The OSCE Project on
Intelligence-Led Policing 2017–2020

Project Report

From Reactive to Proactive Policing

OSCE Organization for Security and Co-operation in Europe

Transnational Threats Department
Strategic Police Matters Unit

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Foreword

This document presents the final report of results and achievement of the extrabudgetary project "OSCE Guidebook on Intelligence-Led Policing (ILP), Regional Training Seminars and National/Regional Workshops on ILP for Law Enforcement Managers", implemented from 2017 to 2020.

This project was carried out by the Transnational Threats Department/Strategic Police Matters Unit (TNTD/SPMU) of the Organization for Security and Co operation in Europe (OSCE) in close collaboration with OSCE field operations. It was funded by the Albanian, Austrian, German, Italian and Norwegian Governments.

The report serves as a reference to the regional and national ILP events carried out during the implementation period. It also includes the analyses of the Key Findings and Outcomes (KFO) and evaluation forms from national and regional ILP events, as well as the results of a Needs Assessment carried out from August to December 2020.

The project raised awareness and promoted ILP as a modern proactive policing tool that uses information and data for evidence-based decision-making and planning, leading to more effective and efficient police work. Experiences and lessons learned in the project paved the way for a new long-term capacity-building project on ILP, to be launched in April 2021.

The management of the project is very thankful to all who have been involved in and contributed to the project and its outcomes, especially law enforcement contact persons at the OSCE field operations, international experts who presented good practices and national examples at workshops and training events, representatives of international and regional partner organizations, as well as law enforcement managers and experts in OSCE participating States and Partners for Co operation.

Intelligence-Led Policing (ILP)

From December 2016 to July 2017, more than 30 law enforcement experts from OSCE participating States, academia, international organizations, OSCE field operations and the OSCE Office for Democratic Institutions and Human Rights assisted the Strategic Police Matters Unit of the OSCE Transnational Threats Department (TNTD/SPMU) in developing the *OSCE Guidebook on Intelligence-Led Policing (ILP)*.[1]

First introduced in the United Kingdom in the 1990s, ILP has primarily been used in **countering serious and organized crime.** Promising results in recent years have prompted law enforcement authorities to expand the intelligence-led proactive methodology to all areas of police management as a comprehensive business model. ILP focuses on **systematic gathering and evaluation of data and information**, through a defined analysis process, turning it into strategic and operational analysis products that serve as the basis for improved, informed and evidence-based decision-making.

This Guidebook provides a general framework for ILP and its implementation in the whole OSCE area and promotes ILP as a modern law enforcement model aimed at shifting the focus from a predominantly reactive, towards more **proactive policing approach.**

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**OSCE Guidebook
Intelligence-Led
Policing**

OSCE Organization for Security and
Co-operation in Europe

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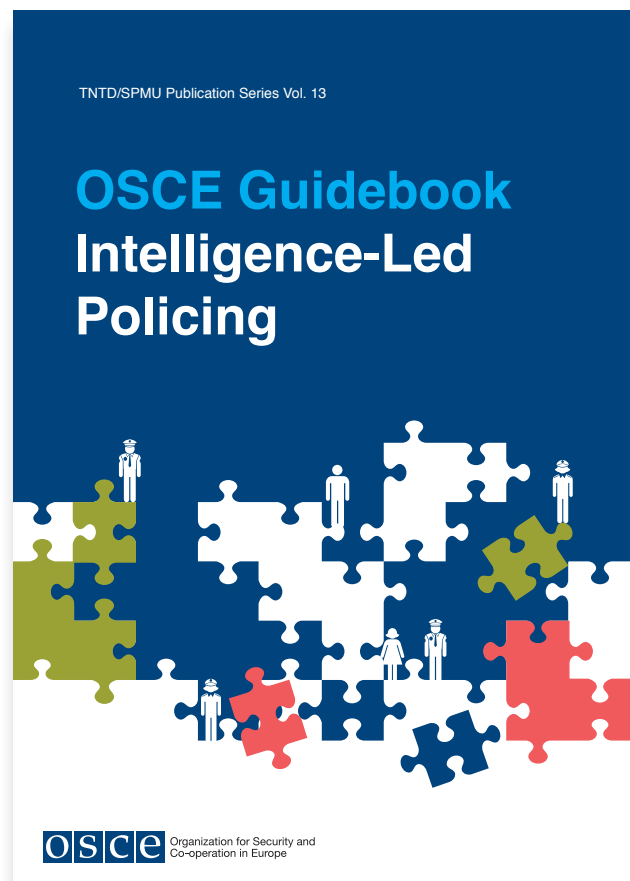
1   The *OSCE Guidebook on Intelligence-Led Policing (ILP)* is available at
     https://www.osce.org/chairmanship/327476.

Two of the main challenges of today's law enforcement are the ever-increasing complexities and transnational nature of crime, as well as enhanced public demand for financial efficiency, i.e. 'to do more for less'. The ILP model addresses these challenges by emphasizing and providing for intelligence-based prioritization followed by tasking and allocation of available resources in line with defined priorities.

Criminal intelligence analysis is given more significance in ILP than other contemporary policing models. This calls for enhanced and sometimes new analytical skills and competencies within law enforcement. The proactive, forward-looking focus of ILP also relies on law enforcement managers to know how to work with analysts and make use of analytical products in their decision-making and planning. Thus, in adopting and implementing ILP, there must be specific **focus on preparing and training high- and middle-level leadership and management** within law enforcement.

Research has revealed that if ILP is to be implemented to its full potential, **political support** and high- and middle-level **management awareness** and commitment are vital. Other important preconditions for the successful application of ILP are:

- multi-agency approach to law enforcement;
- clear tasking mechanisms;
- the transformation of the 'need to know' culture into the 'need to share';
- the presence of IT communication channels to forward information;
- analytical databases and skilled analysts;
- relevant organizational structures that support ILP.

For ILP to work effectively, feedback on and **evaluation of intelligence products**, as well as constant **managerial monitoring and quality control** of the model are of fundamental importance and must be embedded into its practices.

The absolute obligation of all law enforcement is to **respect and adhere to human rights and data protection principles** while implementing ILP. The gathering, processing and use of data and information must at all times strictly **comply with national laws and international human rights standards**.

With internal and external control mechanisms, and its evidence-based and transparent decision-making procedures, ILP is intended to enhance the accountability of law enforcement management.

Project Overview

The OSCE Transnational Threats Department's Strategic Police Matters Unit presented the Arabic translation of the OSCE Guidebook on Intelligence-Led Policing at a launch event organized jointly with the League of Arab States (LAS) at the League's headquarters in Cairo on 14 November 2018." Photo credit OSCE

Based on the methodology of the ILP Guidebook, the OSCE's TNTD/SPMU implemented a four-year awareness-raising extrabudgetary project **from 2017 to 2020.**

Objective of the Project	Project Team	Donor Countries	Regional Focus
To support law enforcement authorities and agencies of the OSCE participating States in their efforts to address challenges of modern policing by improving their professionalism, effectiveness and efficiency in planning, decision-making and management.	**Mr. Arnar Jensson**, Police Affairs Officer, Adviser on Analyses and Reporting, TNTD/SPMU **Ms. Magda Jugheli**, Project Assistant, TNTD/SPMU	Governments of five OSCE participating States (**Albania, Austria, Germany, Italy, and Norway**) contributed financially to the implementation of this extrabudgetary project. Without their generous contributions, the project implementation would not have been possible.	Regional activities have been implemented in Eastern Europe, South-Eastern Europe, South Caucasus and Central Asia, as well as for OSCE Mediterranean Partners for Co operation and member countries of the League of Arab States.

Achievements of the Project

Over the past four years, the *OSCE Guidebook on Intelligence-Led Policing (ILP)* has been published and translated into **ten languages**

- **Albanian, Arabic, Bosnian, Croatian, English, French, Macedonian, Russian, Serbian and Spanish**

19	**national and regional events** were conducted at which some
550	**law enforcement officers** and governmental officials from
35	**OSCE participating States,**
8	**Partners for Co-operation** and members of the League of Arab States were trained in ILP.

Promotion Materials were also developed:

- ILP tutorial video (6 min)
  - English: www.osce.org/secretariat/403085
  - Russian: https://youtu.be/Rlc0UHeFgjQ
- ILP 2 page Factsheet (available in 8 languages)
  - https://www.osce.org/secretariat/439199

The project raised awareness and promoted ILP as a modern proactive policing tool that uses information and data for evidence-based decision-making and planning, leading to more effective and efficient police work.

Experts from **Austria, Estonia, Israel, Italy, Netherlands, Serbia, Sweden, the United Kingdom and the United States** and from partner international organizations such as **CEPOL, Europol and INTERPOL** actively contributed to the training events.

The OSCE has unique expertise on this subject matter and has in fact taken a global lead in presenting a coherent ILP framework. Other international organizations have also made use of the OSCE ILP Guidebook. For example, the UNODC, INTERPOL, Europol and CEPOL all use the OSCE Guidebook on ILP as reference material and a guiding tool.

Through the implementation of the project, the TNTD/SPMU built a high level of access/partnership with key stakeholders at local, national, regional and international levels. Moreover, the project was carried out in close co-ordination and co-operation with the relevant OSCE field offices.

List of Main Activities

Date	National and Regional Training Workshops and Launching Events	News Items
3 July 2017	**OSCE-wide Launching event** of the OSCE Guidebook on ILP was organized in **Vienna**, **Austria**.	https://www.osce.org/chairmanship/327491
6 September 2017	A **regional launching event for South-Eastern Europe** was organized and held in **Skopje**, **North Macedonia**.	https://www.osce.org/secretariat/338266
28 November 2017	A **regional Central Asian launching event** of the Guidebook's Russian version was organized and held in **Astana**, **Kazakhstan**.	https://www.osce.org/programme-of-fice-in-astana/359251
14 September 2018	A **national workshop** on the ways ILP can complement and strengthen community policing was organized in **Yerevan**, **Armenia**.	
14 November 2018	A **launching event** of the Guidebook's Arabic version was organized at the headquarters of the League of Arab States (LAS) in **Cairo**, **Egypt** for 19 of 21 LAS member countries.	https://www.osce.org/secretariat/402917
13 December 2018	The **regional workshop** "Intelligence-led Measures against Organized Crime Groups" for Eastern Europe and South Caucasus was organized in **Minsk**, **Belarus**.	https://www.osce.org/chairmanship/406661
10 May 2019	An introductory **national training** workshop on ILP took place in **Tashkent**, **Uzbekistan**.	https://www.osce.org/secretariat/419042
9 October 2019	An introductory **national training** workshop on ILP took place in **Ulaanbaatar**, **Mongolia**.	https://www.osce.org/secretariat/435185
7–8 November 2019	The **regional training** "Criminal Intelligence Databases and IT Structures Supporting ILP" for South-Eastern Europe took place in **Skopje**, **North Macedonia**.	https://www.osce.org/secretariat/438401

