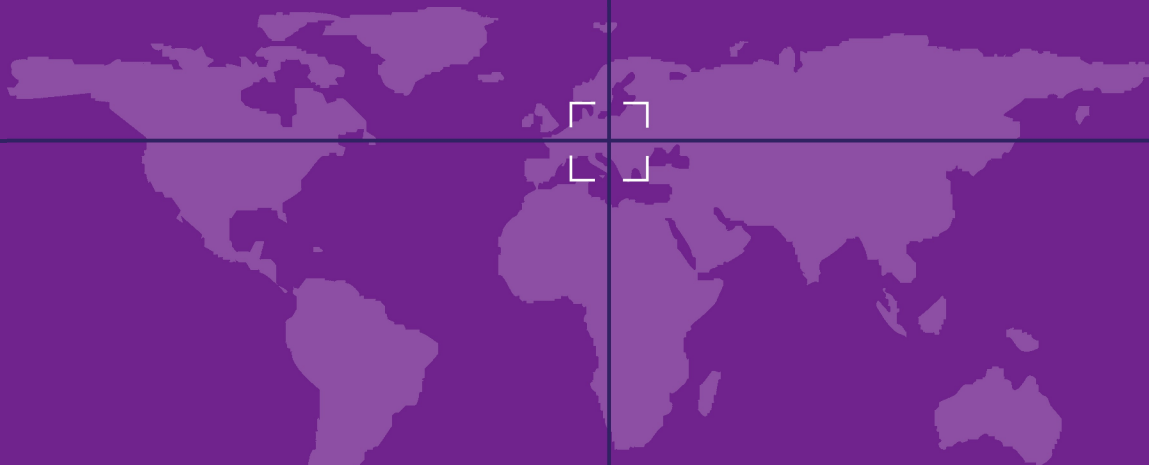


Criminal Justice and Security in Central and Eastern Europe

From Common Sense to Evidence-based Policy-making

25-27 SEPTEMBER, 2018 // LJUBLJANA // SLOVENIA



UM-FCJS
45 Years

GORAZD MEŠKO
BRANKO LOBNIKAR
KAJA PRISLAN
ROK HACIN
EDITORS



University of Maribor Press



University of Maribor

Faculty of
Criminal Justice and Security

Criminal Justice and Security in Central and Eastern Europe

**From Common Sense to Evidence-based Policy-making
Conference Proceedings**

Editors:
Gorazd Meško
Branko Lobnikar
Kaja Prislan
Rok Hacin

Maribor, September 2018

Title: Criminal Justice and Security in Central and Eastern Europe

Subtitle: From Common Sense to Evidence-based Policy-making, Conference Proceedings

Editors: Prof. Gorazd Meško, Ph.D.
(University of Maribor, Faculty of Criminal Justice and Security)

Assoc. prof. Branko Lobnikar, Ph.D.
(University of Maribor, Faculty of Criminal Justice and Security)

Assist. prof. Kaja Prislan, Ph.D.
(University of Maribor, Faculty of Criminal Justice and Security)

Assist. Rok Hacin, Ph.D.
(University of Maribor, Faculty of Criminal Justice and Security)

Review: All papers have been anonymously peer reviewed.

Technical editor: Rok Erjavec (Tipografija d.o.o.) & Jan Perša, M.E. (University of Maribor Press)

Cover designer: Tipografija d.o.o.

Graphics in articles: Authors.

Conference: Twelfth Biennial International Conference Criminal Justice and Security in Central and Eastern Europe: From Common Sense to Evidence-based Policy-making

