

# FORMATION OF THE DIRECTORATE FOR ANALYTICS AS A PREREQUISITE FOR THE EFFECTIVE AND EFFICIENT APPLICATION OF THE ILP MODEL IN THE REPUBLIC OF SERBIA

**Ilija Racić, PhD**

Ministry of Interior of the Republic of Serbia

**Nenad Radović, PhD**

University of Criminal Investigation and Police Studies, Belgrade, Serbia

## *Introduction*

The term Analytics (derived through synonyms) has been used in police organisations for over a century and has multiple meanings: thorough, detailed, methodical, careful, precise, etc. The modern evolution of Analytics began with the appearance of computers in the 1950s. The first computers enabled data storage and analysis, making it easier to collect, manage, analyse, and create reports. Considering the ever-increasing amounts of data (so-called sophisticated scientific methods and developed computer resources for data processing) in literature and practice, the term science of data (Science) is often used as a synonym for Analytics, and when it comes to data from the field of crime, it is called Criminal Analytics.

Analytics in police organisations contributes to proactivity by identifying emerging forms of criminality and other forms of threat to public safety, including making critical conclusions about the intentions of criminal groups and individuals. It includes research and development of analytical products, which is carried out by applying the function of analysis (Racić, 2023).

The tasks of Analytics in the Ministry of Interior of the Republic of Serbia were institutionalised in 1967 when the Department for Analytics was created in the State Secretariat of Internal Affairs. In the following years, the Department grew into the Directorate for Analytics (hereinafter: DFA), which was part of the Department of Public Security, i.e. later the General Police Directorate, until September 2009, when it was transformed into the Sector for Analytics, Telecommunications and Information Technologies (hereinafter: SATIT). In December 2015, with changes in the internal organisation of the Sectors within the Ministry of Interior (hereinafter MOI), Directorates were abolished as organisational units within the Sectors, and Departments were formed as the primary organisational units of the Sectors. Thus, the DFA was abolished, and two departments were formed: The Department of Analytics and the Department of Statistical Analytics and Development (Racić, 2018:143).

In May 2023, with the adoption of the Rulebook on internal organisation and classification of workplaces in the Ministry of the Interior, the DFA was established at the headquarters of the General Police Directorate as an organisational unit responsible for performing analytical tasks and applying the intelligence-led police model at all three organisational levels (central, regional and local). The Directorate for Analytics is a centralised organisational unit created by unifying the analytical units of SATIT and analytical workplaces in the organisational units of the General Police Directorate, and it consists of the Department for Strategic Analytics, the Department for Statistical Analytics and



Criminal-Operational Records and the Department for the Development of Strategic Products and planning documents. At the regional level, the Department for Analytics was formed in the Regional Police Directorate for the City of Belgrade, and the Divisions for Analytics were formed in 26 Regional Police Directorates. In this way, it was aimed at consistently applying Article 3 of the Regulation on principles for internal organisation and classification of workplaces in ministries, namely: 1) that workplaces are based on the scope of work of institutions and work processes therein, and 2) to enable bringing together the same or related and interconnected jobs within the corresponding internal units in the institution. By establishing a modern concept of human resources management in the MOI, significant progress has been achieved, finally modernising the bureaucratic administration (Tomićević, Racic: 2021:195).