Date	National and Regional Training Workshops and Launching Events	News Items
26 November 2019	An introductory **national training** workshop on ILP took place in **Dushanbe**, **Tajikistan**.	https://www.osce.org/secretariat/440321
28 November 2019	An introductory **national training** workshop on ILP took place in **Bishkek**, **Kyrgyzstan**.	https://www.osce.org/secretariat/440507
12–13 December 2019	The **regional workshop** "Proactive and Intelligence-Led Approaches in Targeting Transnational Organized Criminal Groups" for Eastern Europe and South Caucasus took place in **Kyiv**, **Ukraine**.	https://www.osce.org/secretariat/442090
25–26 February 2020	TNTD/SPMU organized the **national training** workshop "Intelligence-Led Policing (ILP) in Practice" in **Reykjavik**, **Iceland**, with participants from the Icelandic National Police, and the Ministries of the Interior of Bosnia and Herzegovina and North Macedonia.	https://www.osce.org/secretariat/447301
June 23 2020	An online introductory **national training** event was organized in **Ashgabat**, **Turkmenistan**.	https://www.osce.org/secretariat/455302
15–16 September 2020	TNTD/SPMU in collaboration with **CEPOL** organized the **regional on-line training** workshop "Intelligence-Led Policing: A Modern Approach to Police Management" for **Central and Eastern Europe**.	https://www.osce.org/secretariat/463614
15–16 October 2020	TNTD/SPMU, in close co-operation with the OSCE Programme Office in Nur-Sultan, OSCE Programme Office in Dushanbe, OSCE Centre in Ashgabat and OSCE Project Co-ordinator in Uzbekistan organized **a regional online training** workshop on ILP for **Central Asia.**	https://www.osce.org/secretariat/467544
26 November 2020	TNTD/SPMU organized the **online conference** "OSCE Intelligence-Led Policing (ILP) Project: Achievements, Lessons Learned and Future Plans", which **concluded this four-year extra-budgetary project on ILP**.	https://www.osce.org/secretariat/471972

Key Findings and Outcomes

At the end of the project implementation, the OSCE's TNTD/SPMU carried out an assessment based on the Evaluation Forms and Key Findings and Outcomes (KFO) documents that were produced after each national and regional workshop.[2]

The assessment identified three key findings:

1 **Developing and providing training is needed to enhance skills and competencies in strategic and operational crime intelligence analysis.**

Professional development of law enforcement staff in the areas of **collecting, managing and analysing data, information and intelligence was identified as the most important prerequisite for ILP implementation** in all of the target countries where training events took place. It was highlighted that law enforcement training institutions often do not have sufficient capacities to provide education on criminal intelligence analysis, and on-job training by senior colleagues is often not feasible for practical reasons.

Within agencies and departments dealing with organized crime groups, there is a lack of skills and competencies in strategic and operational crime intelligence analysis. Systematic training and **education for intelligence analysts** is not available in most of the countries represented at the workshops. There is also a need for greater standardization and coherence in guidelines and **standard operational procedures** for criminal intelligence officers and analysts.

In many cases, adopting ILP will require the re-training of police officers so they understand the key concepts and methods behind this approach. **A training programme on ILP that can be integrated into the basic training for new police cadets as well as delivered to police officers already in service** may need to be developed.

Finally, a better understanding of the ILP model **on behalf of end users**, **i.e. law enforcement decision-makers and managers**, is also necessary.

For this reason, methodological assessment and advice **from international partners** (such as the OSCE) on training and education of criminal intelligence analysts would be helpful to further enhance strategic and operational analytical capabilities of law enforcement agencies in OSCE participating States.

2 **Technical assistance in building up databases and IT systems necessary for successful realization of ILP.**

ILP requires well-functioning databases and information systems that are integrated and easily accessible to all police officers. In the target countries, lack of integration of existing databases and information systems poses one of the main challenges for adopting the ILP model.

While law enforcement agencies collect crime-related data, they do not systematically analyse them. Data collected by various law enforcement agencies could provide a solid basis for ILP, but they are often scattered in different databases. It was noted that the Ministries of Interior in some OSCE participating States have comprehensive databases for crime related data, but access for police officers is granted only after formal requests. Furthermore, technical infrastructure that would enable systematic analysis of these data is often missing. This would require **building up national police databases that are accessible to all law enforcement agencies at local, national and regional levels**. Such national police IT systems should serve not only as a database where police can insert and access police data, information and intelligence, but also as connecting software that can obtain and process data and information relevant for criminal intelligence from other databases and IT structures. Therefore, the **inter-operability of the police IT system with other existing governmental IT systems is recommended.** Some OSCE participating States have already developed and implemented such comprehensive systems.

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2   The KFOs of each workshop can be found in Annex 1, below.

(L-r) Ambassador Paul Bekkers, Director of the Office of the OSCE Secretary General, Ambassador Eberhard Pohl, Permanent Representative of Germany to the OSCE, Guy Vinet, Head of the OSCE Strategic Police Matters Unit, and Ambassador Clemens Koja, Chairperson of the OSCE Permanent Council, representing the Austrian OSCE Chairmanship, open the event to present the OSCE Guidebook on Intelligence-Led Policing, Vienna, 3 July 2017.

3 Policy advice in reviewing and amending legislative framework as well as relevant guidelines and standard operational procedures to incorporate the main elements and principles of ILP.

Access to and sharing of relevant data and information for criminal intelligence purposes needs to be based on **adequate legal frameworks**. Introducing ILP in general, and build-up of a criminal intelligence database/IT system in particular, may thus require certain amendments to or updating of existing laws and regulations. Operational protocols and agreements among various state bodies and agencies that possess relevant data and information (e.g. tax records, business registers, vehicle registries, personal document records, population registers, etc.) should be also concluded.

It was highlighted that it is necessary to introduce legal and regulatory provisions which **clearly define the roles, responsibilities and powers of the relevant actors**, the requirements that need to be met in collecting, processing, analysing and sharing of different types of information and intelligence, and the mechanisms that ensure **oversight**, accountability and respect for **data protection and human rights** standards.

For this reason, some participants requested external advice and assistance from relevant international organizations and countries that have already implemented the ILP model. Additional detailed information concerning legislation on ILP implementation and more case studies on the practical experience of countries that have implemented ILP need to be provided.

Additional suggestions and recommendations included:

■ **Study tours** to countries already implementing ILP was mentioned as a helpful step for learning how ILP works in practice;

■ The lack of interagency as well as interdepartment co-operation among law enforcement bodies was identified as another challenge. It was suggested that an **interagency/interdepartmental body** that would facilitate and oversee sharing of criminal intelligence among all law enforcement agencies could be established.
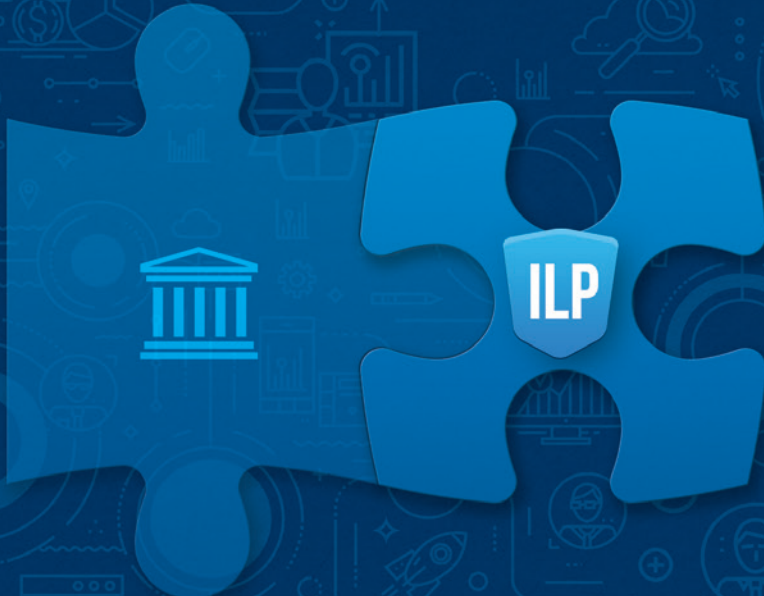
Recommendations and Future Plans

The OSCE-wide experts meeting/workshop concluding the project in late 2020 provided an excellent platform for discussions and revealed the strong interest in the OSCE-recommended ILP model held by OSCE participating States.

The development of the OSCE Guidebook on ILP and its active promotion through various events and workshops across the OSCE area has positioned the OSCE as one of the leading actors on this topic.

It was thus recommended that TNTD/SPMU capitalize on this achievement with **a new initiative that moves from promotion and awareness-raising of the ILP model to more long-term capacity-building assistance**.

Additionally, a Needs Assessment[3] was carried out to further identify specific areas of future technical assistance and capacity-building activities. The results showed that:

- **Firstly**, for consistent and coherent implementation of the ILP model, there is an undeniable need for a common ILP concept.

- **Secondly**, there is a lack of training courses on collection, management and analysis of data, information and intelligence for law enforcement agencies and educational institutions.

- **Thirdly**, to incorporate main elements and principles of ILP with full respect of human rights and international standards, there is a clear need of reviewing and amending legislative frameworks as well as relevant guidelines and standard operational and structural procedures.

Results of the Needs Assessment and the final recommendations from the project's concluding conference were incorporated into the new ILP extrabudgetary project: **Building intelligence-led policing capacities on regional and national levels in the OSCE area (IRMA No.1102336).**

The new project will begin in 2021 and will focus on:

- **Updating the OSCE Guidebook** on ILP.

- Providing training assistance to law enforcement agencies and educational institutions in introducing **courses on strategic and operational intelligence analysis for criminal intelligence analysts and law enforcement managers**.

- **Advising and guiding** OSCE participating States and Partners for Co-operation in developing **legal, structural and procedural frameworks** for effective ILP implementation.

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3   The results of the Needs Assessment can be found in Annex 2, below.

Annexes

ANNEX 1 Key Findings and Outcomes from the national and regional events

Training Workshop

Introduction to Intelligence-Led Policing

**Tashkent, Uzbekistan
10 May 2019**

Conclusion Note

During the workshop, experts from the OSCE introduced the concept of ILP as presented in the OSCE Guidebook on ILP, and explained how this law enforcement model can complement and improve traditional policing approaches. In addition, law enforcement experts from Estonia and Sweden gave presentations and shared information on ILP practices in their countries. Following the presentations, participants discussed potential ways to implement the ILP model in Uzbekistan.

The training workshop was attended by 25 Uzbek police managers holding decision- and policy-making positions in strategic, operational and training structures. During the workshop, the participants were given the possibility to discuss prospects and challenges in introducing ILP in Uzbekistan, as well as how the OSCE can assist Uzbek authorities in implementing ILP.

The aim of the "Training Workshop on Intelligence-Led Policing (ILP)" organized by the OSCE in Tashkent, Uzbekistan, on 10 May 2019 was to introduce the OSCE-recommended model of ILP to the Uzbek law enforcement authorities and communicate its advantages for contemporary policing.

Key findings and outcomes

- The event raised awareness among the participants about ILP and its implementation. However, while it was very helpful for raising awareness and as a "food for thought", further information is needed to evaluate the benefits and challenges in implementing the ILP model in Uzbekistan;

- A study tour to countries already implementing ILP was mentioned as a possible helpful step in seeing how ILP works in practice;

- Steps towards implementing ILP in Uzbekistan could be taken within existing law enforcement reform measures being undertaken in the country;

- The material provided to the participants (the OSCE Guidebook on ILP and a training video) offered good recommendations that were well appreciated;

- There were difficulties in identifying the benefits of ILP due to the introductory nature of the workshop. To convince the participants as well as leadership in Uzbekistan of the benefits of introducing ILP, additional

Participants during a training workshop on "Introduction to Intelligence-Led Policing", Tashkent, 10 May 2019. (OSCE/Manuel Bergamasco)

detailed information concerning legislation on ILP implementation needs to be provided, as well as more case studies about practical experiences in countries that have already implemented ILP;

- Despite these challenges, it was recognized that introducing ILP for Uzbek police officers would be a suitable goal as part of continued law sector reforms in the country;

- ILP was seen as a means to help solve crimes shortly after an incident, a problem often faced by Uzbek law enforcement officers;

- For ILP to work effectively in Uzbekistan, regular monitoring and control from the government is needed, along with updates of related legislation;

- The current Uzbek intelligence database for crime prevention would facilitate the introduction of ILP in Uzbekistan;

- There is a need for guidance from the OSCE in terms of training and practical assistance;

- Issues at the regional level that might challenge the introduction and implementation of ILP: the fact that Uzbekistan is the most populous country in Central Asia, as well as the geographical distance between Uzbekistan and the European countries that have already implemented ILP, countries that have the advantage of being part of a region that is more economically and legally integrated;

- Most countries in the post-Soviet area and all Central Asian countries have not yet fully implemented the ILP model. Each country has a different system based on cultural, historical and political heritage as well as mindset;

- Uzbek law enforcement authorities have their own integrated system for analysing threats based on specific criteria, and they are ready to co-operate with the OSCE to further strengthen this work;

- Collaboration with the OSCE has been excellent in the past, and participants expressed positive willingness to further co-operate with the OSCE;

- To minimize threats in the region, the OSCE can assist in co-operation and co-ordination between governments in Central Asia by introducing confidence-building measures based on information-sharing between them. (Non-binding) measures based on mutual respect can help to create a trustful environment and safe space in the region;

- The OSCE can also assist in building trust between the public and police, as well as between different governmental agencies, key components in co-operation, information sharing and addressing threats.