Date and location: 25-27 September, 2018 // Ljubljana // Slovenia

Programme committee: prof. Gorazd Meško (Chair of the conference, University of Maribor, Slovenia), prof. Marcelo Aebi (University of Lausanne, Switzerland), prof. Adrian Beck (University of Leicester, UK), dr. Igor Bernik (University of Maribor, Slovenia), dr. Gleb Bogush (Moscow State University - Lomonosov, Russia), dr. Leonidas Cheliotis (London School of Economics, UK), prof. Janina Czapska (Jagellonian University, Krakow, Poland), dr. Algimantas Čepas (Law Institute of Lithuania, Lithuania), dr. Gennady Esakov (Higher School of Economics, Moscow, Russia), prof. Charles B. Fields (Eastern Kentucky University, USA), dr. Irena Čajner Mraović (University of Zagreb, Croatia), dr. Anna Getoš-Kalac (University of Zagreb, Croatia), prof. Jack Greene (Northeastern University, Boston, USA), prof. Djordje Ignjatović (University of Belgrade, Serbia), dr. Andra-Roxana Ilie (University of Bucharest, Romania), prof. Ljubica Jelušič (University of Ljubljana, Slovenia), prof. Susanne Karstedt (University of Leeds, United Kingdom), prof. Klára Kerezsi (National University of Public Service, Hungary), prof. Nedžad Korajlić (University of Sarajevo, Bosnia and Herzegovina), prof. Miklós Lévy, Eötvös (Loránd University, Budapest, Hungary), prof. Michael Levi (Cardiff University, UK), prof. René Levy (Le Groupement Européen de Recherches sur les Normativités (GERN), France), prof. Otwin Marenin (Washington State University, USA), prof. Mahesh Nalla (Michigan State University, USA) prof. Alida V. Merlo (Indiana University of Pennsylvania, USA), dr. Elmedin Muratbegović (University of Sarajevo, Bosnia and Herzegovina), prof. Borislav Petrović (University of Sarajevo, Bosnia and Herzegovina), dr. Biljana Simeunović-Patić (Criminal Investigation and Police Academy, Belgrade, Serbia), prof. Julian Roberts (University of Oxford, UK), prof. Ernesto Savona (Catholic University and Transcrime, Milan, Italy), prof. Wesley Skogan (Northwestern University, USA), prof. Nigel South (University of Essex, UK), dr. Andrej Sotlar (University of Maribor, Slovenia), dr. Justice Tankebe (University of Cambridge, UK), prof. Bojan Tičar (University of Maribor, Slovenia) & prof. David Wall (Leeds University, UK).

Organizing committee: dr. Branko Lobnikar (Chair, University of Maribor, Slovenia), dr. Kaja Prislan (Secretary, University of Maribor, Slovenia), Gregor Bec (University of Maribor, Slovenia), dr. Katja Eman (University of Maribor, Slovenia), Marjan Fank (General Police Directorate, Slovenia), dr. Rok Hacin (University of Maribor, Slovenia), Anja Lesar (University of Maribor, Slovenia), dr. Maja Modic (University of Maribor, Slovenia), Aleksander Podlogar (University of Maribor, Slovenia), Aljoša Španger (University of Maribor, Slovenia), Bernarda Tominc (University of Maribor, Slovenia) & Anita Urbanija (University of Maribor, Slovenia).

Co-published by:

University of Maribor, Faculty of Criminal Justice and Security
Kotnikova ulica 8, 1000 Ljubljana, Slovenia
<http://www.fvv.um.si>, fvv@fvv.uni-mb.si

Published by:

University of Maribor Press
Slomškov trg 15, 2000 Maribor, Slovenia
<http://press.um.si>, zalozba@um.si

Edition: 1st

Publication type: e-publication

Available at: <http://press.um.si/index.php/ump/catalog/book/352>

Published: Maribor, September 2018

The conference proceedings is a part of the series entitled Criminal Justice and Security in Central and Eastern Europe (previously Policing in Central and Eastern Europe) indexed in Conference Proceedings Citation Index.

© University of Maribor Press

All rights reserved. No part of this book may be reprinted or reproduced or utilized in any form or by any electronic, mechanical, or other means, now known or hereafter invented, including photocopying and recording, or in any information storage or retrieval system, without permission in writing from the publisher.

CIP - Kataložni zapis o publikaciji
Univerzitetna knjižnica Maribor

351.74:352(082)(0.034.2)

BIENNIAL International Conference Criminal Justice and Security in Central and Eastern Europe (12 ; 2018 ; Ljubljana)
Criminal justice and security in Central and Eastern Europe [Elektronski vir] : from common sense to evidence-based policy-making : conference proceedings / editors Gorazd Meško ... [et al.] ; [Twelfth Biennial International Conference Criminal Justice and Security in Central and Eastern Europe, Ljubljana, Slovenia, 25-27 September 2018]. - 1st ed. - El. knjiga. - Maribor ; University of Maribor Press : Faculty of Criminal Justice and Security, 2018

Način dostopa (URL): <http://press.um.si/index.php/ump/catalog/book/352>

ISBN 978-961-286-174-2 (pdf)

doi: 10.18690/978-961-286-174-2

1. Meško, Gorazd

COBISS.SI-ID 94956033

ISBN: 978-961-286-174-2 (PDF)
978-961-286-176-6 (Softback)

DOI: <https://doi.org/10.18690/978-961-286-174-2>

Price: Free copy

For publisher: Prof. dr. Zdravko Kačič, Rector (University of Maribor)

