



Republic of Serbia
Ministry of Interior



INTELLIGENCE LED POLICING Handbook

Belgrade, 2017

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Handbook

**REPUBLIC OF SERBIA
MINISTRY OF INTERIOR**

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Modern aspects of crime, which we are faced with today, are complex and unpredictable due to the fact that they constantly change form, cleverly adapting to new trends in all social segments, to changes in the environment they operate in and to measures taken by the organized community. They are characterized by strong transnational connections, while the accelerated development of information technologies contributes to their ever-increasing sophistication.

Aware that citizens, rightfully, expect a decisive and appropriate response, the Ministry of Interior constantly strives to fully utilize all available means to that end. Introducing intelligence-led policing as a model of work in the Ministry of Interior is a testimony to our firm determination and commitment to combating all types of crime, in particular organized and most serious crimes and terrorism, which pose the greatest threats to the safety of citizens and the community, to the rule of law and to the development of a modern democratic society.

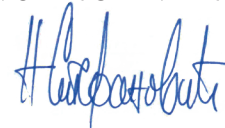
Intelligence-led policing is a modern approach to leading and steering police work and I am convinced that it will prove itself as an appropriate response to the threats to security in modern times – a response based on a comprehensive and organized process centred around criminal intelligence information which serve as a basis when setting strategic and operational priorities and when directing operational police work with optimal utilization of available human and material resources and capacities. It is a model which promotes a proactive, rather than a traditional, reactive approach to fighting crime and, as such, it will introduce significant changes to the police organization's work. The introduction of ILP in the Ministry is a reflection of our commitment to adjusting to modern policing standards, as well as a strong incentive to continue the reform process. It contributes significantly to the strengthening of regional and international cooperation in fighting organized and serious crime, which is integral to this Ministry's strategic orientation.

This Handbook comes as a result of joint efforts by the Ministry of Interior and its partners, the Swedish Police Authority and the Swedish International Development Agency (SIDA), to introduce the Intelligence-led Policing model. It provides a conceptual design for the structure, components and functioning of the model in line with the needs of this Ministry while, at the same time, takes into account experiences from European and other countries which successfully use the model. The Handbook is an important step in providing basic and necessary knowledge to the employees of the General Police Directorate of the Ministry of Interior on how to apply the police intelligence model.

Lastly, personally and in the name of the Ministry of Interior of the Republic of Serbia, I would like to extend special thanks the Swedish Police Authority and to the Swedish International Development Agency (SIDA) for their long-term expert and financial support and assistance in developing the Handbook as part of the implementation of the Programme "Development of the Ministry of Interior of the Republic of Serbia", 2016 - 2018, and the project "Establishing Intelligence-led Policing in the MoI of the Republic of Serbia (ILP Project)".

Congratulations, also, to all police officers who have participated in the development of the ILP model through activities implemented by the Establishment of the ILP Model working group.

MINISTER OF INTERIOR



Nebojša Stefanović, Ph.D.

We would like to thank the Swedish Police Authority and the Swedish International Development Agency (SIDA) for our long-term successful cooperation; the information provided about their police intelligence model, as well as their suggestions and advice have been useful in writing the Handbook. We are, also, indebted to the members of the Working Group and to the colleagues from the Ministry of Interior, who contributed by providing useful feedback on the draft versions of the Handbook and by giving us moral support to persist in our endeavour, as well as to the Programme “Development of the Ministry of Interior of the Republic of Serbia”, 2016 - 2018, and the project “Establishing Intelligence-led Policing the MoI of the Republic of Serbia (ILP Project)”.

We would, also, like to thank the Academy of Criminalistic and Police Studies for their selfless help, support, and expert and technical advice.

ABBREVIATIONS

ANACAPA	Method and technique used in criminal intelligence analysis
EUROPOL	European Police Office
INTERPOL	International Criminal Police Organization
IT	Information Technology
JIS	Unique (single) information system
MoI	Ministry of Interior
OIAT	Method and technique used in criminal intelligence analysis
OLG	Operational leading and steering group
POM (ILP)	Police intelligence model (Intelligence-Led Policing)
PESTELO	Method for analysis of environment (Political, Economic, Social, Technological, Enviromental, Legal, Organisational)
PD	Police Directorate
PS	Police Station
SOCTA	Serious and Organized Crime Threat Assessment
SMART	Method for defining objectives (Specific, Measurable, Attainable, Realistic, Timely)
SLG	Strategic leading and steering group
CPD	Criminal Police Directorate

GLOSSARY:

Database	A collection of data organized so as to allow fast search and access – together with the system for administration, organization and memorizing the data, it makes up a system of databases.
Leading and Steering Group	Groups which are created in accordance with a special principal at the central, regional and local level, whose task it to direct and coordinate the whole criminal intelligence process.
Evaluation	Reexamination of the whole criminal intelligence process and its results in order to assess and evaluate the quality of completed activities in each phase of the process.
Information System	An integrated set for collection, recording, keeping, processing and transfer of information.
Criminal intelligence affairs	Planning, collection, processing and analysis of data and information about crime and other threats to security, which then are used in developing criminal intelligence information/products which are delivered to users.
Criminal intelligence process	A process which consists of the following functions: strategic and operational planning (steering and leading), request (steering and leading), planning (criminal-intelligence affairs), collection (criminal-intelligence affairs), processing (criminal intelligence affairs), dissemination (criminal-intelligence affairs), decision-making (leading and steering), planning (operational policing), follow-up (operational policing), evaluation and quality management (leading and steering).
Crime analysis	A function of the criminal intelligence process in which collected and processed data and information are compiled, structured, assessed and interpreted to yield relevant conclusions and give recommendations needed for decision-making on operational police activities.
Criminal-intelligence information	A set of collected, evaluated, processed and analyzed data which serves as a basis for decision-making about police work.
Criminal-intelligence product	A structured analysis document: a strategic assessment of public safety, an operational assessment of public safety, target profile and problem profile.

Controller	A police officer who controls, monitors and directs the work of an informant handler.
Operational report	Preliminary data and information about persons, crime groups, buildings, criminal activities, incidents and events, collected from open and closed sources.
Operational information	A set of data and information collected from open and closed sources which concern a particular crime or perpetrator, or other data and information important to carrying out police work.
Operational analysis	Analysis of data and information in order to understand the activities carried out by concrete criminal groups, persons of interest and crimes and to be able to be proactive and efficient in solving crimes and providing evidence of criminal activities.
Operational Assessment of Public Safety	Identifies short-term problems in the area of fighting crime and guides the work of operational leading groups.
Organized crime	Means committing crimes by organized criminal groups or their members. An organized crime group is a group of three or more persons, which has existed for a certain period of time and acts in agreement to commit one or several crimes, which carry the penalty of minimum four years in prison or more, in order to gain, directly or indirectly, financial or other profit.
Operational Plan	A standardized document containing priorities in fighting crime and other security threats, which is based on the Strategic Plan and Operational Assessment and other relevant knowledge. It specifies who the responsible persons are for the realization of the priorities and objectives, and its implementation is continuously monitored.
Planned operational police work	Police activities carried out based on decisions made by the operational leading groups and include applying operational/tactical and technical measures and steps.
Intelligence-led policing	A modern model of managing police work based on criminal intelligence information.
Target profile	A set of data and information about persons of interest, criminal groups, victims and witnesses of crimes, which serve to initiate or support operational police activities regarding this group of people.

Problem profile	A set of data and information collected in order to get an overview, clarification and better understanding of existing and new forms of crime, so as to be able to initiate or support police activities related to such crime.
Proactive approach	Activity aimed at the source of potential problem before the consequences appear.
Activity Plan	A document containing strategic instructions, priorities and a full set of objectives for different time periods.
Leading	A process in which the manager guides employees (motivates, selects, trains, deploys, promotes) to achieve the defined objectives of ILP.
Reactive approach	Activity aimed at solving problem after the consequences have appeared.
Informant handler	A specially trained police officer tasked with establishing direct contact with and managing an informant.
Strategic Analysis	The process of developing criminal intelligence products which present the current state and warning trends, changes, risks and threats in crime and other threats to security, possibility of implementing operational activities and development of a strategy to fight crime.
Strategic Plan	Basic document of the police which provides a systemic and integral implementation of set priorities and strategic objectives on all levels. It is based on criminal-intelligence information (strategic assessment) and other relevant knowledge, and is a basis for developing an operational plan which specifies who the responsible persons are for the realization of the set objectives and whose implementation in continuously monitored.
Strategic Assessment of Public Safety	A general and basic document of the police which guides the work of the operational leading groups by providing a precise picture of current and long-term problems which affect the fight against crime and other threats.
Steering	The process of planning, organizing, coordinating and controlling, which is aimed at organizational resources (human, financial, physical and information) for the purpose of achieving ILP strategic and operational objectives in an effective, efficient and cost-effective manner.
Quality Management	A function of the criminal intelligence process which encompasses planning, controlling, securing and improving the quality of basic ILP entities, primarily the activities in the process and their products.

FOREWORD

“The Intelligence-led Policing (ILP) Handbook” (hereinafter: the Handbook) is written in accordance with real needs of the Ministry of Interior of the Republic of Serbia, with the aim to improve police work and bring the results in combating crime and other security threats to a higher level, as well as to make police work compatible, in regards to standards, structure, quality and terminology, with police forces in developed countries in Europe and the world.

The Handbook is an instructive document of the Ministry of Interior of the Republic of Serbia which presents all the important elements of the ILP model. ILP is one of several modern approaches to combating crime. The essence of this model is that there are strategic and operational leading groups, which are created according to a special principle. They are tasked with making decisions on the execution of operational police activities, setting priorities and defining strategic and operational objectives in the fight against crime based on intelligence, with a focus on organized crime, corruption and serious crime. This model allows operational police work to be conducted in a more systematic manner that involves the use of available resources, collection, analysis and use of data and information on crime in the most effective way, in order to achieve best possible results in crime suppression and to provide better safety for citizens and the community as a whole.

The main purpose of the Handbook is to provide, in textual and graphic form, important information about the structure and functioning of the ILP model.

Aiming to write a high-quality handbook, the authors studied available references (books, handbooks, presentations, notes etc.), exchanged opinions with foreign experts on intelligence work in the police, conducted empirical research of different ILP models (the UK model, the USA model and models from other countries) in order to identify the needs and problems within the area of criminal intelligence work in our practice. Special attention was given to the Swedish intelligence model, PUM. The Handbook was written using a system and process approach. This approach, whereby the criminal intelligence process is viewed as a set of interrelated, quality-conditioned functions and activities, so the output of one, i.e. the product of one function, represents the input for some other function, is partially the reason for the original way the topics within this Handbook are dealt with.

The Handbook is intended for all police officers with police powers, for managers and police staff tasked with analysis and interpretation of criminal intelligence information, evaluation and quality management. Our wish for this Handbook is to help all police officers in achieving better results in their work and we expect a joint effort in evaluating and improving its structure, content and value in the future.

We would like to thank the Swedish police for providing us with useful information about their criminal intelligence model, for their suggestions and advice that helped us in writing this Handbook. We would also to thank our colleagues from the Ministry of Interior of the Republic of Serbia who contributed with feedback on the draft versions and for their unwavering moral support to persist in its development.

Authors

INTRODUCTION

On the subject of security, all societies have the same basic needs and requests: lower crime rate, more efficient police work, lawful and moral conduct by police officers, respect for human rights, increased feeling of safety i.e. reduced fear of crime and more trust in the police and other institutions responsible for security issues. Having these needs fulfilled is one of the main preconditions for citizens to be satisfied and lead a quality life; ensuring unobstructed functioning of the institutions is another. Faced with increased requests from the public, the citizens, governmental and non-governmental organizations for more effective, efficient and cost-effective policing in the areas of prevention and suppression of crime, especially organized crime, corruption and other serious criminal offences, the Ministry of Interior of the Republic of Serbia decided to improve its manner of combating crime by adopting the relatively new, yet internationally recognized model of work - the *Intelligence-led Policing model*. For more than a decade this model has successfully been applied, in various forms, in developed countries in Europe and the world (America, Canada, Australia, etc.). This manual was written with that in mind and serves, basically, as a presentation of such a model in text and image. It includes the identified specific needs of the Serbian police and, based on those, offers the best possible organizational and procedural solutions concerning criminal intelligence affairs, planned operational policing and leadership and management essential to such work.

One must bear in mind that the adoption of the new model for criminal intelligence work does not mean that all categories of the currently used model will be erased. It is, simply, neither possible nor necessary to change processes, products, people and technology that are at a level of expected quality. The new model will only have them better described, structured, coordinated and connected, and used in a much more efficient and effective manner. It will, also, incorporate missing elements such as: directed collection of data and information, strategic analyses and assessments, decision-making about upcoming operational police activities based on intelligence and criminal intelligence products, evaluation of processes and results/performance, quality management, having a system for planned crime suppression – from strategic to operational and tactical crime fight, developing standards, methods and procedures which are reasonably expected to increase the quality of fighting crime, if integrated in such way, as well as to raise the quality of its key products to a significantly higher level.

The Handbook has seven chapters that deal with the basic elements of the model's structure as follows: 1) General structure of the ILP model, 2) Leading and steering, 3) Criminal intelligence work, 4) Planned operational police work, 5) Security aspects of the ILP model, 6) Employees of the organizational units responsible for criminal intelligence affairs and 7) ICT system for ILP. The annexes to the Handbook are a separate part and will be developed subsequently. They refer mostly to criminal intelligence products (a strategic analysis, an operational analysis, target profile, problem profile, etc.) and products resulting from leading and steering the criminal intelligence process (a strategic plan, an operational plan, request for criminal intelligence information, etc.). The purpose of these annexes - which are in fact templates of the documents - is to provide all managers, analysts and other police officers involved in the criminal intelligence process with additional information on the

structure of key documents and on the criteria for their production and final format, so that they can carry out concrete activities and produce requested criminal intelligence information/products on the basis of these templates.

Furthermore, this Handbook places special emphasis on compatibility between the criminal intelligence process, i.e. its sub-processes, functions and activities, and the organizational structure (organizational units, their competences and hierarchy). The main message of this document is that the organizational units should be structured in accordance with a functional analysis of processes so that they can perform their main functions and manage activities in an effective and efficient manner. According to the functional analysis, related and mutually conditioned processes (jobs) should be organized within one organizational unit. For example, it is recommended that criminal intelligence affairs (collection, processing and analyses of data and information) should be structured as one unit with full responsibility for criminal intelligence affairs.

The ILP model, when compared with the traditional model used in crime suppression, provides better quality of policing in terms of procedures and productivity, especially in the following domains: proactive police work; coordination of work and cooperation of all organizational units engaged in activities related to crime suppression; determining priorities and strategic and operational goals based on criminal intelligence information; transparent and documented decision-making about operational police work; fast and protected flow of information; collection of a larger number of “raw” crime information and a larger number of processed and analyzed information – criminal intelligence information and products (strategic assessment of public safety, operational assessment of public safety, target profile and problem profile); systemic control of information – collective review and deciding about the received criminal intelligence information; rational use of human and material resources, etc.

The establishment and development of the ILP model in the Serbian police will be possible if all police officers, and especially the managers who are responsible for the implementation of the model, base their work on the following **principles and values**:

- 1. **Ethics** – which means that police officers possess basic ethical values: integrity, honesty, fairness, reliability, respect of others, thoughtfulness, compassion, obedience to law, loyalty, responsibility, honour and others that make the criminal intelligence process, functions and activities flow smoothly, safely and harmoniously;*
- 2. **Economy** – which refers to the relation between the input in the process and the output in the form of a product/result, expressed as an equivalent in money;*
- 3. **Effectiveness** – which means the level of achievement of defined objectives – strategic and operational;*
- 4. **Efficiency** – which refers to the ratio between engaged resources (human, material and time) and achieved results/impact;*
- 5. **Team work** – which refers to joint work of highly motivated police officers, which is based on mutual trust, respect, discipline and clearly divided responsibilities;*
- 6. **Professionalism** – means the performance of all work within the criminal intelligence process in accordance with defined standards or good practice, with a constant aspiration to improve knowledge and skills in order to raise the work quality;*
- 7. **Scientific foundation** – means the application of scientific methodology to the process of*

strategic analysis and to the design of a strategic assessment of public safety, and when conducting and evaluation, as well as in the constant improvement of the quality of criminal intelligence process;

8. Continuous evaluation and improvement of the quality of criminal intelligence process and products – *means continuous evaluation of quality of the activities and products, especially their mutual correlation, guided by the principle that the quality of a product cannot be better than the quality of the very process that produced it, as well as the need to ensure good quality and to constantly work to improve it.*

Structure of the “Intelligence-led Policing”

CHAPTER ONE:

1. Definition and basic terms of Intelligence-led Policing

Viewed broadly, the Intelligence led Policing (ILP) model is a set of inter-connected principles, procedures, standards and methods that enable continuous improvement of the efficiency and effectiveness of operational police work led by specially designed, selected and structured intelligence, which serves as basis for strategic (long-term) and operational (short-term) decisions. Viewed narrowly, the term “Intelligence-led Policing” refers to a special system for management of criminal intelligence and planned operational po-

lice work, in which intelligence is the foundation when defining priorities, strategic and operational objectives in the prevention and suppression of crime and other security threats; it also includes making appropriate decisions on operational police work and actions, rational engagement of available human resources and allocation of material and technical resources.

A so-called 3-i model (Ratcliff J, 2008:110) is most often used to explain the ILP model, as showed below in Figure 1.

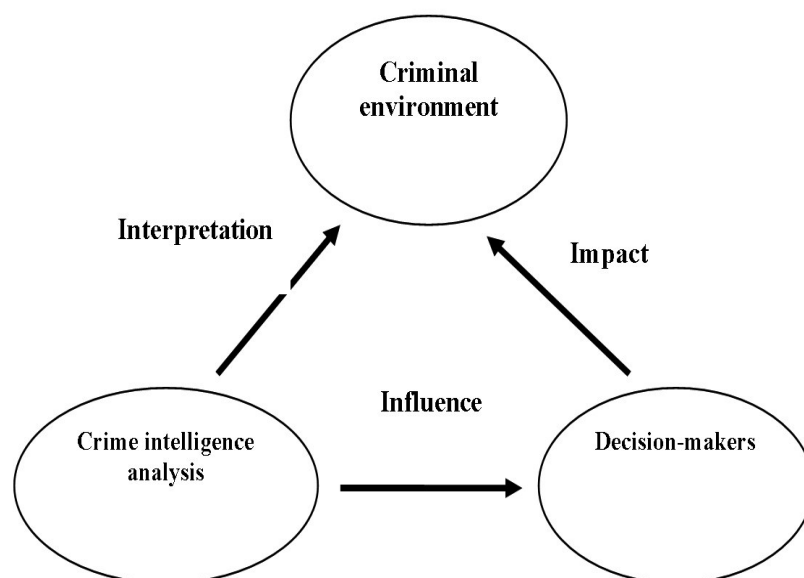


Figure 1. 3-i ILP model

The essence of the 3-i model is that the process takes place in three interconnected directions determined by quality: 1) The crime analyst interprets (analyzes and interprets) the criminal environment, particularly factors that affect crime, by applying precise methods and using collected and processed data and information on crime, 2) The crime analyst presents the criminal intelligence products and, thereby, influences the decision-makers and 3) The decision-makers make an impact on the criminal environment, by using criminal intelligence information, with the aim to eliminate criminal groups and reduce the number of crimes.

In addition to legal aspects, the analysis products on crime and on other security problems also discuss other aspects such as political, social, economic, technological etc. and provide interpretation of the causes and other determinants of different and the most serious types and aspects of crime. These products also include a description of trends which can serve as basis to predict the development of crime in the future and help make recommendations for the strategic, operational and tactical work of the police. ILP both facilitates and expects joint work and coordination with other state organs and subjects of the society which are responsible for certain aspects of prevention and suppression of crime. These analysis products and the interconnection with other organs, institutions and organizations in fighting crime is what makes the ILP model markedly different and more advanced than traditional, reactive policing.

According to the ILP model, all police officers within the Ministry are supposed to collect data and information on crime, especially those working in the organizational units responsible for criminal intelligence affairs because such work is their main responsibility. Police officers from this unit collect data and information from certain categories of persons (informants – collaborators, persons serving custodial sentences) in accordance with special methodology.

These units then process, analyze and structure the data and information into intelligence, i.e. criminal intelligence products, which are more useful than the original data and information and provide a real basis for operational police work and police interventions.

The objectives in establishing and application of the ILP model are to prevent, detect and resolve criminal offences and security threats, as well as to increase citizens' trust in the police and create satisfaction of all stakeholders. In a strategic sense, this model allows quality analysis of crime, determination of the nature and scope of crime, identification of trends and major dangers – threats from crime - and facilitates efficient, coordinated and targeted activities aimed at prevention and suppression of crime. In an operational sense, it facilitates identification, control and processing of perpetrators in criminal activities (persons who commit criminal offences with elements of organized crime, serious criminal offences, and repeat offenders, career criminals, specialists, and others), criminal groups, series of criminal offences and criminal hotspots, crimes that cause public concern.

This model enables an effective and efficient police response to the threats of modern crime in accordance with available resources and the basic principle “value for money”¹.

The ILP model requires an integrated and functional management system, well-adapted and efficient organizational units responsible for criminal intelligence affairs and resources to implement decisions, i.e. to perform the requested assignments and tasks (activities).

The main advantages of the ILP model in comparison with traditional policing are:

1. A proactive approach in combating crime is the essence of this model. This approach is reflected in a thorough analysis

¹ Can also be viewed as a strive for more security for the invested resources in order to increase effectiveness of the police force.

and assessment of the state of crime and in identifying risks and threats, as well as trends for the future. The assessment of crime and predicting its future development is a basis for police managers when making effective decisions and implementing efficient operational police steps and measures which contribute to a making significant reduction in criminal activities. This allows the police to be one step ahead of the perpetrators;

2. Consistency, non-selectivity and focus on serious criminal offences; this means that nobody is above the law and that the persons planning and committing serious crimes are top priority of criminal intelligence work;

3. Coordination and cooperation among organizational units within the Ministry with defined competences, obligations and responsibilities in the performance of police work;

4. Cooperation and partnership with other state institutions and international police cooperation in combating crime – the ILP model facilitates standardization of the process for collecting, processing and analysing of data and information on crime, a unique terminology and compatibility with criminal intelligence models within developed European countries;

5. Transparent and documented decision-making;

6. Directed collection of data and information in accordance with defined objectives, priorities and needs;

7. More efficient management of data and information on crime (fast and protected flow of data and information and their full usage) based on defined standards, processes and methodology of criminal intelligence affairs;

8. More successful managing of police work and of risks based on criminal intelligence;

9. Identification of preventive measures;

10. Rational use of human and material resources.

Necessary conditions for effective functioning of the ILP model are:

1. **Leading and steering** – a key function of the model that is established on a strategic and operational level and is performed in accordance with an established methodology and system of responsibility;

2. **Systematized criminal intelligence process** – the complete criminal intelligence process in practice must be structured into sub-processes (tasks), functions and activities that are either mutually connected or take place at the same time;

3. **Effective organizational structure** – organizational units and sub-units that are engaged in criminal intelligence and operational police work are established in such a way as to be compatible with defined processes and functions (similar processes and functions are performed within the same organizational units);

4. **Sources of data and information** – identification and efficient use of all available open and closed sources with the aim to collect data and information;

5. **Focus on the most difficult security problems** – organized crime, corruption and other serious criminal offences, as well as their perpetrators (organizers and executors);

6. **Criminal intelligence products** – in accordance with the defined methodology for the performance of criminal intelligence work and defined quality criteria, the Unit for Criminal intelligence Affairs makes criminal intelligence products which are a pre-requisite in properly defining objectives, determining priorities and decision making for the performance of police work;

7. **Legal framework** – defining a suitable legal framework for ILP to operate successfully;

8. **Human resources** – police officers should be specially selected (in accordance with special criteria and procedures) and trained in the performance of criminal intelligence work;

9. **Technical resources** – developed data bases and information technology, adequate premises, technical equipment and tools are necessary elements of the ILP model;

10. **Time as a resource** – it takes time and patience to change organizational culture and way of working.

A particularly important condition and fundamental element of the ILP model is its legal framework. Most importantly, the performance of criminal intelligence work and operational police work is governed by the Constitution of the Republic of Serbia and by laws such as: the Law on Police, the Law on Criminal Proceedings, the Penal Code, the Law on Organisation and Jurisdiction of Government Authorities in Suppression of Organized Crime, the Law on Data Secrecy, the Law on Personal Data Protection, and by by-laws. In the performance of the above-mentioned work, the Republic of Serbia applies international regulations on human rights and standards in the performance of police work.

The Mandatory Instructions on operational police work contains provisions on the following functions in criminal intelligence work: 1) collection of data and information from informants and 2) creation, documentation, verification, processing and submitting data and information.