ANNEX 1 Key Findings and Outcomes from the national and regional events

National Training Workshop

Introduction to Intelligence-Led Policing (ILP)

**Ulaanbaatar, Mongolia
9 October 2019**

The workshop was attended by 30 police managers in decision- and policy-making positions in the National Police Agency of Mongolia. The participants discussed the OSCE-recommended ILP model as developed in the OSCE Guidebook on ILP, as well as the experiences, best practices and lessons learned from implementing ILP in three OSCE participating States, namely Estonia, Serbia and Sweden. Police Colonel Zorigt Ochirkhuyag, Head of Department for Information, Analysis and Operational Management, presented trends in the use of information technologies and databases in Mongolia.

Key findings and outcomes

■ Participants of the workshop broadly recognized the importance of systematically working with information and data in contemporary policing. With the growing complexity of most criminal activities as well as pressure to use public resources efficiently, it was generally acknowledged that it is increasingly important for the police to base its strategic as well as operational/tactical decision-making on the analysis of empirical data and information.

■ The discussion underlined several key advantages that ILP can bring to Mongolian law enforcement:

  ▶ Active and systematic use of intelligence in decision-making, both at the strategic and operational/tactical level, will lead to better-informed, more transparent and more accountable decisions. This will enable law enforcement to fulfil its role more effectively, which will in turn will strengthen public's trust in the police and the overall functioning of criminal justice system in Mongolia.

On 9 October 2019, the OSCE Secretariat's TNTD/SPMU, in co-operation with the National Police Agency of Mongolia, organized the one-day training workshop "Introduction to Intelligence-Led Policing" in Ulaanbaatar.

  ▶ An evidence-based approach to policing will encourage improvements in existing criminal investigation methods and processes. It may also lead to the development of new and innovative methods and processes that will further enhance capabilities of police to respond to crime.

  ▶ ILP can also contribute significantly to more effective prevention of crime. By identifying and assessing the most pressing issues and key trends, it can increase the impact of prevention measures and policies at both the micro and macro level. Particularly in the case of new emerging criminal trends, intelligence can direct prevention efforts at very early stages, thus increasing chances of their success.

  ▶ ILP can increase the efficiency of police work by directing available resources to the areas and issues where they are most needed. Resource allocation based on empirical evidence and threat assessment also prevents internal competition and fighting among various police structures and branches. It makes the whole process more transparent and can help the police to better justify its needs and requests during budget development and negotiations.

Workshop participants discuss potential benefits and challenges of ILP model for contemporary policing in Mongolia, Ulaanbaatar, 9 October 2019. (OSCE/Juraj Nosal)

- At the same time, the discussions demonstrated that introducing ILP can also pose some challenges. In the context of Mongolia, the following main challenges were identified:

  - ILP requires well-functioning databases and information systems that are integrated and easily accessible to all police officers. In Mongolia, most databases used by the police have already been digitalized but the process is not yet completely finalized. At the moment, Mongolian police uses 24 different databases, 44 other information systems and over 55 different types of software tools. However, there are various access restrictions for police officers when it comes to the databases of other state institutions/bodies. A lack of integration of the existing databases and information systems poses one of the main challenges for adopting the ILP model in the future.

  - Further integration of the existing police databases and information systems may require considerable financial resources. Persuading government officials to allocate the additional funds necessary for adopting the ILP model may be challenging. To secure support from political leadership for implementing

ILP, strong arguments are needed, such as its benefits for more effective and efficient policing.

- Adopting ILP will require re-training most police officers, particularly those outside the capital, so they understand the key concepts and methods behind the approach. A training programme on ILP that can be integrated into the basic training for new police cadets as well as delivered to the police officers already in service may need to be developed. In addition, the University of Internal Affairs of Mongolia may need to develop a more specialized ILP training programme for future criminal intelligence analysts. Finally, a better understanding of the ILP model on behalf of end users, i.e. law enforcement decision-makers and managers, will also be necessary.

- Before implementing the ILP model, new guidelines and standard operating procedures in addition to those existing already for the current police database and information systems should be further developed and adopted by the National Police Agency. This may require external advice and assistance from relevant international organizations as well as countries that have already implemented the ILP model.

ANNEX 1 Key Findings and Outcomes from the national and regional events

■ The National Police Agency of Mongolia recognizes the importance of intelligence for its strategic and operational planning. It has established the Department of Information, Analysis and Operational Management, which serves as the focal point in this regard. The Agency has also taken several steps to enhance its capacities in this area. For instance, in 2018 a new software tool for collecting and recording data into police databases was introduced. Today, an average of 300 pieces of information and data are entered into police databases on a daily basis. Furthermore, a new software solution for instant searching and referencing of data and information across all the police databases is being piloted and should be introduced next year. The Agency has also concluded a memorandum of understanding with the Mongolian University of Life Sciences through which several officers have begun studying the use of information and communication technologies and intelligence for research purposes.

■ In terms of legislation, the discussions showed that the current legislative framework should not present any obstacles for introducing the ILP model as a general approach to policing, but some amendments may be necessary in the future for implementing certain specific aspects of ILP. One of the main issues raised repeatedly during the discussion was the access of other state agencies and authorities to data and information stored in police databases, suggesting that there may be a need for clear and transparent rules and regulations in this area to be stipulated by a law in the future.

■ All participants demonstrated keen interest in the ILP model as a modern approach to policing. The National Police Agency of Mongolia is open to further co-operation on ILP and would be supportive of future activities by the OSCE in this area.

National Training Workshop

Introduction to Intelligence-Led Policing (ILP)

**Bishkek, Kyrgyzstan
28 November 2019**

On 28 November 2019, the OSCE Secretariat's TNTD/SPMU organized, in co-operation with the OSCE Programme Office in Bishkek, the one-day training workshop "Introduction to Intelligence-Led Policing" in Bishkek, Kyrgyzstan.

Some 25 senior representatives and managers from Kyrgyzstan's Ministry of Internal Affairs, the Ministry's Training Centre and the General Prosecutor's Office attended the workshop. The participants discussed the OSCE-recommended ILP model, as well as experiences, best practices and lessons learned from implementing ILP in two other OSCE participating States, namely Serbia and Sweden.

Key findings and outcomes

■ The Ministry of Internal Affairs (MoI) of Kyrgyzstan established the Department of Intelligence Analysis in 2004 with the support of OSCE. In addition to its central structures, it has regional branches across the country. The Department conducts general analysis of criminal activities in Kyrgyzstan, as well as technical analysis of more specific crime-related information and data (e.g., analysis of phone recordings). Although it uses modern methods and tools, however, its activities are still reactive in nature.

Alexander Eliseev, Head of Politico-Military Department of the OSCE Programme Office in Bishkek, is opening the workshop, Bishkek, 28 November 2019. (OSCE/Juraj Nosal)

■ The discussion demonstrated that representatives of Kyrgyz law enforcement recognize the benefits of proactive approaches to policing. Many participants noted that reactive policing is an old-fashioned concept in the contemporary crime environment, although it remains a prevailing model in many countries, including Kyrgyzstan. They stressed the importance of targeting criminal networks/actors and root causes rather than focusing on particular criminal acts. In this context, it was noted that the new Criminal Code of Kyrgyzstan adopted in January 2019 puts much more emphasis on the prevention of crime.

■ Participants identified the following potential advantages and benefits of implementing the ILP model in Kyrgyzstan in the future:

▶ ILP is more effective than traditional reactive approaches, since strategic planning as well as operational/tactical decision-making are based on analysis of relevant data and information, thus making policing more evidence- and empirically-oriented, and more objective and grounded in reality. As a proactive model, it has a positive impact on both crime reduction and crime prevention, especially in the long term. By identifying and assessing the most pressing issues, main trends and key actors, it increases the impact of police measures and policies, whether for combating and disrupting crime or for crime prevention. This has been clearly demonstrated in countries that have already implemented ILP, as well as by academic research.

▶ ILP is more efficient than traditional reactive approach since it helps to allocate available resources to those areas and issues where they are objectively most needed. It also makes the process of budgeting and resource allocation more transparent, and can help the police to better identify and justify its needs.

▶ Some participants noted that in the post-Soviet context, it is important to develop policing outside politics as a truly neutral and apolitical service. Through its evidence-based approach and systematic analysis of data and information, ILP can help achieve this aim since it makes decision-making as well as planning more transparent and accountable.

▶ Although ILP is a general model applicable to any criminal phenomenon, in the context of Kyrgyzstan, trafficking in illicit drugs was seen as the area where a proactive and intelligence-led approach could yield the most promising results.

ANNEX 1 Key Findings and Outcomes from the national and regional events

■ Despite wide recognition of the advantages of ILP, the discussion also highlighted several challenges faced by Kyrgyzstan in adopting such a proactive approach to policing:

▶ Law enforcement agencies in Kyrgyzstan need greater autonomy to conduct operational activities and proactively collect information and data. The current legislative framework restricts how data and information can be collected for criminal intelligence purposes. Adopting ILP would thus require amendments to relevant laws such as the criminal procedure code. Some participants also stressed the need to adopt new laws that would clearly set roles, responsibilities and requirements for collection, management, analysis and sharing of crime-related data and information. All the legal provisions related to ILP must be in full compliance with human rights standards.

▶ Kyrgyz law enforcement agencies collect crime-related data, but do not systematically analyse them. The data collected by various law enforcement agencies provide a solid basis for ILP, but they are currently scattered in different databases. It was noted that the Ministry of Interior has a comprehensive database for crime-related data, but access to it for police officers is granted only upon request. Furthermore, there is no technical infrastructure that would enable the systematic analysis of these data. This would require building up a national police database connected to all relevant governmental databases and IT systems, and having these accessible to all law enforcement agencies at the national, regional and local levels.

▶ Building up and maintaining technical infrastructure as necessary for well-functioning ILP will require more staff with IT skills. Such persons are usually difficult to attract and retain for work in law enforcement.

▶ The lack of both interagency and interdepartment co-operation among law enforcement bodies in Kyrgyzstan was identified as another challenge. It was suggested that an interagency/interdepartmental body that facilitates and oversees the sharing of criminal intelligence among all law enforcement agencies could be established.

▶ The lack of qualified staff with knowledge and skills in intelligence analysis across law enforcement agencies (outside the MoI's Department of Intelligence Analysis) also poses a challenge for adopting ILP. National law enforcement training institutions in Kyrgyzstan do not have the capacity to provide education on this subject.

▶ Some participants called for improving relations with the general public, since this is an important element for well-functioning ILP. The police in Kyrgyzstan should thus engage more actively with the public and civil society.

