Australian Criminal Intelligence Management Strategy 2012–15

Intelligence partnerships for a safer Australia

Attorney-General's Department
Australia New Zealand Policing Advisory Agency
Australian Crime Commission
Australian Customs and Border Protection Service
Australian Federal Police
Australian Securities and Investments Commission
Australian Security Intelligence Organisation
Australian Taxation Office
CrimTrac
New South Wales Police Force
Northern Territory Police
Queensland Police Service
South Australia Police
Tasmania Police
Victoria Police
Western Australia Police

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FOREWORD

The United Nations Office on Drugs and Crime (UNODC) describes criminal intelligence as " ... *the lifeblood of the fight against transnational organized crime. It is the foundation for all proactive investigations and a cross-cutting issue since the same expertise and methodology is used for all serious crimes, including, corruption, drug trafficking, and terrorism. A fundamental component of building law enforcement capacity involves enhancing understanding of how criminal intelligence works and how practically to develop, share and use it."* [1]

The Australian Criminal Intelligence Model (the Model) and associated Management Strategy (the Strategy) defines criminal intelligence as insights and understanding obtained through analysis of available information and data on complex offending patterns, serious organised crime groups or syndicates and individuals involved in various types of criminal activities. The Australian intelligence landscape is comprised of state, territory and federal law enforcement agencies (including policy and regulatory agencies) that operate within and across three separate but intersecting domains—national security, serious and organised crime,[2] and policing and community safety. Criminal intelligence links all three domains and underpins our ability to understand these complex criminal environments and to identify threats, determine priorities and develop preventative response strategies. As a community we are committed to improving our capacity to prevent and disrupt all crime types through a strong focus on intelligence capabilities and cooperative relationships.

Our state, territory and federal governments have overlapping responsibilities with respect to how we respond to criminal intelligence at local and national levels. In delivering this response, all jurisdictions and the Commonwealth are dedicated to nationally consistent methodology for the management of criminal intelligence. The Model and Strategy provide an agreed set of common standards, best practices, and information sharing protocols for management of criminal intelligence assets. As Ministers and agency heads have different priorities the specific approaches adopted by individual agencies will reflect local circumstances.

A central theme of the Model and Strategy is the notion of criminal intelligence being regarded as a national asset. The Model and Strategy provide a framework to harness and share our intelligence assets and support a whole of enterprise approach to capability management. Success of the Strategy is reliant on our ability to provide a collaborative culture for intelligence sharing with the appropriate underpinning technology, supportive policy and legislative frameworks. The Strategy mission, strategic objectives and underpinning principles guide us towards achieving our vision of ***intelligence partnerships for a safer Australia***.

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1   Quoted from http://www.unodc.org/unodc/en/organized-crime/law-enforcement.html
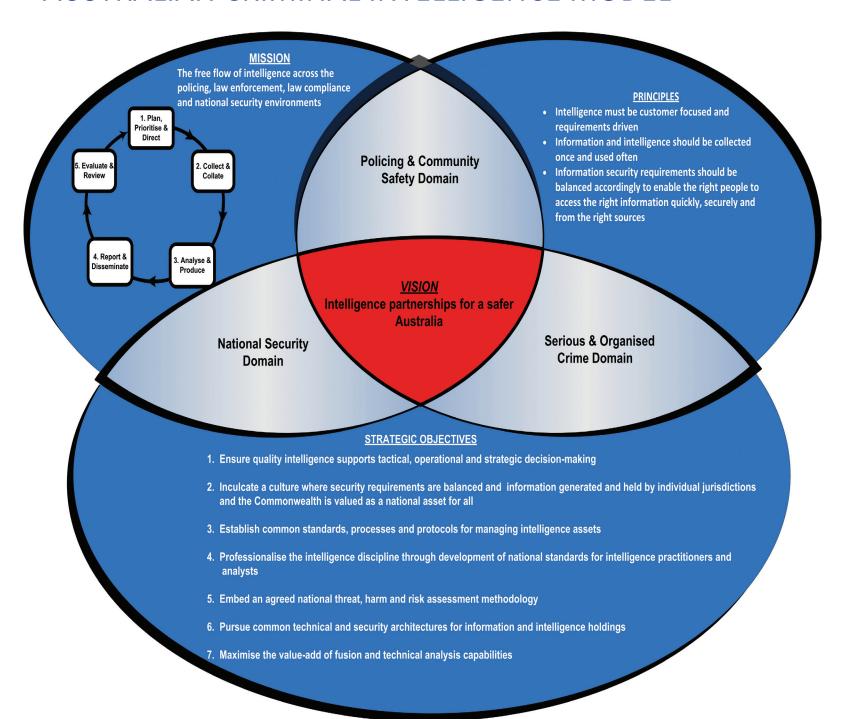2   The serious and organised crime domain includes law enforcement, law compliance, policy and regulatory agencies.

