

# STANDARD TWINNING PROJECT FICHE

## 1. Basic Information

- 1.1 Publication notice reference: EuropeAid/ 137-251/IH/ACT/HR
- 1.2 Programme: IPA 2013
- 1.3 Twinning Number: HR 13 IB JH 01
- 1.4 Title: Strengthening capacities for implementation of Geographic Information System with Geographic Profiling of Serial Criminal Offenders (CRO GIS)
- 1.5 Sector: Justice and Home Affairs
- 1.6 Beneficiary country: Croatia

## 2. Objectives

### 2.1 Overall objective:

Improving capacities of the Ministry of Interior of the Republic of Croatia (MoI) to combat organized crime, terrorism and another serial crime connected to other types of serious crime.

### 2.2 Project purpose:

Improving capacities of the crime intelligence analysts within National Police Office for Suppression of Corruption and Organised Crime and Police Directorates of the MoI in order to support serial violent crime investigation.

### 2.3 Contribution to Accession Treaty/ Relevant national documents:

#### **Accession Treaty**

The section *Other provisions*, within *Part Four: Temporary provisions* of the Accession Treaty stipulates: “the Commission's monitoring shall focus on the area of freedom, security and justice, including the implementation and enforcement of Union requirements with respect to external border management, police cooperation, the fight against organized crime, and judicial cooperation in civil and criminal matters, etc.” Moreover, the section *Specific commitments undertaken by the Republic of Croatia in the accession negotiations (referred to in Article 36(1), second subparagraph, of the Act of Accession)* stipulates: “To continue to ensure a sustained track record of substantial results based on efficient, effective and unbiased investigation, prosecution and court rulings in organised crime and corruption cases at all levels including high level corruption, and in vulnerable sectors such as public procurement.”

#### **Strategic plan of the Ministry of Interior and other institutions involved in protection and rescue for the period 2015-2017**

Within point *1.1 Improve suppression of criminal behaviour*, it is stated that police skills and capacities should constantly be developed. Within point *1.2 Improve suppression of crime* it is stated that in the Republic of Croatia, the police registers approximately 110 000 criminal offenses per year. Police in Croatia manages to resolve, on an annual basis, about 60 percent of the crime of the total

number of detected offenses. Criminal offences are classified into several categories: organized crime and corruption, economic crime, drug abuse, criminality of special safety significance, crime of violence, property crime, and all other offenses not covered by the mentioned categories. Without neglecting less harmful crimes, in the next period, greater attention should be paid to the most difficult criminal cases. Among methods of achieving the abovementioned goals are: improving the work of the criminal police, improving the effectiveness of combating corruption and organized crime, improving the effectiveness of combating drug abuse.

### **National plan for combating trafficking in human beings for the period 2012–2015**

Within section *Prevention*, it is stated that there is a need to pay great attention to measures aimed at preventing trafficking in human beings and raising public awareness. Special attention is given to measures and activities aimed at conducting research on the issue of human trafficking and the latest trends in this area and conducting public campaigns on the issue of human trafficking. The National plan for combating trafficking in human beings for next period is under preparation and it will be prepared by the end of 2015.

### **National strategy for prevention of drug abuse for the period 2012–2017**

Under point 4.2.1 *Suppression of supply and availability of drugs*, it is stated that the attention should be given to aggravating factors that are considered to affect the trends of crime and drug abuse in the Republic of Croatia, such as: growing number of newly designed drugs; new challenges related to the Croatian accession to the EU (freedom of movement of goods, capital and people, and new forms of drug abuse crimes), different policies towards drugs problem in the European Union. Activities to combat the supply and availability of drugs should be aimed at all levels and types of crime: organized drugs crime and money laundering related to organized crime in the field of drugs, street reduction, suppression of the establishment of narco-scenes and strengthening regional and international cooperation in the field of organized drug-related crime.

Under point 4.2.1.1 *Fighting illegal production and trafficking of precursor* it is stated that special attention should be paid to the permanent international traffic control of chemical substances that can be used for illegal production of drugs. Under point 4.2.1.2 *Combating Trafficking "new" drugs* it is stated that in view of the increasingly frequent cases of placing on the market, traffic over the Internet and smuggling by mail of substances that are not on the list of drugs, but have characteristics of a drug, the focus should be placed on discovering of such activities. It is therefore necessary to find a legal basis for the seizure and destruction of such substances as they are dangerous to life and health. In the point 4.2.1.3 *Combating Trafficking in doping agents* it is stated that given the widespread of doping agents, especially among young people, fight against their abuse requires the model for which these doping agents will be equally monitored as it is done with drugs.

From the mentioned documents it is obvious that the obligation of the Republic of Croatia is to fight serious forms of crime. It is a widely known fact that the development of criminal intelligence system is the most efficient tool for combating serious and complex forms of crime.