Ambassador Luca Fratini, Deputy Permanent Representative of Italy to the OSCE, Alexey Bashan, First Deputy Head of the Academy of the Ministry of Internal Affairs of Belarus and Maxim Svirid, Deputy Head of the Main Department for Crime Detection, Criminal Militia of Belarus at the OSCE Workshop dedicated to proactive and intelligence-led policing method in preventing serious and organized crime, Minsk, 13 December 2018. (OSCE/Jenni Dimitrova)

■ Most participants expressed support for moving from reactive to proactive policing in Kyrgyzstan. While adopting a model such as ILP will require decisions at the political level, there is wide recognition of its benefits and advantages at the level of practitioners and experts. In terms of future support from the OSCE in promoting ILP in Kyrgyzstan, participants identified several areas for potential co-operation:

▶ Facilitating the exchange of experiences, good practices and lessons learned with law enforcement experts and agencies that already implement ILP;

▶ Situational analysis and needs assessment for introducing ILP in the context of Kyrgyzstan's law enforcement;

▶ Technical assistance in building up databases and IT systems necessary for the successful realization of ILP;

▶ Policy advice in reviewing and amending legislative framework, as well as relevant guidelines and standard operating procedures to incorporate the main elements and principles of ILP;

▶ Training for law enforcement educational institutions about steps for introducing courses on collection, management and analysis of information and data for criminal intelligence purposes.

ANNEX 1 Key Findings and Outcomes from the national and regional events

Regional Training Workshop

Criminal Intelligence Databases and IT Structures Supporting Intelligence-Led Policing

**Skopje, North Macedonia
7-8 November 2019**

KEY FINDINGS AND OUTCOMES

1. Information and data in contemporary police work

■ Due to the increasing transnational nature and complexity of today's crime, intelligence — information and data — is crucial in contemporary policing. ILP as a modern approach to law enforcement management in which intelligence is central to planning and decision-making is generally considered the most adequate model for addressing these developments.

■ ILP makes planning and decision-making more transparent and accountable, since it directs existing resources where they are objectively most needed. Furthermore, strategic advantages based on information, knowledge and intelligence increase the effectiveness and efficiency of police work. All of this strengthens public trust and confidence in the police.

■ Contrary to reactive policing, research shows that proactive policing is effective in preventing and reducing crime. Proactive policing as embodied in the ILP model requires systematic collection and analysis of data and information, this then serving as a basis for quality intelligence reports.

■ In police work, there is a growing gap between the data and information that is available and the actual knowledge derived from them. To manage the abundance of data and information in today's world, well-functioning databases and IT structures are essential. They represent a key component for the successful realization of ILP in practice.

With the rapid evolution of digital technologies in recent years, information and data have been playing an increasingly important role in all sectors of society, including crime and policing. While these new technologies provide opportunities for criminals, they also open up new ways for the police to tackle crime more effectively and efficiently.

2. Key requirements for effective criminal intelligence databases and IT structures

■ Criminal intelligence can only be as good as the data and information it is based on. Ensuring the quality of data and information is therefore of utmost importance. This requires having a standardized single methodology applied through all relevant law enforcement agencies and authorities. This methodology needs to address how data are evaluated (in terms of both the information itself and its source),[4] how they are inserted into database/IT systems, and how they are indexed and referenced. Successful application of such methodology in practice requires relevant guidelines and standard operating procedures, as well as corresponding training.

■ Access to and sharing of relevant data and information for criminal intelligence purposes needs to be based on adequate legal frameworks. Introducing ILP in general, and building up a criminal intelligence database/IT sys-

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4   The two most widely used systems are the 4x4 evaluation system and the 5x5x5 evaluation system. For more information, see the *OSCE Guidebook on Intelligence-Led Policing*, p. 35.

Head of Department for Crime Analysis at the Austrian Federal Ministry of Interior shares his experiences and lessons learned from using databases and IT systems in pro-active policing. (OSCE/Zoran Richliev)

tem in particular, may thus require certain amendments to or updating of existing laws and regulations. Operational protocols and agreements among the various state bodies and agencies that possess relevant data and information (e.g. tax records, business registers, vehicle registries, personal document records, population registers, etc.) should be also concluded.

■ A well-functioning ILP model needs to be supported by an adequate database/IT system developed specifically for the needs of police. A national police IT system of this kind should serve not only as a database where police can insert and access police data, information and intelligence, but also as connecting software that can obtain and process data and information relevant for criminal intelligence from other databases and IT structures. Therefore, the inter-operability of a police IT system with other existing governmental IT systems is recommended. Some OSCE participating States have already developed and implemented such comprehensive systems.[5]

■ It is advisable to specify the requirements for a national police IT system by consulting its intended users before the system is developed. To avoid the need for extensive training, the system's design needs to be as user-friendly and intuitive as possible. It should also be flexible enough for its functionality to be extended if that is needed in the future. It is advisable for the system to be developed gradually, with functionality being extended only module by module. The usefulness and functionality of the system should be systematically evaluated, and technical support for addressing any problems should be ensured (e.g., via a helpdesk, hotline, etc.), especially for newly developed systems.

■ A national police IT system needs to be designed both bottom-up and top-down. In the case of the former, this means that it should be possible to insert data and information from all levels of policing, including the local/community level. Experience has shown that local/community level information can often be vital, even for nation-wide issues. In the case of the latter, this means that there needs to be a central authority that sets rules and guidelines for the collection, recording and management of data and information, sets intelligence priorities, and conducts strategic analysis.

■ A national police IT system should be capable of producing different types of analytical products for both management and operational purposes. There should be different levels of access to information and data in the system, depending on the role and needs of a particular position within law enforcement.

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5   For example, the "Kairi" system in Estonia.

ANNEX 1 Key Findings and Outcomes from the national and regional events

- With regard to maintenance, it is necessary to distinguish between technical maintenance of the system and the maintenance of its content. While the former should be in the hands of ICT specialists, these either part of the police force or another designated state authority/body, the latter should be the sole responsibility of a relevant operational entity within the police, such as a department for criminal intelligence.

- A comprehensive criminal intelligence database/IT system that can draw data and information from other governmental databases/IT systems represents a potential risk for human rights. Appropriate checks and balances against the potential misuse of the system must be in place from the outset. These should include automated logging of activities, solid internal and external oversight mechanisms that ensure systematic and regular monitoring, and zero tolerance and severe punishments for misuse. Effective measures to ensure data protection need to be in place as well. If concerns related to human rights and data protection are not properly addressed, this can undermine public trust and in turn negatively affect public willingness to share information with the police.

- With the growing role of data and information in contemporary police work, it is necessary to put criminal intelligence work higher on the agenda. Experience has shown that criminal intelligence analysis allows the identification of key leaders and drivers of certain types of criminal phenomena. This enables effective prevention and disruption of crime. Capacities for criminal intelligence analysis should therefore be available at all levels of policing, not only at the central/national level. Having an intelligence officer/analyst in each police unit is one good practice that has been identified in countries that have already implemented ILP.

- Senior decision-makers and managers need to recognize the value of criminal intelligence and the databases/IT structures supporting it. Their support is essential in successfully implementing the ILP model in practice.

3. Criminal intelligence databases and IT structures in the context of South-Eastern Europe

- Police forces across South-Eastern Europe utilize various types of databases and IT structures for criminal intelligence purposes. However, these are usually not integrated or inter-connected between one another. There is wide agreement that the police would greatly benefit from having a single connecting information system capable of communicating with other state databases and IT systems. However, there are several obstacles in this regard, mostly related to the lack of financial resources, technical challenges, and legislative constraints in some countries. Technical assistance and policy advice from bilateral and multilateral international partners would be welcomed.

- The discussion repeatedly underlined the lack of standards for both input (data/information collection) and output (analytical products) of existing criminal intelligence databases and IT structures. There is a need to develop additional standard operating procedures and guidelines for both intelligence collection and intelligence analysis. It was also noted that better prioritization of criminal intelligence work would be desirable, for example through developing intelligence action plans that identify short-term, mid-term and long-term priorities.

- Interagency co-operation, both within law enforcement and between law enforcement and other state institutions, was identified as a challenge for most countries in South-Eastern Europe. Utilizing data and information from various databases and IT structures more systematically and strategically for criminal intelligence purposes may thus require concluding adequate operational agreements and protocols that set clear frameworks for facilitating the access of police to all necessary data and information.

- Criminal intelligence capacities in most countries of the region function only at the national and, occasionally, regional levels. There is a need to build up criminal intelligence capacities at the local/community level as well. Additional intelligence analysts are therefore needed. At the same time, the discussion underlined that structures at the national/central level need to play a key role in organizing and managing criminal intelligence work.

- It was noted that human resource policies of the police forces in the region are often outdated. This can have a negative impact on staff with knowledge and skills in specific thematic areas, such as intelligence analysis or cybercrime. Rules and regulations for staff rotation and promotion are still based on old concepts that do not sufficiently take into consideration expertise in specific thematic fields. As a result, officers with specialized knowledge are sometimes assigned to a thematic area that is not commensurate with their skillset.

- All of the police forces across the region would appreciate training assistance in the area of criminal intelligence analysis, especially with regard to latest methods and approaches, including available software tools. Police training institutions in the region do not have sufficient capacity to provide systematic training or education in this area.

- Participants pointed out that the importance of criminal intelligence and benefits of proactive policing are still not widely recognized by many senior decision-makers and managers within law enforcement across the region. Implementation of ILP is a process that requires, among other things, a mindset change. Further awareness-raising on this topic, especially at the senior level, would thus be desirable.

National Training Workshop

Introduction to Intelligence-Led Policing (ILP)

Dushanbe, Tajikistan
26 November 2019

On 26 November 2019, the OSCE Secretariat's TNTD/SPMU, in co-operation with the OSCE Programme Office in Dushanbe, organized the one-day training workshop "Introduction to Intelligence-Led Policing" in Dushanbe, Tajikistan.

Some 28 senior representatives and managers from the country's Ministry of Internal Affairs, Anti-corruption Agency, Drug Control Agency and State Committee for National Security attended the workshop. The participants discussed the OSCE-recommended ILP model, as well as experiences, best practices and lessons learned from implementing ILP in two other OSCE participating States, namely Serbia and Sweden.

ANNEX 1 Key Findings and Outcomes from the national and regional events

Key findings and outcomes

- The workshop underlined the **importance of information and data** for contemporary law enforcement. The growing complexity of criminal activities combined with limited resources calls for more effective and efficient approaches to policing. The ILP model, in which strategic planning as well as operational/tactical decision-making is based on the systematic analysis of empirical data and information, is widely recognized as the best approach for moving from reactive to proactive policing.

- Both practice and research have demonstrated that proactive policing has a real impact on preventing and disrupting crime. This was also acknowledged by the participants, who saw the main advantages of ILP in **increasing the effectiveness and efficiency of crime prevention and crime reduction**, **improving the quality of operational activities** and **improving the reputation** of the police in the eyes of the general public.

- In the geopolitical context of Tajikistan (especially its long border with Afghanistan), the **fight against terrorism** and **countering trafficking in illicit weapons and drugs** were identified as the key areas where ILP can be potentially most beneficial. However, the participants recognized that ILP can be applied to any type of criminal activity.

- One of the major challenges in introducing a more proactive approach to policing in Tajikistan is **the lack of technical infrastructure**, above all modern databases and IT systems. This is a necessary prerequisite for fully functional ILP. The participants repeatedly underlined the need to develop a single national police database where all relevant data and information can be concentrated, including from other governmental databases and IT systems relevant for criminal intelligence. It was underlined that all police officers should have access to such a database, as well as to other relevant data and information. Some participants suggested that the mandates of specialized law enforcement agencies should be extended in order to simplify the access of at least some officers to all necessary data and information.

- **Professional development of law enforcement staff** in the field of collecting, managing and analysing data and information for criminal intelligence purposes was identified as another important prerequisite for ILP implementation in Tajikistan. Similar to many other countries, Tajik law enforcement training institutions do not have sufficient capacities to provide education on criminal intelligence analysis and on-job training by senior colleagues is often not feasible for practical reasons.