CURRENT SITUATION AND PERSPECTIVES OF INTELLIGENCE – LED POLICING MODEL IN THE REPUBLIC OF SERBIA

Zoran Đurđević¹, Slaviša Vuković²

ABSTRACT

The Ministry of Interior of the Republic of Serbia (MoI RS) is currently implementing the Intelligence-led Policing (ILP) model in the territory of four police directorates (Novi Sad, Valjevo, Kraljevo and Leskovac). The starting elements of this approach include improvement of intelligence function and providing criminal intelligence information to police management, based on which it is possible to identify security problems and make adequate strategic and operational decisions directed at prevention primarily. The paper³ analyses the legal framework and organization of ILP and highlights the key principles, positive experiences and problems occurring during its implementation. Organisational changes and the application of the basic principles have made influence on more efficient solving of security problems, primarily prevention. However, time is required for the full implementation of the model, particularly for the change in the manner of decision-making.

Keywords: intelligence–led policing, strategic assessment, operational assessment, Serbia

DOI: <https://doi.org/10.18690/978-961-286-174-2.12>

INTRODUCTION

Intelligence-led policing (ILP) was developed at the end of 20th century in Great Britain, to be accepted then with certain modifications by other countries among which the first were the European Union (EU) Member States and the United States of America (USA). The increase of crime rate, particularly of organized crime, resulted in the public pressure on the police to try out, in addition to the traditional model of policing used by that time, something new, different, more efficient and economically more rational, which would decrease the number of criminal offences in a short time (Ratcliffe, 2007). By that time, the police used to spend too much time proving criminal offences that had already been committed instead of preventing them from happening, particularly those committed by the repeat offenders. ILP represents a proactive model of law enforcement, a practical alternative to traditional reactive manner of policing.

The police were faced with the request to use as few means as possible, including the number of police officers, to achieve as efficient results as possible, to reduce the number of criminal offences and increase the degree of safety of the society. This also required to change the dominant philosophy which started from a criminal offence and went towards the offender into the philosophy which would start from a registered, potential offender and go towards the prevention of a criminal offence (Đurđević & Radović, 2017). ILP offers

1 Zoran Đurđević, Academy of Criminalistic and Police Studies, Serbia. Contact: zoran.djurdjevic@kpa.edu.rs

2 Slaviša Vuković, Academy of Criminalistic and Police Studies, Serbia. Contact: slavisa.vukovic@kpa.edu.rs

3 The paper was written as part of a project funded by the Ministry of Education, Science and Technological Development of the Republic of Serbia entitled “Development of institutional capacity, standards and procedures for countering organised crime and terrorism in terms of international integration” (no. 179045), and implemented by the Academy of Criminalistic and Police Studies and a project funded by the Academy of Criminalistic and Police Studies in Belgrade, entitled “Crime in Serbia and instruments of state reactions,” the cycle of scientific research 2015-2019.

more objective basis for decision making on priorities of policing and allocation of resources (Ratcliffe, 2016). Proactive policing means the analysis and identification of factors relevant for crime, time and space analysis, assessment and prognosis in order to focus police work on the efficient fight against the most serious security problems. Efficient, effective and economic policing implies also decision making based on relevant, true, complete, timely and useful information on crime, offenders and objects of crime, as well as on capability of the police to combat crime. Without objective and analytical information, the decision making and risk management are hard to achieve.

This is a managerial philosophy, a business model or a theory based on collection and analysis of data on crime, assessment of crime manifestations and defining recommendations for police managers involved in decision making so that they could organise policing in the most efficient manner and influence the selected priority (Gottshalk, 2010). This approach leads to creation of performance culture called the New Public Management, which was first recognised in the policing of Great Britain in early 1980s. ILP cannot be implemented in the same way into the work of all police organisations. Legal framework, the manner of organisation, the degree of centralisation and decentralisation, technical and personnel potentials, including the culture of changes all influence the manner of implementation. Research in Great Britain (Heaton, 2009a, 2009b) showed that there is little force in the argument that practice of ILP significantly reduced all crime and burglary levels, when measured at the police force level. But, their crime reduction results for thefts of motor vehicles were more impressive and this result is linked to particularly high level of repeat offending. Thus, ILP may be effective at curtailing the activities of the most prolific and serious offenders.

STRUCTURE OF INTELLIGENCE-LED POLICING IN THE REPUBLIC OF SERBIA

In order to improve efficiency and effectiveness in achieving their function, which is to protect basic rights and freedoms of citizens, in October 2014, the Ministry of Interior of the Republic of Serbia (MoI RS) initiated the process of change management. One of the steps in this reform includes the implementation of ILP in the work of the police. The implementation of ILP has been recommended by the European Commission, which is defined by Chapter 24, the sub-chapter related to the fight against organised crime. The Action Plan of the Republic of Serbia for Chapter 24 defines the specific activities on ILP establishment (Vlada Republike Srbije, 2016).

Following the functional analysis of the work of the MoI RS the need has been identified to introduce new ways of policing, within which proactive work will be brought to the forefront instead of the reactive policing dominant by that time. It is said in the Action Plan for Chapter 24 that in order to establish an effective, efficient and cost-effective ILP model, the MoI RS has recognized the following needs: to unify all criminal intelligence work functionally and organizationally; to set up the ILP model on all three levels (national, regional, local); to create management and leading groups on the strategic and operational levels. Also, a more precise legal framework needs to be developed for the current databases and integrate them into one system; to create sustainable training systems; to set standards and develop procedures; to build the capacity for devising strategic and operational assessments and plans as well as for intelligence-based decision-making (Vlada Republike Srbije, 2016).

However, the first steps in the ILP implementation were made back in 2005, when the MoI RS and the Swedish National Police Board launched a project (2005–2009), which referred to building capacities of the MoI RS in collection of information, work with

operational links and application of analytical methods through education and training. With the same goal in mind and as a sequel to the first project, the second project was launched titled “The Development of ILP model in the MoI RS (2011/2014)”. A part of this project is a pilot project introducing the ILP model in the Regional Police Directorates of Novi Sad and Kraljevo. In order for the training to be carried out in an adequate manner and in order to give basic information on the model a guidebook titled “Intelligence–led policing” was made (Kostadinović & Klisarić, 2016). Numerous activities have been completed as part of the project, such as: analysis of current decision-making process in selection priorities as well as definition of appropriate methods in preventing crimes, GAP analysis, analysis of the Swedish ILP reference model and the intelligence and operational police work in practice in Serbia. The model of Sweden is focused on the prevention and repression of organized, serious and serial crime. A key issue in the implementation of the ILP in Sweden is the establishment of an operational management team. When these groups were formed and when they began to search for relevant information on crime, they became capable of managing operational police affairs. In this way, they discovered the need for a criminal intelligence unit that will have access to all information and capacity to process and analyse information in order to obtain good crime reports (Svenska polisen, 2006).

The ILP model development in the MoI RS (2016–2018) is currently in progress, which is being implemented as cooperation between the Republic of Serbia and Sweden. Before project implementation in the territory of all police directorates, the General Police Directorate implemented pilot projects in four Regional Police Directorates: Novi Sad, Kraljevo, Leskovac and Valjevo.⁴ One of the significant shifts has been achieved in establishing special records of operational reports. A large number of police officers at all three levels (strategic, operational and tactical) have been trained for ILP implementation (for informant controllers, NOTEBOOK ANALYST analysis methods, for operational and strategic assessment, including the Europol methodology for Serious and organised crime threat assessment (SOCTA) analysis).

The ILP model of the MoI RS consists of three groups of tasks:

- leading and steering;
- criminal intelligence work; and
- planned operational police work (Kostadinović & Klisarić, 2016).

The essence of leading and steering consists of: setting priorities and determining strategic and operational goals in combating crime; identifying needs and submitting requests for criminal intelligence information; making decisions on operational police work, use of human, material and financial resources; monitoring implementation of decisions, strategic and operational goals and tasks; evaluation and constant quality improvement of all ILP entities (the cycles and their products, organisational structure and resources), development of policing methodology (Kostadinović & Klisarić, 2016). *Criminal intelligence work* means planning, collection, processing and analysis of data and information on crime and other security threats based on which criminal intelligence information/products are made and sent to users (leading and steering strategic and operational groups and operational police units) (Kostadinović & Klisarić, 2016). In other words, the criminal intelligence tasks have been defined based on the stages of criminal intelligence process. In this way, intelligence information represents an analysed raw information, which provides new and synergetic knowledge on a security threat (Carter, 2009). Planned operational police tasks include

⁴ The project was first implemented in the Police Directorates of Novi Sad and Kraljevo, and then in Leskovac and Valjevo.

activities provided by the strategic, operational and tactical plans, which are directed at combating the selected security priorities.

The functions of ILP model have been defined as follows: (a) strategic and operational planning; (b) request; (c) planning the criminal intelligence work; (d) collecting; (e) processing; (f) analysing; (g) submitting the product; (h) decision making; (i) planning the operational police work; (j) execution; (k) follow-up; and (l) evaluation and quality management (Kostadinović & Klisarić, 2016).