Before the establishment of the DFA, analytical tasks were carried out in the General Police Directorate, namely at the central level: Criminal Police Directorate (hereinafter: CPD), Traffic Police Directorate, Border Police Directorate, Directorate for International Operational Police Cooperation and Gendarmerie. Within the CPD were several services: A service for Criminal Analytics, a Service for Criminal Intelligence Tasks, a Unit for Financial Investigations, a Service for the Detection of War Crimes, and a Service for Combating Drugs. At the regional level, in Regional Police Directorates, analytical tasks are performed within the Criminal Police Department (work positions - operational analytical work). In the Regional Police Directorate for the city of Belgrade, in the Criminal Police Directorate, the Department for Operational Analytics has been systematised, which performs analytical tasks in this Directorate. In addition to the General Police Directorate, analytical tasks were carried out in the Sector for Analytics, Telecommunications and Information Technologies (SATIT). Within SATIT, the performers of analytical tasks were the Department for Police Analytics and the Department for Statistical Analytics and Operational Criminal Records. One of the critical weaknesses that contributed to establishing the Directorate for Analytics as a centralised organisational unit is 1) the dispersion of analytical functions in several organisational units. When preparing the report, each analytical unit looked at security problems from the scope of the organisational unit to which it belongs. Analytical reports did not contain a complete picture, which affected their poor quality and concern for managers when making decisions. An example is the preparation of the Assessment of the threat from serious and organised crime, as one of the vital criminal-intelligence products, for the preparation of which it was necessary to form a Working Group whose members were mainly members of various analytical organisational units from the central level; 2) irrational use of human, material and financial resources; 3) the jurisdiction of the analytical units was not clearly defined, which resulted in the overlapping of specific tasks of different analytical organisational units; 4) the process of education of analysts that is not standardised, which leads to the fact that analysts in organisational units possessed different levels of knowledge and skills; 5) decentralisation of databases.

## *Methodology*

General-scientific, logical, and empirical methods were used in the research. Comparative and statistical methods were applied from the corpus of general-scientific methods used in this research. The statistical method was used to apply statistical techniques: grouping data (numerical and attributive/descriptive), presenting data (tables and graphs), describing data, and establishing relationships between phenomena. The following were applied from the corpus of logical methods used in this research: analysis (descriptive and explicative analysis), synthesis, generalisation, induction, and deduction.



From the empirical data collection methods, the following were applied: the method of questioning, by applying the survey technique, as well as the analysis of the content, by having insight into historical sources of theoretical character related to ILP. The survey was conducted among 60 ILP contact persons employed in organisational units at the headquarters of the General Police Directorate (coordinators in the General Police Directorate, Criminal Police Directorate, Uniformed Police Directorate, Traffic Police Directorate, and Border Police Directorate), the Police Directorate for the city of Belgrade and Regional Police Directorates. Their knowledge and experiences regarding ILP have significantly contributed to a better comprehension of adequate organisational structure, which is a necessary condition for the successful establishment and implementation of ILP in the police force of the Republic of Serbia. The following was used in the research: scientific and expert papers that directly or indirectly dealt with ILP; scientific and expert research projects from this field, and positive legal regulations (national). The method mentioned above was used in the historical context as well. The papers within the "KOBSON" database, monographs, and articles available to the author were analysed. After analysing 46 different bibliographic units, abstraction was carried out through a general overview of compliance of organisational structure.

### *Research Results*

The results of conducted theoretical and empirical research are divided into two parts. The first part is the research results: "Centralized Analytical Organizational Unit for the Implementation of ILP". The second one refers to "Conditions for the successful operation of a centralised analytical organisational unit".

#### *Centralized Analytical, Organisational Unit Intended for the Implementation of ILP*

The results of theoretical research in which the establishment of a centralised analytical organisational unit that coordinates criminal intelligence work at central, regional, and local levels stands as a critical requirement for the establishment and implementation of ILP are presented through the following theoretical attitudes: 1) Brincka (Brincka), titled "From enhanced oversight to today" where it is stated that the key precondition for the establishment of ILP in the police of the Republic of Croatia was the reorganisation of organisational structure by establishing a centralised organisational unit "Service for criminal intelligence work" within the Crime Police Directorate, which was created by merging two organisational units: criminal intelligence unit and criminal operational analytics (Brincka, 2012: 605); 2) In the "National intelligence model" handbook, the basic problem during the establishment of PIM in the Swedish police was the decomposition of the old structure. This way, a centralised organisational unit, "Criminal Intelligence Directorate", was formed. This unit has access to all information and capacities intended for processing and analysing information to obtain quality crime reports (Svenska Polisen, 2006); 3) In their text entitled "Factors that influenced the implementation of ILP in the police of the Republic of Slovenia", Potparic (Potparič) and Dvorsek (Dvoršek) have concluded that the key factor that influenced the successful implementation of ILP in the police of the Republic of Slovenia was the reorganisation of the Criminal Police Directorate by the establishment of a centralised organisational unit "Center for Criminal Intelligence Activities". This contributed to the consolidation of all analytical and operational units (Potparic (Potparič), Dvorsek (Dvoršek), 2011: 263);