- Introducing ILP would require a **review of Tajikistan's legislative framework** to clarify whether any amendments to existing laws are necessary before implementing such a model. In this context, the event highlighted the importance of **human rights compliance** for effective ILP. A number of fundamental principles must be met in devising and implementing ILP at the national level, including an adequate legal framework that defines the roles, responsibilities and requirements for collection, analysis and sharing of criminal intelligence, sets clear parameters for legality, necessity and proportionality of limitations of human rights, and establishes mechanisms for ensuring equality, non-discrimination, oversight and accountability.

- Moving to more proactive policing and incorporating the principles and perspectives underpinning ILP would also require relevant **guidelines and standard operating procedures** on crime investigation being reviewed and updated by the Ministry of Interior.

- The discussion demonstrated the need for improving **crime-reporting mechanisms**. At the moment, there does not seem to be any systematic collection of data on crime committed in Tajikistan and there are no official statistics on criminality at the national level. Furthermore, some participants noted that the police should start using modern means of communication to enable citizens to report crimes more swiftly.

- Many participants highlighted the **need for better interagency co-operation** between law enforcement bodies in Tajikistan. There are often administrative barriers that slow down or complicate mutual co-operation. Establishing interagency working groups/task forces and concluding adequate co-operation agreements/memoranda could be a way forward. Furthermore, exchange of information between different agencies should be based on a "need-to-share" culture, moving away from the traditional "need-to-know" culture, which is not conducive to proactive and intelligence-led approaches to policing.

- Several participants stressed the importance of further **strengthening trust between citizens and law enforcement authorities**, since co-operation from the

Gerrit Zach, Acting Deputy Head of the OSCE Programme Office in Dushanbe, welcomes participants of the workshop, 26 November 2019. (OSCE/Juraj Nosal)

general public is an important element for proactive policing. It was suggested that the police in Tajikistan engage more actively with the public and civil society, for instance through awareness-raising campaigns. Introducing ILP would also increase the transparency of the police in the eyes of the public.

■ When considering the implementation of the ILP model in Tajikistan, it is necessary to take into account the **cultural and societal context**. Certain underlying assumptions of the model may be less relevant in the national and/or regional realities of Central Asia, and some approaches and principles may need to be adapted.

■ Participants agreed that before adopting ILP in Tajikistan, several important steps should be taken:

▶ An in-depth study of the ILP model by Tajik authorities (including a study trip to a country that has already implemented ILP);

▶ A thorough situational analysis and needs assessment with regard to existing technical capacities, legal framework, standards and procedures, training and education;

▶ Adaptation of the model to Tajikistan's national context and needs;

▶ Piloting the adapted model in one area/region.

■ In terms of **capacity-building support** from the OSCE for moving to proactive policing in Tajikistan, several areas for future co-operation were identified:

▶ A situational analysis and needs assessment for introducing ILP in the context of Tajikistan's law enforcement;

▶ Technical assistance in building up databases and IT systems necessary for the successful realization of ILP;

▶ Policy advice in reviewing and amending legislative framework, as well as relevant guidelines and standard operational procedures for incorporating the main elements and principles of ILP;

▶ Training for law enforcement educational institutions about steps for introducing courses on collection, management and analysis of information and data for criminal intelligence purposes.

■ Participants called for more events like this one in the future to raise awareness further and promote the ILP model among law enforcement officials in both Tajikistan and across Central Asia. Training workshops and seminars on more practical aspects of ILP, including training for operational staff to gain concrete knowledge and skills in applying proactive approaches to policing, would be also welcomed..

ANNEX 1 Key Findings and Outcomes from the national and regional events

Regional Training Workshop

Proactive and Intelligence-Led Approaches in Targeting Transnational Organized Criminal Groups

Kyiv, Ukraine
12-13 December 2019

This regional training workshop was organized by the OSCE Secretariat's TNTD/SPMU, in co-operation with the OSCE Project Co-ordinator in Ukraine and the Ministry of Internal Affairs of Ukraine.

Sixty law enforcement managers and experts on organized crime from eight countries in the Baltics, Eastern Europe and South Caucasus participated in the event.[6] Experts from the following institutions delivered keynote presentations: the OSCE (TNTD/SPMU), the EU Advisory Mission in Ukraine, Europol, INTERPOL, the Italian State Police, the U.S. Federal Bureau of Investigations, the UK National Crime Agency, and the State Border Guard Service of Ukraine. Participants discussed recent developments in the activities of transnational organized criminal groups (OCGs) on their territory, as well as opportunities, good practices and challenges in applying intelligence-led and proactive approaches to targeting OCGs. Furthermore, the event served as a networking venue to establish and strengthen personal connections and co-operation between law enforcement representatives from the participating agencies and authorities.

Recent Developments in organized crime in the Baltics, Eastern Europe and South Caucasus

■ Activities of OCGs are increasing across the Baltics, Eastern Europe and South Caucasus. In general, their operations are becoming more complex and sophisticated, while their structures are becoming more decentralized, fluid and transnational than ever before.

■ OCGs operating in these geographical areas are active in all types of crimes, but in some countries, there is a noticeable shift towards financial and economic crime based on "semi-legal" businesses and sophisticated schemes for money laundering and the transfer of illicit profits. Economic ("white-collar") crime is expected to grow further in the future.

■ There is also a significant increase in cybercrime, whether cyber-dependent crime (in particular ransomware and data/identity theft) or cyber-enabled crime (especially trade in illicit drugs facilitated by the Darknet and cryptocurrencies).

■ OCGs use modern technologies for safe and encrypted online communication that is often impossible for law enforcement to intercept. Furthermore, well-established OCGs have been using various available means to collect intelligence about law enforcement counter-measures and operations, including through corruption or placing listening devices in police locations and cars.

■ Many existing OCGs shift between various criminal activities, depending on the changing balance between opportunities, profits and risks. For example, although drug trafficking remains a significant source of income, it has been reported that some drug trafficking groups have recently moved to cigarette smuggling, using the same systems and routes. This has been driven by the considerable rise in cigarette prices in Western and Southern Europe in recent years due to higher taxation, and the relatively low punishments for this type of offence.

■ Most criminal groups are active in illicit trafficking, often drug-related. Since the countries represented at the workshop serve mainly as areas of transit, a large and increasing part of OCGs' activities in the Baltics, Eastern Europe and South Caucasus is located in border areas. In the case of the Baltics and Eastern Europe, most illicit goods come from the Russian Federation, while in the case of South Caucasus, many illicit goods come from Iran.

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6   Armenia, Azerbaijan, Belarus, Estonia, Georgia, Latvia, Moldova, Ukraine.

Law enforcement officials from eight OSCE participating States participated in the regional workshop, Kyiv, 13 December 2019. (OSCE/Juraj Nosal)

- Russian-speaking OCGs, established or reformed in early 1990s, remain powerful across the entire post-Soviet area. This includes especially the so-called "Thieves-in-law". In some of the countries represented at the workshop, such groups have gained more power and increased their membership thanks to successful recruitment facilitated by the Internet and social network services.

- Russian-speaking OCGs are active in all types of crimes, both traditional (such as drug trafficking, trafficking in human beings, and economic crime) and emerging (such as cybercrime). Corruption and extortion against individuals and businesses were highlighted as particularly serious criminal activities being conducted by these OCGs.

- Many "Thieves-in-law" groups from various countries have close ties with each other and co-operate regionally, including with OCGs from the Russian Federation. In some cases, the leaders of these groups do not live in the countries where their main criminal activities are conducted, but control the operations from abroad. This complicates efforts to counter them effectively.

- Some of the countries reported a decrease in the violence of OCGs, particularly in comparison to the first decade after the break-up of the Soviet Union. Currently, most violent activities are directed against OCG members, between rival groups and also within the same group. The general public is usually not affected by this violence.

Challenges in combating organized crime in the Baltics, Eastern Europe and South Caucasus

- The growing transnational nature of OCG activities remains the most significant challenge for law enforcement. Different national legal frameworks and formal procedures make obtaining information and evidence from abroad very cumbersome and time-consuming administratively, especially in the case of sensitive information, intelligence or financial-related information. This represents a significant obstacle, particularly for targeting those leaders of OCGs who reside in countries other than where their main operations take place. Insufficient cross-border and international co-operation was identified by all participants as the most limiting factor in an effective fight against OCGs.

ANNEX 1 Key Findings and Outcomes from the national and regional events

- The increasing use of modern technologies by OCGs (such as online encrypted tools for communication, or Darknet and cryptocurrencies for facilitating trade in illicit goods and services) represents another challenge. To respond to this, law enforcement investigations require specific technical knowledge and skills. Furthermore, access to electronic evidence is often dependent on co-operation from private entities — such as Internet service providers (ISPs) — that are based abroad and outside the national jurisdictions of the countries concerned. Obtaining such evidence is again very cumbersome and time-consuming administratively, often even leading to negative outcomes.

- Strict data protection regulations in some OSCE participating States have created new barriers for effective operational co-operation, particularly when requesting information during intelligence (pre-investigation) phases. The law enforcement representatives from non-EU countries at the workshop emphasized in particular that they have difficulties in obtaining information from EU member states. However, even participating law enforcement officials from EU countries reported facing challenges in their everyday work due to the new EU data protection legislation, which is still not fully incorporated in the legislative frameworks of all EU member states.[7]

- Lack of personal contacts and informal communication channels between law enforcement agencies and authorities, both nationally and internationally, often constitutes a barrier for fast and effective operational measures against OCGs. In this context, representatives from some countries at the workshop noted the lack of sufficient police-to-police communication channels with the Russian Federation, which represents a particular challenge when combating Russian-speaking OCGs.

- Traditional "result- and statistics-driven" policing strategies and management, which focus primarily on the number of prosecuted cases and sentences, hinder efforts to apply more preventive and proactive/intelligence-led methods in countering OCGs. Intelligence-led policing (ILP) requires systematic planning and prioritization based on intelligence analysis and threat assessments. It does not bring immediate quantitative results, such as certain numbers of arrested or prosecuted individuals, for instance. This can complicate efforts to convince high-level management about its advantages. However, both practice and research have proved that proactive policing, unlike reactive policing, has a real positive impact on preventing and reducing crime.[8]

- To have a full national intelligence picture, the ILP model requires a centralized criminal intelligence system. In most countries represented at the workshop, crime-related data and information are scattered across various governmental databases and IT systems that are not integrated or inter-connected, thus making it difficult to conduct a comprehensive analysis.

- Within agencies and departments dealing with OCGs, there is a lack of skills and competencies in strategic and operational crime intelligence analysis. In most of the countries represented at the workshop, systematic training and education for intelligence analysts is not available. There is also a need for greater standardization and coherence in analytical methods and reports, both within and between countries.

- Another factor hampering the fight against OCGs in some countries is corruption. In addition to its direct negative effect on ongoing investigations or prosecution of OCGs, corruption also has a negative effect on proactive and intelligence-led policing, since corruption negatively affects public trust, a necessary precondition for obtaining information about crime and criminals.

- Language barriers were also identified as a challenge by some participants. For instance, many junior investigators in the Baltics, Eastern Europe or South Caucasus no longer speak fluent Russian, which poses a significant obstacle when dealing with Russian-speaking OCGs. Given the growing transnational nature of organized crime, members of various smaller ethnic groups are also involved in criminal activities. In such cases, law enforcement has to rely on services of external translators and interpreters. As past experiences have shown, this can pose risks for the confidentiality and integrity of investigations.

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7   EU General Data Protection Regulation (GDPR).