In order to implement ILP model into the work of the police there is continuous work on creation and improvement of legal, organizational, administrative and technical assumptions required for its success. The Law on Police (Zakon o policiji, 2016) defined that in the performance of police tasks, the Police shall apply ILP model as a model of managing police work based on criminal intelligence (Article 34 of the Law on Police). Legal basis was also defined to establish the platform for safe electronic communication, exchange of data and information between government bodies, special organisational units of government bodies and institutions in order to prevent organized crime and other forms of serious crime within a special information–communication system of the Ministry, which at the same time represents a foundation to establish national criminal intelligence system (Law on Police, 2016).

The MoI continues to work on improvement of organisational conditions for the implementation of the ILP model. A Strategic Group for Leading and Steering has been formed as well as operational groups for the territory of the Police Directorate for the City of Belgrade and for 26 Regional Police Directorates. An important role in the ILP implementation, particularly in working out the Public safety strategic assessment and Strategic assessment of threats from serious and organized crime, was played by the Service for Criminal Intelligence Affairs and Undercover Investigators and a Service for Criminal Analysis, which are part of Criminal Police Directorate. The Service for Criminal Intelligence and Undercover Investigators is responsible for collecting, processing and analysis of information, as well for giving intelligence data related to organised crime, while the Service for Criminal Analysis is in charge of processing and analysis of investigation–related data, most frequently those related to organised crime.

LEVELS OF ORGANISATION AND PERFORMANCE OF LEADING AND STEERING TASKS

The Strategic group for leading and steering was formed to create and implement the activities related to combating crime, and it is formed at the level of the General Police Directorate. Its members are the managers from the strategic and senior level, and the permanent members include the Police Director, the Deputy Police Director and Assistant Police Directors, as well as the Heads of organizational units from the General Police Directorate. The Group is chaired by the Police Director and it holds meetings once in three months, and more often if required. The Strategic group is responsible for making Public security strategic assessment and Strategic plan of the police, in other words for identifying the most serious security problems, selecting priorities, defining measures to fight against them, allocating resources for their implementation, monitoring implementation of activities and evaluation of the results achieved. This Group coordinates and directs the work of organisational units in the headquarters, the Police Directorate for the city of Belgrade and Regional Police Directorates in undertaking the activities set out in the Strategic plan. At the same time, the Strategic group creates conditions to undertake joint activities with other government

bodies and international subjects, which are necessary for efficient fight against crime, it proposes the necessary strategies, including the amendment or adoption of new laws and by-laws required for the efficient fight against crime (Kostadinović & Klisarić, 2016).

To lead and steer the activities of the fight against crime at operational level, the Police Directorate for the City of Belgrade and Regional Police Directorates, leading and steering operational groups have been established. An operational group is chaired by the Head of the Police Directorate for the City of Belgrade, or the Heads of Regional Police Departments. ILP contact persons are in charge of the activities and monitoring of implementation of planned activities. The meetings of leading and steering operational group are held once in two weeks, and more often if required. The tasks at the operational level of leading and steering are to undertake activities in the respective territories of police directorates⁵ which are set out in the Strategic plan regarding the strategic priorities, working out of Operational assessment of security in the territory of a police directorate, or to identify security problems characteristic for that territory, to select work priorities and elaborate operational plan with specific activities directed to fight against the selected work priorities (Zakon o policiji, 2016).

What is currently insufficiently developed and what is intensively worked on is the development of a model organisation at the tactical level. The current activities include work on creation of conditions for ILP implementation at the tactical level, primarily the development of organizational and expert intelligence and analytical capacities. At the same time, the work continues on improvement of information, software support for collection,⁶ exchange of data and working out of intelligence–analytical products necessary to undertake specific activities directed to fight against crime.

CRIMINAL INTELLIGENCE PRODUCTS

PUBLIC SECURITY STRATEGIC ASSESSMENT AND STRATEGIC PLAN OF THE POLICE

Strategic approach to fight crime implies strategic assessment and strategic plan of work. Without a strategic approach it is not possible to have effective and economic work organization, particularly proactive and preventive one. In order to consider the most serious forms of organised crime in the Republic of Serbia in 2015 the first SOCTA was made (Ministarstvo unutrašnjih poslova, 2015). The subject of assessment included: psychoactive controlled substances; irregular migrations; human trafficking; cybercrime; financial crime; general crime (trafficking in arms, kidnapping and extortion, robberies, motor vehicle thefts); money laundering and organised crime groups. Based on the analysis and assessment the recommendations were defined for conduct of police and other government bodies. For the implementation of the SOCTA document, the Action plan was made, within which the areas were set which will be priorities in the work of Prosecutor's Office for Organised Crime and Service for the fight against organised crime. In addition to this, SOCTA contributed to the development of joint strategy of conduct in a number of investigations and criminal prosecutions, which have already been concluded. The majority of investigations in the last five years have been conducted proactively and were directed to organised crime groups

5 In the Ministry of Interior of the Republic of Serbia there is the Police Directorate for the City of Belgrade and 26 Regional Police Directorates.

