

INTELLIGENCE OPERATIONS: CONCEPTION AND STRUCTURE

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In order to analyze and percept, even partially, what is the manifestation of complexity of contemporary intelligence operations and their realizations, the authors primarily points at actual understanding of intelligence operation concept. They indicate intelligence operations elements and signifies that enormous resources and financial means are spending during realization. Also, points that is necessary to manage complex processes of intelligence operations realization, in order to enable their efficiency and efficient ending of whole intelligence enterprise. Realization of diverse intelligence enterprises, for its complexity, dynamism and uncertainty, perforce need intelligence methodical project analysis of organizing, conducting and managing intelligence operations. Survey of intelligence operations management is, irrespective of level of ambition and detailing, extremely difficult attempt. In this paper phases of intelligence operations development are given and it points that intelligence operations planning represent first phase in process of operations management, which contains definition of aims, directions and global development strategy, specification of measures and means for achievement of established goals and selection of best alternative.

Кључне речи: *national security, intelligence activity, intelligence and security agencies, intelligence operation, management operation.*

Instead of Introduction: The Concept of Intelligence Operations

In order to analyze and a deeper look at, at least in part, what is reflected in the complexity of modern intelligence operations and their implementation, one should first define what is now understood as the term of the intelligence operation. In everyday

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work of intelligence and in social life, the term operation is in a very wide use. An intelligence operation² *is usually defined as a complex and unique project which is undertaken in the future to achieve goals in provided time and given resources*. The complexity of intelligence operations is expressed through a large volume and broad structure of internal projects, a long duration, a huge budget, a large number of participants in the implementation and other parameters (see: Charles, 2004; Ameringer, 1990).

The realization of intelligence activities and operations is charged with an extreme complexity and uncertainty, which are caused, firstly, by great and increasing complexity of the intelligence operations and the environment in which they work, and by extremely fast-paced development of science, technology and civilization as a whole. This complexity usually leads to serious problems in the implementation of the intelligence project, which is seen in the large and increasing total cost of the realization and the ineffectiveness of the realization in general (Aldrich, 2000). This means that the basic objectives of the realization of each implementation cannot be achieved, namely, the realization in the shortest possible time and with minimal participation of material or human resources cannot be achieved.³

Each intelligence project usually consists of a large number of operations, and operations consist of a large number of tasks, phases, sub phases and individual activities, which elements make the complex structure of the intelligence project. „Big“ intelligence ventures with several operations, run by the extent and structure, have a very large number of stages and activities, and usually last long (ed. Rodney, 2006). The connections between phases and activities that make the operation, are numerous and come from a complex structure of the operation and of the use of the resources (George, 1983). A large number of individual stages of intelligence activities, but also a number of connections and relations between them and, between them and the environment/security milieu in which they are carried out, contribute to the complexity of the process of the realization of an intelligence operation (Manojlović, Jović, 2004; Berkowitz, Goodman, 2000).

² *Intelligence operation* – the operation of gathering information about an enemy intelligence activity; *intelligence undercover work, spying* – the act of keeping a secret watch for intelligence purposes; *information gathering* – the act of collecting information; *current intelligence* – intelligence of all types and forms of immediate interest, usually disseminated without delays for evaluation or interpretation combat intelligence; *tactical intelligence* – intelligence that is required for the planning and conduct of tactical operations; *strategic intelligence* – intelligence that is required for forming policy and military plans at national and international levels; *covert operation* – the collection of intelligence openly without concealment reconnaissance; *reconnaissance mission* – the act of reconnoitring (especially to gain information about an enemy or potential enemy); *counterintelligence* – intelligence activities concerned with identifying and counteracting the threat to security posed by hostile intelligence organizations or by individuals engaged in espionage or sabotage or subversion or terrorism (see: www.usmilitary.about.com; www.thefreedictionary.com; Mijalković, Milošević, 2010).

³ For example, Political Action while the Committee of Secret Correspondence was meeting secretly in Philadelphia with agents of France, Arthur Lee was meeting in London with Pierre-Augustin Caron de Beaumarchais, the successful author of *The Barber of Seville* (and later *The Marriage of Figaro*)-who was a French agent. Lee's inflated reports of patriot strength, which either he fabricated for Beaumarchais' benefit or were provided by Lee's regular correspondent, Sam Adams, won the Frenchman to the American cause. Beaumarchais repeatedly urged the French Court to give immediate assistance to the Americans, and on February 29, 1776 addressed a memorial to Louis XVI quoting Lee's offer of a secret long-term treaty of commerce in exchange for secret aid to the war of independence.