The following areas and key issues regarding the ILP model are regulated by by-laws (regulations, rulebooks, guidelines, instructions):

- Leadership and management of the ILP model on three levels;
- Safety of the ILP model;
- Documenting, classifying and monitoring organized crime groups;
- Standards in the performance of criminal intelligence work;
- Quality management, monitoring and evaluation of the process and results achieved in the ILP model;

- Access to and use, modification and maintenance of databases and registers pertaining to the ILP model..

2. Basic structure of the criminal intelligence process

2.1. Structure of the criminal intelligence process – sub processes

The ILP model is, in practice, implemented through a criminal intelligence process. This process represents a set of three connected and mutually conditioned sub-processes:

1) Leading and steering (tasking and co-ordination);

2) Criminal intelligence work;

3) Planned operational police work

The basic structure of the criminal intelligence cycle is shown in figure 2.



Figure 2 – Criminal intelligence cycle – sub-processes

The diagram above shows the criminal intelligence cycle which, through its three sub-processes forms the flow of activities in the shape of the number 8. These sub-processes are: 1) Leading and steering, 2) Criminal intelligence work, and 3) Planned operational police work. The mid-level sub-process, leading and steering, plays a managerial (directing and coordinating) role with respect to the other two sub-processes. *Firstly*, within the sub-process leading and steering, competent managers initiate (request) the start and implementation of criminal intelligence work. Based on their request, concrete activities are planned and carried out, and then followed-up by a report (a criminal intelligence product).

Secondly, on the basis of this report, the competent managers make decisions on the implementation of planned operational police work. *Thirdly*, based on the decision, concrete operational police activities are planned and carried out, followed by a report. The described flow of the criminal intelligence process can either end after one cycle or be repeated (completed with new additions) in several cycles depending on the success rate of solving a particular crime and on other circumstances.

Within the mentioned work (sub-processes), and pursuant to applicable legal requirements and defined principles, standards, criteria and procedures, concrete activities with varying degree of complexity are undertaken at the level of functions and their activities.

2.2. Structure of the criminal intelligence process – functions

The criminal intelligence process is structured into 12 basic functions as follows:

- 1) Strategic and operational planning;
- 2) Request;
- 3) Planning the criminal intelligence work
- 4) Collecting;
- 5) Processing;
- 6) Analysis;
- 7) Submitting the product;
- 8) Decision-making;
- 9) Planning the operational police work;
- 10) Execution;
- 11) Follow-up;
- 12) Evaluation and quality management

The functional structure of the criminal intelligence cycle is shown in Figure 3.

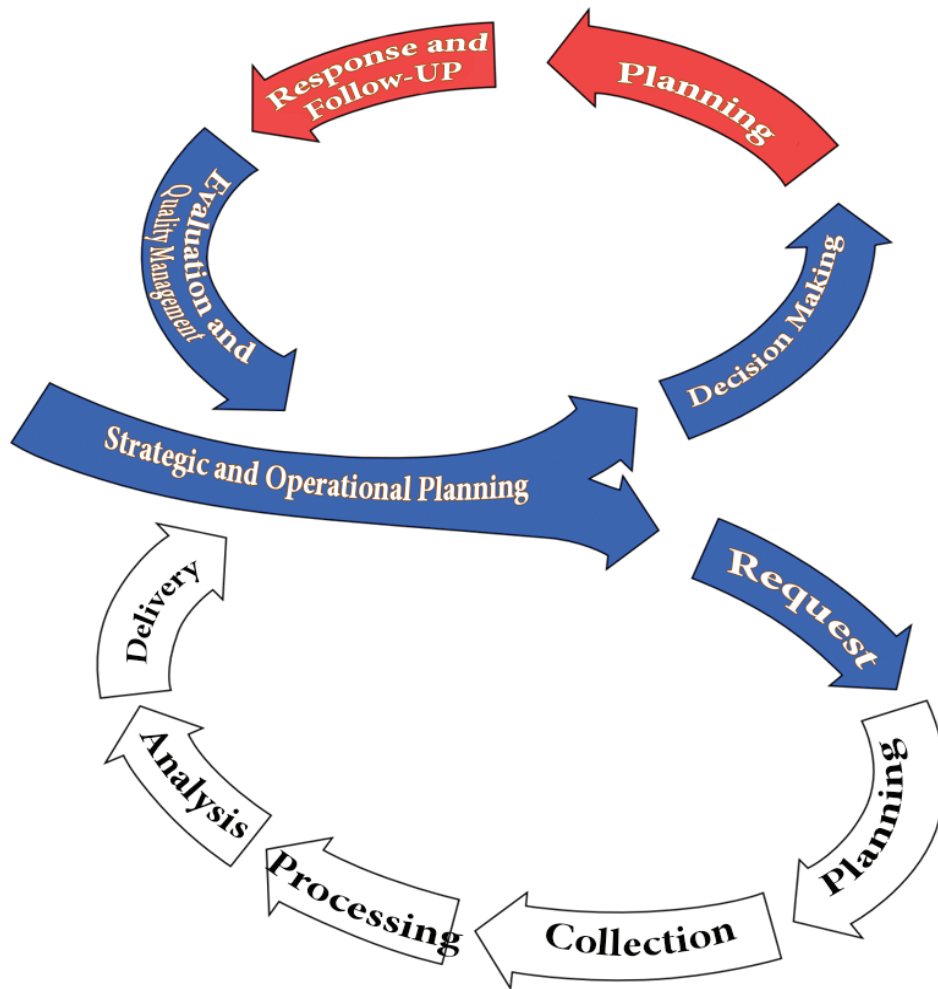


Figure 3 – The criminal intelligence cycle – functions (phases)

1. Strategic and operational planning (leading and steering) means providing strategic and operational guidance and coordination of criminal intelligence and planned operational work by setting priorities and defining the strategic and operational objectives, allocating resources and issuing instructions.

2. Request (leading and steering) means the issuance of concrete orders (tasks) to the unit performing criminal intelligence work in order for them to produce criminal intelligence products.

3. Planning (criminal intelligence work) means determination of concrete activities,

and human and material resources that are necessary to undertake and engage, respectively, in order to realize a concrete request.

4. Collecting (criminal intelligence work) means the use of open and close information sources in order to collect data, information and evidence with the aim to prevent and suppress crime.

5. Processing (criminal intelligence work) means comparison, connection and update with other data and information by searching through available registers and databases and other open sources.

6. Analysis (criminal intelligence work) is logical and meaningful interpretation or study of collected and processed data and information.

7. Submitting the product (criminal intelligence work) means the forwarding criminal intelligence products to the strategic or operational leading group and if needed (or requested) to the operational organizational units within the Ministry.

8. Decision-making (leading and steering) means that the strategic or operational leading groups will, based on criminal intelligence products, make decisions on execution of operational police activities or on additional collection of data and information.

9. Planning (operational police work) means determining operational police measures and actions, as well as necessary human and material resources, to carry out the decisions made by the strategic or operational leading groups.

10. Execution (operational police work) means undertaking planned operational police measures and actions.

11. Follow-up (operational police work) means monitoring the flow and pace of undertaken operational police measures and actions.

12. Evaluation and quality management (leading and steering) means continuous evaluation of the whole criminal intelligence process and its results with the aim to estimate and evaluate the quality of undertaken activities in each phase of the process. An integral part of the evaluation is a proposal on how to improve the quality of the process. Quality management is compatible and, to a certain extent, overlaps with evaluation, and it ensures maintenance of necessary quality of all entities in the ILP and its continuous improvement.

Leading and Steering

CHAPTER TWO

1. The concept and objective of leading and steering

The concept of 'leading and steering' in the ILP context refers to directing and coordinating criminal intelligence and operational police work, i.e. the whole criminal intelligence cycle. The basic functions include: setting priorities and determining strategic and operational objectives in combating crime; identifying needs and submitting requests for criminal intelligence; making decisions about operational police work, use of human, material and financial resources; monitoring implementation of decisions, strategic and operational objectives and tasks; evaluation and constant quality improvement of all entities in the Intelligence led Policing model (the cycle and its products, the organizational structure and resources).

The objective of leading and steering activities is to achieve effective, efficient and cost-effective execution of all activities within the ILP cycle.

2. Organization and process of leading and steering tasks

Leading and steering tasks, in the ILP context, are organized on three levels: central, regional and local. At the central level, which governs the whole territory of the Republic of Serbia, there is a Strategic Leading Group (SLG) in the General Police Directorate and an Operational Leading Group in the Criminal Police Directorate (OLG CPD). At the regional level, which governs the regional police directorates, there is an Operational Leading Group in the regional police directorate (OLG RPD). And at the local level, which governs the police station area, there is an Operational Leading Group only in police stations where needed (OLG PS)¹

The groups differ from one another in competence and powers, make-up and time allotted to make plans. The SG has the widest scope of competence, powers and time to plan activities, while the OG is most limited in this regard; on the other hand, the work of the OG is the most concrete in terms of plans, objectives, decisions, resources and activities. The basic precondition for the groups to function efficiently as one leading and steering system is them to be interconnected regarding plans, decisions, objectives

¹ There is a special legal act of the MoI which regulates the issue of setting up leading groups on three levels and, also, defines the criteria for such leading groups in police stations.

and make-up (the most senior representative(s) of the lower group is/are at the same time a member of the higher group, creating thereby a chain of command and a unified management principle). Also, the basic linking elements for all leading and steering groups in ILP are team work and a high level of mutual trust.

Leading and steering create conditions for:

1. Better understanding of joint tasks and individual roles, which leads to improved motivation and more engagement at all levels of the organization;
2. More efficient prioritizing, coordination and management;
3. Rational use of resources;
4. Improved planning of operational police work;
5. Improved management of criminal intelligence information, products and knowledge;
6. Quicker response to planned and unplanned criminal activities;
7. Reduced number of committed crimes; an increased number of solved crimes and convictions;
8. Increased number of adept employees within the police organization.

2.1 Strategic level of leading and steering

The purpose of the strategic level of leading and steering is to have direct and open cooperation and communication with key stakeholders in the process of combating crime (the government, the Prosecutor's Office, courts, citizens, international police

institutions, victims of crime and others), to define priorities and strategies in combating crime, to allocate funds and other resources and to ensure permanent improvement of the quality of police work in fighting crime.

2.1.1 Organization of the strategic level of leading and steering

Leading and steering activities at the strategic level are performed by the Strategic Group for Leading and Steering (SLG), which is created at the level of the General Police Directorate and consists of managers from the strategic and senior level. Its permanent members are the Police Director, the Deputy Police Director and Assistant Police Directors and Heads of organizational units from the General Police Directorate, in accordance with the Rulebook on the Manner of Performing Police Work. If needed, the permanent composition of the SLG can be expanded to include invited representatives from other organizational units from the General Police Directorate.

The SLG is chaired by the Police Director. The Heads of the organizational units from the General Police Directorate present their work results and reflect on the defined priorities and objectives defined in the Strategic Plan of the General Police Directorate from the previous period. The competent Assistant Police Director and the Head of the organizational unit in the Criminal Police Directorate which produced the assessment make a presentation of the Strategic Assessment of Public Safety. Other members of the SLG participate in the work of the group and in decision-making.

The complex findings about crime and other threats to security, which are at the disposal of the SLG, do not only make a basis for setting priorities and formulating strategic objectives, but also serve as a means of com-

munication, both within as well as outside the police organization. Additionally, the Strategic Plan of the General Police Directorate helps the strategic police managers in gaining understanding from the government and the community about their needs to secure resources for the fight against crime.

The SLG meeting is a forum for the exchange of opinions and making decisions. Key decisions regarding its work, the structuring of documents and monitoring of the implementation of the Strategic Plan of the General Police Directorate are made by the Police Director based on the opinions of the other SLG members and on established facts. As there is a need for strategic objectives and priorities to be conveyed from the national level down to the regional and local levels, meetings of leading and steering groups on all levels are conducted according to same principles and procedures.

At the meetings, the SLG discusses and makes decisions on:

1. Priorities and objectives for long-term planned operational policing;
2. The needs for strategic criminal intelligence products;
3. Balancing resources between proactive and reactive policing;
4. Needs for providing organizational and individual competencies;
5. Developing a methodology of work in all segments of work;

6. Cooperation with external government bodies, such as security services, the judiciary, the Customs, the local self-government, etc.
- The SLG meetings are held every three months and as needed.
- An example of the format and agenda for an SLG meeting is provided in table 1.

Table 1. – Agenda and format of an SLG meeting

Agenda and format of an SLG meeting		
1	Police Director	Informs the SLG members about the government's guidelines on policing.
2	Heads of organizational units from the General Police Directorates	Present the results with respect to the set priorities and objectives from the Strategic Plan of the General Police Directorate from the previous period;
3	The competent Assistant Police Director and the Head of organizational unit in the Criminal Police Directorate which developed the assessment	<p>Presents the Strategic Assessment of Public Safety with special emphasis on:</p> <ul style="list-style-type: none"> - analysis of the state of crime and other threats to security by type - (statistics – the total number of committed crimes, percentages, rates, prevalence, links between causes and consequences, risks and threats, trends in crime, conclusions); - identification of information gaps – missing data and information by type of crime; - recommendations for operational activities to be undertaken by types of crime, which are the basis in determining priorities and defining strategic objectives.
4	Members of the SLG	<ul style="list-style-type: none"> - They determine priorities and strategic objectives in preventing and suppressing crime on the basis of the government's guidelines, the results of the police work and the analysis of the state of crime; - They deliberate the possibilities and needs for the determination and allocation of financial, material and human resources for each priority and strategic objective.
5	Police Director	- Makes decision on determined priorities and strategic objectives, on directing resources to achieve the priorities and strategic objectives and on the development of the Strategic Plan of the General Police Directorate.

Meeting minutes are kept for the SLG meeting.

2.1.2 Process of leading and steering at the strategic level

The process of strategic level leading and steering consists of the following functions:

1. Strategic planning;
2. Filing a request for a criminal intelligence product;
3. Making decisions based on a concrete criminal intelligence product;
4. Evaluation and constant improving of the quality of the ILP model.

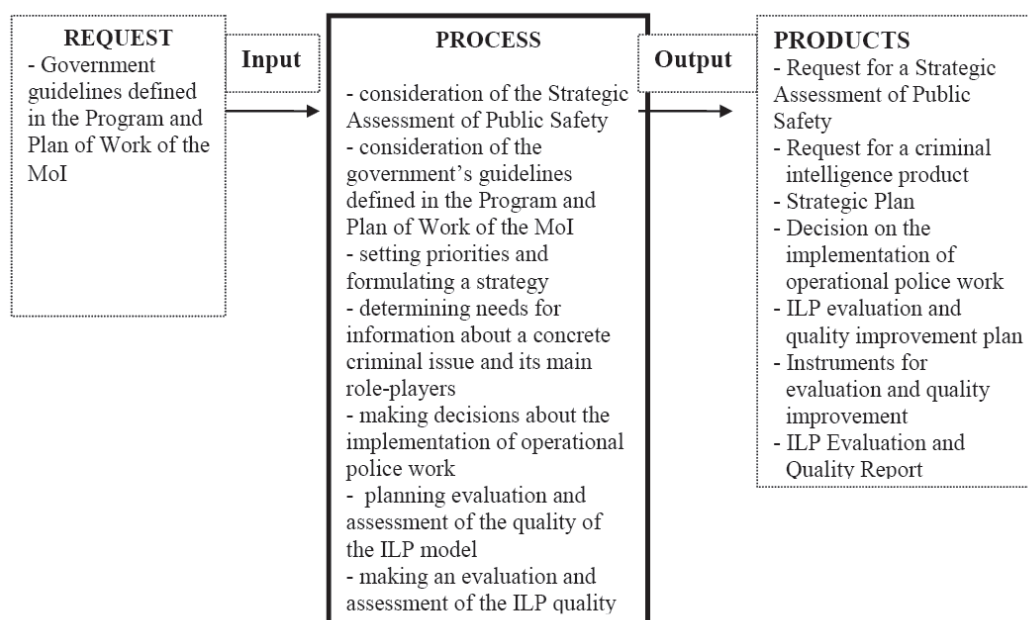


Figure 4 – Process of strategic level leading and steering

The input into the process of leading and steering at the strategic level encompasses the organization’s resources and potentials which it uses in the process such as: strategic assessments of public safety, Program and Plan of Work of the MoI, target profiles, problem profiles and other data and information on crime, material resources (premises, computers, communication devices etc.), technical capacities, financial resources, employees and their experience (knowledge, skills, attitudes) and motivation, time etc. *The output* from the process includes products which measure the effectiveness of the process, as well as calculation of costs (the investment-profit ratio) and application of the ‘value for money’ principle.

2.1.2.1 Strategic planning

One of the methods for integration of all strategic elements, i.e. valid and relevant factors that contribute to adopting an appropriate strategic model of work, is strategic planning. *Strategic planning is a process which provides a systemic and integral manner of assessment and connection of all factors that have affected, and will continue to affect, future operation of the organization, and, in particular, based on that make and implement an optimal strategy.*

Strategic planning allows the management to:

- Observe, analyze and discuss the environment in which they are living and working, investigate factors and trends that have an impact on the manner in which they are performing their job and fulfil their roles;
- Identify questions and challenges the organization is facing;
- Clarify and set the organization's objectives and define its vision;
- Develop strategies to meet the vision and mission and create and enhance social values;
- Estimate, evaluate and revise (adjust) the vision and mission of the organization, its objectives and activities, as well as the use of resources and competencies the organization has at its disposal.

In order to meet these expectations and requests, strategic planning must be connected to tactical and operational planning and it must tie in all elements of functional types of planning. This includes planning and use of information and computer technologies, planning and development of human resources and planning and use of other resources that are at the organization's disposal.

Hence, the major reasons for strategic planning are:

- To determine priorities, to rationalize the use of resources and to measure

success. The police organization has to know, at all times, what is most important for the organization itself, what the most urgent tasks and requests are both at present and in the specified future.

- To measure and improve performances (important characteristics of the organization, outcomes, qualities, performances), measuring public satisfaction, especially citizen satisfaction, improving the effectiveness and efficiency of operation, as well as optimizing behaviour and response to citizens' requests and complaints;
- To involve all stakeholders in the process of important decision-making, thus achieving integration and harmonization of different interests of the key subjects within and outside of the organization, i.e. the sustainability of the projected main objectives;
- To provide an integral and coordinated overview of the organization's long-term needs;
- To create synergy between different and best ideas in relation to the most important organizational issues;
- To facilitate appropriate responses by the organization to sudden requests, as well as balancing and providing a balanced response between short term and long term priorities;
- To allow more efficient coordination and more precise definition of activities on the lower levels of planning (sectors, line, departments, i.e. middle/tactical and lower/operational).

Concrete activities of strategic planning are:

- 1) Submitting a request to the organizational units responsible for criminal intelligence affairs for a Strategic Assessment of Public Safety;

- 2) Dissemination of the Strategic Assessment to the members of the SLG and to the Minister, for the purpose of developing the Program and Plan of Work of the MoI;
- 3) Developing the Strategic Plan of the General Police Directorate containing priorities and strategic objectives in the area of prevention and suppression of crime and other threats to security in accordance with the Program and Plan of Work of the MoI and the Strategic Assessment of Public Safety;
- 4) Request and decision-making based on a concrete criminal intelligence product;
- 5) Directing resources to the priorities and objectives from the Strategic Plan of the General Police Directorate;
- 6) Structuring of the Strategic Plan of the General Police Directorate as a formal document;
- 7) Verification of the Strategic Plan of the General Police Directorate;
- 8) Monitoring implementation of the Strategic Plan of the General Police Directorate.

1) Submitting a request to the organizational units responsible for criminal intelligence affairs for a Strategic Assessment of Public Safety

The request for a Strategic Assessment², covering a three-year period, is submitted to the organizational units responsible for criminal intelligence affairs. The Strategic Assessment is updated annually. The request is based on identified needs for criminal intelligence at the whole territory of the Republic of Serbia. It specifies the task for the responsible units so that they can produce a quality strategic assessment for decision-making on operational police work and tasks in line with the identified needs. The request is always preceded by a dialogue between the representatives of the SLG and representatives of the organizational units responsible for criminal intelligence affairs. Additionally, the request has to be in writing and clear as to what is requested and for what purpose. In the course of developing a Strategic Assessment, there has to be a continuous dialogue between the responsible units and the person making the request. The dialogue is a means of ensuring good quality of the requested product.

A standard request contains information on the identity of the unit or person filing the request, the purpose of the request, a

description of the problem, limitations relating to the execution of the task, a deadline to complete the intelligence product in question and on issues related to the dissemination of the product.

² The request form for a Strategic Assessment and for other criminal intelligence products is in the appendix of this handbook.

2) Dissemination of the Strategic Assessment of Public Safety to the members of the SLG and the Minister, for the purpose of developing the Program and Plan of Work of the MoI

The Strategic Assessment of Public Safety is delivered to all members of the SLG in a timely manner. After reading the document, the SLG makes a decision to deliver it to the Minister to take it into consideration when developing the Program and Plan of Work of the MoI.

The Government Guidelines are sent from the Cabinet of the Minister of Interior to the General Police Directorate as part of the Plan and Program of Work of the MoI, which was made based on the Strategic Assessment of Public Safety.

3) Developing the Strategic Plan of the General Police Directorate which contains priorities and strategic objectives in the area of prevention and suppression of crime and other threats to security in accordance with the Program and Plan of Work of the MoI and the Strategic Assessment of Public Safety

Determination of the priorities and strategic objectives within the area of prevention and suppression of crime are based on the Strategic Assessment and Government guidelines defined in the Program and Plan of Work of the MoI, as well as on discussions held at the SLG meetings. Priorities and strategic objectives refer to the following areas:

- Criminal intelligence work;
- Crime prevention;
- Operational police work.

The introduction of the strategic planning in the practice of crime suppression, in its conceptual and practical sense, has made it possible to constantly direct the police organization towards issues of real importance and to provide resources for their realization. Setting strategic priorities and strategic objectives is, in itself, a strategic

decision. Strategic decisions are the key elements of strategies. Finally, strategic decisions are considered good if they are: (1) clear, in terms of clearly defined objectives and priorities, and if they are measurable, i.e. if they are defined by applying the SMART approach; (2) made and supported by assessing the relation between cause and consequence, if they are based on trends and experiences from a preceding period and, in particular, if they can predict chances for success and obstacles in the future; (3) based on a good grasp of the existing situation and a realistic assessment of resources and competencies; (4) original and creative; (5) made by applying efficient mechanisms which allow for benefits and flexibility as needed by the police organization; (6) made by all stakeholders and if all those affected by the decisions are fully informed, and (7) based on experience, practice and procedures.

4) Directing of resources towards the priorities and objectives from the Strategic Plan of the General Police Directorate

General directing of resources to the priorities and objectives from the Strategic Plan means determining needs for human, material and financial resources and time in relation to each priority, as well as identification of available resources and shortages in relation to the priorities and objectives. Concrete directing of resources to the prior-

ities and strategic objectives is done during the development of the Strategic Plan.

When making the Strategic Plan, the SLG has the authority to decide how the resource shortage problem (procurement of new equipment, admission and training and professional development of employees, etc.) should be solved.

5) Structuring of the Strategic Plan of the General Police Directorate

The foundation for structuring of a Strategic Plan is the Program and Plan of Work of the MoI and the decision made by the Police Director, as the chairman of the SLG, on set priorities and strategic objectives, and on directing resources needed for the realization of priorities and strategic objectives. In the course of its implementation, the Strategic

Plan gets updated as needed. It is adopted for a period of 3 years, allowing for the possibility to be revised and updated depending on the needs. Its strategic objectives and guidelines must be based on the current circumstances related to crime at the national, regional and local level.

6) Verification of the Strategic Plan of the General Police Directorate

After it is completed, the Strategic Plan is verified by the Minister of Interior. After verification, the Strategic Plan is forwarded to the Leading and steering groups on all

levels and it represents the foundation for decision-making on operational and tactical plans in the area of prevention and suppression of crime.

7) Monitoring the implementation of the Strategic Plan of the General Police Directorate

Monitoring of the Strategic Plan implementation is made by filling out a special form, based on operational plans from opera-

tional leading groups (OLGs) as well as on 3-month reports analyzing the execution of the operational plans.

2.1.2.2 Acting upon concrete criminal intelligence information/products

Depending on the current state of security at the national level (new threats, risks, new types of crime, requests from the judiciary, foreign police forces, Europol, Interpol and other partners), the SLG delivers a request to the organizational units responsible for criminal intelligence affairs for a criminal intelligence product.

The SLG proceeds based on the concrete criminal intelligence product as well as

based on other criminal intelligence products submitted by the organizational units responsible for criminal intelligence affairs on their own accord. After receipt and evaluation of a criminal intelligence product, the SLG makes a decision on how to proceed, which is delivered to the competent operational unit within the Ministry. The SLG monitors the execution of operational activities through reports from the competent units.

2.2 Operational level of leading and steering – the Criminal Police Directorate

The purpose of operational leading and steering at the level of the Criminal Police Directorate is to have priorities, objectives

and concrete tasks of the strategic and senior level of leading and steering, organized and implemented at the central level as well

as transferred and further specified at the regional and local level by way of operational and tactical planning and coordination of different processes.

2.2.1 Organization and competences of the operational level of leading and steering in the Criminal Police Directorate

Operational leading and steering at the central level is done by the Operational Leading Group (OLG) at the Criminal Police Directorate of the Ministry of Interior. The Criminal Police Directorate OLG consists of senior-level managers from the Criminal Police Directorate and mid-level managers - Heads of services and departments that perform criminal intelligence and operational police work. If needed, the permanent membership can be expanded, by invitation, to include managers from other organizational units.

OLG meetings are the group's basic form of operation and it is here that conditions for flexible and efficient policing are created. The meetings are held every two weeks and written meeting minutes are kept. At the meetings, the OLG constantly monitors and examines whether priorities and objectives from the operational plan have been achieved and makes decisions on planned police actions and allocates organizational resources. Also, this is where the OLG keeps control over: the realization of operational plans, the efficiency of applied methodology, reaching planned objectives, rational use of allocated resources, operation of the organizational units responsible for criminal intelligence affairs, coordination of ongoing processes in fighting crime based on criminal intelligence, proactive and reactive policing.

The OLG is chaired by the Head of the Criminal Police Directorate. The Heads of the organizational units responsible for criminal intelligence affairs present Operational Assessments and concrete criminal intelligence products (target profile and problem profile). Heads of operational units present reports on completed operational activities that were based on the decisions by the

OLG. Other OLG members are actively involved in the work and in decision-making. Based on the opinions of the members of the group and on established facts, the Head of the Criminal Police Directorate makes the following decisions: whether to submit a request for an Operational Assessment (for the central level) and for concrete criminal intelligence products to the Unit for Criminal Intelligence Affairs; on implementing planned operational activities and on the allocation of resources. The decisions are documented in the meeting minutes.

A **decision** is a guideline from the OLG for planned operational policing indicating what should be done within the planned activity. The structure of a decision is as follows: a brief overview of the concrete problem; objectives which have to be precise, measurable and reasonable; a deadline for the implementation of the decision; the name of the contact person from the OLG; the name of the contact person from the organizational units responsible for criminal intelligence affairs; the form to monitor the implementation of the decision; information on the implementation of evaluation, if evaluation is being done. Criminal intelligence and the capacities of police units are key elements in the decision-making process.

The Criminal Police Directorate OLG is charged with coordinating planned operational police work between different regional police directorates (in cases such as crime committed on the territory of two or more regional police directorates, or operational control, or operational work, etc.).

2.2.2. Operational level of leading and steering at the Criminal Police Directorate – the process

The Criminal Police Directorate OLG has four key functions:

1. Operational planning;
2. Acting upon concrete criminal intelligence product;
3. Coordination of planned operational policing and actions in fighting crime among regional police directorates;
4. Evaluation of completed planned operational tasks and actions.

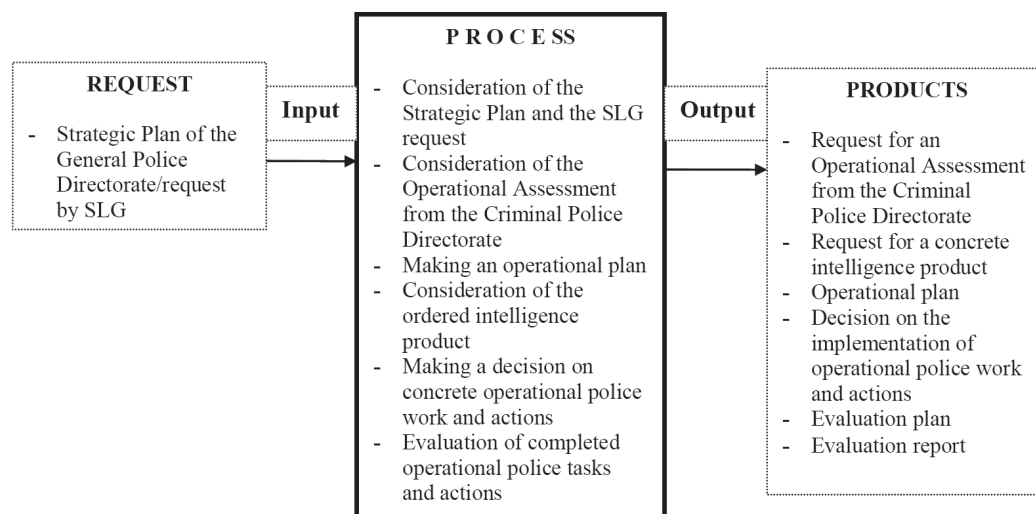


Figure 5 – Operational level of Leading and steering – the process

The input which is necessary for the operational plan is an Operational Assessment by the Criminal Police Directorate, i.e. an Operational Assessment at the national level; for other decisions by the OLG, other concrete criminal intelligence products can be the input.

2.2.2.1 Operational planning

Concrete operational planning activities are:

1. Submission of request to the organizational units responsible for criminal intelligence affairs for an Operational Assessment at the level of Criminal Police Directorate;
2. Dissemination of the Operational Assessment to the members of the OLG and the SG;
3. Setting key operational objectives in the area of prevention and suppression of crime at the central level;
4. Allocation of resources for the key objectives in the Operational Plan;
5. Structuring of the Operational Plan document;
6. Verification of the Operational Plan;
7. Monitoring the implementation of the Operational Plan.

1) Submission of request to the organizational units responsible for criminal intelligence affairs for an Operational Assessment at the level of Criminal Police Directorate

Request for an Operational Assessment for the Criminal Police Directorate is submitted to the organizational units responsible for criminal intelligence affairs annually.

2) Dissemination of Operational Assessment by the Criminal Police Directorate to the members of the OLG

Head of the organizational unit responsible for criminal analysis distributes the Operational Assessment by the Criminal Police Directorate to other members of the OLG.

3) Setting key operational objectives in the area of prevention and suppression of crime at the central level

Key operational objective in prevention and suppression of crime at the central level are determined in accordance with the Operational Assessment of the Criminal Police Directorate and Strategic Plan of the General Police Directorate, as well as with the discussions held at the meetings. Key operational objectives are determined on the basis of strategic priorities and objectives with a focus on:

- Perpetrators of criminal activities (individuals and organized criminal groups)
 - criminal offences within the area of organized crime at the national and international level, corruption and other extremely serious criminal offences, which are committed on the area of several police directorates;
- Criminal offences in the areas of organized crime, corruption, narcotics, terrorism, high-technology crime, human trafficking, extremely serious economic crimes, etc;
- Series of criminal offences which are committed throughout several police directorates;
- Especially endangered places - hotspots (buildings, settlements, border crossings, roads, etc.);
- Identification and selection of measures for crime prevention;
- Criminal offences that are disturbing the public;
- Unusual events.

4) Allocation of resources for the key objectives of the Operational Plan at the central level

Allocation of resources for the key objectives of the Operational Plan includes determination and engagement of human, material and financial resources and setting deadlines for each key objective. In order to utilize resources in the best way possible, it is necessary to focus on and prioritize main problems and issues related to combating crime. These problems and issues are considered as shared issues, regardless of the unit in which they occurred.

5) Structuring of the Operational Plan of the Criminal Police Directorate

The two documents which serve as a basis in developing an Operational Plan of the

Criminal Police Directorate are the Strategic Plan, with the Strategic Assessment of the General Police Directorate, and the Operational Assessment of the Criminal Police Directorate.

The Operational Plan contains concrete and measurable objectives (SMART) for criminal intelligence work and for planned operational police work. The objectives are based on criminal intelligence information/products and other relevant knowledge of local, regional and national security issues. The objectives are determined for a period of up to one year at special Criminal Police Directorate OLG meetings. Managers responsible for the realization of these objectives are, as a rule, present at the meetings when objectives are set.

The Operational Plan shows, in an integral way, what and why something should be done in the area of combating crime, while the manner of achieving the objectives, i.e.

the selection of methods and tactics is a special task delegated to responsible managers in police units and staff.

In case of very changeable circumstances, the Operational Plan is further developed and amended over time; in stable conditions, on the other hand, can an Operational Plan be used over a longer time period (one year). An Operational Plan of work is based on defined quality criteria such as:

- Being based on criminal intelligence and other relevant knowledge;
- Cooperation, a common understanding of a problem and common objectives;
- Responsibility of managers for the realization of objectives specified in the Operational Plan;
- Continuous monitoring and analysis of the implementation of the Plan with amendments and assessment of the progress of implementation.;

6) Verification of the Operational Plan of the Criminal Police Directorate

After it is written, the Criminal Police Directorate Operational Plan is verified by the Police Director. The Operational Plan serves

as a basis for making tactical plans of the operational police units in the Criminal Police Directorate.

7) Monitoring implementation of the Operational Plan of the Criminal Police Directorate

Monitoring the implementation of the Operational Plan is made by way of reading the received operational plans from OLGs in the regional police directorates and the three-monthly reports on analysis of imple-

mentation of operational plans. Monitoring the implementation of an operational plan is a permanent task of the Criminal Police Directorate OLG.

2.2.2.2. Acting upon a concrete criminal intelligence product

The Criminal Police Directorate OLG submits a request for a concrete criminal intelligence product (target profile and/or problem profile) to the organizational units responsible for criminal intelligence affairs. The request refers to individuals and organ-

ized crime groups and crime issues.

The Criminal Police Directorate OLG then acts based on a requested criminal intelligence product or on criminal intelligence products submitted by the organizational

units responsible for criminal intelligence affairs on their own initiative. After assessing the criminal intelligence product the OLG makes a decision on a course of action, which is delivered to the competent opera-

tional unit of the Ministry. The OLG monitors the implementation of their decision by reading reports of completed operational activities.

2.2.2.3. Coordination of planned operational police tasks and actions among regional police directorates

The Criminal Police Directorate OLG makes decisions about opening and working on operational controls and operational processing on the whole territory of the Repub-

lic of Serbia and it coordinates operational police actions which are carried out in two or more regional police directorates.

2.2.2.4. Evaluation of completed planned operational police tasks and actions

Evaluation of completed planned operational police tasks and actions is done in accordance with standardized methodology of the

General Police Directorate's SLG whereby the specific objectives have to be compatible with completed police tasks and actions.

2.3. Operational leading and steering at the regional level – Regional Police Directorate (RPD)

The purpose of having operational leading and steering groups at the level of regional police directorates is to ensure that the priorities, objectives and concrete tasks set by

the SLG are carried out in an effective, efficient and cost-effective manner on a smaller area (regionally and locally) through operational and tactical planning.

2.3.1. Organization of operational leading and steering in the RPD

Leading and steering tasks at the regional level are performed by groups for leading and steering in the regional police directorates (RPD OLGs).

These OLGs are created on the level of regional police directorates and the Police Directorate for the city of Belgrade.

The permanent composition of an OLG created on the level of a regional police directorate (there are 27 regional police di-

rectorates) includes the management of the regional police directorate, heads of organizational units in the department HQ, the manager of the organizational unit for crime analysis of the RPD and the manager of the regional unit for criminal intelligence affairs.

If needed, the OLG membership can be expanded to include managers from other organizational units of the competent police directorate.

The permanent composition of the OLG for the Regional Police Directorate for the city of Belgrade includes its management, the Heads of organizational units at the Directorates' HQs, the manager of the regional Unit for Criminal Analysis and the manager of the regional organizational unit for crime analysis. If needed the structure of the OLG can be expanded with the participation of invited managers from other organizational units within the area of the Regional Police Directorate for the city of Belgrade.

Meetings of the OLGs for the regional police directorates and the RPD for the City of Belgrade are held every two weeks, or when necessary. Meeting minutes are kept. The OLGs monitor and discuss the success rate in accomplishing priorities and objectives from the Operational Plan and make decisions about planned police actions and allocation of the police organizations resources. The meetings serve to control the realization of the Operational Plan, the efficiency in applying certain methodology, achievement of planned objectives, the rationality in using

allocated resources, proactive and reactive police work.

The OLG meetings are chaired by the Heads of the RPDs and the RPD for the City of Belgrade, respectively, and the chairman makes the following decisions: on submission of requests (for an RPD Operational Assessment and for concrete criminal intelligence products) to the RPD's unit for crime analysis; about the implementation of concrete activities for the operational units within the regional police directorate based on the criminal intelligence products; and on allocation of resources. The manager of the crime analysis unit presents the Operational Assessments and criminal intelligence products (target profile and problem profile). The Head of the Criminal Police Department within the Regional Police Directorate informs the group about the undertaken activities and results related to the Operational Plan and undertaken operational activities related to the criminal intelligence information/products. The decisions are documented in the meeting minutes.

2.3.2. Operational level of leading and steering in the regional police directorates in accordance with ILP – the process

The OLG has three basic functions:

1. Operational planning;
2. Acting upon concrete criminal intelligence information/product;
3. Evaluation of completed planned operational police tasks and actions.

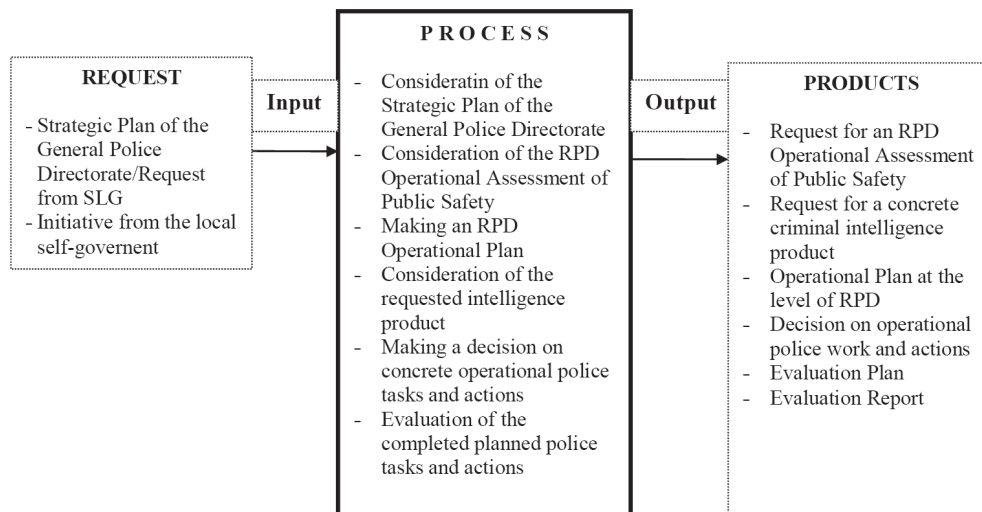


Figure 6 – Process of operational level of leading and steering

Key objectives within the area of prevention and suppression of crime at the level of regional police directorates are determined based on the RPD Operational Assessment, the Strategic Plan of the General Police Directorate and initiatives from the local self-government, as well as on the discussions held at the OLG meetings. Key operational objectives are set according to strategic priorities and objectives, with a focus on:

- Perpetrators of criminal activities (individuals and criminal groups);
- Criminal offences that fall under the

categories of organized crime, corruption, narcotics, etc,

- Series of criminal offences that are committed on the territory of a regional police directorate;
- Especially high-risk places – hotspots (buildings, settlements, border crossings, roads, etc.);
- Criminal offences that are disturbing the public;
- Unusual events.

The OLG Operational Plan is made annually.

2.4. Operational leading and steering at the local level - Police Station

Leading and steering tasks at the local level are performed by groups for leading and steering in the police stations (PS OLGs),

and are made up of the police station management.

2.5. Evaluation of the criminal intelligence process

The concept and objective of evaluating the criminal intelligence process

Evaluation means the assessment of the complete value of the Intelligence led Policing model both in the social sense and in the

financial sense (cost-benefits). Evaluation is made in relation to the criminal intelligence process, including the input to the process and process activities, planned objectives and achieved results (products, outcomes).

The objective of evaluating the ILP model is to identify its advantages, first and foremost regarding efficiency in identifying and profiling of offenders and potential offenders, assessment of risk level and undertaking effective preventive measures in order to prevent a criminal offence from happening. The evaluation should also show that the new model is an efficient and cost-effective method for the suppression of different types of security problems that have a negative effect on the citizens' quality of life and business activities. In addition, the objective of an evaluation is to identify problems in the process itself so that measures can be taken to make necessary corrections and to ensure constant improvement (preventive and corrective measures).

The process –steps in the evaluation of the criminal intelligence cycle

Steps of the evaluation:

1. Planning the evaluation – an evaluation is planned and the level of planning should mirror the level of planned objectives (strategic, operational, organizational, etc.). The evaluation is planned and its implementation coordinated by a manager who is an expert on evaluation and quality management. The appendix of an evaluation plan should contain instruments for evaluation such as questionnaires, interview questions, a system of categories and sub-categories for analysis, etc.

2. Objectives overview – the objectives should help the maintenance or the improvement of quality of the criminal intelligence process. The first concrete step in evaluation is the overview of objectives' formulation. If the objectives are defined as measurable (the SMART approach), then it is possible to do the evaluation, with the use of appropriate instruments and indicators, in a more or less objective and precise manner. On the other hand, if the objectives are too vague or too general, evaluation can-

not be done. That is why evaluation must be present while the objectives are formulated on any level (strategic and operational) and in any form (plans, decisions, etc).

3. Have objectives been achieved – the evaluation should, primarily by going through certain registers, give the answer whether the planned objectives have been achieved and to what extent, or if they have not been achieved at all.

4. To determine how – if the answer to the question "Have the objectives been achieved?" is "Yes", we need to understand how we have achieved those objectives. A good result without understanding how it came about is a loss. If we do not understand that, there is no guarantee that we will be able to repeat the feat. This step is often omitted because we are satisfied and impressed with our success. Determining how the objectives were achieved is really a type of problem solving in itself. A negative occurrence is that instead of identifying the cause of something that is not going well, we identify only factors that contribute to success.

5. Determining causes – if the objectives are not met, we need to investigate the causes for that. That is simple problem solving. In case of a complex problem there are several causes. Root causes can often be found deep in the organization. Looking into the causes is a cascading process, most often done in the direction from general to specific objectives, i.e. causes. For each joint direction, there is a series of supporting objectives and strategies leading to the next level. This process is repeated till we reach the objectives and working processes on departmental and individual levels. If one common objective is not achieved, we can determine which of the supporting objectives are contributing to the problem. We can take a look at the auxiliary objectives which have not been achieved and see which working processes failed to meet expectations.

6. Lack of skills or knowledge – lack of skills and/or knowledge can be expressed in

quantity and quality and it refers to the ability to meet strategic and operational objectives in crime suppression. By performing an evaluation it is possible to find out which team members, in any part of the criminal intelligence cycle (criminal intelligence work, operational police work, Leading and steering), lack the necessary level of skills and knowledge. Evaluation of skills and knowledge is very important for proper functioning of the system, especially when applying the ILP model, so instead of blaming the new model and its procedural and methodological solutions, we can easily discover that the cause for unsuccessful realization of planned objectives for crime suppression is the police officers' lack of professional knowledge and skills. Lack of skills and knowledge should be investigated on all three levels of evaluation. Insufficient numbers of trained personnel must first be looked into at the organizational level, followed by determining the extent of shortcomings within the important departments. Lastly, we need to identify the individuals who are not trained and to ensure that they are included in the next revision of training plan.

7. Evaluation Report – after completing an evaluation of process and products, a report with findings and recommendations is written.

The main problem of evaluation is the complexity and difficulty in collection and analyses of information; when it comes to resources, it is extremely important to find professional staff, and allocate sufficient finances and time to produce tangible results. Efficiency and cost-effectiveness were among the most appealing strengths (guiding ideas) of the ILP model from the very beginning. **The main problem question in evaluation** is: *“If the expectations from the new model of policing, as a more reasonable and rational use of police resources and energy, are to produce more tangible results, how does it show that?”* An evaluation is important for the development of a strategy to reduce crime, and in theory and in practice of

developed police systems there are five characteristics of a rational approach for such a strategy:

- Appropriate investment in measurement and monitoring;
- Open approach to crime and judicial information;
- Reliance on evidence in police development;
- Adherence to rigorous evaluation;
- Flexible and selected approach to control.

Templates for measuring and monitoring crime are actually the first phase in determining if the policies (strategies) in combating crime are successful. They also allow for management based on evidence to counter accusations from the media and public, neither of which favours the police. Within that framework, the second characteristic, which allows open access to information, can prevent accusations that the police “cook/ falsify books/reports” and it sets the frame for a reasonably honest debate on crime that is required and needed in a democracy. The third characteristic - policies/decision made based on evidence - should be the core function of good management. In other words, before starting a new operation, politicians and other decision-makers should be aware of researches that can inform them on what is or is not useful for the decrease of special criminal problems. A rigorous evaluation is essential for the decision-makers to know if they were successful in crime prevention. Without a broader approach to crime control, without ideology or desire to focus on a special part of the criminal justice system, the projected decrease in crime will be hard to realize. It is clear that an evaluation is essential not just for the purpose of providing information about existing police operations/activities, but also for paving the way for future criminal strategies and policies based on evidence/facts.

Concepts and types of evaluation and practices

There are two basic evaluation questions: “*Did you get what you expected?*” and “*What did you compare it with?*” The first question refers to whether the activity had the effect that was planned, such as decrease of crime or decrease of recidivism of groups and offenders. The second question refers to the appropriate comparison parameters, to establish trust/confidence in the activities’ benefits.

It is not only the ILP model that is the reason for success in combating crime. It is often very difficult, if not impossible, to discern what contributes to success, making an evaluation in such cases almost unusable or rendering its results useless. Another possible scenario is to have the information processes functioning well, but police managers make poor tactical decisions on how to solve some crime problems despite receiving good information. And finally, for the model to be successful, it is necessary to evaluate the organizational and informational structure that makes the **3-i model**. A combination of all three - interpretation of the criminal environment, influence on decision makers and influence on criminal environment - constitutes the ILP model and all should be assessed in light of their effectiveness.

There are *two main types of evaluation*: product and process evaluation. Product evaluation is an assessment that investigates if the model (the concrete programme of the model) had desired effect, such as reduction of crime or breaking up of a criminal group. Those assessments of programme for crime reduction are more frequent because of more access to police data. For example, the police are quite focused on decrease of registered crime, as a success parameter, and conducting an evaluation is made possible since police units register and follow-up the local crime rate. Although, an evaluation of precision (sophistication, accuracy) – if we could

call it that – is rather simple and short-term, there is a need for the police management to be more objective in their assessments of success and to develop an approach that is more based on evidence for crime control. However, in regards to broader crime problems and police reactions, the most rigorous evaluations of products are more often conducted by scientists than internally by police units. Many police units lack skills to do a rigorous evaluation, and there is also a slight connection to the academic world that could facilitate this (dangerous) project; at the same time there is some pressure from outside of the police or from the police management for more information on policing.

The second reason for the lack of an internal evaluation is that police actions are often initiated with little thought to broader operational objective and tasks. Opinions within police units mostly differ about the purpose of the action itself. Sometimes formulated operational objectives are not directly measurable with available data, making an effective evaluation essentially impossible.

Even when it is possible to make an evaluation of product/outcome, it is of vital importance also to make a process evaluation in order to establish why the programme functioned or not. Evaluation of the process allows the researcher to understand why programmes are obviously successful or unsuccessful, by investigating basic processes on what happened during the initiatives for crime reduction. Process evaluations are especially important for developing concepts, such as the ILP model. For example, criticism could determine that registered crime rate did not decrease in the area in which, according to the police service, this model is applied. However, because of that one should pose the following problem question: “*Is there a mistake within the model, or in the way in which ILP is being implemented?*” For example, there is a qualitative research in two police units in which the findings indicated that the police officers lack proper understanding of analysis preventing them

thereby from asking appropriate questions. Also, criminal intelligence information/products were often ignored while planning some actions/operations, but afterwards requested in order to justify and explain the same actions/operations. This is, obviously, more a problem of proper implementation of the ILP model than a problem in its conceptual design. Evaluation processes are, therefore, important for understanding how the programmes of the intelligence model (ILP) function.

Measuring success with achievement/performance indicators

Numerous police organizations have become preoccupied with performance indicators. The most common areas of performance that can be found within the police organizations are:

- Reduction of crime
- Investigation of crime
- Improvement of security
- Providing assistance
- Focus on citizens
- Use of resources
- Local police

Not only do these performance areas significantly overlap, but within those seven areas there are lots of performance indicators, indicators that have grown in complexity and abundance up to the point where some of the employees are wasting their time just working on collecting and monitoring internal indicators. Performance indicators can have a role in improving careful management of public funds and achieving centrally set objectives; however for the prevention of crime and detection of strengths these types of indicators can be counter-productive. An excessive desire to chase requested numbers has turned the police back to the model of reactive work and away from the proactive.

Typical mistakes when using indicators in the evaluation practice are:

- *Tunnel vision* – when managers choose performance indicators that are easier to measure, while ignoring the others;
- *Sub-optimization* – when managers focus on a narrow group of activities that improve certain performance indicators but at the same time cause damage to the performance of the entire system;
- *Nearsightedness* – when managers focus only on short-term objectives;
- *Fixation on measuring* – when indicators become focus rather than wanted outcome or service;
- *Misrepresentation* – when data on performance are falsely reported or deliberately distorted;
- *False interpretation* – when senior managers falsely present performance data;
- *Gambling* – when managers deliberately neglect important problems, so they can set lower objectives for later assessment;
- *Ossification* – when performance indicators cease to be effective but remain in the books;
- *Demoralization* – loss of confidence and commitment among employees who deliver services just to do it but are convinced that the ILP model is not good or that it does not have appropriate value;
- *Discredit/lack of conviction* – public scepticism – emerged through sabotage by disappointed employees.

Some performance indicators can function negatively in rather subtle ways to distract police from their core of activities, which are discovering and preventing crime, to focusing on combating fear of crime, which is a totally different direction.

Should the police use performance indicators when assessing the activities led by criminal intelligence, at all? The basic question about performance indicators

is: “Which indicators should be used for an intelligence model?”, and that is a difficult question. For many police departments, the first phase is the real recognition or acceptance of the definition of an intelligence model. If the definition and the conceptual model are adopted, then the components of

the **3-i model** could become the foundation for performance indicators that measure not only the data and information of analysis, but also the influence of the decision-makers, as well as the influence of the whole process on the criminal environment.

2.6. Quality Management of the Criminal Intelligence Process

Quality management in the criminal intelligence cycle is an integrated and modern function of strategic management which can and should be applied, in particular, to the ILP model. In accordance with ISO 9000:2005, quality management could be defined as a set of activities which determine the direction of the criminal intelligence cycle with respect to quality and steering the police organization in that direction. In other words, quality management of the criminal intelligence cycle is a strategic, managerial-scientific-expert function which facilitates, through planning, control, improvement and maintenance of quality, the set-up and improvement of quality of the criminal intelligence system in all its segments and on all levels, including the quality of all processes and their activities, products and resources.

The objective of quality management is to measure and show, through a systematic use of carefully selected management tools, how successful the criminal intelligence cycle is in achieving its strategic and operational objectives as well as to focus on continuous improvement of quality of the factors that have the biggest influence on results. In addition, the introduction of quality management contributes to the enhancement of responsibility on all levels of the organization, to better quality in results management at the individual (person), group (department, division, group) and organizational (depending on how it is viewed: the General Police Directorate, Criminal Police Direc-

torate, organizational units responsible for criminal intelligence affairs) level, to further development of organizational culture and modern service role of the police.

Quality management of the criminal intelligence cycle is a function of the SLG, but all the employees are responsible for quality in accordance with their job descriptions. The quality of the criminal intelligence cycle refers the descriptive or measurable qualities of its following entities:

- **Process** – a set of inter-related or interacting activities, designed to produce a requested product, and includes sub-processes (criminal intelligence work, leading and steering, and operational police work) and their functions (phases);
- **Defined objectives** – strategic and operational;
- **Products** – outcomes of the cycle activities, such as: operational information, criminal intelligence structured into an intelligence product (strategic assessment, operational assessment, problem profile, target profile), decision from the group for leading and steering about carrying out concrete police activities, strategic and operational plan from the group for Leading and steering, organizational and tactical (individual) plan from operational police units, and final products: prevented planned and non-planned criminal offences, detected, solved and processed criminal offences.

es, trust and satisfaction of citizens and other stakeholders;

- **Organizational structure of ILP** – organizational units, allocation of competences, levels, mutual communication and responsibilities;
- **Employees** – informant handlers, controllers, managers, analysts and others;
- **Working conditions** – material, technical, financial, legal, organizational culture, etc.;
- **Training** – courses and seminars for informant handlers, controllers, managers and analysts.

The SLG has a particularly important responsibility for the quality of the criminal intelligence cycle for all its elements, which is accomplished by defining approach to be used (models), concepts, terminology, methods, techniques and instruments related to quality management. Quality management and evaluation of the criminal intelligence cycle are complementary functions of the strategic management which, to a certain extent, overlap and build on (complete) one another.

Special focus of quality management is placed on criminal intelligence information/products: strategic assessment, operational assessment, problem profile and target profile. Users of criminal intelligence products are: the groups for Leading and steering and operational police units. Thus, the quality of criminal intelligence products, on one hand, is represented by their characteristics orientated towards the satisfaction of the users' needs, and on the other hand, the absence of defects (unwanted and unnecessary characteristics). The achievement of higher quality in criminal intelligence products leads to greater satisfaction of users and better quality of decisions made by the group for leading and steering, as well as better quality of final criminal intelligence cycle products. Based on their needs the users, i.e. the leading and steering groups, and operation-

al police units, define their requests to the organizational units responsible for criminal intelligence affairs and specify their expectations. Expectations refer also to the set standards of criminal intelligence products (quality criteria).

The quality of criminal intelligence products has a three-level scale (remark: this is the most common and the most simple quality scale, known in the theory and practice of quality management):

1. excellent,
2. good,
3. insufficient.

According to ISO standard 9000:2005, the quality of criminal intelligence products represents the level at which their characteristics meet users' requests for making quality decisions.

Leading and steering groups and operational police units belong to so-called internal users. As for final ILP products, in the broader sense it can be said that their users are citizens and the whole community with its institutions. They belong to the group of so-called external users.

Dimensions and quality characteristics of criminal intelligence products are:

- 1) structure of the product/document,
- 2) logical or scientific-methodological grounds,
- 3) up-to-datedness,
- 4) intelligibility,
- 5) accuracy,
- 6) completeness,
- 7) timeliness,
- 8) usefulness,
- 9) relevance/focus on user's demands, etc.

Characteristics of the quality of the criminal intelligence products and other criminal intelligence cycle entities can be **quantitative** (measurable) or **qualitative** (descriptive, gradable). Values of quantitative characteristics are attained through measuring, and characteristics of qualitative through evaluation (so-called binary results, i.e. yes-no, positive-negative, under-above, etc.).

Quality management is realized through the following activities/functions:

1. **Quality planning** – process focused on definition of quality objectives and on determination of necessary operational processes and appropriate resources for the realization of quality objectives;

2. **Quality control** – process of measuring and comparison of achieved result with the planned result, gap analysis (differences) and taking appropriate corrective measures;

3. **Quality improvement** – process fo-

cused on increasing the abilities to fulfil quality requests;

4. **Quality assurance** – process focused on providing the belief that all quality requests have been fulfilled. Quality assurance is also a system of activities aimed at providing effective overall quality management. It is a system of policies, practices, procedures and standards intended to ensure that each product meets the prescribed quality standards.

Basic tools in quality management: approach, models, methods and techniques

A **systemic-process approach** (“horizontal management”) is a dominant way/principle of understanding modern quality management. The process is regulated by a number of specially arranged working activities in time and space, with a beginning and an end

and clearly set input and output. In addition to information, resources such as people, equipment, finances, materials and energy, can also serve as input. The core of the process, according to ISO 9000:2005, is shown in figure 5.

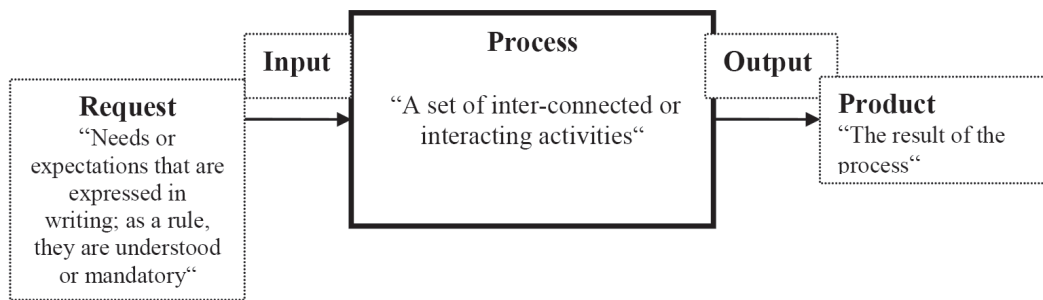


Figure 7 – Structure of the process: input, process and output

The diagram above is especially applicable to the process of criminal intelligence work, where the input is represented by the requests and needs by the leading and steering groups and operational police units while the output is represented by the criminal intelligence products. In addition, a systematic-process approach is applicable to all other sub-processes, functions and processes activities within the criminal intelligence cycle.

The quality management models that can be used in ILP are: CAF, Balance Scorecard, Benchmarking and others.

Balanced Scorecard (a system of balanced

measures/cards) – a model of strategic planning and quality management that enables measuring of characteristics and results. This model helps the planners to identify all that should be done and measured, and how to execute strategies. Balanced Scorecard shows that the organization needs to be observed from four perspectives and that a measuring system should be created, data should be added up, and data connected to each of those perspective should be analyzed. The perspectives are the following: learning and development perspective, internal processes perspective, users’ perspective, financial perspective.

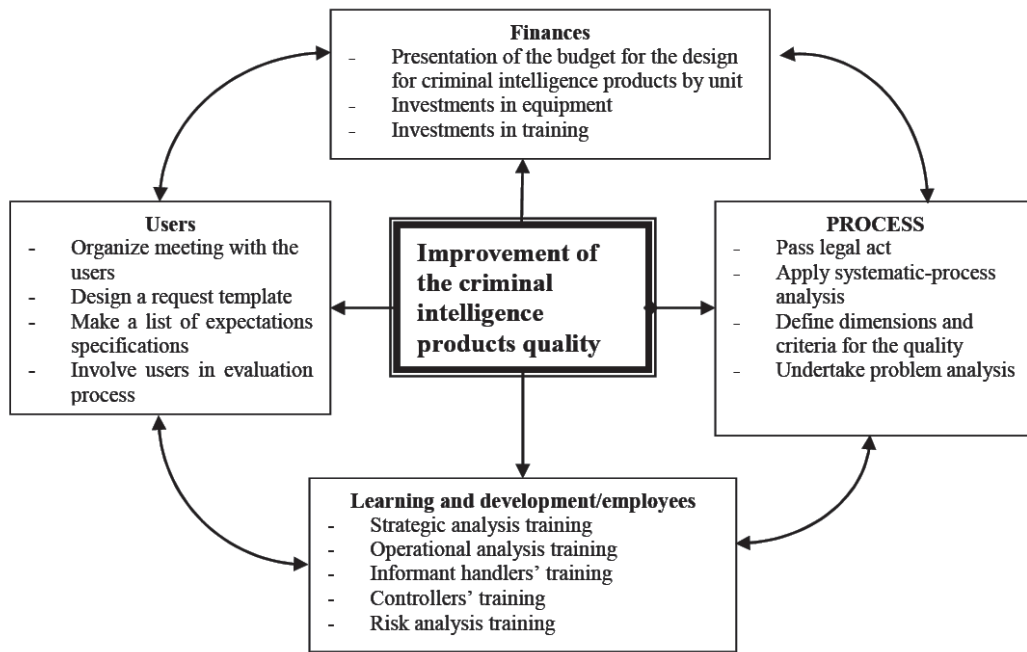


Figure 8 – Structure of the Balanced Scorecard model applied on a strategic objective: improvement of the criminal intelligence products quality.

Other methods, techniques and instruments of quality management that can be used are: **stakeholder analysis, investment in people, consultations with employees, surveys**, interviews, focus group, affinities chart, interdependence chart, branching chart, matrix chart, matrix data analysis, programme chart for determination on processes, network chart, flow chart, Pareto chart, cause-consequence chart, brainstorming, reengineering, etc.

Criminal intelligence affairs

CHAPTER THREE

1. The concept and objective of criminal intelligence affairs

The actual tasks in criminal intelligence affairs include planning, collecting, processing and analysis of data and information on crime and other threats to security; these tasks are a basis in the production of criminal intelligence information/products, which then are sent to the users (strategic and operational groups for Leading and steering, and operational police units).

The objective of criminal intelligence work is to develop criminal intelligence products, which serve as:

1. A foundation for decision-making, determination of priorities, strategic and operational objectives and rational use of resources in preventing and suppressing crime;
2. Support to operational police units in the execution of concrete measures and actions on prevention and suppression of crime.

2. Organization of criminal intelligence affairs

Criminal intelligence work is performed on three levels:

1. The central level
2. The regional level
3. The local level

2.1. The central level of criminal intelligence affairs

The central level encompasses the whole territory of the Republic of Serbia. At the central level criminal intelligence tasks are performed by the organizational units responsible for criminal intelligence affairs.

Table no. 2 – Organizational structure and functions of the organizational units responsible for criminal intelligence affairs

Functions	Organizational structure
<ul style="list-style-type: none">– Leading and steering of the organizational units responsible for criminal intelligence affairs– Leading and steering of the sub-unit for collection of data and information– Leading and steering of the sub-unit for crime analysis	<ul style="list-style-type: none">– Heads of the organizational units responsible for criminal intelligence affairs– Chief of the sub-unit for collection of data and information– Chief of the sub-unit for crime analysis

<ul style="list-style-type: none"> - Control of the work with informant handling - Direct work with informants 	<ul style="list-style-type: none"> - Controller - Informant handler - Informant handler in correctional institutions
<ul style="list-style-type: none"> - Crime analysis 	<p>Crime analyst for strategic analysis Crime analyst for operational analysis Crime analyst for coordination of work and support to the CPD's OLG</p>
<p>Reception and processing of data and information on crime and dissemination of criminal intelligence information/products (desk function)</p>	<p>Person processing data and information</p>
<p>Administrative-technical work</p>	<p>Admin clerk</p>
<p>Key tasks of the organizational units responsible for criminal intelligence affairs are:</p> <ul style="list-style-type: none"> - Development of a proactive approach for crime suppression; - Making criminal intelligence information/products (strategic assessment, operational assessment, target profile and problem profile); - Strategic analysis research; - Risk analysis; - Informant handling; - Providing analysis and information support to planned operational police actions and individual cases (background checks, concrete criminal offences, arrests); - Organized crime, corruption, and other extremely serious criminal acts on national and international level; - Subjects of operational work, operational controls and intelligence research; - Perpetrators – individuals and organized crime groups; - Series of crimes committed on the territory of several regional police directorates; 	<ul style="list-style-type: none"> - Particularly vulnerable spots (buildings, settlements, border crossings, roads, etc.); - Identifying preventive measures; - Crimes causing disturbance to the public; - Unusual events; - Cooperation with state institutions (the judiciary, Security Information Agency, Directorate for Money laundering, Customs Directorate, etc.) and other organizations of the public and private sector; - Organized training (handlers and controllers for the work with informants, criminal intelligence analysts, and managers). - Continuous improvement of methodology and standards of collecting, processing and analysis of data and information and of the production of intelligence products; - Providing expert assistance in evaluating earlier decisions and completed planned operational police work and actions.

2.2. The regional level of criminal intelligence affairs

The regional level covers the area of the regional police directorate. Criminal intelligence work is done by the regional directorate's unit for crime analysis and its organizational unit for criminal intelligence affairs from the central level.

Table no.3 – Organizational structure and key tasks of the regional organizational unit for crime analysis

Key tasks (functions)	Organizational structure
Leading and steering of the regional unit	Chief of the regional unit
Crime analysis	Crime analyst
Reception and processing of data and information on crime and dissemination of criminal intelligence information/products (desk function)	Person processing data and information/ documentalist
Administrative-technical work	Admin clerk

Key tasks of the regional organizational unit for crime analysis are:

- Development of a proactive approach for crime suppression;
- Making criminal intelligence information/products (strategic assessment, operational assessment, target profile and problem profile);
- Risk analysis;
- Organized crime, corruption and other extremely serious criminal offences on the regional level;
- Perpetrators of criminal activities – individuals and organized criminal groups;
- Series of criminal offences committed on the territory of the regional directorate;
- Especially endangered places (buildings, settlements, border crossings, roads, etc.);
- Identifying measures for crime prevention;
- Criminal offences that cause public concern;
- Unusual events;
- Providing analysis and information support to planned operational police actions and individual cases (background checks, concrete criminal offences, arrests).

2.3. The local level

The local level covers the area of a police station. In police stations where an OLG has been created, processing and analysis is performed by a crime analyst. In police stations where there are no OLGs, collecting of data and information on crime is done by one of the assistants to the station commander.

3. Criminal intelligence affairs - the process

Process consists of the following functions:

1. Planning of criminal intelligence work;
2. Collection of data and information;
3. Processing of data and information;

4. Analysis of data and information;

5. Dissemination of criminal intelligence information/products.

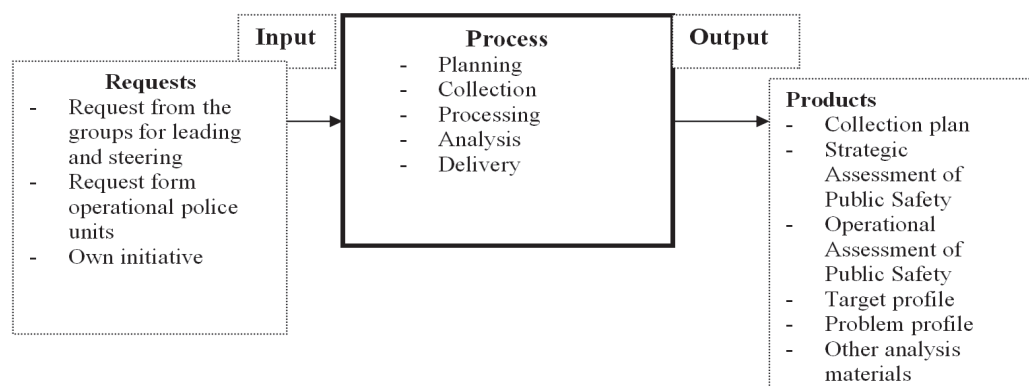


Figure 9 – Process of criminal intelligence work

3.1. Planning of criminal intelligence tasks

Planning of criminal intelligence tasks is a process that includes determining the type of data and information needed, sources from which data and information should be collected, and methods and resources for their collection. The purpose of planning is to provide a systematic and directed collection of important information and to get a

quality final criminal intelligence product.

The two basic products of planning are: an intelligence plan and a plan for collection of data and information.

Intelligence plan

The intelligence plan is made by the chief of the unit at the central or regional level. The intelligence plan consists of the following segments:

- Elements which the plan is based on – a request (from the strategic or operational group for Leading and steering or from some other operational unit) or own initiative from the organizational unit responsible for criminal intelligence affairs
- Areas or topics to which the plan refers to – criminal intelligence products;
- Distribution of tasks and responsibilities;
- Allocation of resources: human, material-technical, informational and financial;
- Deadlines and pace for the realization of activities;
- Reports to the requests makers on undertaken measures and actions;
- Monitoring the implementation of the plan and its revision (if needed).

Plan for collection of data and information

The collection of data and information plan is made by the person who is responsible for carrying it out, and it is approved by his/her

immediate supervisor. The collection plan is a concrete elaboration of the intelligence plan in all of its elements.

3.2. Collection of data and information

Collection of data and information is done following a request issued either by the groups for leading and steering or by operational units, or based on somebody's own initiative.

Concrete activities pertaining to data and information collection are:

1. Application of different methods (procedures, techniques and instruments) for

the collection of data and information;

2. Writing reports and operational information;

3. Assessment of data and information in accordance with the 4x4 system;

4. Verification of reports and operational information;

5. Dissemination of reports and operational information.

3.2.1. Sources and methods for collection of data and information

The method of collection of data and information depends on the sources.

Sources of data and information

All available entities through which police officers find out about criminal offences and their perpetrators, as well as about security

problems that fall under the Ministry's competence, are considered to be sources of data and information. How a source is used is of

key importance for the collection function. The quality of collected data and information depends on the quality of the source. Depending on the entity, quality of the source refers to: reliability, availability, value

for money, currentness, usefulness, verifiability, access to information, motivation.

The sources of data and information can be closed and open

Closed sources

Closed sources are entities that have data and information with restricted access. Restricted access means access to the sources under certain rules and procedures. Closed sources that are used most often are:

- Informants;
- MoI's databases and registers;
- Databases and registers from in other organizations in the public and private sector (other state institutions, public and private companies, banks, and other financial institutions);
- Victims;
- Reports made by individuals and legal entities;
- Anonymous reports;
- Undercover investigator;
- Products made by taking operational, tactical and technical measures and actions (report, operational information,

official note on information received from a citizen, minutes, conclusion, and other official documents);

- Documents and correspondence obtained through international cooperation and exchange of data;
- Persons serving a prison sentence;
- Forensic reports.

Data and information sources have to be used by observing the "value for money" principle, which means calculating the ratio between financial investment in the source and final value received after using the source, expressed in money, as well as in other benefits, such as a clearer picture on crime. This principle can also be used when choosing between several alternative sources – one should always choose the cheaper alternative if it provides the same benefits as the more expensive one or if it meets the intelligence needs.

Open sources

Open sources are entities that contain data and information available to the public. The most common open sources are:

- The media (TV, radio, journals, daily press, etc.);
- The Internet;
- Social networks (Facebook, Twitter, etc.);
- Public registers (Business Register Agency, National Institute for Statistics, etc.);
- Public talk (rumour);
- Ads, commercials;

- Phone books;
- Scientific and development research; reports from governmental and non-governmental institutions, public opinion polls, economy reports, conference documents, dissertations and theses, newsletters, etc.

This type of source is very important since it contains large quantities of varied and useful information, especially in light of the globalization process and development of information technologies. Open sources are easy to access, cost-effective and less risky when compared to closed sources. Howev-

er, one needs to be careful when using these types of sources considering that they can be false, subjective and sensationalistic.

A basic method for the use of open sources is contents analysis. This method requires a special structure: defined categories of analysis; analysis instruments; searching the text

of analyzed document; selection of data and information from the text in the relation to defined categories; connection of selected data into meaningful and new information that do not exist within analyzed text or analyzed documents. Police officers who use this method must undergo specialized training in contents analysis.

3.2.2. Methods for collection of data and information

Basic questions of criminalistics

The key methodological approach in the process of collecting data and information is asking the basic questions of criminalistics and looking for their answers. These are the questions:

Who? – Who are the persons or criminal groups that are involved in criminal activities? Who is the victim? Who are the accomplices?

What? – Types of criminal activities, events or occurrences that are being planned and prepared or those that have already been committed.

How? – Ways and means of execution.

Where? – Place where they are planning, preparing and committing criminal offences and where the consequences are manifested.

Why? – Motive for the crime.

When? – Time of planning, preparation and committing criminal offences (day, hour, minute, year, and approximate time period).

The order of basic criminalistics questions is structured in accordance with the proactive approach of the ILP model, so the first question ‘**Who**’ shows that the priority of the criminal intelligence cycle is directed from the perpetrators towards planned and prepared criminal offences.

In the segment of collecting data and information on crime it is often not possible to answer all the basic criminalistics questions, so it is further down the criminal intelligence cycle, especially in the analytical function, that complete answers are provided as to the cause and consequence question – ‘**Why**’.

3.2.3. Approaches for collection of data and information

There are two basic approaches for the collection of data and information: routine and directed.

Routine (general) collecting

Routine (general) collecting of data and information is a part of all police officers’ regular duties and tasks. The most common methods that police officers use in their routine collection of data and information

are: direct observation, conversations (with witnesses, victims, suspects, citizens, etc.), looking into registers, reports and personal documents, etc.

Directed collection

In addition to conducting routine collection of data and information on crime and other security threats, a police officer also has to take into account the special characteristics and defined priorities of the organizational unit he belongs to when performing this task. The specificities and priorities are based on the strategic, operational and tactical plans.

Directed collection of data and information is mostly done by police officers from the organizational unit responsible for criminal intelligence affairs. Such approach is used in order to meet the requests made by the leading and steering groups, which are re-

lated to the set priorities, strategic and operational objectives, and concrete cases. The request is based on identified needs for, or lack of, data and information. The lacking information refers to missing data and information in the criminal intelligence information/products. This way of collection of data and information is done by working with informants, engaging undercover investigators, collecting data and information from the persons who are serving prison sentences, using surveillance techniques, searching data bases (MoI's and other state institutions) and using open sources (Internet, media, etc.).

Informant handling

Informants are persons who have, collect and convey data and information to police officers.

Working with informants (informant handling) is the most complex method of collecting data and information, which provides possibilities to obtain a wide range of information in a geographical, temporal (engagement period) and subject (organized crime, series of criminal offences, crime hotspots, etc.) sense.