8   See, e.g., Wiesburd, D., et al., "Proactive Policing: a Summary of the Report of the National Academies of Science, Engineering, and Medicine", *Asian Journal of Criminology* 14 (2019). Available at https://link.springer.com/article/10.1007/s11417-019-09284-1 [accessed 11 Mar. 2021].

Good Practices and the Way Forward

- According to both practice and empirical research, proactive and intelligence-led policing approaches represent the most effective way for preventing and disrupting organized crime in the long term. The OSCE-recommended ILP model as well as the FBI's Enterprise Theory of Investigations were presented as concrete examples of such approaches. Specific proactive approaches to targeting OCGs that have been applied in Italy, the United Kingdom and Ukraine were also presented.

- A proactive and intelligence-led policing approach is based on gathering relevant data and information from all available sources, both at national and international levels. These data and information are evaluated, analysed and interpreted, this then becoming intelligence that is used as a basis for long-term (strategic) police work planning, as well as for operational (tactical) decision-making. When targeting OCGs, intelligence analysis should aim at identifying vulnerable areas in the OCG structure (especially in its leadership), or activities of OCGs that represent the most promising investigative opportunities against the group. The overall goal should be building up a targeted investigation to dismantle an entire group, not only indict single crimes or prosecute single individuals.

- Successful realization of ILP in practice requires well-functioning and "state-of-the-art" databases and IT systems at the national level. These are necessary for making threat assessments and painting a full national intelligence picture. The OSCE-recommended ILP model suggests that each country set up a centralized criminal intelligence system, either through a single database or an IT system that inter-connects various other databases and IT structures containing relevant data and information. Countries that have built such systems, such as Estonia, for example, have seen very positive results in combating and disrupting OCGs.

- Efforts need to be made at the national level to remove legal barriers hindering the sharing of data, information and intelligence on (transnational) organized crime. Open and quick intelligence sharing, both between agencies within countries as well as across borders, is essential in today's criminal environment. Legal assistance requests between countries should be streamlined and simplified to allow for fast and effective processing. Many participants stressed a need for establishing genuinely secure channels for bilateral/multilateral sharing of sensitive information and intelligence.

- For the future, more effective exchange of operational information and intelligence on OCGs between the Europol-member OSCE participating States and the OSCE participating States that are non-Europol members in Eastern Europe and South Caucasus should be addressed.

- Targeting OCGs is a long-term task that requires long-term resources and managerial support. Setting up a multi-agency task force or a working group of intelligence officers/analysts, investigators, prosecutors and other experts at the start of the intelligence/pre-investigation phase of an operation was identified as a good practice. Many participants underlined importance of involving prosecutors as early as possible.

- Interpersonal contacts and mutual trust between law enforcement officials, both at national and international levels, is a key to fast and effective operational measures against OCGs, especially during intelligence/pre-investigation phases. Participants at the workshop repeatedly highlighted the need to further increase and strengthen international co-operation between law enforcement services and criminal justice authorities, through both formal and informal channels. In particular, police-to-police co-operation needs to be prioritized and should be provided with adequate resources.

- Although international legal instruments and co-operation agreements provide necessary frameworks, when sharing information/intelligence trust is crucial. Networks of multi- or bilateral liaison officers have proven very effective in this regard. Participants also agreed that events like the one in question play an important role in establishing contacts and building trust. On the margins of the workshop, bilateral meetings were held between representatives of some of the participating countries to establish operational contacts and share information/intelligence on transnational OCGs.

- Methodological assessment and advice from international partners on training and education of criminal intelligence analysts would be helpful to further enhance strategic and operational analytical capabilities of law enforcement agencies and authorities. International training events, such as the workshop in question, were also identified as very useful and needed initiatives.

ANNEX 1 Key Findings and Outcomes from the national and regional events

Training Workshop

Intelligence-Led Policing (ILP) in Practice

**Reykjavik, Iceland
25-26 February 2020**

On 25 and 26 February 2020, the TNTD/SPMU organized the two-day training workshop "Intelligence-Led Policing in Practice" in Reykjavik, Iceland.

Some 40 senior law enforcement representatives from Iceland, as well as observers from law enforcement in Bosnia and Herzegovina, North Macedonia and Serbia, attended the workshop. The participants discussed the OSCE-recommended ILP model, as well as ILP implementation at the national and community levels, criminal intelligence databases and IT systems supporting ILP, and the use of ILP in tasking, co-ordination and decision-making processes. The event was opened by Ms. Áslaug Arna Sigurbjörnsdóttir, Minister of Justice of Iceland, H. E. Aud Lise Norheim, Ambassador of Norway to Iceland, Ms. Sigríður Björk Guðjónsdóttir, Chief of the Metropolitan Reykjavik Police, and Mr. Guy Vinet, at that time Acting Co-ordinator of OSCE Activities to Address Transnational Threats. Expert speakers at the workshop included officials from the OSCE's TNTD/SPMU and from the law enforcement agencies of Estonia, the Netherlands, Serbia, Sweden and the United Kingdom.

Summary

The discussions and conclusions of the workshop demonstrated the wide agreement and support among participants for moving to an intelligence-led and pro-active model of policing in Iceland. This would make the Icelandic police more effective in preventing and reducing crime, enhance the professionalism of the police, increase the efficiency in the use of human and financial resources, and improve the co-ordination and management of the police. In terms of implementation, several options were discussed: (1) piloting ILP in a selected geographical area or a selected law enforcement agency; (2) implementing ILP nationally in all thematic and geographical areas at once; (3) implementing ILP nationally but with a pilot in one particular thematic crime type. Given the size of Iceland's territory and population, most participants and expert speakers considered it realistic and feasible to implement ILP nationally if there is sufficient political support and the necessary resources are allocated.

Key findings and outcomes

- With the growing complexity and transnational nature of crime today, many countries around the globe are shifting from reactive to proactive approaches to policing. Practical experiences as well as research show that proactive policing, contrary to other more traditional models, is effective in preventing and reducing crime. ILP as a modern approach to law enforcement management where criminal intelligence — analysed data and information — is central to planning and decision-making is generally recognized as a coherent and consistent model for implementing proactive policing.

Áslaug Arna Sigurbjörnsdóttir, Minister of Justice of Iceland, delivering opening remarks at the OSCE workshop, Reykjavik, 25 February 2020. (Icelandic National Police/Júlíus Sigurjónsson)

■ The discussions underlined several potential benefits of implementing ILP in Iceland:

▶ The systematic use of criminal intelligence for decision-making and planning will make policing more effective. Analysis of relevant data and information will provide police with a better, evidence-based intelligence picture of security and safety concerns, criminal actors, networks and activities. This will enable better focused and targeted management and police work, moving from reactive responses to individual cases to a proactive approach addressing drivers of crime at the strategic level. ILP can thus significantly contribute to **crime reduction** on both national and community levels.

▶ A better intelligence picture of criminal actors, networks and activities would also help with guiding **crime prevention** efforts and making them more effective. Analysing relevant crime data and information will enable identification of the areas and individuals at greatest risk, resulting in earlier and more tailored intervention measures and policies.

▶ ILP would help law enforcement with more effective **allocation of financial resources** by directing them to the most pertinent areas and issues. Drawing on the analysis of relevant crime data and information would also make the budgeting process more transparent and accountable, since it would enable law enforcement to better identify and justify its needs, as well as **prioritize tasks** in line with the analysis results.

▶ Procedures and processes that would need to be introduced when implementing ILP would strengthen **co-ordination, information-sharing and co-operation** between different law enforcement agencies, as well as between law enforcement agencies and other relevant state actors such as tax authorities, customs, social services, health services, etc. This would prevent work duplication and lead to increased efficiency. Moreover, with the growing complexity of contemporary crime, such an approach is necessary for more effective policing.

■ Participants also identified potential challenges for implementing ILP in Iceland:

▶ The **legal framework** will need to be reviewed and might need amending. Although current legislation does not pose any obstacles for moving to proactive policing, it might be necessary to introduce legal and regulatory provisions that clearly define the roles, responsibilities and powers of the relevant actors, the requirements that need to be met in collection, processing, analysis and sharing of different types of information and intelligence, and the mechanisms ensuring **oversight**, accountability and respect for **data protection and human rights** standards.

ANNEX 1 Key Findings and Outcomes from the national and regional events

▶ Law enforcement agencies in Iceland still operate intelligence work and databases in thematic silos, which hampers co-operation and information-sharing. Introducing ILP may require some amendments to the **organizational structure** of law enforcement agencies and authorities. However, traditional **police culture** where information is shared only on "need-to-know" basis and people's hesitance to change habits and mindsets may pose an even more fundamental challenge when introducing ILP.

▶ There is a **lack of skilled and experienced staff** in criminal intelligence work and analysis in Iceland. The Centre for Police Training and Professional Development under the National Police Commissioner will need to develop specialized **training** as well as new guidelines and **standard operational procedures** for criminal intelligence officers and analysts.

▶ General **uniformed police** will also need guidelines and basic training to recognize what data and information are needed for criminal intelligence purposes, and to understand how they can contribute to collecting, recording and reporting such data. This topic will need to be incorporated into the **basic police education** programme for new cadets at the University of Akureyri.

▶ Introducing the ILP model will require additional **financial resources**, in particular for developing and building or integrating the necessary databases and IT systems.

■ Due to unfamiliarity with the terminology, there might be a **negative public perception** when "intelligence-led" and "proactive" policing is introduced in Iceland. Key terms should be translated carefully, and good communication strategies for explaining what ILP really is, what its benefits are, and what mechanisms are in place for oversight and accountability should be introduced. In assessing the current situation in Iceland from the perspective of intelligence-led and proactive policing, several key points were underlined:

▶ **Sharing of information and intelligence** among law enforcement agencies needs to be improved, since this is still very much done only on "ad-hoc" and "need-to-know" basis. Current legislation allows for sharing of information and intelligence, but does not make it mandatory as it is in certain other countries, for example Sweden and the United Kingdom. In the short term, sharing information could be improved by more active and systematic use of the police database "Löke" by all police officers. In the long term, a shift in police culture will be necessary. Implementing ILP in Iceland would initiate such a change.

▶ State authorities in Iceland have a number of **electronic databases and IT systems** containing the data and information that would be necessary for a well-functioning ILP model. The law enforcement agencies have two such systems — the main police database "Löke", and the more restricted intelligence database "iBase". However, these two databases are not inter-connected with each other. Likewise, they are not connected to databases and IT systems of other relevant state institutions (tax authorities, customs, vehicle registries, business registers, telecommunications, etc.). As a result, each piece of needed information from such external databases must be requested by law enforcement agencies separately, which is time consuming and inefficient.

▶ There was wide agreement among all participants that law enforcement would greatly benefit from having one **national police IT system**[9] serving not only as a police database, but also as connecting software for obtaining and processing data and information relevant for criminal intelligence purposes from other databases and IT systems. In this context, two options were discussed: 1) extending the functionalities of the existing police database "Löke"; or 2) developing a brand-new system. Similar national police IT systems that have already been developed in other countries, as for example the "Kairi" system in Estonia, could serve as a model for Iceland.

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9   That allows for querying, extracting and analysing all existing data, information and intelligence possessed by the Icelandic law enforcement.

▶ The use of **criminal intelligence products** in operational decision-making and strategic planning is at the heart of ILP. How such products are currently used varies among agencies and department/units. Most participants noted that the use of intelligence products was not systematic and done only on a case-by-case basis. The various intelligence products also differ in terms of their quality, scope and form. The only standardized criminal intelligence product used for strategic planning is the biannual national Serious Organized Crime Threat Assessment. Some participants also mentioned that their units/departments use statistics from a case management system for decision-making and planning. There was wide agreement that introducing ILP would lead to better quality criminal intelligence products, which in turn would result in better, more transparent and more accountable decision-making and planning.