A large number of operations, the participants in the implementation, either direct or logistic, particularly contribute to the great complexity of the implementation of intelligence efforts, in addition to a number of stages and activities and their linkages.⁴ Some of them are able to quickly and efficiently perform their jobs, to work together with other participants and to adapt to different conditions, while others are able to quickly and effectively work only in special conditions and circumstances (Stephenson, W. S. (ed) (1999). Because, surely, there are significant differences between a large number of participants in the realization of the operation, it must lead to major problems when trying to arrange all necessary activities in an organized flow of information and coordinate all intelligence work to a faster and more efficient place of intelligence operations (Manojlović, 2005a). Agencies that participate in the realization of intelligence operations enter the operation with a large number of employees of different profiles, expertise, knowledge and experience, where each individual performs only a small part belonging to the overall implementation of the operation. It is necessary to coordinate the performance of individual intelligence activities and to synchronize to the total realization of an efficient place that points to the need for coordination and organization of individuals, groups and teams, and synchronization of all participants in the implementation of the operation (Rusbridger, 1991). In addition to all the above mentioned elements, the complexity of a large intelligence operation contributes to the fact that in the implementation, huge amounts of resources and large financial resources are being spent (Johnson, 1993). Since the available funds for the implementation are, most commonly, limited, it is necessary consider a rational spending in order to achieve satisfactory efficiency of the overall realization of the observed operations, and one of the main objectives of each operation is to carry out the realization by minimum possible resources. In addition to resources is an important factor that contributes to the complexity at the same time, and that is the time of implementation of each activity, task and intelligence operation in general (Winks, 1996; Manojlović, 2005b). A large number of intelligence activities of which all intelligence operations consist of, except „small and simple“ operations, usually require a significant time of performance, so it is very important for each of the intelligence operation to be carried out as scheduled, or in the least possible amount of time.

It is clear, that the time of the realization of any intelligence operation extends to the near and further future, which is in principle uncertain and unknown, and in this way, an uncertainty additional complexity of his methodical consideration is implemented in the realization. All this clearly shows how the complexity, uncertainty and the problems brought by the implementation of intelligence operations, and why it cannot be carried out spontaneously and unorganized in an efficient way. The effective realization of intelligence operations is only possible if it is performed using methodological techniques organi-

⁴ For example, on September 26, 1776, the Continental Congress elected three commissioners to the Court of France, Benjamin Franklin, Thomas Jefferson and Silas Deane, resolving that „secrecy shall be observed until further Order of Congress; and that until permission be obtained from Congress to disclose the particulars of this business, no member be permitted to say anything more upon this subject, than that Congress have taken such steps as they judged necessary for the purpose of obtaining foreign alliance.“ Because of his wife's illness, Jefferson could not serve, and Arthur Lee was appointed in his stead. With Franklin's arrival in France on November 29, 1776-the first anniversary of the founding of the Committee of Secret Correspondence-the vital French mission became an intelligence and propaganda center for Europe (en.wikipedia.org/wiki/Police_Intelligence_Operations).

zed in a way, by which one can perform a detailed insight, plan all the individual processes, and coordinate and direct the individual activities and the implementation as a whole. Only in this way the intelligence operation will be protected from enemies counterintelligence.⁵

The Complexity of Intelligence Operations

It is obvious that it is necessary to manage the complex process of implementation of an intelligence operation, to effectively carry out and ensure the effective completion of the entire intelligence enterprise. The realization of various intelligence projects, due to their complexity, uncertainty and liveliness, requires a methodological elaborate of the organization, leadership and management of the intelligence.⁶ Therefore, now in the intelligence