6 Operational report application has been designed.

active in the Republic of Serbia, the region or the countries of the Western Europe. In the period from January 1, 2014 to October 31, 2014, the Prosecutor's Office for Organised Crime launched investigations against 128 persons, out of which the proactive investigations were conducted against 91 persons (Vlada Republike Srbije, 2016).⁷ This means that more than 70% investigations in the cases of organised crime were conducted proactively. A year later in 2016, in cooperation with Macedonia and Montenegro, the Republic of Serbia made Regional Assessment of Threat from Serious and Organised Crime.

The second strategic document, which represents the most important document in the fight against crime in accordance with the ILP model of policing is Public security strategic assessment (Ministarstvo unutrašnjih poslova, 2017). In 2017, the Police Directorate made the first Public security strategic assessment, which represented the basis for making the Strategic plan of the police. The Public security strategic assessment is made and the Strategic plan of the police is adopted by the Police Directorate (Law on Police, 2016). The Public security strategic assessment sets out the priorities in the work of the police for the period 2017–2021. The Public security strategic assessment took into account also certain strategic documents of the EU, which refer to the field of security, primarily Europol's annual EU Terrorism Situation and Trend Report, SOCTA, Internet Organised Crime Threat Assessment and European security agenda 2015–2020. (Đurđević & Radović, 2015). Public security strategic assessment consists of two sections. The first one includes strategic analysis, which gives the current situation and trends of crime, and the other one includes a strategic assessment. The second section sets out eight priorities of policing in the next five years.⁸ Each of them is elaborated in three segments: description, forecasting trends and recommendations.

Recommendations for each priority are systematised in the following manner:

- improvement of normative framework and practical work;
- improving institutional and professional capacities;
- development of operational procedures;
- promotion of prevention; and
- promotion of national, regional and international cooperation (Ministarstvo unutrašnjih poslova, 2017).

In December 2017, based on Public security strategic assessment, the Police Directorate adopted a Strategic plan of the police for the period 2018–2021. The Strategic plan of the police defines the activities to combat selected priorities, time framework for implementation, the indicators of the results and the sources of verification of results achieved for each priority.

OPERATIONAL ASSESSMENT AND OPERATIONAL PLAN

Police directorates make operational public security assessments and adopt operational plans for their respective police directorates (Zakon o policiji, 2016). The aim of operational assessment is to analyse and assess security problems in the territory for which each police

⁷ According to the definition of the Republic Public Prosecutor's Office proactive investigations are the investigations conducted before or during the period when criminal offence took place (Vlada Republike Srbije, 2016).

⁸ Priorities: organised crime; fight against manufacturing and trafficking of narcotics, focusing on marijuana and synthetic drugs; fight against corruption; fight against abuses of information-communication technologies in the territory of the Republic of Serbia; fight against terrorism and violent extremism leading to terrorism; improving public peace and order by fighting violence, particularly at sports events, in schools and public places; improving traffic safety at state roads, including state road passing through human settlements; irregular migrations and human trafficking.

directorates has been established. In the operational assessment, the subject of analysis and assessment is to find out in which way strategic priorities reflect on the territory of the police directorate. In accordance with the Strategic plan of the police and their respective operative assessments all police directorates adopt operational plans. In the same way as the Strategic plan of the police, operational plans define the activities to fight against the selected priorities, the time framework for their implementation, the indicators of the results and the sources of verification of the results achieved for each priority.