▶ The frequency of **regular co-ordination and tasking meetings** also differs among individual agencies and department/units. While they take place regularly in some, in others they are organized in a rather impromptu manner. Most participants agreed that introducing the ILP model would likely improve decision-making processes in their respective organizations, since they would become more regular and better structured.

▶ Some ILP elements are already present in the work of certain law enforcement agencies in Iceland. However, to move from reactive to proactive policing, it is necessary to implement a coherent and co-ordinated ILP model that will set common standards, processes and procedures across all law enforcement agencies.

■ The workshop identified a number of good practices from countries that have already implemented the ILP model. The most relevant points highlighted during the discussion with Icelandic law enforcement representatives were the following:

▶ Before implementing ILP, it is essential to conduct a thorough **situational analysis and needs assessment** (with the importance of a legal analysis being particularly underlined). A decision and **commitment from the political and highest managerial levels** is necessary from the very beginning, since moving from reactive to proactive policing is a process that takes a few years and requires additional financial resources.

▶ A **national police IT system supporting ILP** should be developed only gradually. The usefulness and functionality of the system needs to be systematically evaluated. It should be flexible enough so its functionality can be extended further in the future based on the needs of the police. In order to avoid security concerns, it is advisable that the system not be developed by external private contractors.

▶ A national police IT system supporting ILP needs to be designed as both bottom-up and top-down. In the case of the former, this means that it should be possible to insert data and information from all levels of policing, including the local/community level. Experience has shown that local/community level information can often be vital even when addressing serious crimes or nation-wide issues. In the case of the latter, this means that there needs to be a central authority that sets rules and guidelines for collection, recording and management of data and information, sets intelligence priorities and conducts strategic analysis. The system should be as user-friendly and intuitive as possible to avoid the need for extensive training.

ANNEX 1 Key Findings and Outcomes from the national and regional events

▶ The quality of criminal intelligence products depends on the **quality of data and information** available for analysis. This requires a standardized single methodology to be applied by all relevant law enforcement agencies regarding how data and information are collected, collated and evaluated,[10] inserted into a database/IT system and indexed, referenced and analysed. New guidelines, standard operational procedures and corresponding training will be required. Training of uniformed police officers at the local/community level is particularly important. Innovative and straightforward solutions for how to record and report relevant information and data should be considered (e.g., in Sweden this can be done through an application on a smartphone).

▶ Implementing ILP will require developing new guidelines and standard operational procedures. However, it is important to keep in mind that a **national ILP model needs to be flexible** enough to fit the purpose and adapt to particular needs. Existing structures and the culture should also be considered. The ILP model should not become a victim of processes and procedures. Guidelines should not become "tramlines" — they need to be enabling and not too prescriptive.

▶ To ensure that criminal intelligence products are tailored to the needs of operational units, it is necessary to **provide intelligence analysts with clear instructions and regular feedback**. Experience from the countries that have already implemented ILP has shown that it is a good practice to have intelligence officers/analysts in each police unit at all levels of policing (local, regional, national).

▶ ILP must be firmly grounded in the **human rights framework**. In particular, laws and regulations must: (1) clearly and precisely define the powers granted to relevant agencies, and the requirements for collecting, processing, analysing and sharing different types of information and intelligence as needed for ILP; (2) prescribe principles of legality, necessity and proportionality that specify permissible conditions under which interference may be imposed in connection with ILP; (3) uphold equality before the law and prohibit discrimination in connection with ILP; (4) provide effective measures to ensure the right to privacy and personal data protection; and (5) set up solid internal and external oversight mechanisms to ensure accountability. If these concerns are not properly addressed, this can undermine public trust and in turn negatively affect public willingness to share information with the police.

▶ Appropriate **checks and balances against the potential misuse** by individuals of data and information collected for the needs of ILP must be in place from the outset. These should include automated logging of activities, solid internal and external oversight mechanisms ensuring systematic and regular monitoring, and zero tolerance and severe punishments for any misuse.

▶ Experience from the United Kingdom has shown that **engaging representatives of the general public** in some of the activities related to introducing ILP into law enforcement work (e.g., participation of community leaders or relevant civil society actors in awareness-raising activities, exercises/training or workshops) can help prevent negative perceptions related to criminal "intelligence" and "proactive" policing.

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10 In terms of evaluating both the information itself and its source. The two most widely used systems are the 4x4 evaluation system and the 5x5x5 evaluation system. For more information, see the *OSCE Guidebook on Intelligence-Led Policing*, p. 35.

On-line Regional Training Workshop

Intelligence-Led Policing (ILP): A Modern Approach to Police Management

15-16 September 2020

On 15 and 16 September 2020, the TNTD/SPMU and the European Union Agency for Law Enforcement Training (CEPOL) jointly organized an on-line regional training workshop for around 30 law enforcement officials from Bulgaria, Croatia, the Czech Republic, Hungary, Poland, Romania, Slovakia and Slovenia.

The participants were briefed on the OSCE-recommended ILP model, as well as experiences, good practices and lessons learned from implementing ILP at the national and community levels. They also discussed criminal intelligence databases and IT structures that support proactive measures against organized crime. Moreover, multi-agency intelligence co-operation in countering serious crime was highlighted. In addition, participants had an opportunity to acquire knowledge on intelligence-led tasking, co-ordination and decision-making.

Mr. Guy Vinet, Head of the OSCE's TNTD/SPMU and Mr. Peter Stauber, Policy Officer at CEPOL, delivered opening and closing remarks.

Over the course of the training, law enforcement experts from the OSCE, Austria, Estonia, Israel, Sweden and the United Kingdom presented examples of best practices and updates in the field of ILP.

Key Findings and Outcomes

- **ILP provides a management framework** in which criminal intelligence is the foundation for defining priorities as well as setting strategic and operational objectives in the prevention and suppression of crime and other security threats. In the context of serious organized crime, the ILP model, in which criminal intelligence — analysed data and information — plays a central role, is widely recognized as the only viable approach to effectively tackle transnational organized crime.

- In general, it was recognized that the **systematic use of criminal intelligence provides the police with a more accurate and evidence-based intelligence** picture of existing criminal actors, networks and activities, thus leading to more effective and efficient police work planning and decision-making. Potential benefits of imple-

menting ILP include in particular: more effective crime prevention and crime reduction; improved prioritization of police work; more efficient allocation of resources; more transparent and accountable decision-making and planning; strengthened co-ordination, information sharing and co-operation among different law enforcement bodies; and increased public trust in the police.

- The importance of intelligence was widely recognized, as was the fact that technology is the main enabler for using intelligence/analysed data for the benefit of public safety. It will still take time to develop necessary infrastructure for these purposes. This is why it is very important that **good practices are shared amongst countries, as this will accelerate the process**. It is clear that intelligence work is becoming ever more important in the organizational structures of the police. Intelligence officers obtain and share information with police managers, who are then able to make decisions based on this received intelligence. To make this possible, there should be systems in place to collect and process data, whether applications, software or databases. These systems need to be designed not only to store information, but also to analyse data so that the product — intelligence — can be used for decision-making purposes. This is crucial in criminal analysis work.

ANNEX 1 Key Findings and Outcomes from the national and regional events

- Data sharing, inter-operability of various databases and systems and easy access to intelligence are crucial for fighting organized crime in a timely and efficient manner. However, in cases of corruption, intelligence can be leaked or misused, such as if police officers are affiliated with criminal groups. The UK has introduced the following steps to tackle the challenge of corruption in law enforcement institutions: **1) The use of staff vetting**: Vetting at all levels; enhanced vetting for staff working in specialist posts; vetting regularly reviewed and renewed. **2) Dedicated Proactive capability**: Professional standards and anti-corruption units require fully resourced proactive capabilities. They should be tasked to proactively look for corruption, not just to respond to allegations of corrupt practices. **3) Organization codes of ethics and integrity practice**: This should include a section on the handling and sharing of information. **4) Operational tactics**: Greater use of specialist tactics against corrupt staff, including the deployment of undercover officers into suspected corrupt units. **5) Covert tracking software on intelligence systems**: monitoring access to records. **6) Organizational/strategic leadership on countering corruption**: This should be a core standing agenda item for any intelligence command team. **7) Partnership MoU**: Not all intelligence leaks come from the police — sometimes they come from partners after intelligence has been shared. **8) Legislation**: After a review of the laws in the UK, some under-used existing laws allowing for new approaches were identified. **9) Integrity testing**. **10) National governance on counter-corruption**: the introduction of common standards across the UK and effective strategic governance. **11) Use of the National Intelligence Model**: improved intelligence collection, research, analysis, target prioritization, and better actioning of intelligence (not just arrests, but also disruption).

- Introducing ILP may require some amendments to the **organizational structure** of law enforcement agencies and authorities. However, traditional **police culture** where information is shared only on "need-to-know" basis and the hesitance of many people to change habits and mindsets may pose fundamental challenges for implementing ILP. It was recommended that structural changes go hand in hand with organizational changes. Supervisors and managers need to intervene when staff is not contributing to the needed cultural and behavioural changes. It is important to recognize that having the proper system is not everything — properly trained staff with the right mindset and dedication is also needed.

- ILP enables law enforcement to see existing gaps in already obtained information, so they can understand what they know and what they do not know. With technological advancements, automated features such as algorithms, machine learning and AI are often introduced into data processing. Unfortunately such algorithms are sometimes flawed, which can result in biased decision-making. A **challenge in big data processing** is the ethical and lawful use of biometric data. This is why it is necessary to introduce legal and regulatory provisions that clearly define the roles, responsibilities and powers of relevant actors, the requirements that must be met when collecting, processing, analysing and sharing different types of information and intelligence, and the mechanisms ensuring **oversight**, accountability and respect for **data protection and human rights** standards.

  ▶ Law enforcement authorities in Bulgaria, Hungary and the Czech Republic have a number of **electronic databases and IT systems** containing the data and information necessary for a well-functioning ILP model. However, these tools are not inter-connected with each other. Likewise, they are not connected to databases or IT systems of other relevant state institutions (tax authorities, customs, vehicle registries, business registers, telecommunications, etc.). As a result, each piece of needed information must be requested by law enforcement agencies separately, which is time consuming and inefficient.

Natalya Drozd, Head of the OSCE Centre in Ashgabat, with participants of the workshop on intelligence-led policing, Ashgabat, 23 June 2020. (OSCE/Atajan Rozymuradov)

▶ There was wide agreement among all participants that law enforcement would greatly benefit from having a single **national police IT system** serving not only as a police database, but also as connecting software for obtaining and processing data and information relevant for criminal intelligence purposes from other databases and IT systems. In this context, two options were discussed: 1) extending the functionalities of the existing police databases; or 2) developing a brand-new system. Similar national police IT systems already developed in other countries, as for example the "Kairi" system in Estonia, could serve as a model for Eastern and Central EU states.

▶ The use of **criminal intelligence products in operational decision-making and strategic planning is at the heart of ILP.** How such products are currently used varies among agencies and department/units. Most participants noted that the use of intelligence products was not systematic. There was wide agreement that introducing ILP would lead to better quality criminal intelligence products, which in turn would result in better, more transparent and more accountable decision-making and planning.

▶ Some ILP elements are already present in the work of some law enforcement agencies in Bulgaria, Hungary and the Czech Republic. However, to move from reactive to proactive policing, it is necessary to implement a coherent and co-ordinated ILP model that will set common standards, processes and procedures across all law enforcement agencies.or **data protection and human rights** standards.

ANNEX 1 Key Findings and Outcomes from the national and regional events

On-line Regional Training Workshop for Central Asia

Intelligence-Led Policing (ILP): A Modern Approach to Police Management

15-16 October 2020

Ambassador Natalya Drozd, Head of the OSCE Centre in Ashgabat, **Ambassador John MacGregor**, OSCE Project Co-ordinator in Uzbekistan, **Ambassador György Szabó**, Head of the OSCE Programme Office in Nur-Sultan and **Ms. Tea Jaliashvili,** Deputy Head of the OSCE Programme Office in Dushanbe welcomed the participants to the online training workshop.