The main objective in informant handling is to get quality information that will lead to:

1. Prevention, detection and providing evidence of criminal offences and finding the perpetrators;
2. Identification of series of criminal offences;
3. Identification of criminal offence hotspots;
4. Identification of persons and criminal groups;
5. Identification of methods and ways in which criminal activities are performed by individuals and by criminal groups;
6. Identification of the weak links in criminal groups;

7. Development of a strategy and tactic for more efficient combat against crime;

8. Identification of possibilities for the engagement of other informants;

9. Identification of possible targets;

10. Better quality registers and databases;

11. Identification of property belonging to a person with connections in the criminal world, which was gained through crime;

12. Identification of legalized money gained through crime.

The Ministry of Interior of the Republic of Serbia (MoI RS) has adopted and is applying the Mandatory Instruction on Operational Police Work (hereinafter: Mandatory Instruction) which regulates principles and procedures on informant handling. The provisions in the Mandatory Instruction are in line with the Europol standard for this area and they are adjusted to fit the legislation and needs of the MoI RS.

Necessary conditions for the engagement of persons as informants are:

1. Possession of information;
2. Access to information;

3. Person's motivation for cooperation;

4. Suitability – how the collaborator accepts handling and how he follows instructions from the informant handler.

Persons who are engaged as collaborators need to possess certain personality traits, intellectual capabilities and emotional stability. Assessment of subjective characteristics and the choice of person to become a collaborator depend on the concrete tasks and needs for engagement. The assessment is made by a handler and a controller. The controller is responsible for making a risk assessment of working with the collaborator and an assessment of the quality of received information. Assessment of information quality is made from the aspect of usefulness i.e. importance, accuracy, verifiability, timeliness, continuity, etc.

The training of a police officer for the role of informant handler is done in accordance with the Mandatory Instruction and by way of different types of trainings and professional development activities. For the work with acquaintances, friends and informants, one needs minimum education and instruction, but to work with collaborators one needs specialized training. The work with collaborators is done by an informant handler, a controller and a chief controller. An

informant handler is a police officer, trained in accordance with Europol standards¹ (informant handlers course)², who is in charge of the engagement and handling of a collaborator (establishing and maintaining direct contact, giving concrete tasks and instructions in order to direct the collaborator in collection of needed data and information, and analysis of collaborator's work). A controller is a police officer, trained in accordance with Europol standards (informant handling controllers course)³, who is in charge of the control, monitoring and follow-up of the handler's work. A chief controller is a police officer whose role is to work on international cooperation within the area of informant handling, coordination, monitoring, control, planning and organization of work with collaborators at the central level.

1 Harmonization of the work with collaborator with Europol standards is necessary for the compatibility of the process, methods and terminology, which enables to have a successful cooperation between European police forces, enhances the practice, enables the engagement of collaborators on the territory of other Europol member countries, etc.

2 Course for informant handlers started in January 2012 within the Project "Development of Intelligence Led Policing in the MoI".

3 Course for the controllers started in October 2011, within the Project "Development of Intelligence Led Policing in the MoI".

3.2.2. Writing reports and operational information

Products of the collection of data and information function are:

1. Operational report – initial data and information on persons, criminal groups, buildings, criminal activities, occurrences and events, collected from open and closed sources (Mandatory Instruction);

2. Operational information – is a set of data and information, collected from open and closed sources, which refer to a concrete criminal offence or a perpetrator, or other data and information of importance for the

performance of police work (Mandatory Instruction).

Operational reports and operational information are made on templates prescribed by the Mandatory Instruction.

3.2.3. Assessment of data and information in accordance with the 4x4 system

After writing an operational report and operational information, the person submitting the report assesses reliability of the source and accuracy of information in accordance with the 4x4 system. Assessing the level of reliability of the source and accuracy of information is important for the quality of analysis of collected and processed data and information as well as of the criminal

intelligence product. There is a part in the same template where the submitter of the report suggests to whom the operational report and operational information should be delivered and, also, specifies the restriction of access, if any (reasons for which the documents should not be delivered to a certain organizational unit).

Table no. 4 – Matrix for the assessment of source and information

Source assessment		Information assessment	
label	meaning	label	meaning
A	reliable	1	accurate with no doubt
B	usually reliable	2	information known to the source
C	usually unreliable	3	information is not known to the source personally
X	source cannot be assessed	4	cannot be assessed

The assessment of the reliability of the source and the accuracy of information is done only by the submitter of the operational report and operational information. Source and information should be assessed separately from each other. If the submitter

is not sure which level of reliability to mark the source or which level of accuracy to mark the information, it is recommended to assign them a lower level of reliability and accuracy.

3.2.4. Verification of an operational report and operational information

The immediate supervisor of the police officer submitting an operational report or operational information is responsible for the verification. Verification consists of the following activities:

1. Learning about the content of the operational report and operational information;

2. Assessment of the content in relation to the following criteria:

- importance
- adequacy of data and information
- currentness

- intelligibility

- precision

- accuracy;

3. Control of the assessment by applying the 4x4 system (if needed);

4. Verification.

Products of verification are:

1. Verified operational report and operational information, which are then sent to a competent authority;
2. Operational report and operational

information are not verified because they need to be amended;

3. Operational report and operational information are not verified because they are not important.

3.3. Processing of data and information

Processing of data and information is a criminal intelligence cycle function which encompasses controlling the accuracy of data and information, making comparisons, and connecting and supplementing with other data and information.

The objective of the function is to amend and prepare the received operational report or operational information for analysis or for operational purposes.

Concrete activities of the processing phase are:

1. Registering the operational reports and operational information;
2. Controlling accuracy of data and information, which includes double-checking the data and information (MoI's registers on individuals and legal entities, vehicle, weapons, and other available registers);
3. Assessing the urgency to act upon an operational report and operational information;
4. Entering the operational reports and operational information into the unique database;
5. Comparing, connecting and amending data and information by searching available registers and the unique database;
6. Writing a report on completed checks in the databases after receiving operational information (this is not obligatory for operational reports);
7. Delivering the report on processing together with the operational report or operational information. If the operational report or operational information were made

following a request, then they are sent to be analyzed. If the operational report or operational information were made based on own initiative, then the report on processing is delivered directly to the user. If a certain operational report or operational information is deemed to be of special importance, it is delivered to the group for Leading and steering which has to decide what to do with the documents.

Illogical, incomplete, poorly assessed operational reports and operational information create a problem in providing quality processing of data and information. Quality processing has a direct impact on the quality of analysis and production of criminal intelligence information/products. Operational information and operational reports can be incomplete and require amendments and clarifications. When double-checking the registers, identical or contradictory data and information can be found already registered. In order to ensure quality of data, it may be necessary to provide additional clarifications. A search for additional information about an event, person, vehicle, etc, can give a clearer picture. This increases the value of information for which an operational report or operational information was made. Data and information of local character can also be important for the regional, central or international level. Assessment of data and information is made by the person processing the materials in accordance with the level of his authority.

Usability of information can be assessed against the following criteria:

1. Relevance – do the data or information have any connection with or importance to operational work in ongoing cases, operational processing, intelligence investigations, operational actions, operational control and other ongoing operational or intelligence activities?

2. Intelligibility – are the data or information clear and well-argued so that there is no possibility of misinterpretation?

3. Precision – do the data or information contain details which can tie them to a certain person, event, place or time?

4. Currentness – are the data or information outdated or up-to-date?

5. Urgency – do the data and information require urgent action and what is the level of urgency?

6. Reliability and accuracy – is the source reliable and are data and information accurate?

The person processing operational data and information proceeds in accordance with the prescribed procedures (Mandatory Instruction). In urgent cases, the operational report and operational information are delivered without processing. They are registered in such a way that they can be searched later on.

3.4. Crime analysis of data and information

3.4.1. The concept and objective of crime analysis

Crime analysis is procedurally and methodologically the most complex function in criminal intelligence affairs. This is the stage where collected data and information are consolidated, structured, assessed and interpreted, thereby providing a basis for making relevant conclusions and recommendations which, in turn, are necessary for decision-making about operational police activities. The term 'crime analysis' means the same as the term 'criminal-intelligence analysis' in the ILP context

The objective of crime analysis is to get a quality criminal intelligence product.

The analysis shows the gaps, i.e. the need for additional data and information, as well as the qualities and weaknesses of collected data and information, and it points to aspects important to the prevention and suppression of crime which we are unaware of.

In criminal intelligence analysis it is essential that the answers to the most important criminalistics questions are of the highest value, i.e. the highest level of reliability and accuracy. The scope of the analysis and its general credibility depends on the amount and accuracy of available data and information and the analyst's skills.

3.4.2. Types and methods of criminal intelligence analysis

The main criteria for classification of analysis are the subject-matter (case) and scope of analysis. The subject-matter and defined objective of the analysis determine methods (instruments, techniques, procedures, tools) of the analysis. The most common methods

in crime analysis are: ANACAPA, OIAT, PESTELO, statistical analysis, comparative analysis, historical-comparative analysis, contents analysis, case study and other methods of qualitative and quantitative approach.

In the context of mentioned criteria, crime analysis is most often divided into strategic and operational.

3.4.2.1. Strategic analysis

A strategic analysis shows the current condition and warning trends, changes, risks and threats related to crime and other security threats, possibilities for operational police activities and the development of a strategy for combating crime. A strategic analysis describes, explains and predicts criminal events based on cause-effect relationships (aetiology and phenomenology of crime). It is especially focused on proactive

police work and provides and entails the co-operation of the police with all subjects on the national and international level on crime suppression. This, primarily, means creating a strategy for crime suppression that is focused on identification and elimination of causes and circumstances advantageous to different types of crime, above all – organized crime, corruption and other extremely serious criminal offences.

3.4.2.2. Operational analysis

Operational analysis shows concrete criminal cases, persons and criminal groups and their mutual connections. The results of operational analysis facilitate preventive police activities and efficient solving of and provid-

ing proof for committed criminal offences.

In addition to the mentioned types of analyses, the following types of crime analyses are also important.

3.4.2.3. Crime pattern analysis

Crime pattern analysis is useful when drawing conclusions about a particular criminal activity and making comparisons between past events and the type of crime that is committed on a certain territory over a period of time or with some other type of activity. It is also useful in providing a first hypothesis (premise) about some criminal activity. This type of analysis is geared towards crime trends, current criminal activities and prediction of future activities, as well as towards the identification of perpetrators - individuals and criminal groups, series of criminal offences, crime hotspots. The purpose of a crime pattern analysis is to obtain knowledge about the essence, character, scope and trends in crime, mutually connected crime

and perpetrators' activities. This analysis contributes to the identification of preventive measures, solving crimes, allocation of resources and it enables directed collection of data and information. In order to make a quality crime pattern analysis it is necessary to be familiar with different types of crime. This type of analysis applies two techniques: frequency analysis and correlation analysis, and it uses maps, charts and tables for the interpretation of results.

Crime hotspots are places (locations) where the number of crimes is considerably higher than what is normal. A geographic frequency analysis helps identify areas and hotspots and their important characteristics which are the cause of elevated crime levels, and it

recommends measures and actions for the prevention and suppression of crime in such places.

Crime trends can be studied in two ways:

1. Analysis of general trends, which indicate improvement, deterioration or retaining the same level of crime over a certain time period. General trends are compared with the condition in the previous identical time period and changes that have occurred are monitored.

2. Analysis of changes that have occurred under the influence of certain factors or individual events, such as relocation of crime from one region to another due to police activities or migration of perpetrators – individuals or criminal groups.

A series of criminal offences are events which are connected by way of modus operandi, forensic and other evidence, collected

data and information or other criteria. An analysis of a series of criminal offences helps identify the criminal offenses committed by one person or a criminal group. Comparative case analysis, which connects the events, is used to confirm the existence of a series of criminal offences. Objective-oriented tables are made which contain assessed and verified information and data needed for a quality comparison.

An overview of all types of crime on a specific territory or of a certain type of criminal offence means looking into the general way in which the criminal offence were committed and noticing changes in trends. In order to produce such an overview it is necessary to have a good grasp of the individuals, criminal groups, and possible causes of crime as well as to understand why it continues to happen and it requires a detailed study of all submitted official documents that are related to crime.

3.4.2.4. Demographic and social trends analysis

A demographic and social trends analysis determines how demographic and social changes within a certain area or demographic group can influence the execution of certain types of criminal offences. The changes can refer to the migration of inhabitants, ethnicity, gender prevalence, age, etc. The purpose of a demographic and social trends analysis is to facilitate decision-making by the groups for leading and steering on allocation of resources on a strategic and

operational level, identification of current and future criminal activities, development of cooperation with partners, planning of seasonal operational actions, creating conditions for the prevention and suppression of crime, etc. For a quality analysis of this type and for understanding the nature and scope of the problem, it is necessary to take into consideration political, economic, social, technological, ecological, organizational and other factors.

3.4.2.5. Criminal markets analysis

A criminal markets analysis is an assessment of the conditions, as well as a continuous review and updating of data and information, regarding the supply and demand for certain types of goods (for example drugs or stolen vehicles) or services (prostitution) on

the illegal market. The purpose of this analysis is to get an insight into the conditions on the illegal market, trends in availability and prices of goods and services, individuals and criminal groups engaging in these criminal activities and all changes related to the

criminal market. A market analysis in combination with a subject analysis, a network analysis, a criminal business analysis and a

comparative analysis, allows us to get a complete picture of crime.

3.4.2.6. Criminal networks analysis

A criminal networks analysis makes an assessment of weaknesses and strengths of criminal groups, determines the roles and tasks of their members, identifies intelligence gaps, predicts new targets of the criminal groups, assesses the level of seriousness of their intentions, determines the relationships between criminal groups and amongst the members within one group, identifies key areas and possible methods and tactics for their processing and directs the collection of data and information for the purpose of making criminal intelligence products, which will, in turn, be a basis for decision-making and taking operational measures and actions against the criminal groups. Networks analyses are also used to make target profiles and the topics can be

relationships within a criminal group such as family relations, relationships based on common ethnicity, culture, language, religion or ideology, geographic proximity, virtual networks whose members work together through communication networks without knowing each other. With a criminal markets analysis and a criminal activities analysis, together with a criminal networks analysis, it is possible to see the connections between persons and criminal groups, events, financial resources and locations. An auxiliary tool for criminal networks analysis is the software which shows the connection between individuals, criminal groups, occurrences and events in the form of charts. These charts are often found as an annex to an analytical report.

3.4.2.7. Criminal activities (criminal "business") analysis

A criminal activities analysis is done in order to gain comprehensive knowledge and understanding of the way in which criminal activities unfold. This analysis identifies new manifestations in crime. It expands the knowledge and understanding of how persons and criminal groups operate; it identifies key points which should be the focus of police activities to facilitate the identification of preventive measures, predictions and suppression of criminal activities. The analysis identifies the logical sequence of concrete criminal activities undertaken by the perpetrators and the interconnection of the activities. It is particularly important to identify mutually conditioned criminal activities (those that cannot be performed without one another) since they are the

segments which are easiest to intercept and stop the activity. Criminal activities or financial processes are often shown in flow charts. This analysis is combined with the criminal markets analysis and targets profile (subject) analysis in order to get a comprehensive picture of the perpetrators and the criminal activities. The tools used in the interpretations of the results are flow charts (goods, money, smuggling, etc.) showing individuals and organizations as well as activity charts, which are useful to illustrate and analyze the process or sequence of activities where each activity is visually represented.

3.4.2.8. Threat and risk analysis

A risk analysis is done in order to determine the effects (impact) of police activities and for the prediction of criminal activities. It is used to monitor the level of risks from perpetrators, criminal groups or certain type and forms of crime towards possible victims, the community as a whole, the MoI and other state institutions that are dealing with security, as well as towards the entire criminal-justice system.

A risk analysis is connected with a threat analysis and together they make two important elements in defining objectives and determining priorities in a statistical assessment. Basic tools of a risk analysis are matrices and tables.

A threat is the condition in which intention and the capacity to carry out the intention are identified. The purpose of an analysis is to:

- Provide adequate and proportional response to crime;
- Set priorities in work;
- Collect and process data and information needed for decision-making;
- Guide the criminal intelligence work;
- Explain selection of targets in combating crime;

- Assess the consequences of police activity or passivity;
- Emphasise the possibility of prevention, decrease and suppression of crime.

A risk analysis supports a risk assessment. Risk means the uncertainty surrounding events and consequences. Risk is measured through the probability for an event to happen and its consequences, which, in turn, can influence the success rate in achieving the objective; it is often expressed as the sum of threats and vulnerabilities. Threats can be measured through damage caused by their execution. The damage can be direct and measurable (theft, extortion, etc.) because its effects can be expressed in the form of financial loss. There is also the possibility causing damage which is difficult to measure (loss of quality of life, loss by introducing money into legal transactions of counterfeit money, goods, etc.). Damages caused by the realization of threats can be divided into: social, economic, political or indirect damages. By analyzing occurrence of potential it is possible to assess the danger from criminal groups and certain types of crime and in accordance with the undertaken analysis it is possible to define objectives, set priorities and allocate resources.

3.4.2.9. Subject analysis

A subject analysis studies perpetrators, victims or witnesses. The purpose of this analysis is to initiate or to give support to already started criminal intelligence or operational police work. The product of a subject analysis is a target profile that gives a clear picture of the subject, which is needed for the

support of planning and performance of concrete measures and actions. The subject's profile contains personal data, his criminal past and current criminal activities, information on the use of communication devices, property status, relationships, contacts, life style, etc.

3.4.2.10. Results analysis

A results analysis assesses the effects of completed police activities and gives an assess-

ment of all aspects of the activities, including:

- Tactics for the realization of the activities;
- Effect of all phases of criminal intelligence work;
- Effects of prevention activities;
- Analysis of costs and benefits;
- Analysis of causes, i.e. analysis of relation between activity and result.
- Contribution to the development of skills and knowledge of employees;
- Re-examination of plans;
- Assessment of pilot project effectiveness;
- Support to further professional development.

Results analysis provides:

- Identification of good practice and of areas in need of improvement;
- Identification of activities that should be invested in;
- Facilitation of leading and steering;
- Support for decision-making on allocation of resources;

Results analysis identifies changes in the criminal environment that emerged as results of police activities, such as:

Geographic changes;

- Temporal changes;
- Changes in relation to targets;
- Changes in the modus operandi;
- Changes in relation to the type of crime.

3.4.2.11. Operational intelligence assessmenta

An operational intelligence analysis is the type of analysis which aims to keep the focus of police activities on defined objectives. This analysis:

- Identifies priorities for the criminal intelligence capacities engaged in operational work on concrete cases;
- Provides guidelines and leads operational police work;
- Identifies changes and divergence from defined objectives.

This type of assessment provides an analysis of the following issues as well:

- Relating to targets which initiated the activity;
- Relating to the ultimate objective of the police activity;
- Relating to short-term, medium-term and long-term objectives;
- Implementation of positive regulations in police activities during work on a concrete case.

3.4.2.12. Case analysis

A case analysis evaluates a concrete case or a series of cases, whereby:

- new directions of the investigation get discovered;
- gaps in witness statements become identified;
- new witnesses or potential witnesses become identified;
- movement of suspects or other interesting persons become visualised.

Charts and tables are often used in case analysis making it is easier to manage large quantities of data and information and to interpret the information. Charts (Events charts) can illustrate the chronological order of events prior to, during and after the main event. It serves as a tool for understanding the meaning of the sequence of events and should be used early on in an analysis of a complex case. In addition, charts (Link charts) can show the connections between

persons involved in an event, as well as similarities or inconsistencies in the statements of certain persons (comparative analysis).

A case analysis can use a large amount of information including the following: operational reports and operational information, statements given by witnesses or other involved persons, telecommunication data, video recordings, police documentation on

crime and events, and all other necessary documentation. The analysis identifies information gaps, while the charts facilitate recognition of new guidelines on measures and actions to be taken in the case. Charts also help identify contradictory information that can be used for criminal intelligence and operational police work, as well as in court proceedings.

3.4.2.13. Phone communication analysis

An analysis of phone communication can yield information which are used to better understand the habits and predisposition of the subject. A statistical illustration of the number of times communication was estab-

lished, types of communication, to whom, timeframe (when they are most frequent), and approximate location can provide direction in the criminal and operational police work.

Crime analysis - the process

The process of crime analysis consists of the following activities (phases):

1. Structuring of data and information;
2. Identification of gaps and uncertainties in data and information;
3. Interpretation of information;
4. Development and testing of hypothesis;
5. Drawing conclusion;
6. Recommendations;
7. Structuring of criminal intelligence information/products;
8. Verification of criminal intelligence information/products.

1. Structuring of data and information

This is the phase for structuring and systematization of collected and processed data and information. In this phase all collected and

processed data and information are sorted and merged, and their structure and mutual connections are determined.

2. Identification of gaps and uncertainties in data and information

This is the phase when gaps in the collected data and information are identified and the need is established for additional collecting and processing of data and information so that a quality analysis product can be made.

This phase indicates whether there is a need to return the criminal intelligence process to the phase of collection and processing of missing data and information.

3. Interpretation of information

This is the phase where the meaning of collected data and information, individually and interrelated, is determined. The basic approach in drawing logical conclusions is deductive reasoning, i.e. from the individual and special towards the general. Deductive reasoning is the foundation for making premises (individual judgements in the

process of coming to a conclusion), while inductive reasoning is the basis for developing a working hypothesis (conclusions with lower or higher level of probability) about perpetrators, criminal groups, criminal phenomena and events, modus operandi, space and time distribution, movements and trends in crime.

4. Development and testing of hypothesis

In this phase the hypotheses are checked comprehensively and in detail, based on previously determined indicators and available and/or additionally collected data and information. It is necessary to have an objective approach and a creative way of thinking, be-

cause in addition to the working hypothesis, which seems to be most probable, it is also possible to find new connections and new starting points within the analyzed material, so that formulation of new hypotheses is possible.

5. Drawing conclusions

Conclusions are drawn logically on the basis of the hypothesis that seems most probable after a methodical development and testing of several different hypotheses.

Conclusions are generally based on facts and logic. If logical reasoning has been applied properly, the conclusions are undoubtedly correct. However, if, during the concluding process, we use data and information with lower or higher level of accuracy, then we can only talk about conclusions with lower or higher level of probability. Besides, if log-

ical reasoning has not been applied properly, regardless of the used facts, the conclusions will not be accurate or they will have just some level of probability.

Predictions, as a form of conclusion in the analysis process, always contain a certain level of probability regarding whether the predicted or projected event will happen.

The level of probability for all drawn conclusions is included in the criminal intelligence product.

6. Recommendations

Recommendations are suggestions about concrete measures and activities formulated on the basis of the conclusions. They are not mandatory as such, but rather serve to

give assistance and support in the process of making decisions on execution of concrete operational measures and actions.

7. Structuring of criminal intelligence information/products

The structure and content of a criminal intelligence product must be in line with the

standards and criteria of quality prescribed for modern criminal intelligence products.

8. Verification of criminal intelligence information/products

Once it is finished, the criminal intelligence product is verified by the Heads of the organizational units responsible for criminal intelligence affairs. At the regional level, verification is done by the Head of the organizational unit for crime analysis.

3.5. Criminal intelligence information/products

The organizational units responsible for criminal intelligence affairs deliver essential criminal intelligence products which, then, make a basis for the leading and steering groups to make decisions, determine priorities and define strategic and operational objectives for the prevention and suppression of crime. Implementation of criminal intelligence information/products should be measurable in terms of decreased crime rate, improved efficiency in detection and solving of crime and overall improvement of community safety. Criminal intelligence products are the result of joint work and cooperation of police officers engaged in all segments of criminal intelligence work.

Key criminal intelligence products are delivered to the leading and steering group, which then makes a decision about upcoming planned operational police tasks and activities. For a criminal intelligence product to be fully effective, proper resources need to be in place (data and information sources, quality staff, a training and professional development system, material and financial resources).

There are four basic categories of criminal intelligence information/products, as shown in the tables below:

Table no. 5 – Structure of a Strategic Assessment of Public Safety

Strategic Assessment of Public Safety		
Objective	Purpose	Contents
<p>To identify the most important and long term problems related to the scope, types, forms and trends in crime.</p> <p>To identify risks, threats and cause and effect relationship in crime.</p>	<p>To provide basic information when defining a long term strategy for combating crime;</p> <p>To give directions for planning crime fighting at the operational level;</p>	<p>Objective and tasks of reporting;</p> <p>Scope of analyzed problems – functional and geographical;</p> <p>Time frame – long term (3 to 5 years);</p> <p>General picture of the state of crime for the assessed period;</p> <p>Identified priorities in the area of prevention, criminal intelligence work and execution of planned operational police activities;</p> <p>Risk and threat assessment;</p> <p>Main areas of the problem;</p> <p>Summary of PESTEL analysis (political, economic, social and technological, ecological, legal and organizational factors);</p> <p>Methods used, including the sources of information;</p> <p>Cause and effect relationships and crime trends;</p> <p>Predictions of future crime situation;</p> <p>Identification of information gaps on crime;</p> <p>Overview of limitations in resources / summary;</p> <p>Assessment of success rate in achieving objectives from the previous Strategic Plan of the General Police Directorate;</p> <p>Assessment of proactive police work and identifications of factors that influence such work;</p> <p>Proposal of priorities for the Strategic Plan of the General Police Directorate;</p> <p>Conclusions;</p> <p>Recommendations for deciding on a strategy in combating crime.</p>

A Strategic Assessment is a general and basic police document which is made on the central, regional and local level for a period of three years, and updated annually. It serves to direct the work of the SLG and OLGs on all levels, by providing an accurate picture of current and long term problems that have an effect on combating crime and other security threats. A Strategic Assessment contains an analysis of crime, identified information gaps, an assessment of risk and threat, predictions on development of crime and recommendations on how to prevent crime and perform criminal intelligence and planned operational police work, which serve as basis in defining priorities and strategic objectives. It also contains an assessment of achieved objectives from a previous Strategic Plan.