The above-mentioned theoretical attitudes were tested empirically through interviews with 60 ILP contact persons from the General Police Directorate of the RS police. The following tables (1-3) and the graph (1) present the answers to these questions.



**Table 1** Respondents' answers to the question: "Do you think that forming a centralised analytical organisational unit that coordinates criminal-intelligence work at the central level is a prerequisite for the efficient, effective and economic establishment and implementation of POM in the RS police?"

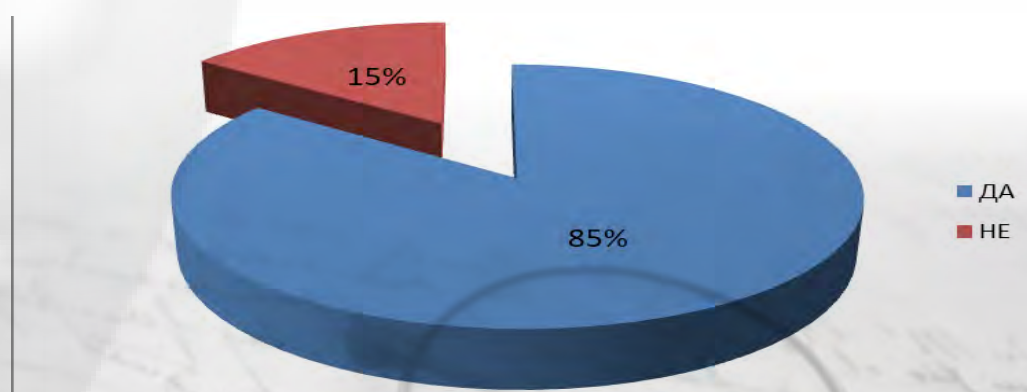
| Type of response | Total number of respondents | Percentage of respondents |
|------------------|-----------------------------|---------------------------|
| YES              | 56                          | 93,33%                    |
| NO               | 4                           | 6,67%                     |

Among the surveyed police officers in the RS police, 56 made positive claims that a centralised organisational unit coordinating criminal-intelligence affairs at the central level is a prerequisite for the efficient, effective and economical establishment of POM in the RS police, which is a total of 93—33%. The remaining four respondents made a negative statement, 6.67%. Analysing the above answers, one can conclude that a centralised analytical organisational unit coordinating criminal intelligence work at the central level is a condition for establishing a POM in the RS police.

**Table 2** Respondent' answers to the question: "Do you think that the formation of a centralised analytical organisational unit that coordinates criminal-intelligence affairs at the regional and local level is a prerequisite for the efficient, effective and economic establishment and implementation of POM in the RS police?"

| Type of response | Total number of respondents | Percentage of respondents |
|------------------|-----------------------------|---------------------------|
| YES              | 51                          | 85%                       |
| NO               | 9                           | 15%                       |

Among the surveyed police officers in the RS police, 51 respondents made positive claims that a centralised organisational unit that coordinates criminal-intelligence affairs at the central level is a prerequisite for the efficient, effective and economical establishment of POM in the RS police. The remaining nine respondents made a negative statement. The representativeness of respondents' answers is presented in the following graph.



**Graph 1** Representation of respondents' answers in relation to the centralised analytical, organisational unit that coordinates criminal intelligence work at the regional and local level for the needs of the POM in the RS Police.