THE AUSTRALIAN CRIMINAL INTELLIGENCE LANDSCAPE

An accurate picture of criminality in Australia is dependant upon decision makers at all levels understanding the importance of sharing intelligence to assist in identification of threats, vulnerabilities and priorities. This intelligence serves as a decision advantage. The Australian intelligence landscape is comprised of multiple entities operating within and across various domains. We can gain national efficiencies by focusing on 'touch points' and partnerships to facilitate our mission of the free flow of intelligence across and between the operating domains. We can use technology, culture, policy and legislative initiatives to empower information sharing at and around the intersect points. By developing these enablers, the Model and associated Strategy will deliver a standard framework, through management of the intelligence cycle. Common functional themes, strategy initiatives and strategic objectives strengthen and enhance the criminal intelligence capabilities at all levels of law enforcement (including policy and regulatory agencies) in Australia. The strategy will facilitate accomplishment of this by using:

- technology to facilitate information sharing through interoperability of systems

- policy and legislation to underpin effective powers and processes for agencies to quickly and effectively collect, analyse and share relevant intelligence, and

- cultural norms to instil a collaborative attitude which ensures sharing is business as usual.

AUSTRALIAN CRIMINAL INTELLIGENCE MODEL

MISSION

The free flow of intelligence across the policing, law enforcement, law compliance and national security environments

1. Plan, Prioritise & Direct
2. Collect & Collate
3. Analyse & Produce
4. Report & Disseminate
5. Evaluate & Review

Policing & Community Safety Domain

National Security Domain

Serious & Organised Crime Domain

VISION
Intelligence partnerships for a safer Australia

PRINCIPLES

- Intelligence must be customer focused and requirements driven
- Information and intelligence should be collected once and used often
- Information security requirements should be balanced accordingly to enable the right people to access the right information quickly, securely and from the right sources

STRATEGIC OBJECTIVES

1. Ensure quality intelligence supports tactical, operational and strategic decision-making

2. Inculcate a culture where security requirements are balanced and information generated and held by individual jurisdictions and the Commonwealth is valued as a national asset for all

3. Establish common standards, processes and protocols for managing intelligence assets

4. Professionalise the intelligence discipline through development of national standards for intelligence practitioners and analysts

5. Embed an agreed national threat, harm and risk assessment methodology

6. Pursue common technical and security architectures for information and intelligence holdings

7. Maximise the value-add of fusion and technical analysis capabilities

WHAT WILL SUCCESS LOOK LIKE?

Indicators of successful implementation of the Model will include:

- intelligence valued as a critical national asset that supports the whole of enterprise

- more efficient use of limited resources and better risk management practices

- alignment of common standards, shared definitions, shared training, agreed competencies, and agreed curriculum for intelligence practitioners

- established best practice doctrine with emphasis on consistency in guiding principles and a program of continuous improvement

- policy and legislation to underpin effective national dissemination and requests for information (RFI) processes, and

- contemporary technology to enable more effective collection, analysis, storage and sharing of national intelligence assets.