EVALUATION OF INTELLIGENCE–LED POLICING IMPLEMENTATION

For objective analysis of the degree of ILP implementation, in accordance with the purpose of the paper, we shall highlight the basic results and problems in the implementation. As we have already stated, the Law on Police (*Zakon o policiji*, 2016) has created a legal foundation for ILP implementation, it has defined concepts of criminal intelligence information and set out the platform for the secure electronic exchange of information, exchange of data and information, as a basis to establish national criminal intelligence system. In addition to this, the activities of the Police Directorate include development of the Public security strategic assessment and the Strategic plan of the police, and the activities of the Police Directorates include operational assessments and operational plans. The Law on Records and Processing of Data in the field of Internal Affairs (*Zakon o evidencijama i obradi podataka u oblasti unutrašnjih poslova*, 2018) has also been adopted. The Data Secrecy Law (*Zakon o tajnosti podataka*, 2009) and the Law on Protection of the Personal Data (*Zakon o zaštiti podataka o ličnosti*, 2008) are particularly important for the ILP. The manner of work with secret sources and collection of data are defined by bylaws, the most important being the Mandatory instructions on operational work. The Code of police ethics (*Kodeks policijske etike*, 2017) is of great importance for the respect of the right to privacy, taking into consideration the line between the right to privacy and necessary protection of security. These facts suggest that basic legal framework for the ILP implementation has been established. However, it is necessary to work more in order to regulate in more details information management, the platform and the criminal intelligence system itself. In addition to this, it is necessary to legally regulate functioning, connection and authority of various levels of the ILP, the division of responsibility regarding the seriousness of crimes, the responsibility and manners of reporting regarding strategic priorities, the work of coordinators and ILP contact persons.

For successful ILP functioning standards have been defined for the work of leading and steering groups at strategic and operational levels. Proactivity in work of the leadership is an important characteristic of this process. The decisions are made based on full understanding of the problems faced and enable managers to define priorities and allocate resources according to them. There is also an ongoing work on the improvement of intelligence functioning and the role of each police officer within the model. In order to provide success, guidelines have been defined for structural organisational changes in order to remove obstacles and promote intelligence work and exchange of information within the Directorate and all national agencies. The national intelligence management model has not yet been established, the link between government services and private security sector or the work of the fusion centre. There is space also to improve operational intelligence and analytical capacities, which would provide support to leading and steering operational groups. It is necessary to coordinate the work and to make organisational connection of two different analytical organisational units and to create space for leading and steering operational groups

to have more influence on criminal intelligence activities. Sheptycki (2004) pointed out to similar problems in other countries.

Four criminal intelligence products are used (a strategic analysis, an operational analysis, a target profile and a problem profile), and there is methodology developed to make them while the analysts who participate in the development have been adequately trained (ACPO & Centrex, 2007). The software for analysis and visualisation of crime (crime mapping) are also used in accordance with parallel efforts by the Serbian police to develop problem-oriented approach (Vuković, Mijalković, & Bošković, 2016). Top-to-bottom management approach has been established. A special segment is dedicated to performances, the analysis and use of results of analysis in order for the “lessons learned” to be kept in the memory of the organizational units. However, taking into account the fact that the ILP model implementation in the territory of all Police Directorates has started since this year, the evaluation of the results achieved cannot be made, or any conclusions as to if and how much it influences the reduction of the number of criminal offences and misdemeanours. However, a work group for ILP implementation has developed methodology for monitoring and evaluation of the ILP results. In order to improve security in work plans, the activities have been defined which focus not only on criminal groups, but also on crime hotspots, hot products, multiple repeat offenders and persons who are repeat victims of crime (Farrell & Pease, 2017). In addition to this, within strategic and operational plans the indicators have been defined for effective and efficient use of financial means in a proper manner, effective and efficient use of human resources and the evaluation of results of measures related to each priority. The activities for continuous work have been defined on improvement of work culture in order to accept the work philosophy based on intelligence information, what is also indicated in research by Nina Cope (2004).

CONCLUSION

ILP has been developed to respond to growing threats by proactive policing, which would complement traditional, reactive model of policing. Proactive policing is oriented towards the future as ILP focuses on crime prevention, i.e. on the influence of the factors contributing to criminal offending. The key to ILP success is systematic collection and analysis of information and data significant for prevention and reduction of the number of crimes. Information is a powerful tool of law enforcement, it provides a clear picture of a security problem. Intelligence process, as a procedure, which results in a criminal intelligence product, makes the law enforcement approach stronger by better understanding of the problem and the environment where the police perform their tasks.

However, the success depends largely on a series of preconditions which must be fulfilled, among which in our opinion the most important include: continuous work on the development of a clear notion of ILP significance, both in managers and in all other police officers; work organization adapted to ILP model; continuous work on the development of intelligence work and analytical capacities, strengthening awareness on the necessity of data exchange both within an agency and among agencies; respect of the right to privacy and legal collection of data; and constant education on the necessity to respect legal standards in collection and use of data, particularly from the aspect of the right to privacy. Using the platform mentioned together with clear consideration of the problems and proactive work, the policy of police management looks towards the future to prevent the most serious security problems by selecting the efficient measures and with rational use of the available resources.