Analysing the answers given by respondents, we can conclude that a centralised analytical organisational unit that coordinates criminal intelligence work at the regional and local level is a condition for establishing a POM in the police of the RS, bearing in mind that 85% of the respondents made a positive statement in the explanation, while a negative claim was made by 15% of respondents.



Comparing the stated views, we can conclude that the theoretically-empirically confirmed view is that the critical condition for the establishment and implementation of POM in the RS police is the formation of a centralised analytical organisational unit that coordinates criminal-intelligence work at the central, regional and local levels.

*Conditions for the Successful Operation of a Centralised Analytical Organisational Unit*

The results of the theoretical research in which, as a key precondition for the establishment and implementation of ILP are the establishment of a centralized analytical organizational unit which will consolidate analytical functions performed by the employees deployed to adequately named analytical work positions by using an information-communication interconnected database, will establish the educational necessity for a standardized and comprehensive process of educating analysts from several organizational units, are presented through following theoretical attitudes: 1) Carter (Carter) believes that the implementation of ILP requires a centralized analytical organizational structure of ILP: participants, partners, defined procedures for data exchange (information), operational plan, analytical capacities, tactical and strategic alternative responsibility (Carter, 2009: 97-128); 2) Brincka (Brincka) in the research called “From enhanced oversight to today” by establishing a centralized analytical organizational unit “Crime and Intelligence Services”, more efficient, more effective and more economical, criminal intelligence products are made: strategic assessment, tactical assessment, target profile and problem profile (Brincka, 2012: 605).

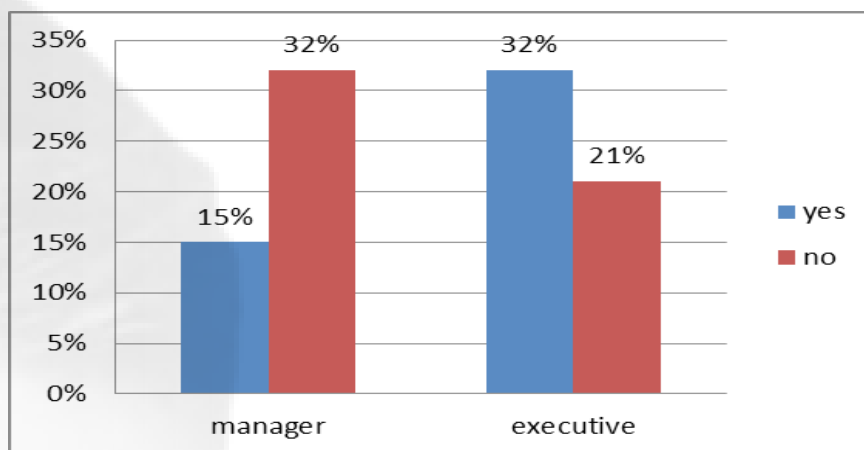
The above-mentioned theoretical attitudes were tested empirically by examining 60 ILP contact persons of the General Police Directorate in the RS police. The answers to these questions are presented in the following tables (4-7) and graphs (2-4).

**Table 3** Respondents’ answers to the question: “Is there sufficient coordination between analytical organisational units when creating criminal-intelligence products (Strategic assessments of public security, operational assessments of public security, Strategic plan of the police, operational plans of the police, profiles of security problems and profiles of security interest” persons/groups)?”

| Type of response | Total number of respondents | Percentage of respondents |
|------------------|-----------------------------|---------------------------|
| YES              | 28                          | 46,67%                    |
| NO               | 32                          | 53,33%                    |

Among the interviewed police officers in the RS police, 28 answered affirmatively that there is sufficient coordination between analytical and organisational units in the process of making criminal intelligence products, which is 46.67% in total. The remaining 32 respondents answered negatively, which is 53.33% in total. The respondents are classified as executives and officers related to the coordination of the work of analytical organisational units in making criminal intelligence products, and the respondents answered as presented in the following graph.