Participants from the Ministry of Internal Affairs and General Prosecutor's Office of Turkmenistan, the Ministry of Internal Affairs Academy of the Republic of Tajikistan, the Ministry of Interior of Kazakhstan, the Almaty Ministry of Internal Affairs Academy, the Karaganda Ministry of Internal Affairs Academy, the Kostanai Ministry of Internal Affairs Academy and the Academy of the Ministry of Interior of Uzbekistan were familiarized with the OSCE-recommended ILP model.
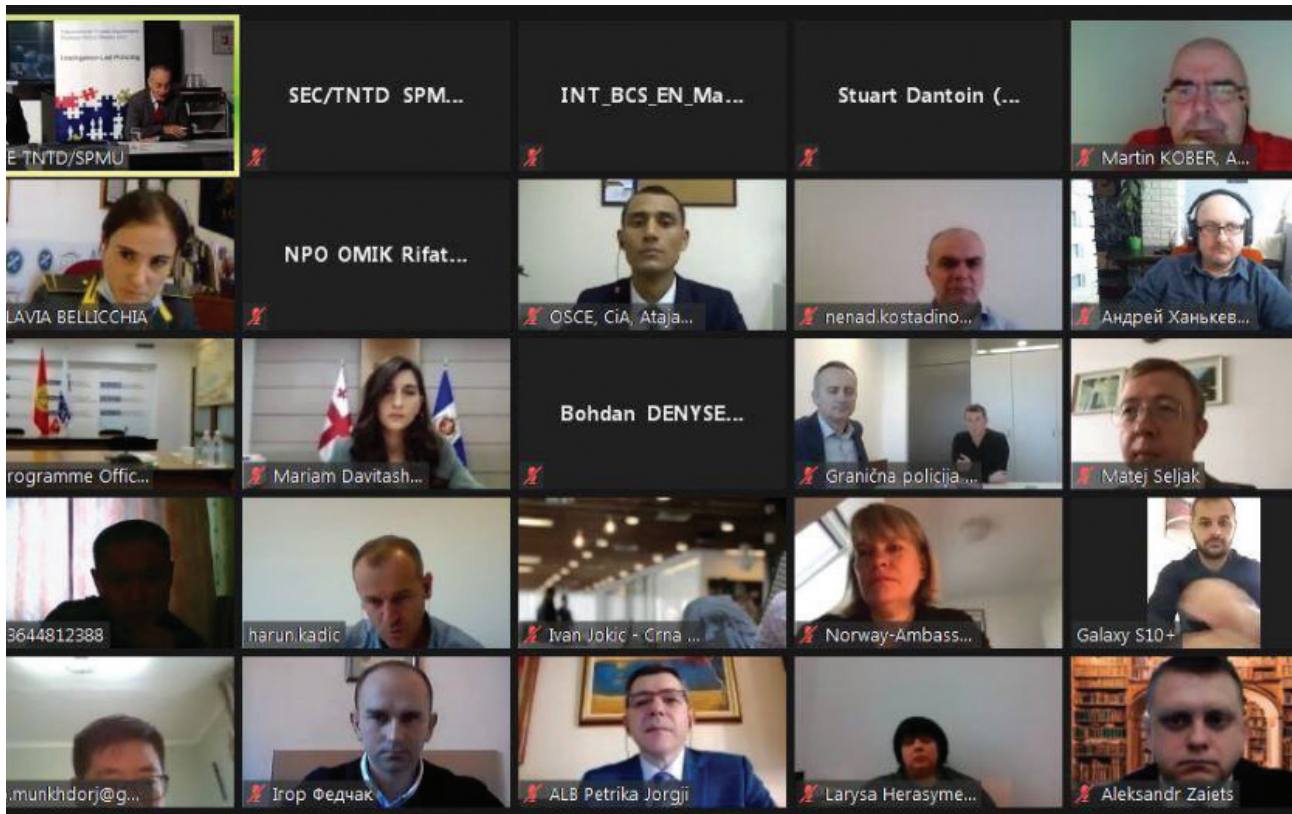
Guest speakers shared experiences, good practices and lessons learned on implementing ILP at the national level in Serbia, the Netherlands and the United Kingdom, as well as at the regional and global level from the perspective of INTERPOL. Participants discussed the potential benefits and challenges of introducing ILP in their own country.

At the end of the training, the SPMU presented the results of the ILP Needs Assessment Questionnaire and announced the work in progress for a new extrabudgetary project on ILP implementation in the OSCE area. The new project will shift from awareness-raising towards more capacity-building and technical assistance activities.

On 15 and 16 October 2020, the TNTD/SPMU, in close co-ordination with the OSCE field missions in Central Asia, organized the on-line regional training workshop "Intelligence-Led Policing (ILP): A Modern Approach to Police Management".

Key Findings and Outcomes

- **ILP provides a management framework** in which criminal intelligence is the foundation for defining priorities, as well as for setting strategic and operational objectives in the prevention and suppression of crime and other security threats. In the context of serious organized crime, the ILP model, in which criminal intelligence — analysed data and information — plays central role, is widely recognized as the only viable approach to effectively tackle transnational organized crime.

- In general, it was recognized that the **systematic use of criminal intelligence provides the police with a more accurate and evidence-based intelligence** picture of existing criminal actors, networks, and activities, thus leading to more effective and efficient police work planning and decision-making. Potential benefits of implementing ILP include in particular: more effective crime prevention and crime reduction; improved prioritization of police work; more efficient allocation of resources; more transparent and accountable decision-making and planning; strengthened co-ordination, information sharing and co-operation among different law enforcement bodies; and increased public trust in the police.

Participants of the on-line Concluding Conference "OSCE Intelligence-led Policing (ILP) Project: Achievements, Lessons Learned and Future Plans", Vienna, 26 November 2020. (OSCE/Magda Jugheli

- Challenges to implementing ILP on the national level were identified as the following (from a Serbian perspective): Sustainability — slipping back to the traditional reactive model; analytical capacities; organizational capacities; fluctuation of human resources; improvement in all areas regarding data collection, work with informants and IT support.

- Challenges to implementing ILP on the national level were identified as the following (from a Dutch perspective): Performance management; quality of information; big data platform; lack of skilled data scientists; IT to support AI; ethical thinking; real-time and dynamic decision making; evidence is hard to collect; culture.

- For the successful ILP implementation the following **recommendations** were identified:
  - establishing a national team for ILP, and working groups for its legal framework;
  - building up an ILP organizational structure;
  - securing human resources and IT;
  - identifying ILP contact persons;
  - studying different ILP models in theory and practice;
  - analysing the current situation and performing a gap analysis;
  - developing a sustainable training system;
  - creating a human rights compliant legal framework;
  - identifying suitable pilot regions;
  - evaluating the process and forming strategic and operational leading groups;
  - ensuring management support for setting up the ILP project.

ANNEX 1 Key Findings and Outcomes from the national and regional events

- ILP was presented by INTERPOL as a modern law enforcement tool. Police forces today face more complex challenges than ever before. They therefore need to understand the scope, scale and evolution of crime threats and trends. For this reason, solid and informed decision-making at both the operational and strategic level is mandatory. ILP provides such a platform for law enforcement.

- INTERPOL does crime assessments, which are building blocks for developing regional policing strategies and setting up joint regional operations. The project ENACT (Enhancing Africa's response to transnational organized crime) was presented as an example. Here, a three-pillar approach is used: 1.) establishing analytical units; 2.) training personnel; 3.) strategic reporting. INTERPOL can provide similar support to any member country, including countries from Central Asia.

- INTERPOL highlighted that the OSCE Guidebook on ILP offers pragmatic tools for implementing ILP, and that it is widely used in their training programmes.

- In Turkmenistan, collecting and analysing operational information is one of the most important tasks when exposing and investigating crimes. Although ILP has not been introduced at the national level in Turkmenistan, the ILP model is currently being studied by its law enforcement agencies.

- In accordance with the legislation of the Republic of Tajikistan, police activity is based on operational data and information. Police intelligence data is any piece of information that can be used by law enforcement agencies to prevent or investigate crimes. In Tajikistan the president initiated a police reform in 2012. This reform process is taking place in stages. The next stage will include the ILP model. Currently, the MIA Academy of the Republic of Tajikistan is translating the OSCE Guidebook on ILP into Tajik. Study visits were also organized to Germany, Croatia, Moldova and Georgia.

ANNEX 2 Results of Needs Assessment

Introduction to Intelligence-Led Policing

OSCE Project on Intelligence-Led Policing (ILP)

Results of the Needs Assessment Questionnaire

Identification of the areas of activities for a future capacity-building and technical assistance project

The questionnaire was sent to **twenty-six** beneficiaries (from Central Europe, Eastern Europe, South-Eastern Europe, South Caucasus and Central Asia). Of these, **twenty** confirmed continued interest in the ILP project and signalled a clear need for capacity-building support and/or concrete technical assistance for successful ILP implementation. More precisely:

All twenty countries showed interest in training assistance to law enforcement agencies and educational institutions in introducing courses on collection, management and analysis of data, information and intelligence. This included: strategic intelligence analysis serving policy-making, strategic planning and management, and operational intelligence analysis serving operation management and investigations.

Eighteen countries are interested in technical assistance in building up the databases and IT systems necessary for the successful realization of ILP.

Based on the results of the KFOs and evaluation forms, the OSCE Secretariat's TNTD/SPMU developed a Needs Assessment Questionnaire for the project's beneficiary OSCE participating States and Partners for Co-operation.

Twelve countries are interested in policy advice in analysing and reviewing their legislative framework, as well as relevant guidelines and standard operational procedures to incorporate the main elements and principles of ILP into national strategies.

Twelve countries are interested in support in establishing an interagency or interdepartmental body to address the lack of interagency and interdepartment co-operation among law enforcement bodies in the sharing of criminal intelligence.

All twenty countries are interested in supplementary capacity-building activities, such as introduction to artificial intelligence (AI) in data analytics, and study tours to countries that have already implemented ILP.

Sample of the Questionnaire:

QUESTIONAIRE

Country:

Governmental Institution:

Department:

Responsible person/contacts:

Q1: Will your government be interested in further co-operation and support on Intelligence Led Policing (ILP)? If Yes, could you please briefly describe the current status of ILP implementation in your country.

Q2: Please, choose from the list below the most useful technical assistance and capacity-building activities that could be provided by the OSCE to support the ILP in your country:

☐ Training assistance to law enforcement agencies and educational institutions in introducing courses on collection, management and analysis of data, information and data intelligence.

In case of choosing this option please specify the priority target group of the trainings for your country:

      ☐ Basic training for the cadets

      ☐ Training of trainers on ILP

      ☐ Advanced training for intelligence analysts (operational analysis)

      ☐ Advanced training for intelligence analysts (strategic analysis)

      ☐ Advanced training for decision-makers and managers

☐ Technical assistance in building up databases and IT systems necessary for successful realization of ILP;

☐ Policy advice in reviewing and amending legislative framework as well as relevant guidelines and standard operational procedures to incorporate main elements and principles of ILP;

Q3: Please, identify which of the following supplementary areas of capacity building activities would you be interested in:

☐ Introduction to the Artificial Intelligence (AI) in data analytics

☐ Study tours to countries already implementing ILP

☐ Policy advise in establishing inter-agency/inter-departmental body to address the lack of inter-agency as well as inter-department co-operation among law enforcement bodies in sharing of criminal intelligence among law enforcement agencies

Q4: Please, let us know any additional suggestions/requests you might have in relation to ILP technical assistance or capacity-building: