

Institution: Loughborough University
Unit of Assessment: D27 Area Studies
Title of case study: Improving the performance of the UK government's intelligence community
<p>1. Summary of the impact (indicative maximum 100 words)</p> <p>This case study focuses on Dr Robert Dover's work at Loughborough University between 2007-13 on the performance of the UK government's intelligence community, which has facilitated dialogue between the intelligence and security communities and academia to generate performance improvements to intelligence analysis. Dover's impact has been two-fold: (1) an open source challenge to essentially closed source practice and analysis, as encouraged by the 2004 Butler Report; and (2) the outlining of a hitherto underdeveloped, and much-needed, historiography of intelligence. The work generated significant research funding and cooperation from AHRC, ESRC and other sources, and led to a wide range of activities.</p>
<p>2. Underpinning research (indicative maximum 500 words)</p> <p>Dr Robert Dover was appointed to Loughborough University in 2007, bringing with him an established engagement with the intelligence and security community: initially this took the form of work with the academic liaison team at the Joint Terrorism Analysis Centre, and then with the Ministry of Defence's Advanced Research Assessment Group, where he was an advisor between 2005-2009, producing limited distribution works. A key focus of his underpinning research at Loughborough University between 2007-13 has been the development of defence and security studies [see for example 3.3]; this was linked to the role of intelligence in the conduct of the UK's arms trade in a prize-winning article for <i>Political Studies</i> [3.1]. More specifically Dover has developed (with Michael Goodman of King's College London) an ongoing engagement between scholarly and practitioner communities. This has utilised Dover's research findings to provide advice to practitioners on how to interpret the positive and negative lessons from intelligence history, and how to respond to open source challenges to the practitioner norm of all-source (including secret source) analysis. In essence the research explores what added value scholarly methods can bring to conventional analytical practices and how it might enable practitioners to deal more effectively with contemporary intelligence and security issues. The principal added value has come from a better understanding of the contested nature of 'facts', the Anglo- and euro-centric nature of knowledge production in security and intelligence communities and insights into how to better understand the position of the 'other'. Such insights contribute to immediate-response style analyses but also to longer term strategic analyses and strategic effect [see for example 3.5, 3.6]. Such an initiative was highly timely, because the intelligence community were seeking to generate additional reflexive capacity in their public policy work in the aftermath of the Butler Report (which dealt with the intelligence aspects of the Iraq War and the controversies that accompanied it). Moreover, a key finding of Dover and Goodman's research was that the only lessons being learned about intelligence by scholars and practitioners were in the cases of highly publicised analytical or policy failures. The corollary of this was that neither the intelligence nor scholarly communities knew how to treat or use the positive lessons from contemporary intelligence practice.</p> <p>The public policy face of this work commenced with a co-held ESRC Grant (with Philip</p>

Davies of Brunel) in 2008-9 in which university and independent researchers were brought together with intelligence and intelligence-focused policing officials to: (1) share best practice; and (2) create an ongoing relationship across the communities that could be used for strategic or tactical purposes (this being a departure from the established norm). This was followed by an AHRC grant in 2010, which provided for engagement with key officials in the machinery of British intelligence, and further advisory work in 2012 (see section 4 for details).

Regarding the scholarly outputs, Dover heavily edited and published the 2010 Whitehall policy-seminar series in a book that was published by Georgetown University Press in November 2011 [3.2]. The intellectual coherence of this book was used to make a case to the AHRC, the Cabinet Office and the Ministry of Defence that they and the scholarly community could mutually benefit from scholarship that focused on: (1) the positive lessons that could be derived from the intelligence archive; and (2) the value of open-source real-time history. In a similar vein, the 2009 collection [3.4] (published simultaneously by Columbia University Press & Hurst and Company London, and reprinted in 2013 by Oxford University Press, USA), was heavily edited by Dover, including his own chapter on the interplay between cultural output and the intelligence community, and reached across issues of engagement between different policy, journalistic and scholarly communities and the intelligence community.

The research has more recently led to Dover's editorship of a major handbook on Intelligence Studies [3.5] and to the development of two new series of publications, of which Dover is a key editor: The first of these is series editorship (with Richard Aldrich, Sir Lawrence Freedman and Michael S. Goodman), of a series published by Columbia University Press and Hurst & Co (London), *Intelligence and National Security*. The second is co-editorship of the Security and Intelligence publications series at the AHRC, part of the History and Policy agenda (November 2011 onwards).

3. References to the research (indicative maximum of six references)

Key Outputs

- 3.1. Dover, R. (2007) 'For Queen and Company: the Role of Intelligence in the UK's Arms Trade' *Political Studies* 55(4) 683-708, DOI: 10.1111/j.1467-9248.2007.00669.x (this article won the W J M Mackenzie Prize for the best article published in *Political Studies* during 2007).
- 3.2. Dover, R. and Goodman, M. (Eds) (2011), *Learning Lessons from the Secret Past*, Georgetown University Press. Chapters in the book: Introduction, heavy editing of all the substantial chapters, and a substantial chapter titled: "The Scott Report: Intelligence and the Arms Trade". (strong collection with leading university press).
- 3.3. Dover, R. (2011) 'Britain, Europe and Defence in the Post-Industrial Age', *Defence and Security Analysis*, 27(1), 19-30, DOI: 10.1080/14751798.2011.557211 (substantial article in international journal).
- 3.4. Dover, R. and Goodman, M. (Eds) (2009), *Spinning Intelligence: Why Intelligence Needs the Media, why the Media Needs Intelligence*, Columbia University Press (2009, Oxford University Press USA, 2013). Chapters in the book: Introduction, heavy editing of all the substantial chapters, and a substantial chapter titled: "From Vauxhall Cross, with love". (well-reviewed international collection with leading university press).

3.5. Dover, R., Goodman, M. and Hillebrand, C. (Eds) (2013) *The Routledge Companion to Intelligence Studies*. London: Routledge.(major collection in international series). ISBN 1134480369.9781134480364

3.6. Dover, R and Phythian, M (2011) Lost over Libya: The 2010 Strategic Defence and Security Review – an obituary, *Defence Studies*, 11(3), 420-444, DOI: 10.1080/14702436.2011.630175 (article in international journal).

Key Grants

Seedcorn funding secured from Loughborough University for 'Real-time History', an investigation into an alternative method of intelligence prediction and warning. Liaison with security officials. (£900) (April – May 2011) Dover PI

The History of British Intelligence and Security – AHRC with the Cabinet Office and Ministry of Defence – grant secured June 2011, which provides a close relationship with officials. Project extended in January 2012 with a doubling of the commitment. (£50,620) Dover PI.

AHRC funding for six policy seminars, held by invitation only in Whitehall (April – June 2010). (circa £1000) Dover Co-I.

ESRC Research Seminar Grant (held with Philip Davies – Brunel) 'Intelligence into the 21st Century' (2008-9) (£17,300) Dover Co-I

4. Details of the impact (indicative maximum 750 words)

The reach of the impact relating to this case study reflects a rich variety of activities, ranging from engagements with and advice to practitioners to the preparation of a multitude of peer review and new media disseminations and submissions to Parliamentary Select Committees.

Written work included a European Parliament commissioned policy paper, The role of the EU in promoting a broader transatlantic partnership (with Erik Jones), (February 2013, European Parliament, Brussels). This paper was accepted and adopted as a piece of policy advice from which MEPs will take the action points to tighten the information cycle about inputs into strategic reckoning and to further their strategic positioning with Latin America, West Africa and the rest of an emergent Atlantic community.

Policy engagement was also pursued through (i) Written submission to the House of Commons Defence Select Committee on Defence Acquisition. Co-authored with Mark Phythian (University of Leicester), 26 March 2012. Prepared for committee's consideration on 21 May 2012; (ii) 20 pieces of research commissioned and seminars held with Defence Intelligence (Ministry of Defence) **[5.2]** and the Cabinet Office (2011-2012) as part of the 2011 AHRC Grant 'History of British Intelligence and Security', and published on the AHRC public policy website **[5.3]** (iii) 6 seminars with UK government security practitioners (2010), 4 meetings with Cabinet Office lead **[5.1]** concerning the development of and use of the programme and how it could be applied to analytical practice. Alongside this, Opinion pieces in the Evening Standard, The Fresh Outlook, and the King's College London, Faculty and Alumni blog site 'Kings of War' (<http://kingsofwar.org.uk>) provided wider dissemination of this research and public policy activity in accessible forms.

The significance of the impact generated can be seen in the following ways:

First, it led to engagement with, and written and oral advice to the Senior Officer in charge

of Open Source Intelligence in the Cabinet Office, concerning the use and engagement of scholars in the intelligence community (March – June 2012) [5.1]. This resulted in an internal pathfinding institutional architecture for the mediation of academic work in open source intelligence – in line with the aspiration of both the 2004 Butler Report and 2010 Strategic Security and Defence Review – which produced two papers (one, confidential to the Assessments Staff of the Cabinet Office and a shorter piece of work that carries no confidentiality notices) on how the intelligence community can make best use of: (1) academic material; and (2) scholars as analysts and or advisors, 3) academics and scholarship as sources of horizon scanning, and 4) establishing an architecture to regularise academic engagement with the security community. On point 4) further work has progressed – timed to overlap with the endpoint of the AHRC grant. A HEIF grant, administered and awarded by Loughborough University in March 2013, called ‘The intelligence bridge’, and a matching Kings College London Policy Institute grant issued at the same time have provided institutional weight to this arrangement by funding a secondee from the Cabinet Office to work on establishing systematic links with the scholarly community, and to devise ways to enhance the commissioning and delivery of scholarship into the community. Dover and Goodman serve on the respective controlling boards of each project.

Second, as enabled by the 2010 AHRC Grant, engagements were undertaken with the [text removed for publication] the Cabinet Office [5.1, 5.2]. This centred on advice to practitioners on how to interpret lessons from intelligence history, respond to the aforementioned open source challenge, and deal more effectively with contemporary intelligence and security issues; in the case of the work on the urbanization of threat in Pakistan (December 2012), this resulted in new collaborative work between UK and US government security communities, the content of which is clearly security restricted [5.1, 5.2].

5. Sources to corroborate the impact (indicative maximum of 10 references)

The following sources of corroboration can be made available at request:

5.1. Letter from [text removed for publication] Cabinet Office.

5.2. Letter from [text removed for publication] Ministry of Defence concerning the significance of the work.

5.3. AHRC Public Policy web site record of research commissioned and seminars held (<http://www.ahrc.ac.uk/What-We-Do/Strengthen-research-impact/Inform-public-policy/Pages/Policy-publications.aspx>).