**Graph 2** Structure of respondents classified as executives and officers and their answers to the question related to coordination between analytical organisational units in the making of criminal intelligence products

Among the interviewed police officers in the RS police, 15% of executives answered affirmatively that there is sufficient coordination between analytical organisational units in making criminal intelligence products, representing twice as many responses as the negative statement, which was made by 32% of respondents. Regarding officers, 32% of respondents answered affirmatively, compared to 21% of the respondents with negative answers.

Based on the analysis of the respondents, it can be concluded that the following attitude prevails. There is no sufficient coordination between analytical organisational units in making criminal intelligence products.

**Table 4** Respondents' answers to the question: "Are analytical jobs rationally distributed in accordance with the real needs of POM?"

| Type of response | Total number of respondents | Percentage of respondents |
|------------------|-----------------------------|---------------------------|
| YES              | 2                           | 3,33%                     |
| NO               | 58                          | 96,67%                    |

Among the interviewed police officers in the RS police, 58 answered negatively that analytical work positions are not rationally allocated in line with the real needs of ILP, which is 96,67% in total. The other two respondents answered affirmatively, which is 3,33% in total.

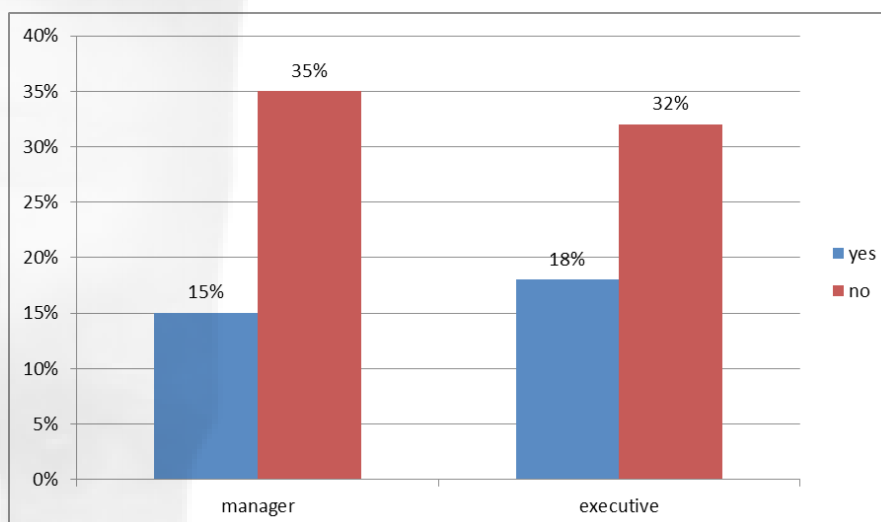
Based on the analysis of the respondents' answers, it can be concluded that the analytical capacities and resources have been limited in previous years, both in the General Police Directorate and in the Sector for analytics, telecommunication, and information technology (hereinafter: SATIT). Unevenness is present in the staffing in organisational units and the lack of training for analysts, especially in SATIT. Also, the attitude of the leadership of the General Police Directorate does not contribute to a rational approach towards analytical work positions. Analytical work positions are systematised in several organisational units without accounting for ILP. Each organisational unit has formed an analytical structure according to its needs. The question is how much it is about analytics in the true sense of the word since various operations fall under this term. Analytical work in different organisational units is mutually unrelated and unknown regarding the work content, and it isn't easy to talk about their rationality concerning ILP.



**Table 5** Respondents' answers: "Is the analyst training process standardised?"

| Type of response | Total number of respondents | Percentage of respondents |
|------------------|-----------------------------|---------------------------|
| YES              | 20                          | 33,33%                    |
| NO               | 40                          | 66,67%                    |

Among the surveyed police officers in the RS police, 40 made negative claims that the training of analysts is not standardised, which amounts to 66.67%. The remaining 20 respondents, 33.33%, made a positive statement. The structure of respondents was classified as managers and executors related to analyst training, and the respondents answered as presented in the following graph.