REFERENCES

- ACPO & Centrex (2007). *Practice advice: Introduction to Intelligence-led policing*. Wyboston: Association of Chief Police Officers & National Centre for Policing Excellence.
- Carter, D. L. (2009). *Law enforcement intelligence: a guide for state, local, and tribal law enforcement agencies* (2nd ed.). Washington: U. S. Department of Justice, Office of Community–Oriented Policing Services.
- Cope, N. (2004). 'Intelligence led policing or policing led intelligence?' Integrating volume crime analysis into policing. *British Journal of Criminology*, 44(2), 188–203.
- Durđević, Z., & Radović, N. (2015). Strateški okvir Evropske unije za suprotstavljanje kriminalitetu i mesto Republike Srbije u sistemu evropske bezbednosti [Strategic framework of European Union of fight against crime and the position of the Republic of Serbia in the European security system]. *Srpska politička misao*, 50(4), 275–291.
- Durđević, Z., & Radović, N. (2017). *Kriminalistička operativa* [Crime investigation]. Beograd: Kriminalističko–policijska akademija.
- Farrell, G., & Pease, K. (2017). Preventing repeat and near repeat crime concentrations. – In: N. Tilley, & A. Sidebottom (eds.), *The handbook of crime prevention and community safety* (2nd ed.) (pp. 143-156). Abingdon, Oxon: Routledge.
- Gottshalk, P. (2010). *Policing organized crime: intelligence strategy implementation*. New York: CRC Press.
- Heaton, R. (2009a). Policing styles and volume crime reduction. *Policing: A Journal of Policy and Practice*, 3(2), 161-171.
- Heaton, R. (2009b). Intelligence-led policing and volume crime reduction. *Policing: A Journal of Policy and Practice*, 3(3), 292-297.
- Kodeks policijske etike [The Code of police ethics]. (2017). *Službeni glasnik RS*, (17/17).
- Kostadinović, N., & Klisarić, M. (2016). *Policijsko-obaveštajni model – priručnik* [Intelligence-led policing model – handbook]. Beograd: Ministarstvo unutrašnjih poslova Republike Srbije.
- Ministarstvo unutrašnjih poslova [Ministry of Interior]. (2015). *Procena pretnje od teškog i organizovanog kriminala* [Serious and organised crime threat assessment]. Beograd: Ministarstvo unutrašnjih poslova Republike Srbije.
- Ministarstvo unutrašnjih poslova [Ministry of Interior]. (2017). *Strateška procena javne bezbednosti Republike Srbije* [Strategic assessment of the public security of the Republic of Serbia]. Beograd: Ministarstvo unutrašnjih poslova Republike Srbije.
- Ratcliffe, J. H. (2007). *Integrated intelligence and crime analysis: Enhanced information management for law enforcement leaders*. Washington: Police Foundation.
- Ratcliffe, J. H. (2016). *Intelligence-led policing* (2nd ed.). New York: Routledge.
- Sheptycki J. (2004). Organizational pathologies in police intelligence systems – Some contributions to the lexicon of Intelligence–led Policing. *European Journal of Criminology*, 1(3): 307–332.
- Svenska polisen. (2006). *Underrättelseled polisverksambet* [Police intelligence]. Stockholm: Svenska polisen.
- Vlada Republike Srbije [Government of the Republic of Serbia]. (2016). *Akcionni plan za poglavlje 24 - Pravda, sloboda, bezbednost* [Action Plan for Chapter 24 - Justice, Freedom, Security]. Beograd: Vlada Republike Srbije – Pregovaračka grupa za poglavlje 24.
- Vuković, S., Mijalković, S., & Bošković, G. (2016). Police role in local crime prevention – Experiences from Serbia. In G. Meško, & B. Lobnikar (eds.), *Criminal justice and security in Central and Eastern Europe – Safety, security, and social control in local communities* (pp. 117-127). Ljubljana: Faculty of Criminal Justice and Security University of Maribor.

-
- Zakon o evidencijama i obradi podataka u oblasti unutrašnjih poslova [Law on records and processing of data in the field of internal affairs]. (2018). *Službeni glasnik RS*, (24/18).
- Zakon o policiji [Law on Police]. (2016, 2018). *Službeni glasnik RS*, (6/16, 24/18).
- Zakon o tajnosti podataka [Data secrecy law]. (2009). *Službeni glasnik RS*, (104/09).
- Zakon o zaštiti podataka o ličnosti [Law on Protection of the Personal Data]. (2008, 2009, 2012). *Službeni glasnik RS*, (97/08, 104/09, 68/12, 107/12).