The SLG uses the strategic assessment for the formulation of a strategy, i.e. to devel-

op a Strategic Plan, for making decisions on operational police activities and allocation of resources and for the formulation of requests for necessary criminal intelligence information. A Strategic Assessment is based on research and analysis of a wide scope of information. Information for a strategic assessment should not be orientated only towards police registers on crime and perpetrators. The assessment also includes, whenever possible, materials from external sources such as information from the public, data on education, results from scientific and development research papers, etc. The development of a strategic assessment requires long-term analysis. It is a dynamic process of information gathering and research that should be done in continuity. A strategic assessment gives information necessary for planning operational police activities and strategies for safety in the community, with a focus on national organ-

ized crime threat assessment – SOCTA. It is not an overview of achieved results, but performance should also be reviewed through evaluation in relation to previously set priorities and strategic objectives from the Strategic Plan of the General Police Directorate. The assessment should also be about different problems, from politics, economy, society, technology, ecology, problems of a legal and organizational nature, as well as problems of the surrounding (PESTEL analysis⁴) that can present a risk to the criminal intelligence process (risk assessment⁵). The assessment should contain structured information about such problems. A leading and steering group can request further profiling and more information in case specific risks have been identified. The assessment highlights gaps in criminal intelligence information that need to be filled, creating thereby the foundation for the requests for criminal intelligence information. It is a long-term document and provides a deep and structured analysis of police problems.

The strategic assessment, as a key product of criminal intelligence process, needs to satisfy the following **quality criteria**:

- *Usability* – the assessment must have quality data and information based on which the groups for Leading and steering can make a quality Strategic Plan and direct their work;
- *Informative* – the assessment must contain enough quality data and information that significantly increases the knowledge and overall picture on crime in the present, past and, in the context of probability, the future period. Also the document must highlight the gaps in information – which information are missing and which are necessary to continue working;

4 PESTEL – it analyses the problems that influence all sorts of crime within the following areas: politics, economy, society and technology.

5 With the risk assessment, based on available information, statistic information and trends, risks and threats are determined; forecasts are provided as well as recommendations for security situations.

- *Range (scope)* – the assessment must cover a sufficiently wide time (time depth from the past into the present and towards the future), territory (entire state territory) and problems (all sorts of crime) range (scope);
- *Significance* – the assessment needs to be significant not only for crime suppression but also for all other security areas, such as traffic safety, public peace and order, border safety, etc. The assessment also should be important from the aspect of international cooperation in crime suppression;
- *Scientific foundation* – the assessment needs to be made with the use of scientific quantitative and qualitative analytical methods, techniques and instruments, as well as logical reasoning and drawing conclusions. The assessment language must be one of facts, arguments and evidence, and, under no circumstances, the language of arbitrary and groundless subjectivity;
- *Direction (focus)* – the assessment needs to be directed to the current strategy for crime suppression (key results and problems), to prevention, priorities and new threats. In particular, the assessment especially needs to focus on the problems of organized crime, corruption, terrorism and other serious criminal offences with serial character;
- *Evaluativeness* – the assessment needs to contain data on evaluation of strategic and operational objectives, and as a document, it needs to be suitable for evaluation in terms of quality of given information, data and gaps within them;
- *Understandability* – the assessment text needs to be written in clear and unambiguous language (style);
- *Explanatory quality* – identified problems and performance need to be explained in the context of cause and effect relationships;

- *Predictability* – the assessment needs to contain crime trends, key determinants and risk factors, based on which predictions on future can be made;
- *Comprehensiveness* – in addition to the analytical and evaluation parts, the assessment needs to contain conclusions and recommendations for the development of a new strategy;
- *Compatibility* – the assessment needs to be in line with the request specification from the LG for a strategic assessment;
- *Structure* – the strategic assessment needs to be systematically and chronologically fully structured as well as in terms of content.

Table no. 6 – Structure of an Operational Assessment of Public Safety

Operational Assessment of Public Safety		
Objective	Purpose	Contents
<p>To identify short-term problems in crime in order to support the implementation of efficient planned operational activities.</p> <p>To monitor the development of current tactical actions and methods.</p>	<p>Providing an information basis for making an operational plan.</p>	<p>Objective and tasks of the reporting;</p> <p>Time frame – short term, for one year;</p> <p>General picture of the state of crime for the assessed period at the regional level;</p> <p>Assessment of the success rate in achieving objectives from the previous Operational Plan (completed intelligence and operational police activities and their effect on the problem);</p> <p>Assessment of the proactive police work and identification of factors that influence such work;</p> <p>Information analytical focus to main identified problems;</p> <p>Factors that have significant impact (security events and phenomena, police activities, economy, geography, demography, etc.) on the situation and the process of fighting crime in the future period;</p> <p>Overview of limitations in resources / summary;</p> <p>Proposal of priorities in the area prevention, criminal intelligence work and execution of operational police activities;</p> <p>Conclusions;</p> <p>Recommendations for concrete criminal intelligence and operational police activities.</p>

An operational assessment is made at the central level (the Criminal Police Directorate), the regional and local level for a period of one year. Its results are used to update the strategic assessment. The assessment identifies short term problems in the area of crime suppression and directs the work of the OLGs.

The operational assessment gives an overview of efficiency and effectiveness of the police activities that were undertaken based on the decisions made by the OLGs. It also identifies new forms of crime and emerging trends.

The operational assessment makes recommendations and directs police activities towards perpetrators, series of criminal

offences, geographic locations that are assessed as priorities, serious criminal offences and criminal offences that are disturbing the public.

The operational assessment, as a key product of the criminal intelligence cycle, should meet the following **quality criteria**:

- *Usability* – the assessment must contain quality data and information on which the OLGs can base their quality operational plans for crime suppression and direct their work especially in managing the current situation and new profiling of persons and problems interesting from a security aspect;
- *Informativeness* – the assessment must contain enough quality data and infor-

mation that significantly increases the knowledge and overall picture on crime at the operational level. The document must also highlight the information gaps – which information are missing and which are necessary to continue working;

- *Understandability* – the text of the assessment needs to be written in clear and unambiguous language (style);
- *Compatibility* – the assessment must be in line with the request specifications from the OLG for an operational assessment and it needs to be in line with the strategic assessment regarding priorities and objectives;
- *Scientific foundation* – the assessment needs to be made with scientific quantitative and qualitative analytical methods, techniques and instruments, as well as by applying logical reasoning and drawing conclusions. The assessment language must be the language of facts, arguments and evidence, and, un-

der no circumstances, the language of arbitrary and groundless subjectivity;

- *Evaluativeness* – the assessment needs to contain data on the evaluation of operational objectives, and the document as such needs to be suitable for evaluation in terms of determining the quality of given information, data and the information gaps in the information;
- *Comprehensiveness* – in addition to the analytical and evaluation part, the assessment needs to contain conclusions and recommendations for writing new operational plans for crime suppression;
- *Explanatory* – identified problems and performance needs to be explained in the context of cause and effect relationships;
- *Structure* – the assessment document (report) needs to be systematic, chronological and content wise completely structured.

Table no. 7 – Structure of a Target Profile

Target profile (individual/group)		
Objective	Purpose	Contents
To provide a detailed, clear and unambiguous picture about a target (perpetrators and potential perpetrators, victims and witnesses of crime).	To provide assistance to the operational management in the selection of priority objectives, investigations, making plans for prevention and repressive action, dissemination of criminal intelligence information and monitoring their use.	Network/joint report (overview of analytical findings); Dissemination of reports to certain addresses (users); Identification of missing information; Reasons for targeting a certain individual; Operational objectives; Justification; Personal data; Overview of criminal file (where appropriate); Financial profile; Analysis of target profile; Plan of information collection; Execution plan; Prevention plan; Risk assessment ; Surveillance information; Communication information.

A target profile is an ordered set (file) of data and information about a person or criminal group, a victim or a witness of a crime, in

line with the priorities, strategic and operational objectives from the Strategic Plan and the operational plans of the leading and

steering groups and with current problems. This profile needs to contain significant and relevant information so that it can initiate or support certain police activities and recommend measures and actions that need to be done in order to realize those activities.

Operational leading groups use target profiles as a support tool for decisions they make on the best tactics and best use of resources in a targeted police activity. Profile contents will vary in dependence of the nature and importance of the subject: a person, a criminal group, a victim, a witness. For example, a profile can contain a full assessment of the subject and his activities or a short overview (partial assessment) of his recent activities and current associates.

A target profile of a person, as a key product of the criminal intelligence cycle, should meet the following **quality criteria**:

- *Usability* – the assessment must contain quality data and information on which the Leading and steering groups and managers in operational police units can base their decisions on operational police activities, primarily in the prevention area, and on priorities regarding

individuals and allocation of necessary resources;

- *Informativeness* – the document must contain enough quality data and information that significantly increases the knowledge and overall picture on perpetrators and possible perpetrators, as well as on victims and possible witnesses of criminal offences. Also the document must highlight the gaps in information – which information are missing and which are necessary to continue working;
- *Comprehensiveness* – in addition to the analytical and evaluation part, the document needs to contain conclusions and recommendations for prevention of criminal offences, for collection of information and for plans for the execution of operational police activities;
- *Structure* – the document needs to be systematically, chronologically and content wise fully structured;
- *Understandability* – the document needs to be written in a clear and unambiguous language (style).

Table no. 8 – Structure of a Problem Profile

Problem profile		
Objective	Purpose	Contents
To provide a detailed, clear and unambiguous picture on series of criminal offences, events that cause public disturbance, unusual events, new forms of crime, and cause and effect relationships and scope.	To provide assistance to the management in determining the needs for resources, setting objectives, urgent questions of the management, directing initiatives for reduction of crime and measuring of crime prevention.	Problem identification; Reasons for targeting a certain problem; Problem analysis; Basics and causes of the problem; Level of damage made through a criminal offence; Classification of a criminal offence; Perpetrators (offenders); Internal/external connections of perpetrators; Social influence of a criminal event; Use of resources; Operational objectives; Justification; Personal data of perpetrators; Plan for collection of information; Prevention plan; Investigation / execution plan; Risk assessment.

A **problem profile** is a criminal intelligence product that is made after a detailed research of an identified problem. The problem profile enables better understanding of existing or new forms of criminal offences, identified series of criminal offences, crimes or incidents in development, and location of a problem, in accordance with the priorities laid down in the strategy or with other issues and high risk problems, such as geographic locations that are assessed as priorities, serious criminal offences and criminal offences that are disturbing the public. A problem profile, just like a target profile, should contain important and relevant information so that it can initiate or support police activities and recommend measures and actions that need to be performed in order to realize those activities.

Operational groups use problem profile to select the best tactics that need to be applied for the realization of police activities, as well as for the use of resources. Its content will vary depending on the nature and importance of the problem. Problem profiles should be made by an analyst on the strategic or operational level and distributed to the acting organizational units that are responsible for the respective problem. Problem profiles can result in the identification of specific individuals who required further collection of information. For example: problem profiles can identify a “drug dealer” who has buyers who are responsible for a significant amount of criminal offences on that location. In such a case, the problem profile would lead to the target profile, but that is not always the case. Some problem profiles can be connected to the problems of the community in the protection of public peace and order. Long-term problem profiles will be monitored by the SLG and developed by the organizational units responsible for criminal intelligence affairs.

A problem profile, as a key product of the criminal intelligence cycle, should meet the following **quality criteria**:

- *Usability* – the assessment must contain quality data and information on which the groups for Leading and steering and managers in operational police units can make decisions for execution of operational police activities, and priorities in relation to the identified problems of serial character and allocation of necessary resources;
- *Informativeness* – the document must contain enough quality data and information that significantly increases the knowledge and overall picture on concrete criminal offences. Also the document must highlight the gaps in information – which information are missing and which are necessary to continue working;
- *Comprehensiveness* – in addition to the analytical and evaluation part, the document needs to contain conclusions and recommendations for prevention of criminal offences, for collection of information and for plans for operational police activities;
- *Structure* – the document needs to be systematically, chronologically and content wise fully structured;
- *Understandability* – the document needs to be written in clear and unambiguous language (style).

Leading and steering groups direct the development of a target profile and a make decision about concrete operational police activities.

Activities connected to a target profile can be approved if related to one of the following:

- Serious / high risk offender;
- Perpetrator responsible for series of criminal offences;
- Priority perpetrators;
- Victim or witness who is estimated to be at high risk;

It is in line with the strategy for combating crime and /or

- When current information about subject vulnerability, criminal activity or purpose, justify selection of a target;
- Targeted police activity can disturb the subject for a short-term or mid-term period;
- When it identifies new targets.

Activities connected to the problem profile should be approved in the following cases:

- When they are in line with the strategy for combating crime;
- When they are of a serious and high risk nature;
- When they refer to a series of criminal

offences or incidents.

Creation of a target profile can have consequences for the targeted person in terms of their right to privacy in accordance with standards on human rights contained in national and international legislation. Justification of the selection of targets and tactics must be in line with the law and with the principles of criminology.

The organizational units responsible for criminal intelligence affairs are responsible for the production of products and have to ensure that the analysts and officers in charge of collection of information are working together on their development.

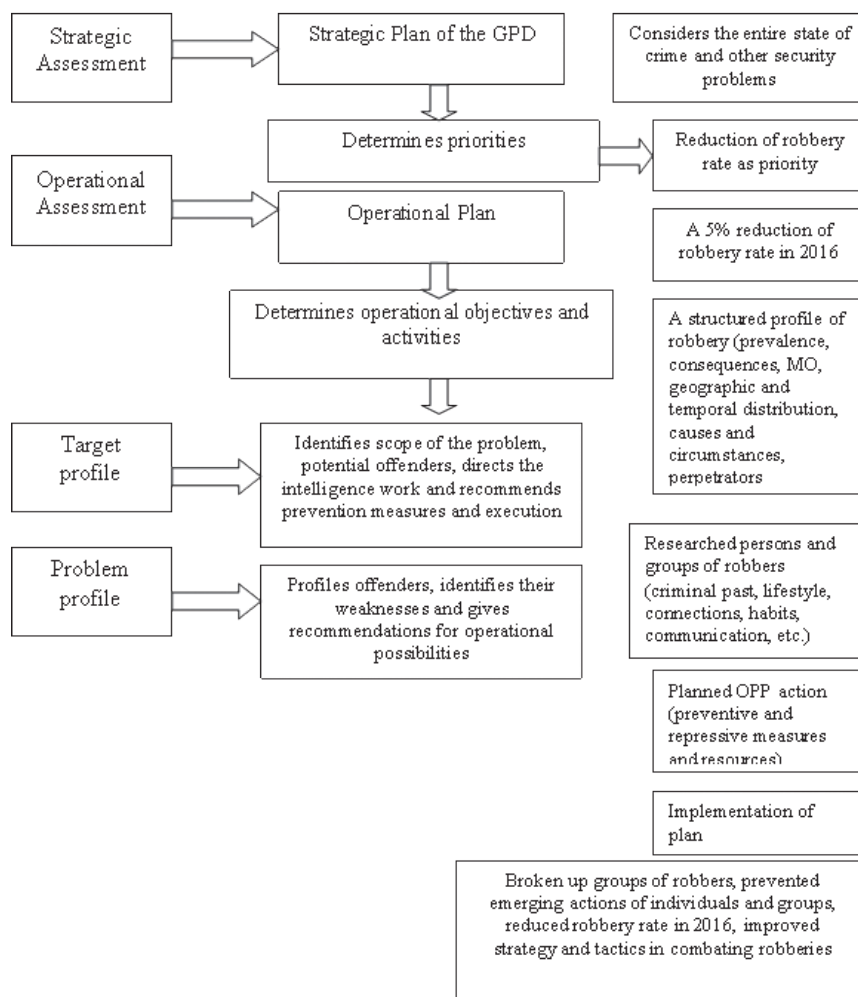


Figure 10 – Mutual relations between criminal intelligence products

3.6. Dissemination

Dissemination of criminal intelligence products means reporting to leading and steering groups, as well as to operational police units, about crimes and perpetrators. The objective, as the final function within criminal intelligence work, is to inform the leading and steering groups and the operational police units about the request on the collection of certain data and information. The request in question can either originate from the leading and steering group or be done based on an initiative from the actual organizational unit responsible for criminal intelligence affairs, and upon hearing the report the managers can make appropriate decisions for the execution of operational activities. The dissemination of the criminal intelligence products has other objectives, such as:

- directing police officers to, in the framework of defined priorities, strategic and operational objectives and their daily

work, undertake measures and actions in order to collect data on crime and to deliver operational reports and operational information;

- development of cooperation and partnership on the national and international level within the area of prevention and suppression of crime.

Concrete activities of the dissemination function are:

- to prepare criminal intelligence information/products for dissemination;
- to keep dissemination records;
- to forward criminal intelligence information/products;
- to verify receipt of the criminal intelligence product with the obligation to send feedback to the organizational unit responsible for criminal intelligence affairs on what was done with the product.

1. Preparation of criminal intelligence information/products for dissemination

Preparation of criminal intelligence products for dissemination answers the following questions: What is delivered? To whom? When is it delivered? How is it delivered? These questions apply to each individual dissemination case.

The following criminal intelligence products are delivered to users:

- key criminal intelligence products;
- criminal intelligence that cannot be considered key products, such as analytical overviews, reports, research papers, etc.

Criminal intelligence products are delivered to the following users:

A) **Primary users:**

1. Leading and steering groups;
2. Operational police units;

B) **Secondary users:**

1. Other state institutions on the national level in line with the Mandatory Instruction (Security Information Agency, prosecution offices, courts, the Customs, Directorate for the prevention of money laundering, Tax Authority, etc.)

2. Other state institutions on the international level, as partners (foreign police forces, Interpol, Europol, etc.)

3. Non-governmental organizations (Serbian Victimology Association, etc.)

4. The public, through the Bureau for Cooperation with the Media of the Ministry of Interior of the Republic of Serbia.

Criminal intelligence products are delivered as soon as they are produced and verified. Additional types of material, such as Power

Point presentations, CD's, movies, summaries, etc, are delivered in accordance with the needs and as agreed with the users.

Dissemination is made in the following ways:

1. in written form – electronic version and printed version if needed;

2. in verbal form – direct contact at meetings, as a supplement to the written report or before the written report.

While preparing a criminal intelligence product for dissemination, a supplementary document is made that is verified by the competent Head of the organizational unit responsible for criminal intelligence affairs.

2. Keeping dissemination records

Dissemination of criminal intelligence products is recorded in the electronic and hard-copy registers. Registering is made in

accordance with the provisions from the Mandatory Instruction (the part that refers to operational registers).

3. Forwarding the criminal intelligence information/products

Forwarding of criminal intelligence products is done after the verification by the

competent chief, most often electronically, but, if necessary, also as hard copy.

4. Verification of receipt of a criminal intelligence product with the obligation to send feedback on what was done with the product

After the criminal intelligence product is received, the competent chief is obliged to confirm the receipt and give feedback on what is done with the product.

Planned operational police work

CHAPTER FOUR

1. The concept and objective of planned operational police work

Operational police work is conducted by following plans and decisions which are based on criminal intelligence information/products made by the leading and steering groups. It includes the application of police powers, operational-tactical, technical and investigative measures and activities, in line with the applicable legislation, defined standards and good police practice.

The objective of planned operational police work is to fulfil the strategic, operational and tactical plans for combating crime, or, to be more concrete, to improve prevention of crime, to lower the crime rate, to improve efficiency in detection of criminal offences and identification of unknown perpetrators, especially in the areas of organized crime, corruption and serious criminal offences, to increasing citizens' and state institutions' confidence in and satisfaction with the quality of police work and the level of safety in the community.

Operational police work which is directly or indirectly focused on and connected with fighting crime is, functionally and, to a certain extent, organizationally, divided into two types of work: crime prevention and crime suppression (repression), both of which can be seen as processes. *Prevention* (proactive work) is not a properly structured process, in that it does not have clear input,

clearly defined and developed activities, or output, i.e. product. No consistent strategy on crime prevention exists, causing a lack of precisely defined objectives and tasks for police units and police officers working in crime prevention. Repressive police practice and mindset is still dominant in comparison with preventive action. *The repressive* approach to combating crime is very complex when viewed as a process, but key functions of this process can be highlighted and looked into from the perspective of their key problems. These are: 1) uncovering crimes; 2) solving crimes, 3) arresting suspects, and 4) processing cases. Repressive work of the police in combating crime, when viewed as a process, is most often initiated by a request from the damaged party, i.e. the victim, but through other means as well (filing criminal charges by the police or by the public prosecutor, catching the perpetrator in the act, etc.).

2. Organization of operational police work

The main responsibility for operational police work on prevention and suppression of crime within the Ministry of Interior of the Republic of Serbia rests with the Criminal Police Directorate. However, other organizational units from the MoI (uniformed police, traffic police, border police and specialized police units) are also engaged on tasks for the prevention and suppression of crime in accordance with their competences, skills and possibilities.

The organizational structure of the Criminal Police Directorate is made up of services, departments, divisions and groups that are established in accordance with real (type of crime) and district (territorial) jurisdiction.

Operational police work is established on three levels: the central level – Criminal Police Directorate in the Ministry’s headquarters, the regional level - Regional Police Directorates, and local level – police stations. This classification is compatible with the establishment of OLGs at the Criminal Police Directorate, at the Regional Police Directorate and in police stations.

3. Operational police work – the process

The process of operational police work consists of the following functions:

1. Planning
2. Executing
3. Follow-up

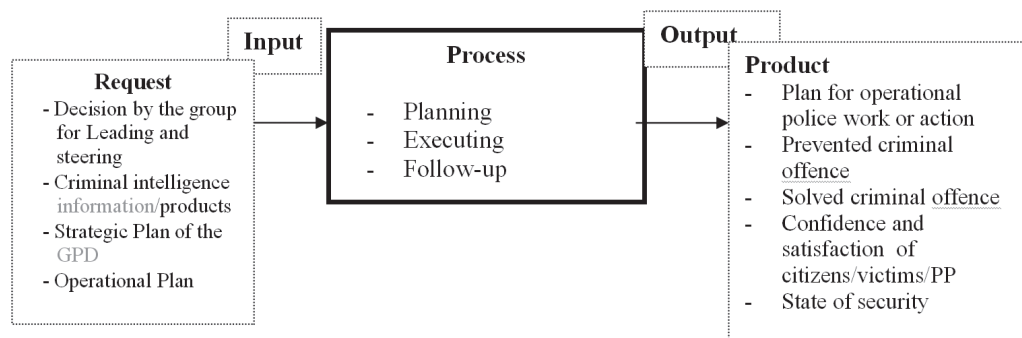


Figure 11 – Process of operational police work

3.1. Planning of operational police work

Planning of operational police work is a process that involves deciding on operational police activities that need to be undertaken in order to execute the strategic and operational plans as well as intelligence product based decisions made by the leading and steering groups. All intelligence-led operational police work should be planned in accordance with the decisions by the leading

and steering group which, in turn, should be documented in the operational police unit plans.

The purpose of planning operational police work is to organize carefully considered, optimal and targeted tasks, such as detecting and solving criminal offences as well as collecting and securing evidence. The selection of methods and tactics for the realization of the objectives defined in the Strategic Plan and the operational plans is the responsibility of operational police units' managers.

Planning of operational police work is done on two levels:

- **Organizational** (annual and monthly

work plan of the organizational unit), based on strategic and operational plans;

- **Tactical** (plan to solve a concrete criminal event), based on the decision made by the OLG for the Criminal Police Directorate and the OLG for the Regional Police Directorate and on a concrete criminal intelligence product.

Planning as a basic function of leading and steering in ILP can be viewed as an integrated system on three levels as shown in Figure 13.