⁵ Probably the first Patriot organization created for counterintelligence purposes was the Committee (later called the Commission) for Detecting and Defeating Conspiracies. It was made up of a series of groups established in New York between June 1776 and January 1778 to collect intelligence, apprehend British spies and couriers, and examine suspected British sympathizers. In effect, there was created a „secret service“ for New York which had the power to arrest, to convict, to grant bail or parole, and to jail or to deport. A company of militia was placed under its command to implement its broad charter. The Committee heard over 500 cases involving disloyalty and subversion. John Jay has been called the first chief of American counterintelligence because of his role in directing this Committee's work. Nathaniel Sackett and Colonel William Duer were particularly successful in ferreting out British agents, but found their greatest success in the missions of one of the dozen or so agents of their own, Enoch Crosby. Crosby, a veteran of the Continental Army, had been mistaken by a Westchester County Tory as being someone who shared his views. He confided to Crosby that a secret Tory military company was being formed and introduced him to the group. Crosby reported the plot to the Committee and was „captured“ with the group. He managed to „escape“ and, at Committee direction, infiltrated another secret Tory unit. This unit, including Crosby, was also taken and he „escaped“ once more. He repeated the operation at least two more times, before Tory suspicions made it necessary for him to retire from counterintelligence work. Crosby was the model for the central character in James Fenimore Cooper's book *The Spy* (1821) – the first espionage novel written in English (en.wikipedia.org/wiki/Police_Intelligence_Operation).

⁶ For example, Covert Action in July 1775, Benjamin Franklin and Robert Morris worked out a plan in collaboration with Colonel Henry Tucker, the head of a distinguished Bermuda family, to obtain the store of gunpowder in the Royal Arsenal at Bermuda. To give Bermuda much-needed foodstuffs in exchange for the powder, the Continental Congress resolved on July 15, 1775 to permit the exchange of food for guns and gunpowder brought by any vessel to an American port. On the night of August 14, 1775, two Patriot ships kept a rendezvous with Colonel Tucker's men off the coast of Bermuda, and sent a raiding party ashore. An American sailor was lowered into the arsenal through an opening in the roof, and the doors opened from the inside. The barrels of gunpowder were rolled to waiting Bermudian whaleboats and transported to the American ships. Twelve days later half of the powder was delivered to Philadelphia and half to American forces at Charleston. America's second covert action effort ended in failure. General George Washington, hearing independently of the Bermuda powder, dispatched ships to purchase or seize it. Lacking a centralized intelligence authority, he was unaware of the Franklin-Morris success; when Washington's ships arrived in Bermuda in October 1775, the gunpowder had been gone for two months and British ships patrolled Bermuda waters. On the basis of information received by the Committee of Secret Correspondence, the Continental Congress on February 15, 1776 authorized a covert action plan to urge the Canadians to become a „sister colony“ in the struggle against the British. A French printer was dispatched to Canada „to establish a free press... for the frequent publication of such pieces as may be of service to the cause of the United Colonies.“ Benjamin Franklin, Samuel Chase, and Charles Carroll were appointed from the Congress to undertake the mission, and Father John Carroll was invited to join the team to prevail upon the Catholic clergy of Canada. The delegation was given a degree of authority over American expeditionary forces in Canada; it was empowered to raise six companies in Canada, and to offer sanctuary in the thirteen colonies, in the event its effort failed, „for all those who have adhered to us.“ (en.wikipedia.org).

methodology, numerous techniques of planning, organizing and management have developed, which are used for management operations. As the best method (concept) for the effective management venture, a concept of five levels, such as: philosophical, strategic, tactical, logistical and managerial, is being used today. This concept has developed in the not so distant past with the implementation of „major“ intelligence projects and operations within the enterprise. Today, this approach is successfully used for the management of intelligence research and other operations, as an excellent method to achieve the planned objectives, and that is the realization of the intelligence efforts of this performance in scheduled time and with the planned resources (human and material).

Philosophical, strategic, tactical and managerial approach to management is a science-based and practical concept, by which, with the help of appropriate methods of organizing, planning, management and control, a rational adjustment of all necessary resources and coordination of required activities is carried out to realize an operation within the enterprise, or to realize the enterprise alone in the most effective manner (Manojlović, 2005a).

The main objective of managing the implementation of the intelligence project is to provide the required technical performance and quality with the least time and risk/risk of realization. If it is not possible to achieve the planned time and eliminate the risks, it is intended to decrease the duration and the risk to the minimum, so that their impact is not beyond the justification of intelligence operation itself. This kind of approach represents a universal mean, a necessary tool of the methodology of intelligence. Every intelligence agency requires a methodological elaboration for each complex intelligence operation or activity, to successfully achieve its goal. Modern intelligence organizations require constant methodological education to act and develop in the complex and dynamic security environment in which they operate. Implementation of the intelligence work is not a phenomenon of today's time, but a necessity of modern life and work of intelligence agencies in one hand, the moment of civilization, evolution and the phenomenon of the security milieu which are increasing, and its total complexity that is growing with the growth of security challenges, risks and threats on the other hand, and demands of the community on the third side. A methodology is required for efficient functioning and development of each intelligence agency and its activities, each of its individual system and the system as a whole, or effective development of each complex work and projects within its jurisdiction. A methodological approach in solving various problems, is the basic characteristic of modern intelligence management, a modern scientific discipline without which an effective action is impossible, as well as functioning and development of the agency and its resources.

Methods of intelligence work, in which the basis of the intelligence work is carried out, is becoming increasingly important for the work of secret agents which are specialized and more complex, and for intelligence operations, as well. The fast technological development out the need for the use of methodological techniques and approaches, respectively, the use of methodology as a scientific and practical discipline that deals with the construction of techniques and methods of management of intelligence systems and processes, as well as all intelligence activities in the intelligence system, in order to improve their efficiency.

This (firstly) skill, and surely a separate scientific discipline today, is directed to find such methods and techniques to improve the implementation of various activities and projects and makes the functioning and development of intelligence systems more effective. Furthermore, the methodology of intelligence work is a scientific discipline with a

multidisciplinary character which explores the problem of, we would say, the management of very specific businesses, endeavors and intelligence systems (Manojlović, Jović, 2004). This discipline studies the management systems as a complex process with a series of intelligence tasks and activities. Also, it studies all problems and phenomena related to the efficient execution of certain tasks and tasks of intelligence operations. Individual, specialized disciplines, such as the development of education and intelligence regrutes and systems, are focused on on the management of individual processes, endeavors or functions in order to achieve a better performance.

The methodology of intelligence work has a fundamental meaning for global and partial research of functioning and development of the intelligence systems, subprocesses, and individual projects that are realized within the intelligence operations. To explain the term of management of intelligence operations more closely in the most general sense, let us begin with the consideration of the term itself. First, in general, under the management of intelligence work stands an effect of continuous actions that influence the parameters of the intelligence work (Manojlović, 2005b), where methods and methodological techniques of intelligence work exist, which convert the intelligence operations from one state to another. The management of intelligence work is associated to the accomplishment of goals of the intelligence system, ant therefore it is defined as a continuous process that is oriented towards the realization of goals. Namely, we can say the following, the methodology of the intelligence process (a set of actions) is a process that acts on the intelligence system and the system resources, for that it/they could reach the defined intelligence goals. Basically, the goals of the methodology of intelligence work represent the future state which the system tends to achieve. In order to achieve the set intelligence goals, ie. to define a realized intelligence goal, the methodology directs the operation of all intelligence resources to intelligence goals. In terms of the previous general indications, the methodology of intelligence work is a process of continuous effects of techniques and methods of translation in terms of intelligence operations from the initial phase in the new, desired state. Recent approaches in the theory about the so-called methodical conduct of strategic intelligence work, which is the continuous process of constant adaptation to the intelligence work to the variant environment, in which the environment influences the goals of intelligence and its operations, and on the other hand, the intelligence systems alone influence the environment in which it exists.

A methodological approach to the strategic level includes three segments: establishing and defining goals and strategies of intelligence work, and then the implementation of defined strategies and implementation of control. On the other hand, individual intelligence processes are comprised of diverse and complex intelligence activities and actions, which affect the parameters of continuous intelligence and direct action in a number of factors which influence the functioning and development of intelligence operations. Considerations of the intelligence process with the methodical aspects include the amount of activities that are aimed at improvement of the efficiency of the intelligence organizations, and the operations themselves.

Methodological work includes a large number of activities and actions that are continuously carried out in all areas of intelligence work, in order to ensure more efficient operation. To summarize, an intelligence operation is a complex process that carries the characteristics of the intelligence and social system in which it exists.