HOW WE WILL ACHIEVE SUCCESS

VISION

Intelligence partnerships for a safer Australia

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CRITICAL SUCCESS FACTORS

- Policy and legislative framework to facilitate information sharing

- Improved technical capabilities

- A culture of national intelligence sharing

Each of the strategic objectives is underpinned by a series of action items to improve the efficiency and effectiveness with which we collect, collate, analyse, produce, store, disseminate, collaborate and share intelligence. Applying the strategies with an overarching approach will support better interoperability, consistency across domains and provide agencies with the flexibility to vary their priorities to suit local circumstances. The aim of the strategic objectives is to embed the Model through initiatives that increase the value-add of our intelligence for whole of enterprise decision-making.

Strategic Objective 1 - Ensure quality intelligence supports tactical, operational and strategic decision-making

1.1   Utilise working groups to leverage partnerships to guarantee there is timely exchange of the right information to the right people

1.2   Incorporate mechanisms for identifying regional priorities within national collection plans

1.3   Identify and employ a set of metrics for assessing the 'value-add' of intelligence

1.4   Disseminate relevant and actionable intelligence products focussing on eliminating (where possible) legislative and policy barriers to get information to the right person (or team) in a timely manner

Strategic Objective 2 - Inculcate a culture where security requirements are balanced and information generated and held by individual jurisdictions and the Commonwealth is valued as a national asset for all

2.1   Build familiarity and trust among partners to promote understanding of the benefits of sharing

2.2   Expand partnerships, where appropriate, to enhance opportunities for sharing (public sector, private enterprise)

2.3   Assess opportunities for information sharing technology and deploy appropriate technologies

2.4   Instil governance procedures to ensure security requirements are maintained, understood and compliant with legislative obligations

Strategic Objective 3 - Establish common standards, processes and protocols for managing intelligence assets

3.1   Promote standards and competencies for a nationally consistent language and approach for intelligence analysis

3.2   Initiate common processes and procedures to capture and share lessons learned and to support evaluation and review throughout the intelligence process

3.3   Foster (within legislative requirements) a streamlined standard dissemination process for intelligence sharing across and within the domains of national security, serious organised crime, and policing and community safety

Strategic Objective 4 - Professionalise the intelligence discipline through development of national standards for intelligence practitioners and analysts

4.1 Build intelligence analyst tradecraft with national training standards and competencies

4.2 Develop a skilled and professional intelligence workforce with enhanced and shared professional development opportunities

4.3 Cultivate relevant experience and promote cross-jurisdictional peer review and mentoring to broaden experiences

4.4 Encourage evaluation and review throughout the intelligence process

Strategic Objective 5 - Embed an agreed national threat, harm and risk assessment methodology

5.1 Progress implementation of the proposed standard threat, harm and risk assessment methodology to provide the fundamental framework to understand current and emerging threats including acknowledgement of differences in priorities across domains

Strategic Objective 6 - Pursue common technical and security architectures for information and intelligence holdings

6.1 Assess opportunities for technical and security architectures to be used more effectively across domains and deploy appropriate technologies

6.2 Integrate existing cyber technologies to improve and expand knowledge of cyber functionality

6.3 Develop and leverage existing interoperable information technology systems to improve our ability to aggregate information and intelligence

6.4 Identify and resolve (where possible) legal and policy impediments to the dissemination of intelligence when using technical and security architectures

Strategic Objective 7 - Maximise the value-add of fusion and technical analysis capabilities

7.1 Assess opportunities and deploy technologies to better exploit federated technologies to collect, collate, and share intelligence across domains

7.2 Deliver information sharing platforms and interoperable networks

7.3 Identify and resolve (where possible) legal and policy impediments for dissemination of intelligence and information in fusion centres.

CRITICAL SUCCESS FACTORS

The key to the success of the Model and Strategy will be in our collective ability to provide:

- the underpinning technology to facilitate information sharing through interoperability of systems

- the supporting policy and legislative framework including effective powers and processes for agencies to quickly and effectively collect, analyse and share relevant intelligence, and

- the collaborative culture of intelligence sharing to support decision making across operating domains.

CONCLUSION

The Model and Strategy support management of criminal intelligence more holistically through collaborative use of best practices, standards and competencies, technology, committees and forums, and policy and legislation initiatives to empower information sharing and enhance criminal intelligence capabilities at all levels of law enforcement (including policy and regulatory agencies) in Australia.

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