiences, because they seek to protect achievements in criminal-intelligence work, especially technical and technological. This phenomenon is not uncommon in relations between related agencies within a state.

Equally important for the efficiency of the criminal intelligence process is the establishment of an information system, which will be designed to store and process the collected data and information, and their exchange with partners and clients.

Considering the specificities of individual law enforcement agencies, we pointed out that there is no universal pattern according to which criminal intelligence activities function, but that it is an adaptable process that depends on the needs, capabilities and available resources of a given agency and goals to be achieved.

Criminal intelligence really offers significant advantages in the fight against organized and serious crime and reaches a full range in response to security demands in combination with traditional-reactive police work. The advantages of this way of organizing police work come from the more efficient use of available resources, directing activities and the possibility of taking preventive actions.

Thus, criminal intelligence work, as a relatively new concept, has not yet been sufficiently explored. Although significant advantages are evident, especially in the fight against organized and serious crime, it achieves maximum effects in combination with traditional methods of policing. Further research and efforts to popularize this way of working should be focused on gaining the favor of decision-makers at the highest levels and in the direction of educating officials in these agencies. In order to facilitate the training process, a critical moment is the provision of the necessary literature in the local language and the production of instructors who will maintain continuity in training.

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