Management of Intelligence Operations

The research of the management of intelligence operations is, without regard to the level of ambition and details, very difficult to undertake. It is more difficult in wartime, than in peace.⁷ Therefore, the realization of the larger ambition of long-term engagement requires a larger number of specialists of different profiles and experience, studies of the functioning and development of at least dozens of operations, and yet with uncertain end-result (see: Mijalković, 2007). Availability of research results obtained in different countries are quite limited because the essence of the organization and conduct of intelligence or of a particular social system and level of economic development and any other development.

Regardless of the similarity in the problem-solving, the management of an intelligence system or an agency is substantially different from the management of intelligence operations within the enterprise or the individual operations and procedures within the operation. The specified complexity in the study leads to the idea that a complete separation of management endeavors of the individual operations has its justification, because it enables to further join the study of this very serious and important part of the intelligence enterprise. Investigation of each operation, not neglecting their mutual relations within the project study, certainly contributes to the improvement of intelligence operations as a whole.

To approach a more detailed process of management of intelligence operations, it is necessary to divide this process into basic parts, and to basic subprocesses, phases, tasks or functions as in the literature often called, which in this paper shall not include because of its scope and purpose. Firstly, the operations management is a process immanent to any intelligence enterprise. Functioning and development of intelligence operations is impossible without management. On the other hand, intelligence work is a dynamic and continuous process, allowing the development and implementation of intelligence operations.

Development of intelligence operations is a complex process that includes a large number of connected practical intelligence activities.⁸ The present study has a

⁷ After Benedict Arnold turned traitor, several special operations, none successful, were mounted in an effort to capture him. In September 1780, Major Henry „Light-Horse Harry“ Lee presented to General Washington a secret plan to return the defector to American control and bring him to the gallows. Washington approved the plan, but insisted that Arnold not be killed or injured in carrying it out, even at the risk of allowing him to escape. „Public punishment,“ said Washington, „is the sole object in view.“ Lee's sergeant major, John Champe of Loudoun County, Virginia, was assigned to this special mission, and on the evening of October 19, 1780, „deserted“ to the British under a hail of gunfire. The official documents he carried and his cooperative attitude during interrogation convinced the British of his bonafides. He was appointed sergeant major of Benedict Arnold's so-called American Legion, which was made up of deserters and Tories. Champe, now wearing a British uniform and having obtained freedom of movement in British-occupied New York, made contact with Patriot agents there and laid plans for Arnold's capture. Arnold's legion embarked for Virginia on the night the operation was to take place, and the plan was aborted. Champe accomplished his other mission, however: finding out if other American officers were collaborating with the enemy. He found no evidence that any were. In March 1781, an attempt to capture Arnold during his daily ride to the Virginia shore of the Chesapeake Bay was foiled by the chance anchoring of some British ships in the area. Yet another plan, devised by Thomas Jefferson, called for General John Peter Muhlenberg to send hand-picked soldiers „to seize and bring off this greatest of traitors“ at Portsmouth, Virginia. Unusual security precautions at the British outpost thwarted the attempt (www.timesonline.co.uk).

⁸ For example, recognizing the value of an important hostage, General Washington in 1782 approved a plan to capture the son of King George III, Prince William Henry (the future William IV), during the young naval officer's royal visit to New York. The operation failed to come off after British intelligence heard about it and the Prince increased security around

systematic approach, which views the operation as a complex system with a large number of tasks and relations between them and between them and the environment. Management operations should be comprehensive and should include all functions within the operation, and the entire process.

In order to solve management problems in intelligence operations, scientific methods are applied, we can say almost of almost all sciences. Today, it is not possible to do this without computers and the information-based systems, etc. Secondly, management and control, intelligence operations, has been founded many centuries ago, but it gets its scientific meaning in the modern scientific age (Prados, 1995). It includes several activities such as: 1) assessment of possible future conditions and the definition of future actions (means in the modern sense, includes the prediction and planning), 2) security operations of all resources that are necessary for effective functioning, 3) coordination of all activities and factors in order to maintain efficient and effective functioning, 4) monitoring and checking whether all the activities within the operations are in accordance with the orders, 5) giving certain orders; 6) selection of the best action between several available alternatives, in order to achieve the desired goal; 7) determination structure and distribution of the individual work within the operations and activities; 8) selection and training resources; 9) measurement of current performance and to maintaining a certain goal; 10) transfer of authority to the other for the purpose of achieving the desired goal; 11) prediction of future operations. All activities are closely linked in a unique process and can be aggregated and considered individually; 12) guidance to all participants adopted. What enables us to access scientific management operations: 1) to undertake

himself. After William later became monarch, the American ambassador told him of the wartime plan and of Washington's edict that, if the mission were successful, the young Prince should suffer no „insult or indignity.“ Upon hearing the story, William IV responded: „I am obliged to General Washington for his humanity, but I'm damned glad I did not give him an opportunity of exercising it towards me.“ On the high seas, British supply ships and troop ships often fell to American privateers operating under letters of marque and reprisal from the Continental Congress. Franklin, for example, ran a flotilla of Irish and French privateers from the American mission in Paris. Success in intercepting British vessels was so great that the British accused their captains of taking bribes from the Americans to surrender their ships. One privateer, operating under contract to Silas Deane and a French business associate and utilizing a French ship obtained by Benjamin Franklin, was the *Bonhomme Richard*, commanded by John Paul Jones. Of the sabotage operations conducted by the American patriots, only one mission is known to have been launched in England. Sometime after his arrival in Paris, Silas Deane was visited by young James Aitken, recently returned from America. Aitken produced crudely drawn but accurate plans of Royal dockyards in England and proposed to sabotage them by utilizing a unique incendiary device of his own design. Deane engaged his services and issued Aitken a passport signed by French Foreign Minister Vergennes with instructions to French officials: „We will and command you very expressly to let pass safely and freely, Mr. James Actzen, going to England, without giving him or suffering him any hindrance; but on the contrary giving every aid and assistance that he shall want or occasion for.“ In late November 1776, Aitken landed at Dover, and on December 7, he ignited a fire at the Portsmouth dockyard that burned from late in the afternoon until the following morning, destroying twenty tons of hemp, ten one-hundred-fathom cables, and six tons of ship cordage. After failing to penetrate the security at Plymouth, Aitken proceeded to Bristol, where he destroyed two warehouses and several houses. On January 16, 1777, the British cabinet met in emergency session and urged immediate measures to locate the mysterious „John the Painter“ (Aitken was a house painter). Guards were augmented at all military facilities and arsenals, and a reward was posted. By January 20 the cabinet, again in extraordinary session, discussed suspending habeas corpus and placing the country under martial law. Five days later the reward was increased to one thousand pounds and newspapers reported panic throughout England. Aitken was soon apprehended, with a pistol and inflammables in his possession. He would not admit to the sabotage when interrogated, but eventually confided in a friendly American visitor who was secretly in the pay of the British. Based on these confidences, personal effects, including the passport from Vergennes, were located, His trial was speedy, and on March 10, 1777, Aitken went to the gallows at Portsmouth dockyard, where his exploits had begun (www.webroots.org).

detailed studies of the entire process of operations, but also to establish new approaches to the global process management activities; 2) prediction of future conditions and to define future objectives and tasks; 3) determination of the necessary resources to material and human; 4) measuring and evaluating the performance and the required audit; 5) establishing goals and objectives and finding the best ways of their realization; 6) the construction of intelligence organizations and agencies that should make the planned tasks; 7) checking the achievement of planned tasks in the operation and provision of information necessary for making concrete decisions. Apart from these, there are many divisions of the intelligence theory when the topic is the process of management of intelligence operations in general, as well as the management of control systems and intelligence agencies (Manojlović, 2005a).

Because there are no significant differences between them, we shall not mention them anymore. In addition to the above stated, we shall say that intelligence operations have the three phases: 1) planning, 2) realization, and 3) control. Also, at first glance, it is noticeable that the activities are not elaborated according to some kind of sequence, as it has been done in the Intelligence theory. This is not done accidentally, because our goal is not to learn according to some kind of order, but to learn how to think about it.

The Development Phases of Intelligence Operations

The planning of intelligence operations is the primary phase in the process of management of an operation which includes: 1) defining the goals, directions and global development strategy, 2) determination of ways and means to achieve the set goals, and 3) selection of the best alternative. In order to carry out proper planning, it is necessary to previously perform the required research, for example, flash intelligence research, on the basis of which we can receive data and information necessary for managing the entire process, with which we can enable an efficient development (Aldrich, 2000). The planning stage is a complex process that includes a number of different intelligence activities. Within the planning, a prediction of future conditions and future events is carried out, without which we would not be able to formulate goals which could be attainable with the operation, and we would not be able to realize the phase of planning and the process of execution and development operations as a whole (Shulsky, Schmitt, 2002).⁹

⁹ On November 9, 1775, the Continental Congress adopted its own oath of secrecy, one more stringent than the oaths of secrecy it would require of others in sensitive employment: „RESOLVED, That every member of this Congress considers himself under the ties of virtue, honour and love of his country, not to divulge, directly or indirectly, any matter or thing agitated or debated in Congress, before the same shall have been determined, without the leave of the Congress: nor any matter or thing determined in Congress, which a majority of the Congress shall order to be kept secret. And that if any member shall violate this agreement, he shall be expelled this Congress, and deemed an enemy to the liberties of America, and liable to be treated as such, and that every member signify his consent to this agreement by signing the same.“ On June 12, 1776, the Continental Congress adopted the first secrecy agreement for employees of the new government. The required oath read: „I do solemnly swear, that I will not directly or indirectly divulge any manner or thing which shall come to my knowledge as (clerk, secretary) of the board of War and Ordnance for the United Colonies.... So help me God.“ (www.michaelcartoneil.com).

The planning phase of operations, with its output and channel of direct connection, is connected to the next phase, the phase of realization, while it is related to the realization phase and phase control by feedback (George, 1983). The realization phase includes the implementation of the concrete execution of the selected alternative and consists of the immediate preparations for the implementation and realization of direct realization. Preparation for the implementation contains elements of preparation and organization of intelligence activities and actions that should be carried out in a direct realization. The entrance to the realization phase includes information from planning, which represents a direct link to the realization phases associated direct link, and also information from the environment. The exit from the operation is associated with the phase control by a direct link. The phase of realization is connected to the planning phase with a reversible link (Dulles, 1985).

The control phase is the last phase of the process in the realization of an intelligence operation, in which comparisons are being made between the given (planned) and realized. The control phase receives the outputs from the realization phase, and checks whether these outputs are implemented as planned. Output from control is reversibly connected to the planning phase and with the realization phase, and in this way responds to possible discrepancies in the realization and it affects the realization by a new planning, for correctional purposes. The control phase should be understood dynamically, and as the control of realization and control of realized (Ameringer, 1990). Control not only compares the final exits, but permanently receives information from realization, and controls whether the informational realization process is performed as prescribed. In this sense, the possible adjustments that, on the basis of information obtained by feedback connection, the planning phase carries out, or the phase of realization, timely and greatly improve the final effects of intelligence operations (Johnson, 1993; Raviv, Melman, 1990). The control receives and compares the final outputs from the realization phase with the set, and sends the information again in the planning phase. On the basis of this information, in the retransmission of the process, necessary corrections and improvement of process that controls the intelligence operation are carried out (Rodney, 2006).

The process of management of the intelligence operation, either as the overall management of the global venture, or a single process or function-observation, recruiting, management of intelligence sources, etc., is a complex process which, as we say, can be seen through three main phases – planning, implementation and control. It is a continuous and constantly recurring process in which the three phases are constantly repeated and alternated, and very often overlap in the continuous process of development of operations. So, planning as a global phase of the process of development, realization and management operation, also consists of the same process-planning, realization and control, so we have: planning of the planning operation, realization of planning operation and the control of planning operation.

Conclusion

A new approach in theory and professional practice, points to the need for strategic, methodical management of intelligence work, which is a continuous process of constant adaptation of the intelligence work in an altering environment, in which environment im-

pacts the intelligence objectives and operations, but the intelligence systems alone impact the environment, as well. The methodological approach to the strategic level has three segments: a) establishing and defining goals and strategies of intelligence work, b) the implementation of defined strategies, and c) the control of realization.

Intelligence operations always take place in a context that makes a set of objective facts and political circumstances. A set of objective facts represents the conditions and the climate in which the operation is carried out. A closer or further end-limit is accomplished by the management of intelligence operations, as in, are the set final limits possible to accomplish, and how to reach them.

Knowledge, not just practice, but gained much more scientific, is a key resource to enrich the quality of intelligence collection activities of learned data and information and the requirement for quality intelligence information or studies, the safety of citizens, property and state interests.

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