**Graph 3** The structure of respondents classified as managers and executors and their answers to the question about analyst training

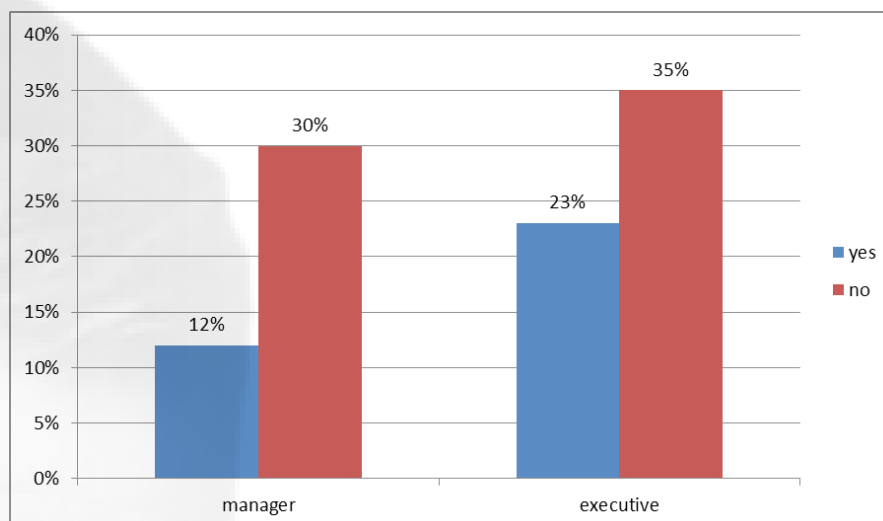
Among the surveyed police officers in the RS police, 35% of managers made a negative statement that the training of analysts is not standardised, while 15% made a positive statement on the same question. As for the perpetrators, a positive claim was made by 18% of respondents, compared to a negative claim by 32% of respondents. Based on the analysis of respondents' answers, it can be concluded that the training of analysts in the RS police is not standardised.

**Table 6** Respondents' answers: "Is there sufficient information-communication connection between analytical organisational units that coordinate criminal-intelligence work in the function of POM?"

| Type of answer | Total of respondents | Percentage of respondents |
|----------------|----------------------|---------------------------|
| YES            | 21                   | 35%                       |
| NO             | 39                   | 65%                       |

Among the interviewed police officers in the RS police, 39 answered negatively, presenting the attitude that there is no satisfactory information-communication interconnection between analytical organisational units that coordinate criminal intelligence work in the function of ILP, which is 65% in total. The other 21 respondents answered affirmatively, which is 35% in total. The structure of respondents is classified as executives and officers, related to information-communication interconnection between analytical organisational units that coordinate criminal intelligence work in the function of ILP, and the respondents answered as presented in the following graph.





**Graph 4** *The structure of respondents classified as executives and officers and their answers to the question related to the information-communication interconnection between analytical organisational units that coordinate criminal intelligence work in the function of ILP*

Among the interviewed police officers in the RS police, 30% of executives answered negatively that no information-communication interconnection between analytical organisational units coordinates criminal intelligence work in the function of ILP, while 12% answered affirmatively to the same question. When it comes to officers, 23% of respondents answered affirmatively, while 35% of the respondents answered negatively.

Based on the analysis of the respondents' answers, it can be concluded that there is no satisfactory informational and communicational interconnection between analytical organisational units that coordinate criminal intelligence work in the function of ILP.

### Discussion

The theoretical and empirical research results have shown that ILP has significant potential as a modern model for managing police work. Still, success largely depends on the prerequisites that must be met, which are indicated in further sub-headings.

#### *Centralized Analytical Organisation Adapted to ILP*

The general theoretical position regarding a centralised analytical organisation adapted to ILP is that the critical condition for establishing and implementing ILP is establishing a centralised analytical organisational unit coordinating criminal intelligence work at the central, regional, and local levels. A centralised organisational unit that coordinates criminal intelligence work at the central level empirically was supported by 93.33% (56 out of 60) of the respondents. Establishing a centralised organisational unit that coordinates criminal intelligence work at the regional and local levels empirically was supported by 85% (51 out of 60) of respondents. Comparing these views, we can conclude that the theoretical and empirical position is confirmed – the critical condition for establishing and implementing ILP is setting a centralised organisational unit coordinating criminal intelligence work at the central, regional, and local levels.





*Developed Analytical Capacities in the Making of Criminal Intelligence Products*

The general theoretical attitude regarding the centralised organisation adapted to ILP is that the critical conditions for establishing and implementing ILP are developed analytical capacities in making criminal intelligence products. On the other hand, empirically, 53.33% (32 out of 60) of respondents support the position that it is necessary to develop analytical capacities when making criminal intelligence products, where the difference in attitudes is mainly expressed among executives (not officers). Comparing these attitudes, we can conclude that, theoretically and empirically, the following attitude prevails: the critical condition for establishing and implementing ILP is the developed analytical capacities in making criminal intelligence products.

*Rationally Allocated Analytical Work Positions in Line with the Real Needs of ILP*

The general theoretical attitude regarding the centralised organisation adapted to ILP is that the critical condition for establishing and implementing the ILP is the rational allocation of analytical work positions. On the other hand, empirically, 96.7% (58 out of 60) of respondents support the view that it is necessary to rationally allocate analytical work positions following the real needs of ILP. Comparing these attitudes, we can conclude that the attitude according to which the critical condition for establishing and implementing ILP is the rational allocation of analytical work positions is theoretically and empirically confirmed.

*Standardized Analysts' Training*

The general theoretical position regarding the centralised organisation adapted to ILP is that the critical condition for establishing and implementing ILP is the standardised training of analysts. On the other hand, empirically, 66.67% (40 out of a total of 60) of the respondents support the standardised training of analysts, whereby such a difference in attitudes is mainly expressed by managers (not executors). Comparing the above positions, we can conclude that it is theoretically and empirically confirmed that the critical condition for establishing and implementing ILP is the standardised training of analysts.

*Information and Communication Interconnection of Analytical Organisational Units that Coordinate Criminal Intelligence Work in the Function of ILP*

The general theoretical position regarding the centralised organisation adapted to ILP is that the critical condition for establishing and implementing ILP is the informational and communicational interconnection of analytical, organisational units coordinating criminal intelligence work. On the other hand, 65% (35 out of 60) of respondents empirically support the information-communication interconnection of analytical organisational units that coordinate criminal intelligence work, where such a difference in attitudes is mainly expressed among executives (not officers). Comparing these attitudes, we can conclude that the theoretical and empirical positions confirmed that the critical condition for establishing and implementing ILP is the information-communication interconnection of analytical organisational units coordinating criminal intelligence work.



## *Conclusion*

The strategic decision of the highest executives in the RS police to establish ILP represents an entirely new strategic concept in the performance of operational, intelligence, and analytical work, which is based on consolidating and directing all available resources, capacities, and potentials to confront all identified security priorities. The choice of organisational solution is the foundation of ILP, on which the quality and capability of the entire process depend and by which the focus is aimed at upgrading the missing elements such as targeted data collection and information, strategic analysis, quality management, and performance management.