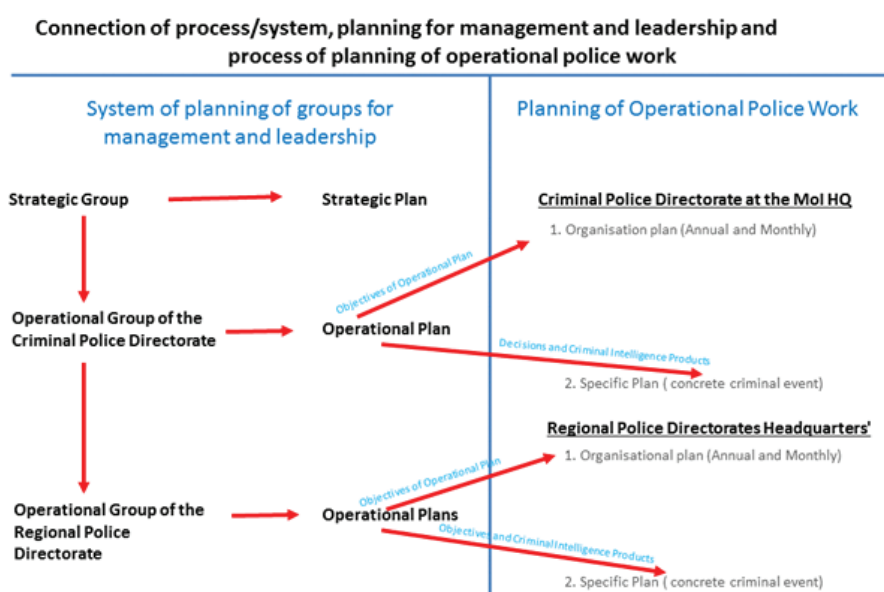


Figure 12 – Planning system within the criminal intelligence process

3.2 Execution of planned operational police work

Execution of planned operational police work is the implementation of organizational and tactical plans. In situations that cannot be postponed or require urgent police intervention, operational police work is carried out without a previously designed plan. Such operational police work is reactive policing, i.e. police work done after a criminal offence has been committed, which usually

includes taking measures and actions to secure a crime scene, crime scene investigation, collecting information from the citizens, detention of persons, etc.

According to ILP, planned police work can be performed either as planned regular operational work or as planned action.

1. Planned regular operational police work

Planned regular police work is done in concord with the current operational plan which ensures that criminal intelligence work and operational police work (preventive and repressive) maintain the same direction. The manager in charge of an operational police unit makes plans based on the following: the operational plan, current criminal intelligence information and products and other possible decisions from the leading and steering group. The manager has the responsibility to explain the decisions to

his unit, to decide on concrete and different tasks, to maintain a record of the tasks and to submit a report to the responsible chief about their completion. He is also required to make a request to the organizational units responsible for criminal intelligence affairs for collection and dissemination of necessary information on crime and other potential security risk which are directly connected to the implementation of the operational police work plan, and to request additional criminal intelligence information.

2. Planned action

Once the decision by the leading and steering group to undertake a certain action has been made, the person who will lead the action, i.e. the head of operation, is appointed. He is responsible for the draft proposal of the action/tactical plan which should contain an account on how to solve the problem, a plan of working hours and an assessment of the use of time allotted, an assessment of the need for competencies, personnel and estimated costs. The action plan is presented to the leading and steering group for a final decision on whether to proceed. When approved, the action plan should be executed with specially allocated resources under the command of the appointed leader.

The head of operation has to ensure that:

- Every meeting includes a short update of the state of the ongoing action, the latest information and guidelines for the planned line of work;
- Every roll call or other similar type of meeting contains information on planned line of work and what actions are in progress;
- The meetings have a certain aim and that they include assigning tasks;
- Reports on results are presented;
- The need for information expressed by the organizational unit responsible for

criminal intelligence affairs is handled by direct collection of information and documenting the information;

- Sending requests to police units to forward criminal intelligence information to the organizational units responsible for criminal intelligence information;
- Preventive measures are taken;
- Every police action is completed with a follow-up.

The head of operation keeps the leading and steering group updated as specified in the decision on the operation. The information he provides will be grounds for an evaluation and possible changes to the decision made. Planned operational police work is coordinated by the leading and steering group instead of by an individual. This group has a full overview of the situation and full operational responsibility within its area of expertise.

Support from the organizational unit responsible for criminal intelligence affairs in the execution of operational police work is provided in the following two ways:

1. By responding to a request for additional criminal intelligence information made by operational police units;
2. By having representatives from the

organizational unit responsible for criminal intelligence affairs participate in working

groups created to solve complex criminal offences.

3.3. Follow-up on the execution of operational police work

Following-up on the execution of planned operational police work means continuous, systematic and purposeful observation, recording and registering of operational police activities undertaken in accordance with the decisions made by the groups for leading and steering, i.e. decisions which are based on criminal intelligence information/products. In Intelligence led policing, a follow-up is very important which is why it has to have a prominent role. It is contained in the decision and execution of a planned activity.

The goal of following up is to assess results and expand knowledge about police methods.

Following up is essential to evaluation, which is supposed to show whether planned operational police work is developing according to expectations and to establish whether the defined objectives have been achieved. It is, primarily, the activities and their results that are measured, but also assessed are the work methods in terms of how well they are functioning. Follow-up results can be used as grounds for changes in tactics within police units and for better effectiveness and efficiency in reaching set objectives.

Knowledge and experience derived from follow-ups can be put to use in future work. It is often the case that control is done for

issues that can easily be measured. Most important is to work towards the set objectives. Conducting a follow-up is, also, a way of controlling how well the methods used are working. Follow-up results can bring about a change in tactics or termination of planned activity. There is a difference between a follow-up and an evaluation. In following-up, the emphasis is to a certain extent on other criteria. Following up is conducted, among other things, to obtain an answer to whether the priorities and the methods applied were appropriate.

The work of operational police units is supported by criminal intelligence information and products produced by the organizational units responsible for criminal intelligence affairs, but it is also important for the operational police units to report back to these units about the value of the used criminal intelligence information and products. Follow-up results are presented in such a way to make it possible to assess whether planned operational police work is performed in accordance with the objectives. If a follow-up is conducted for long-term activities, its results are presented to the leading and steering group orally. An oral presentation gives the presenter the opportunity to improve and explain the results.

Decision on conducting a follow-up

Once the decision on planned activity has been made, it has to be decided what the target for the follow-up should be. The subject-matter of the follow-up has to be clearly defined and easy to measure. The selection of follow-up factors is important to the progress of work with respect to purpose and

objective. The appointed head of operation is responsible for the execution of the follow-up according to plan. When making a decision on planned activity, the OLG also has to make a decision on how to do the follow-up. This decision has to specify:

- What it is that will be followed up on;
- How and when it will be done;
- How data will be collected, combined and documented;
- When and how follow-up results will be presented to the OLG;
- Who will be responsible for conducting the follow-up.

The subject of the follow-up should be precisely defined and measured. Selection of follow-up subjects should have a bearing on the achievement of objectives and tasks. The subject-matter should be documented in order to avoid any possible misunderstanding as to what it is that should be followed up on. A manager should be appointed to ensure that the follow-up is conducted in accordance with the plan.

Execution and reporting

Conducting a follow-up can vary depending on the content, purpose and duration of planned activity. The basic requirement in conducting a follow-up is that data be easily accessible. If the data and information cannot be obtained by doing searches through different computer systems, forms for written reporting should be made available. Constant update on the follow-up results should be provided so as to make an assessment on whether the planned activity is developing properly towards the objective.

Security aspects of the ILP model

CHAPTER FIVE

1. The concept and basic elements

Security aspects, as a mandatory *function* of the ILP model, include a set of actions and measures that are undertaken in order to protect the following: the personnel in the organizational units responsible for criminal intelligence affairs, the information from unauthorized disclosure and inappropriate handling, as well as the property of the organizational units for criminal intelligence affairs from unlawful appropriation and damages.

Security aspects of ILP, as its *sub-system*, comprise the following elements:

1. The purpose of protecting the ILP model;
2. Objects of protection and ways to protect them;
3. Legal framework – normative acts, procedures, handbooks, protocols, etc.;
4. Monitoring and control of security measures.

1.1. The purpose of protecting the ILP model

The purpose of the security aspects of the ILP model is to preserve the integrity of its employees and information, which means that the condition and functioning of the ILP model in all its segments has to be in line with regulations, procedures and planned (strategic and operational) objectives pertaining to operational processes and behaviour of employees.

The Ministry of Interior requires, in accordance with legislation, that all operational information relating to the criminal intelligence cycle (operational information, criminal intelligence information, information contained in the decisions from the leading and steering groups, etc.) should be clas-

sified as confidential. This means that the need for their protection must be firmly imbedded into the consciousness and beliefs of all ILP employees, and especially managers. A proper approach to confidential information means applying appropriate protection which must not be misused and it means that such information cannot be accessed without authorization. The misuse of confidential information can jeopardize personal safety of an individual (life, physical and mental health) and planned activities within the organizational units responsible for criminal intelligence affairs, as well as the activities of operational police units. Undermining the credibility and validity of the

police service can, to a large extent, have a negative influence on their ability to combat crime efficiently. Misuse of confidential information can lead to unwanted and inaccurate media reports and increased complaints

against the police; this particularly refers to a person's right to privacy, especially if the reports contain unconfirmed facts i.e. if the accuracy of information is not confirmed.

1.2. Objects of protection and ways to protect them

Objects of protection are: personnel, information, information systems and property.

1.2.1. Personnel

Personnel as the object of protection includes MoI employees and civilian personnel, such as employees in IT companies engaged in business cooperation with the MoI.

Safety of employees means that all employees, who by the very nature of the job have access to confidential information, are obliged to protect the secrecy of data and to act in accordance with rules and procedures defined in appropriate legal acts¹. The protection of secrecy of data² means that employees who are authorized to do such work handle confidential data, information and documents in line with the provisions contained in the Law on Secrecy of Data and in other by-laws. All employees in the organizational units responsible for criminal intelligence affairs have the obligation to ensure the security of confidential data, first and foremost by performing their duties responsibly and in accordance with regulations. Different conduct, such as disclosure of confidential information and providing

access to such information to unauthorized persons is subject to liability.

When hiring new employees to posts where they will have the right to access and use confidential information, a background security check of the applicant is done in accordance with the Law on Secrecy of Data (Article 53) and internal legal acts of the MoI. In accordance with the mentioned law, a security check for the needs of the ILP model is made in relation to the level of secrecy; thus there are the following levels of security clearance:

1. Basic security clearance – is done for data labelled “RESTRICTED” and “CONFIDENTIAL”

2. Complete security clearance – is done for data labelled “SECRET”

3. Special security clearance – is done for data labelled “TOP SECRET”.

A security clearance is a process that verifies the identity of a person, psychological profile (character, attitudes and aptitudes), life style, financial situation, family and friendly ties and all other important aspects of professional and personal life of that person, with the goal to get a complete picture on him/her and make conclusions about her/his integrity and abilities in accessing and handling confidential information. Finding

¹ The Law on Secrecy of Data (“Official Gazette of the R. of Serbia, no. 104/2009 dated 16.12.2009)

² The term confidential data means the data that is of an interest for the Republic of Serbia and is usually related to internal affairs and public security, and also to the territorial integrity and sovereignty, protection of constitutional order, human and minority rights and freedoms and national security (Law on secrecy of data, Article 2).

a potential risk in the security clearance of the applicant is grounds to make a negative decision about hiring him/her. The right to access, handling and storing confidential information in the ILP model can be granted only to authorized users, i.e. persons that have a *certificate* allowing them to access confidential data and who are entitled to retrieve such information³.

The first step in conducting a security clearance for a person applying for work in the organizational units for criminal intelligence affairs is to fill out a security questionnaire, which is done on a voluntary base. The questionnaire contains, among other things, general information about the applicant, information about the person's relatives up to the certain level, information about employment history, about completed military obligation, about criminal and misdemeanour punishments, and ongoing criminal and misdemeanour proceedings, medical data in relation to addictions (alcohol, drugs, etc.), i.e. mental illnesses, contacts with foreign security services and intelligence services, etc.⁴ A completed and signed questionnaire

³ In accordance with Article 38 from the Law on Secrecy of Data, state institutions chosen by the Parliament, managers of state institutions chosen by the Assembly, judges from the Constitutional Court and judges authorized to access the data of all levels of secrecy that they need for the performance of their work without a security check.

⁴ See more in: Law on Secrecy of Data, Article 58

is, at the same time, a written consent to perform a security clearance and it is labelled "RESTRICTED". As a part of the security clearance, a competent body evaluates the content of the questionnaire from a security aspect. When completing the questionnaire the applicant is informed about his obligation to report any change of a personal or financial nature (change of surname, address, marital status, material and financial status, etc.), a security clearance in accordance with the Law on Police.

In addition to conducting a security clearance when hiring new employees for posts that include work on confidential information, a periodical (when needed) check of employees is also done regarding their contacts, life styles and other circumstances that could point to an employee's unsuitability to continue working with confidential information (corruption, psychological disturbances, etc.).

ILP security refers also to concrete measures and activities which the employees will take to efficiently protect themselves from entities interested in physically obtaining confidential information or learning about it; this in particular refers to information on persons who are dealing with organized crime. Security of employees is provided through measures of physical protection (described in the part on protection of property).

1.2.2. Information

The term 'information' includes operational reports, operational information, criminal intelligence information/products, records on operational controls, cases of operational work with the supporting documents, as prescribed in the Mandatory Instruction on Operational Police Work.

Security of information is the process of protecting information from unauthorized access, handling, dissemination and storing

(keeping) and acting against regulations.

Protection of information is achieved by applying general measures for the protection of secret data listed in the Law on Secrecy of Data (Article 32), and these are:

1. determining the level of secrecy;
2. assessing threat to the security of secret data;

3. deciding how to use and handle secret data;

4. appointing a person to be responsible for keeping, using, exchanging and performing other work in processing secret data;

5. appointing a person to handle secret data, which includes conducting a security clearance for that person depending on the data secrecy level;

6. allocating special zones, buildings and rooms for the protection of secret data and foreign secret data;

7. monitoring the handling of secret data;

8. measures of physical and technical protection, including the instalment of technical protection devices, establishing the security zone and protection outside of the security zone;

9. protection measures for information and telecommunication systems;

10. crypto protection measures;

11. protection order of posts and formation jobs, as defined in the Act on Internal Organization and Systematization of Posts;

12. determining special education and training programmes to do work involving protection of secret data and foreign secret data;

13. other general measures as prescribed by the law.

Efficient application of general protection measures for secret data is regulated by a special act by the Minister of Interior, in which he prescribes special measures for the protection of secret data. The act defines which data are considered secret (confidential), levels of secrecy, as well as levels and

restrictions in the use of ILP confidential data. The basic criterion for determining the level of secrecy is the possible damage, i.e. detriment to the interests of the Republic of Serbia that can occur as a consequence of unauthorized access, disclosure, destruction or misuse of secret data or as a consequence of some other action in the course of processing secret data and foreign secret data (Law on Secrecy of Data, Articles 8-11).

Security of information is especially important in the dissemination of confidential documents from the organizational units responsible for criminal intelligence affairs, whether these documents were produced on the units' own initiative or following a request from a certain organizational unit or the leading and steering group. Information is delivered strictly in accordance with set procedures and under terms defined in normative acts. In doing so, it is necessary to strike a balance between allowing the information to be distributed broadly enough to get the maximum benefit, but at the same time limiting access in order to protect the sources, techniques and methods used, and the information itself.

Security of information means the obligation to use the information exclusively for the purpose for which they were collected, in accordance with the Law (Law on Secrecy of Data, Article 5). The police officer who is using confidential information or the person who is familiar with its content is obliged to protect the information regardless of the way they learned about it. This obligation remains even after the person in question is no longer an employee of the MoI or no longer performs the same function within the MoI.

1.2.3. The information and communications system in ILP

The information and communications system in ILP includes databases, electronic registers and records. Security of the infor-

mation and communications system means measures of protection for access and use of information systems and the protection of

electronic flow of confidential information. This type of security approach will help prevent unlawful appropriation (theft), copying or takeover of confidential data through the use of electronic equipment. Special measures for the protection of the information and communications system are prescribed in the Mandatory Instruction on Operational Police Work.

Access and possibility of making changes to confidential information within information and communications systems should be allowed in accordance with set procedure which prescribes strict authorizations and responsibilities in the sense that each user must have a unique identification (ID cards and personal passwords). Each individual access and dissemination of confidential information should be registered in accordance with the procedure. There is a need

to maintain continuous control to access, both reactive and proactive. Protected flow of information is achieved by establishing safe communication channels which allow access to confidential information only to intended users.

One of the appropriate security measures against this type of threats is observing a strict procedure on software import from foreign suppliers, i.e. obligatory control of software use, focusing primarily on checking for viruses, that would be applied to all imported software and control of personnel dealing with operational systems and software applications.

In case of any damage to the information and communications system, the organizational units responsible for criminal intelligence affairs are to proceed in accordance with a set plan.

1.2.4. Property

The property of the organizational units responsible for criminal intelligence affairs (work space (offices), vehicles, resources and equipment, cashbox, etc.) must be protected physically.

Physical security is provided in the following ways:

1. By having a system for video-surveillance that provides audio-visual equipment on the premises in order to monitor the access and movement of persons 24/7;
2. By providing direct physical protection (physical protection of the buildings);
3. By using appropriate permits (passes) for the access and movement inside the units' premises (so called ID passes);
4. By applying physical protection measures such as: determination of restrictive area, a safe, fencing barriers, electronic systems and alarms, different sorts of electronic installations and control.

The level of physical protection is established in proportion to the level of secrecy of confidential information.

Modern technology provides different accesses to security systems, ranging from simple electronic coded keys, to personalized cards, to more sophisticated systems that recognize individual characteristics of police officers, such as voice, fingerprint, and eye – the retina. A visit to the organizational units responsible for criminal intelligence affairs is recorded by registering information about the visitor and the visit itself and by videotaping. All criminal intelligence units i.e. all employees in these units use coded access to the premises and apply special procedures.

2. Legal framework

The legal framework on the ILP model security includes the following: the Law on Secrecy of Data, the Law on Police, the Law on Protection of Personal Data, as well as by-laws that regulate the following issues and areas:

- Storage, use, transfer and dissemination of confidential information;
- Secrecy of data;
- Level of secrecy of data;
- Access to secret data;
- Labelling of documents with secret data (label for level of secrecy, manners of termination of secrecy, data on authorized person, data on authority);
- Special protection measures;
- Form of the certificate for access and use of secret data;
- Form of the questionnaire for security check;
- Form of records of secret data and their use.

3. Monitoring and control of security measures

Monitoring and control of security measures involves applying a system of measures and activities to monitor, record and compare current state of protection of confidential information with prescribed procedures, standards and regulations with the aim to prevent and efficiently detect possible misuse of confidential information.

Ensuring the security of the ILP model is an obligation and responsibility of all employees in the organizational units responsible for criminal intelligence affairs. Every employee is obliged to undertake all measures of personal control (such as gaining comprehensive knowledge about protection measures in a timely manner, control of movement, habits, socializing, talking to third persons, etc.) and identifying irregularities in the work of other police officers.

According to the job classification system in the Ministry of Interior, a special post is designated for monitoring and control and other professional work related to determination and protection of confidential information; alternatively, this job is performed by the management of the organizational units responsible for criminal intelligence affairs (Article 84, Law on Secrecy of Data). The managers of the units have a special responsibility to ensure efficient implementa-

tion of general and special measures for the protection of confidential data.

The Sector of Internal Control, as a specialized part of the Ministry, has the competence to inspect and evaluate the legality of police conduct in the implementation of general and special protection measures regarding confidential information.

In accordance with the Law on Secrecy of Data, the Minister of Interior conducts monitoring and control of the security measures directly or through an authorized person.

Employees of the units responsible for criminal intelligence affairs

All police officers working in the MoI make up the staff engaged in ILP. This Handbook focuses, in particular, on police officers working in the units responsible for criminal intelligence affairs because of their specific responsibilities related to collection, processing and analysis of data and information and to producing criminal intelligence products, the competencies needed to carry out these responsibilities, and because of the specific criteria applied in hiring, selection and professional development of the Unit's staff.

CHAPTER SIX

1. Human resource management in the units responsible for criminal intelligence affairs

1.1. General characteristics – general criteria for employment

Employees of the organizational units responsible for criminal intelligence affairs should possess a set of general characteristics (personality features and abilities) such as: integrity (honesty, self-confidence, confi-

dentiality), motivation, resourcefulness and readiness to take initiative, good communication skills, an analytical mind, IT skills, preference for team work, persistence, etc.

1.2. Selection and recruitment and selection

Selection and recruitment of candidates for criminal intelligence affairs jobs is done in accordance with defined criteria, i.e. general characteristics and specific requests for certain posts, and with established procedures and methodologies. Recruitment of employees for the organizational units responsible for criminal intelligence affairs is conducted in two lines: for posts involving work related to informant handling – from the ranks of police (education profile: the Academy of Criminalistics and Police Studies, Faculty of Law, Faculty of Security, etc.) and for posts related to the analytical and IT part of the service – both from the police and from civilians (Faculty of Organizational Sciences, Faculty of Philosophy – Department of Psychology, etc.). The selection is done by carrying out security clearances and applying interview methods by psychologists

and competent managers and administering certain tests. Selection and recruitment is carried out by the MoI's unit for human resources in cooperation with the organizational units responsible for criminal intelligence affairs.

1.3. Training and professional development

1.3.1. Training objective and importance

Providing training for employees is, in addition to them having a desired or required education profile for posts in the organizational units responsible for criminal intelligence affairs, a necessary means (specific model of specialized training) with which the employees obtain skills (competencies, performances) needed to do quality work at their respective posts. Training for crim-

inal intelligence jobs such as collection of information on crime and informant handling is so specific that it can be organized only within the police, while most analytical skills are obtained at renowned faculties that have a recognized methodology of scientific research and more topic-specific skills are obtained within the police.

1.3.2. Training standards

Standards in relation to the conditions and methodology of delivering training for the needs of employees in the organizational units responsible for criminal intelligence affairs are as follows:

1) *Analysis of the tasks and duties of a post* – includes: 1) vertical analysis of the job structure, such as duties, functions, tasks, activities, and other in accordance with the complexity of the position; 2) horizontal analysis – use of the system-process approach, in accordance with the matrix: input (request, expectations, available information and means, etc.), process (a set of inter-dependent or connected activities) and output (results, key outcomes, products); 3) identification of necessary conditions and working methods. A quality analysis of the post is a pre-condition to the development of a quality programme for any training. The source for a quality post analysis is the job description, which is an integral part of the act on job classification. If the job description, i.e. the analysis of the work prescribed for a certain post is not done properly, the analysis of the work must be repeated.

2) *Training needs analysis* – is done on a macro level (for all organizational units responsible for criminal intelligence affairs) and on a micro level (for each post) by applying a scientifically based methodology according to plan (job analysis – if it was not done in a quality manner, questionnaire, interview, content analysis, focus group, design of functional map – work profile, design of educational map – profile of competencies and general learning outcome).

3) *Structuring of training programme* – the training needs analysis, i.e. the report as the product of the analysis, is the basis on which content of training, objectives and tasks, and expected specific learning outcomes are defined. The training programme is designed in the form of macro (programme units with learning objectives) and micro strategy (lesson plans, course books, exercises, etc.). It is possible for the organizational units responsible for criminal intelligence affairs to obtain the training programme for certain work profiles through international cooperation with foreign police services that have developed certain types of training. In that case, programmes are taken over with a critical

view, they are evaluated and subjected to necessary adjustments to suit own needs, without changing established international training standards.

- 4) *Planning of training* – based on the adopted training programme (signed by the Minister), a plan for the realization of training is made. The plan should contain all necessary organizational elements for training dissemination such as venue and duration of training, target group, structure of instructors/lecturers, training managers, necessary resources, finance, etc.
- 5) *Organization of training* – based on the approved plan for realization of training, the organization of training commences, i.e. the realization of concrete practical activities, such as management, teaching (dissemination of training) and logistic, gets underway. Lessons are delivered in accordance with MoI standards and in line with

andragogical teaching, which means teaching in small groups and interactively – applying adult learning methods such as: role play, simulation, presentations, teamwork, problem-solving tasks, discussions, debates, etc. The instructors conducting the training must be certified, which means that they must be professionally and methodologically trained to deliver modern training.

- 6) *Monitoring and evaluation of training* – means the evaluation of training programme, defined objectives and tasks, learning outcomes, obtained competencies (skills, knowledge and attitudes) and transfer of knowledge to the job. The objective of the evaluation is to evaluate training quality – how much it contributed to the quality of work. Negative evaluation results should be used for revision and improvement of the training programme, i.e. the parts of training with bad evaluation.

1.3.3. Staff Development

Staff Development means providing planned and systematic guidance and education through different courses, seminars and other types of professional development and training with the aim to promote the employees to higher post. Professional devel-

opment of employees is implemented in accordance with the general human resources plan of the Ministry and with specific needs of the organizational units responsible for criminal intelligence affairs.

1.3.4. Types and overview of content of training for key processes in the organizational units responsible for criminal intelligence affairs

Training to meet the needs of the organizational units responsible for criminal intelligence affairs includes a system of courses and seminars on the key functions of crim-

inal intelligence work: planning, collecting data and information on crime, processing and analyzing, as well as leading and steering for these functions.

1. Basic training for criminal intelligence jobs

The objective of the basic training in criminal intelligence work is for all police officers working in the organizational units responsible for criminal intelligence affairs to gain knowledge and understanding of the ILP concept, and especially to learn, understand and obtain basic skills for the performance of key functions in criminal intelligence work.

The objective of this training will be achieved through the realization of the following training tasks:

- Understanding the ILP concept;
- Understanding the criminal intelligence cycle;

2. Informant handling training

Informant handling training includes training for informant handlers and controllers.

The objective of this training is for police officers tasked with working with informants, which is the most complex method for the collection of data and information on crime, to be trained in management and control of informants.

The objective of the informant handler training will be achieved through the realization of the following training tasks:

- Understanding the place and role of informant handling within the criminal intelligence cycle;
- Obtaining knowledge about Europol standards in the field of informant handling;
- Obtaining knowledge about normative acts of the Ministry which regulate informant handling, and especially the Mandatory Instruction on Operational Police Work;
- Obtaining knowledge and skills about the motivation of persons for cooperation;

- Understanding the terms: data, information, criminal intelligence information/product;
- Understanding legal, ethical and privacy issues related to criminal intelligence work and in that context understanding personal responsibility;
- Obtaining basic knowledge about and skills for key functions in criminal intelligence work: planning, collecting and assessing of data and information, processing, analyzing, structuring and delivering of criminal intelligence information/products;
- Learning about the security of ILP.

- Obtaining knowledge and skills about recruiting persons for cooperation;
- Obtaining knowledge about and understanding the importance of safety and security issues related to informant handling;
- Obtaining knowledge about and skills for the psychological aspects of working with informants (method – 12 keys of understanding);
- Obtaining basic knowledge about undercover investigators and the programme for protection of persons involved in criminal proceedings.

The objective of the training for controllers for informant handling will be achieved through the realization of the following training tasks:

- Understanding the place and role of informant handling within the criminal intelligence cycle;
- Obtaining knowledge about Europol standards in the field of informant handling;
- Obtaining knowledge about key tasks for controllers in informant handling;

- Obtaining knowledge about and skills for the recruitment and selection of informant handlers;
- Obtaining knowledge and skills for carrying out a risk assessment.

3. Training for crime analysis of data and information

The objective of the training for crime analysis of data and information is for the crime analysts to be trained to integrate, structure, assess and interpret collected and processed data and information with the use of analytical methods and techniques, and based on that to make relevant conclusions and give recommendations for the performance of operational police activities.

Training for crime analysis includes training in strategic analysis, risk analysis, OIAT and Analyst's Notebook.

The objective of the training for crime analysts will be achieved through the realization

of the following training tasks:

- Understanding the place and role of the function of crime analysis in the criminal intelligence cycle;
- Obtaining knowledge and skills on systematization and structuring of collected data and information;
- Obtaining knowledge and skills on drawing logical conclusions and giving recommendations;
- Obtaining knowledge and skills needed for structuring criminal intelligence products, especially strategic and operational assessments of public safety.

4. Training for managers of organizational units responsible for criminal intelligence affairs

The objective of the training for managers of the organizational units responsible for criminal intelligence affairs will be achieved through the realization of the following training tasks:

- Understanding the ILP concept;
- Understanding the criminal intelligence cycle, especially the key functions of criminal intelligence work;
- Obtaining knowledge and basic skills on functioning of groups for Leading and steering on all levels;
- Obtaining knowledge about the security of the ILP model;
- Obtaining knowledge and skills on strategic and operational planning;

- Obtaining knowledge and skills for change management;
- Obtaining knowledge and skills for teamwork;
- Obtaining knowledge and skills for quality management;

Police officers outside of the organizational units responsible for criminal intelligence affairs, such as police officers from the criminal police who engage in operational police work, uniformed police, managers in operational police units of the MoI, are informed about the ILP model through various types of specialized training (courses, seminars, round tables, study visits, etc.) in accordance with their obligations and assigned tasks.

5. Records on employees in the organizational units responsible for criminal intelligence affairs

Records on employees in the organizational units responsible for criminal intelligence

affairs are kept in a single human resources information system, which includes various

types of information about each employee such as: personal data, completed courses, certificates, work experience, etc.

2. Structure of the personnel in the organizational units responsible for criminal intelligence affairs

The structure of the employees is as follows:

1. Heads of the units responsible for criminal intelligence affairs;
2. Controller for informant handling;
3. Informant handler;
4. Analyst for strategic analysis;
5. Analyst for operational analysis;
6. Person for data processing.

2.1. Heads of the units for criminal intelligence affairs

Role

- *Responsible for strategic and operational development of criminal intelligence affairs and ensuring the continuous improvement of their quality;*
- *Providing quality employees for the organizational unit;*
- *Representing the organizational unit;*

Key tasks

- **Organizes and coordinates** the making of a strategy and other strategic documents pertaining to the development of the organizational unit;
- **Monitors**, controls and analyzes the implementation of adopted strategic documents pertaining to the development of the organizational unit;
- **Participates** in the development of the Strategic Plan and other strategic documents on the prevention and suppression of crime;
- **Attends and actively** participates in the work of the SLG of the General Police Directorate and the OLG of the Criminal Police Directorate. At the meetings, he presents the Operational Assessment of the Criminal Police Directorate ;
- **Receives assignments** from the Head of the Criminal Police Directorate and reports back to him about completed tasks and other important issues related to the work of the organizational unit;

- **Monitors and considers** the state and dynamics of organized crime and corruption and other extremely serious criminal offences in the Republic of Serbia, the efficiency of the organizational unit, and **directs** long-term and short-term objectives and activities of the organizational unit's division and department;
- **Sets up direct cooperation** with other organizational units of the CPD, and with the approval by the Head of CPD, establishes cooperation with other organizational units within the MoI, the Public Prosecutors' Office and other judicial and state organs as well as with the police from other countries. He informs the Head of CPD about the cooperation and agreed activities;
- **Coordinates** the work of the organizational unit's department and division and **ensures** the collection, processing, analysis of data and information on crime, and the work of the Service's department and division is in accordance with the law, by-laws, and current guidelines.
- **Coordinates** the process of making monthly, periodical and annual work plans for the organizational unit.
- **Controls and analyzes** the quality of the plans and **verifies the plans**. **Submits** the verified plans and reports on their implementation to the Head of the CPD.
- **Monitors and controls** the quality of reports, operational information, operational cases, intelligence investigation, and operational control.
- **Makes a decision** on engaging informants.
- **Approves** proposals for the application of special evidence collecting.
- **Issues** order for a data and information collection plan based on a request from the organizational units of the General Police Directorate and **verifies** the criminal intelligence product which is made based on a request and a plan.
- **Analyzes** the methods used for collection, processing and analysis of data and information and for producing a criminal intelligence product and **proposes** measures for their improvement and modernization.
- **Becomes directly involved in** more complex cases of operational work, intelligence investigation, operational control over organized crime groups and individuals, and the work of undercover investigators.
- **Organizes** the dissemination of criminal intelligence products and other documents, which have been received from individuals, via the Criminal Police Directorate, to the users.
- **Requests**, on the basis of expressed and assessed needs, from the competent services of the MoI equipment and material, technical and financial resources for the organizational unit. **Makes a decision** on the allocation of resources to the organizational unit's departments and divisions.
- **Holds staff meetings** for the heads of the organizational units; **considers** daily and periodic tasks and problems concerning the organizational unit; **assigns** tasks to subordinates; **monitors and controls** their execution.
- **Monitors and analyzes** the efficiency of the organizational structure of the organizational unit and **makes proposals** for changes and improvements.
- **Monitors** the state of vacancies in the organizational unit and **participates** in maintaining and improving the quality of staff.

- **Conducts** interviews with candidates for a position in the organizational unit and **proposes** the best candidates.
- **Monitors** the work, behavior and results achieved by the staff and **provides a proposal** to the Head of CPD on the annual performance appraisal grade.
- **Monitors and analyzes** problems in the work of the staff and **gives instructions and advice** on how to solve them.
- **Monitors staff development and provides assistance** regarding their professional development by sending them to courses, seminars, study visits and providing other forms of professional development and further education.
- **Motivates and makes suggestions about** the salary increase and about other appropriate rewards for exceptional results in work.
- **Develops** team work and organizational culture based on a high level of mutual trust.

Competencies

- Ethical principles
- Strategic management skills
- Operational management skills
- Quality management skills
- Human resources management skills
- Communication skills
- Broad range of interests
- Capacity for learning (continuous learning and accepting changes)
- Education
- Ability to think logically/analytically
- Creativity
- Imagination
- Ability to work individually and in teams
- IT skills

2.2. Controller for informant handling

Role

- *Guidance and improvement of the quality of work of informant handlers*
-

Key tasks

- **Attends and actively participates in** the regular meetings of the organizational unit, **receives assignments from his immediate supervisor** and reports back to him about completed tasks and other important issues.
- **Monitors and considers** the state and dynamics of organized crime and corruption and other extremely serious criminal offences, the efficiency of performing criminal intelligence work and **directs** activities under his competence.

- With the approval of the Head of the organizational unit, **establishes direct cooperation** with the Organized Crime Service, regional police directorates, Service for Suppressing Crime and other organizational units of the MoI, the Public Prosecutor's Office and other judicial and state organs. He **informs** his immediate supervisor about established cooperation and agreed activities.
- **Monitors, controls and analyzes** collection, processing and analysis of data and information under his competence.
- **Makes** a monthly, periodical and annual plan of work for his unit and **submits** it to his immediate supervisor for verification.
- **Writes** reports about the realization of work plans and submits them to his immediate supervisor.
- **Plans and organizes** the collection of data and information as requested by units of the General Police Directorate and **controls** the quality of the criminal intelligence products made from a request and according to plan.
- **Monitors, controls and evaluates** the application of methods, techniques and instruments for the collection, processing and analysis of data and information about crime and makes proposals for the improvement of methodology.
- **Engages directly** in the criminal intelligence work by **raising initiatives** to establish operational control, open an operational case and intelligence investigation; **giving opinion and advice and instructions** for the executions of concrete tasks; **joining interviews** with informants, recruiting informants and in **planning and organizing meetings** with informants.
- **Monitors and controls** the application of legal, tactical, ethical and safety standards in working with informants in line with the Mandatory Instruction on Operational Police Work. **Guides, controls and evaluates** the quality of work of the informant handlers. **Makes a decision** about engaging collaborators and managers to handle the collaborator. **Makes a proposal** to engage an informant.
- **Makes a risk assessment** on engaging and handling a collaborator. **Organizes, monitors and controls** storage and access to informant and collaborator files. **Conducts an interview** with the collaborator at least once a year. **Keeps a journal** of approved contacts with collaborator. **Proposes** compensation and rewards for the informant.
- **Evaluates the quality** of collected data and information on crime and **makes proposals** for their improvement.
- **Monitors, controls and verifies** reports, operational information, operational cases, intelligence investigations, operational control and other documents under his competence.
- **Organizes** dissemination of requested criminal intelligence products. **Organizes** dissemination of criminal intelligence products made on the unit's own initiative with a proposal on how to proceed with the product.
- **Monitors and controls** use of material, technical and financial resources and makes proposal for new.
- **Holds** regular weekly staff meetings, **informs** the staff about important issues related to their work, **monitors** the challenges in his unit's work and **assigns** tasks to the staff.
- **Participates** in achieving and improving quality of staff.
- **Monitors** work, behaviour and results of the staff and makes proposals to his immediate supervisor for their annual performance appraisal.

- **Monitors and analyzes** problems in the work of the employees and **gives instructions and advice** on how to solve them.
- **Monitors staff development and provides assistance** regarding their professional development by **suggesting** to send them to courses, seminars, study visits and providing other forms of professional development and further education. **Plans** training and professional development for informant handlers.
- With an explanation, **initiates** increase of salary and other fitting rewards for exceptional work results, and determines disciplinary actions for staff in his unit.
- **Develops** team work and organizational culture based on high level of mutual trust.

Competencies

- Ability to plan, organize, monitor, control and evaluate the work of informant handlers
- Communication skills
- Perception skills
- Memorizing skills
- Capability of analytical, logical and creative thinking
- Ability to handle new and urgent situations
- Technical competencies for the job (determining objective, selection of target, approach, recruitment, managing)
- Ability to motivate the informant handlers
- Integrity

2.3. Informant handler

Role

- Collecting and ensuring quality data and information on crime.

Key tasks

- **Attends and actively participates** in meetings with the controller, **receives assignments** from the controller and **reports back** to him about the completed assignments and about other important issues related to work.
- **Informs** about the state and dynamics of organized crime, corruption and other extremely serious criminal offences. **Identifies** new forms and MO in crime.
- **Identifies and researches** individuals and groups related to organized crime, corruption and other extremely serious criminal offences.
- **Plans, collects and delivers** to the controller information on crime received from closed sources.
- **Identifies** potential informants, **selects and recruits** informants (friend and acquaintance, informant and collaborator). **Manages** the collaborator. **Establishes and maintains** a professional relationship with the informants.
- **Plans** meetings with the informant with the approval from the controller, **holds the meeting** as planned. Gives instructions to the informant about collection of information.

Informs the informant with his rights and duties. **Keeps a log** of contacts with the informant and **updates** it regularly.

- **Files** reports and operational information. **Evaluates** the accuracy of data and reliability of the source for the information he is submitting.
- **Makes proposals** to open and **lead** operational controls, operational cases and intelligence investigations.
- **Cooperates** with the analyst in the production of criminal intelligence products.
- At the order of the controller, **joins** the working groups created for the needs of operational units.

Competencies

- Communication skills
- Perception skills
- Memorizing skills
- Capability of analytical thinking
- Ability to handle new and urgent situations
- Technical competencies for the job (determining objective, selection of target, approach, recruitment, managing)
- Ability to motivate the informant
- Integrity

2.4. Analyst for strategic analysis

Role

- Design of a quality Strategic Assessment of Public Safety on crime and other strategic criminal intelligence products.

Key tasks

- Identification of essential and long-term problems that are related to the scope and trends of crime;
- Providing recommendations and proposing priorities for problem solving;
- Analysis of risks and threats;
- Threat assessment from organized crime;
- Evaluation of the effectiveness, efficiency and cost-effectiveness in achieving strategic objectives.

Competencies

- Wide scope of interests;
- Learning capacity (continuous learning and acceptance of changes);
- Education;
- Ability to think in a logical / analytical manner;

- Ability to conduct quantitative and qualitative analyses;
- Ability to make and test / prove hypotheses;
- Creativity;
- Imagination;
- Communication;
- Good presentation skills;
- Advanced writing skills;
- Initiative;
- Ability to work individually and within a team;
- Ethical principles;
- Ability for critical thinking;
- IT skills.

2.5. Analyst for operational analysis

Role

- Design of quality criminal intelligence information/products for individual cases, persons of interest, criminal groups, and series of criminal offences.

Key tasks

- Identifies short-term problems;
- Gives recommendations and proposes priorities for problem solving;
- Analysis of dangers and risks;
- Analysis of crime structure;
- Profile analysis;
- Analysis of criminal groups or individual perpetrators;
- Analysis of concrete cases;
- Analysis of electronic and other communications;
- Financial analysis;
- Integration of data and information;
- Identification of gaps and weaknesses in information;
- Interpretation of information;
- Development and testing of a hypothesis;
- Drawing conclusions and giving recommendations.

Competencies

- Wide scope of interests;
- Learning capacity (continuous learning and acceptance of changes);
- Education;

- Ability to think in a logical / analytical manner;
- Ability to conduct quantitative and qualitative analyses;
- Ability to make and test / prove hypotheses;
- Creativity;
- Imagination;
- Communication;
- Good presentation skills;
- Advanced writing skills;
- Initiative;
- Ability to work individually and within a team;
- Ethical principles;
- Ability for critical thinking;
- IT skills.

2.6. Person for processing data and information

Role

- Increases informational and usable value of received operational reports and operational information.

Key tasks

- Registers operational reports and operational information;
- Controls the accuracy of data and information;
- Enters operational reports and operational information in the unique database;
- Compares, connects and supplements with other data and information;
- Writes reports on performed checks in the database.

Competencies

- IT skills;
- Ethical principles;
- Ability to think in a logical / analytical manner.

The information and communications system in ILP

CHAPTER SEVEN

1. The concept and objective of ICT system

The information and communications system in ILP (hereinafter: ICT ILP) is one of the key elements of the ILP model. The basic role of the ICT ILP is to facilitate the efficient performance of basic functions of criminal intelligence work: collection, processing and analysis of data and information and dissemination of criminal intelligence products, as well as to support management of the ILP cycle. Based on defined criteria and procedures, the ICT system enables the following: input, classification and search of data and information, storage and safekeeping, flow and exchange

of data and information between organizational units of the Ministry, between the MoI and other state institutions and international exchange of data and information.

The ICT ILP platform can be divided into five developing segments:

1. Single search of database;
2. Authentication with the PKI system;
3. System administration and document management;
4. Analytical tools;
5. Procurement of hardware.

1.1. Databases

A **database** is a collection of data organized so as to facilitate quick search and access, which together with the administration system, which serves to organize and memorize the data, makes up the database system. From the user's aspect, the data is connected in a logical manner. The data represent some aspects of the real world.

Users access the database through a login form. By using key words and commands the user can swiftly find, change, group and select sections in many records which need to be returned or which help in writing reports on certain collection of data in accordance with the maintenance rules of the

respective database.

There are different types of databases in our system, depending on the manner of internal organization of data. Thus, there are hierarchical and network (relation, object-oriented, relation and object-oriented, WEB based, XML) databases.

It is important for the data to be presented uniformly (for example, the data in relation databases is organized in tables), because it eases access and use by external programmes. This way, one database can be used by several different programmes written in different programming languages.

a. Database management systems

The database management system contains a set of services which provide wide support to the applications which require storing a

large amount of information to be shared by multiple users.

b. Secondary storage management

Secondary storage management is the possibility of storing data on magnetic disks or other long-term storage devices, allowing thereby safekeeping of the data even after the execution of the programmes they were created in. Sophisticated secondary storage management systems are needed to be able to support efficient storage and ac-

cess to large amounts of data. The management systems usually include the service of quick access to certain data through index management, which lowers the necessary number of different accesses to the secondary storage, data clustering and protection, wherever possible.

c. Control of simultaneous access

Large databases are valuable to the organizations who own them, such as the MoI databases, and there is often a need for several users to access them simultaneously. A lack of control in the shared storage space can result in damage to the integrity of the database or loss of data due to unpredictable programme interference. In order to

prevent this from happening, the database management systems need to have certain protection mechanisms in place to ensure that every user accesses the database in isolation and to guarantee stability in the system when several users try to upload or write the same data at the same time.

d. Recuperation

Many database applications are active 24 hours per day and the databases are often accessed by many different programmes from different computers at the same time. Inevitably, it happens that programmes that access the databases make mistakes or that the computer used for database management blocks. That is why the database management system has to be flexible, i.e. toler-

ant to software mistakes and breakdowns of the hardware, to decrease the chances of damage to the database or permanent loss of information. To avoid these problems and allow the database to recuperate, temporary replication of data into several places is often done providing thereby enough information for automatic search and correction of different types of errors when they occur.

e. Safety

Most large database systems, such as the ILP database system, contain data that should not be visible to some users nor should they be allowed to change the data. This is why a general mechanism needs to be in place to

ensure that no users can access information they are not cleared for and, more importantly, there need to be control mechanisms for users who have one or several authorizations to make changes to the content of

the database. So, as a rule, database management systems provide mechanisms which allow the database administrator to control

who and where they can access as well as what they are allowed to do in the database.

2.1. Authentication with the PKI system

It is, from the very start, important to define the safest way of introduction and login for users of the MoI system by way of double authorization. The first authorization, i.e. introduction to the ICT ILP system is the lowest level of introducing a user to the system with **username and password** as authentication means. The second authorization, which is higher level, is additional authentication by way of ID key cards issued by our certified body which uses the PKI (Public Key Infrastructure) system. This ensures indisputable and unambiguous identification of the users of the ILP model.

The Ministry of Interior has several types of databases and the following are the most important to the ILP model:

- The system for crime analysis (the SKA

database) containing only such operational information which was generated while working on a case and such operational information on criminal activities which, in terms of content, can in the future be considered by several organizational units of the Ministry of Interior or, alternatively, become a case in its own right for operational work or operational control;

- The Unique Information System (JIS) containing records on persons, crimes and perpetrators, penal records, wanted persons, missing motor vehicles, registered motor vehicles and weapons, disorderly conduct, events log, border crossing records, register on foreigners;
- Forensic database.

2.1.1. Software for databases

The software used for storing, indexing and searching databases is in essence a collection of applications whose role is to perform certain functions related to databases. The software performs a variety of tasks, such as creating indexes, searching for information and entering information. The databases are the

places where data is stored and processed by the software; at the same time, the software determines the format in which the information is to be stored in the system and not in the computer. This is important because it allows various other applications to interpret and process the stored information.

2.1.2. Database design

Database design (scheme) is the way in which data and information are placed in the database. It is very important from the aspect of software use and can reflect on the quality of data, loss of data and the ability of

the system to perform a requested analysis.

The content of the scheme includes the connections between defined entities, which, from an intelligence aspect, can include persons, vehicles, organizations, addresses and

other data and information. Each entity is described with the necessary number of attributes which are kept in tables attached to the entity. Entities can be inter-connected, and some of them can contain data on transfer of attributes towards the users, as well as a statistic overview on access to certain information. During the updating of entities

restrictions in handling data and information are defined. This way the software can determine if the defined restrictions have been respected for each input, update or deletion of data and information. The most commonly used restrictions to the integrity of the tables are: primary keys, foreign keys and domain constraints.

2.1.3. ILP support applications

The development of ILP support applications is very complex because of the restrictions that have to be applied. In theory, the duration of information is infinite unless there is a prescribed restriction specifying how long and for what purposes a piece of information can be used. Restrictions are

very strict, especially on registering and processing of data and information that contain personal data. In ILP, the status of each part of a piece of information depends on several factors while, at the same time, bearing in mind their sensitivity, accuracy and accessibility to users.

2.1.3.1. Data Entry

Data entry is preceded by verification of the data against various criteria to ensure that this phase has the necessary level of reliability in the description of the problem the information pertains to. In order to prevent random data entry, it is necessary to obtain authorization from the competent manager or other authorized person prior to entering the data.

All data and information entered into the data base are classified, and the input is done

with special templates, on which the mandatory fields are highlighted and have to be filled in to be able to take the next step of application. This eliminates the possibility of damaging the integrity of the application as well as subsequent completion of missing data. When inputting data into the database, special attention is paid to avoiding duplication of entry; as a rule, this is a software issue which is solved during the phase of designing the database.

2.1.3.2. Data visualization

Visualization of data enables a fast overview of data and information on interesting cases with one query by using appropriate presentation tools. The data can be presented visually by way of the Geographic Information System (GIS) or with link charts. In both cases the integration is made without previous data export.

Through geographic visualization, key events and persons connected with certain data and information are shown. From the aspect of system design there are two ways of graphic presentations of data on maps that can be used. In one, an external mapping tool is used in which the designer must provide data in the format that will be ac-

ceptable for the used tool, while in the other, the mapping application is directly installed into the software that supports the work of

the intelligence system. One of the most known tools for visualization is the application called Analyst's Notebook.

2.1.3.3. Search mechanisms

A quality choice of search mechanisms is necessary in order to prevent the database from becoming a 'black hole', i.e. storage space for huge quantities of data and information that cannot be efficiently processed and used. That is why it is necessary for the users to be able to search through data and information in as many ways as possible. The search possibilities depend on software quality and the database in question, and effort should be made to ensure conditions

for a multi-criteria search, which means recognition and identification of interesting entities against several defined criteria. A well-designed database with quality software is a very powerful resource and it shows all its usefulness when used by a well-trained and talented analyst. A good search often yields completely unexpected revelations, i.e. information not previously visible, but whose further exploitation can provide the necessary advances in a case.

3.1. Exchange of data

Databases and the software used to search the databases should be designed as a WEB-application in order to be able to use WEBSERVICE, which enables safe exchange of data among the MoI databases, as well as exchange of data between the MoI and other state institutions important to ILP. There is a need to make a list of state institutions whose databases can contribute to making a larger pool of data, which would contribute to having a better analyst method, i.e. it would help draw more concrete conclusions in response to a request from the leading and steering group.

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