In this research, the theoretical and empirical position was confirmed that the condition for the establishment and implementation of ILP in the RS police is the necessity to establish a centralised analytical organisational unit that will coordinate criminal intelligence work at central, regional, and local levels, which will contribute to a more efficient, effective and more economical performance of criminal intelligence tasks. In this way, the analytical functions that will be carried out by the employees deployed to adequately called analytical work positions would be consolidated, which will contribute to a better quality of criminal intelligence products (strategic assessment of public safety, operational assessment of public safety, strategic plan of police, operational plans of police, profile of security problem and profile of person/group interesting in terms of security). The establishment of an educational need for training of analysts from several organisational units and the establishment of a single information-communication database would contribute to the improvement of data collection, faster search, and availability of operational data in one place, which would influence more efficient, effective and more economical performance of police duties and tasks.

Each of the methods mentioned above can be practically applied. However, first of all, special attention should be paid to the utilisation of existing capacities (human, professional, methodological, technical), taking into account the rationality of the solution following the Regulation on the principles for internal organisation and job classification in the Ministry, which foresees that the work positions are based on the scope of the body itself and work processes in it, as well as to enable to group the same or related and interconnected jobs into appropriate internal units within the body. This way, a model with the lowest material and financial costs would be established. Criminal intelligence work within the proposed organisational structure will be followed by standardisation according to the model and criteria of the description of work processes, which are in line with the models of developed EU countries, which is essential considering that the RS is in the process of joining the EU. The research results can significantly contribute to the field of strategic analysis and planning of the future functioning of the police in the prevention of crime and other security threats.

The conducted empirical research has led to findings regarding essential facts and characteristics of the centralised organisational unit as a condition for establishing and implementing ILP in the RS police as a modern police innovation in the field of controlling criminal activities, violations, and other security-threatening phenomena. Further scientific research should be directed to the research of best practices (Benchmarking) of the application of ILP, especially in the areas of organisational solutions, coordination, management, information management, and training.



## References

- Brincka, Ž. (2012). *Police and Security: "From Enhanced Supervision Until Today"*, Zagreb.
- Djurdjevic, Z., Radovic, N. (2017) *Criminal Operations*, Academy of Criminalistic And Police Studies, Belgrade, p. 447.
- Djurdjevic, Z., Racic I. (2018) *Evaluation of the Implementation of Police Intelligence – Model in the Ministry of Interior of the Republic of Serbia*, XXXI Kopaonik School of Natural Law, Justice and Law, Kopaonik.
- James A. (2013). *Examining Intelligence-Led Policing - Developments in Research, Policy and Practice*, Palgrave Macmillan UK, London.
- Carter, D., (2009). *Law Enforcement Intelligence: A Guide for State, Local, and Tribal Law Enforcement Agencies (Second Edition)*, U. S. Department of Justice-Office of Community Oriented Policing Services, Washington, pp. 120.
- Potparič, D., Dvoršek, A. (2011). "Critical Success Factors in Establishing a National Criminal Intelligence Model in Slovenia, Ljubljana.
- Ratcliffe, J. H., Guidetti, R. (2008) "State Police Investigative Structure and the Adoption of Intelligence-Led Policing", *Policing: An International Journal of Police Strategies & Management*, Vol. 31 Issue: 1, pp.109-128.
- Ratcliffe, J. H. (2008). *Intelligence-Led Policing*. Cullompton, Devon: Willan.
- Ratcliffe, J.H., Guidetti, R. (2007). "State Police Investigative Structure and the Adoption of Intelligence-Led Policing", *Policing: An International Journal of Police Strategies and Management*, pp. 109-125.
- Racic I., (2018). *The Importance of Analytical Organisational Units of the Sector for Analytics, Telecommunication, and Information Technologies in the Implementation of Intelligence-Led Policing*, *Journal "Bezbednost"*, p. 139.
- Racic, I (2023). *Handbook: "Intelligence-Led Policing in Police on the Republic of Serbia"*, Institute for Criminological and Sociological Research, Belgrade.
- Tomasevic, Racic (2021). "Human Resources Sector in the Function of Improving the Work of the Emergency Management Sector of the Ministry of the Interior of the Republic of Serbia", *Serbian Political Thought*, number 2/2021, Belgrade, p. 177-200.