This Twinning project will improve the capacity of the MoI in combating organized crime, terrorism and other forms of complex crime by enhancing the existing business processes and criminal intelligence analyses. Moreover, this Twinning project will help the Republic of Croatia to fulfil its obligations indicated in the above mentioned documents through strengthening capacities in using new technologies in criminal investigations. Officers in criminal intelligence analysis units at national and regional level will be able to use proactive approach in combating organized crime, terrorism and another serial crime connected to other types of serious crime. Proactive work is an important prerequisite and a basic precondition for a successful fight against complex forms of crime. Implementation of methodology of geographic profiling is a necessary and helpful tool whose aim is

to support criminal investigations. Progress in this area will be further strengthened with this Twinning project.

### **3. Description**

#### **3.1 Background and justification:**

Circumstances which favoured the development of organised crime on the territory of Republic of Croatia (hence influencing its structure and characteristics) are determined by the country's geographical position, transition processes and society's globalisation. This resulted in large migrations of population but also of criminal groups running the most serious forms of organised crime in the Republic of Croatia and the region. One characteristic of organised crime has become evident more than ever before, i.e. activities of organized crime do not know the borders. This is reflected in good cooperation between organised criminal groups established and running in Croatia with those abroad, especially from the territory of South-Eastern Europe, which makes the minimisation of detrimental consequences on the society's functioning even more difficult.

Croatia represents a point of entry for regional crime into the European Union territory. Activities of domestic organised criminal groups are conducted to a significant extent in cooperation with organised crime from the region. All major and well established international smuggling operations pass through Croatia. Global economic crisis and negative economic development to a large extent contribute to the development of organised crime. Organised crime is taking advantage of the situation and in the above mentioned context proactive approach is necessary to combat organized crime, terrorism and other types of serious crime.

In collection and analysis of the information on forms of organised crime and organised criminal groups, the Intelligence Led Policing (ILP) model of procedure has been used. The Geographic Information Systems (GIS) and geographic profiling are helpful tools for the closure of deficiencies or gaps between strategic and operative activities and they are important for understanding trends and structure of organised and serious crime. They encompass planned, effective, targeted and systematic monitoring and suppression of certain forms of crime and identifying new areas of criminal activities.

GIS and geographic profiling have been useful tools for police investigation that assist in solving violent serial types of criminal cases, especially as strategic information management system designed to support investigative efforts in cases of terrorism, organized crime and other types of serious crime when there is no victim – offender relationship. GIS and geographic profiling have become a common analytic practice in many police agencies throughout Europe. Capability to spatially manipulate and display offence-related data is a result of the power and availability of GIS software.

GIS are automated systems for capture, storage, retrieval, analysis, and display of spatial data. Tactical crime analysis comprises of crime mapping techniques used to assist investigators and patrol officers in the apprehension of criminals. Strategic analysis is concerned with long-term trends and management issues such as the impact of changing demographics on crime rates. Common problem for tactical analysis is a prediction of where and when the next crime is likely to take place. Time, weekday, weather, offence intervals and other factors are examined to calculate an interval within which the next crime is most likely to occur.

Geographic profiling has been regarded as an information management system designed to help focus the investigation, prioritise tips and suspects, and suggest new strategies to complement traditional methods. Geographic profiling analyses the locations connected to a series of crimes to determine the most probable area of offender residence.

At the moment traditional investigative techniques used by police in Croatia are not able to respond to the recent complex cases of organized and other types of serious crime. New investigative methodologies have not been used (e.g. linkage analysis, crime mapping, criminal profiling and geographic profiling). Scrutiny of people of interest, in the effort to work backwards from them to the victim, is a difficult and time consuming process. Thorough interrogations of suspects, detailed interviews of their associates, and extensive searches for and analyses of physical evidence consume valuable and limited resources. By using a new investigative methodology to prioritise the police approach, investigative efforts can be tailored to the priority rating of the individual suspect. By focusing on the most probable suspects, the offender will more likely be identified sooner.

Planned and systematic implementation of the new software solutions, continuous education of staff, persistent effort in collecting relevant information (avoiding information overload) and quality system (ensuring clear roles and responsibilities of all stakeholders) will result in faster and more efficient investigation and ultimate prosecution of organised and serious crime.

This Twinning project will provide support in achieving the above objectives through improvement of capacities of the crime intelligence analysts within Criminal Intelligence Analysis Service of the National Police Office for Suppression of Corruption and Organised Crime (NPOSCOC), as well as 20 police administration units of the MoI. Since the project is also related to establishing and implementing training programmes in the respective field, the Police Academy is also one of the important stakeholders within the project.

Currently, the MoI has limited number of GIS software licenses that allows limited analysis, which were acquired in the framework of the CARDS project (please refer to the point 3.2) together with digital maps for several cities in the Republic of Croatia. The existing GIS software does not allow geographic profiling and it is used limited and not systematically.

Based on the analysis of the current situation in the MoI and the available data, this project will provide support in specifying features (technical specifications) of the software solution in order to enable geographic profiling. The above mentioned software will be subsequently procured and implemented through the supply component of the overall project. Therefore, outputs obtained through this project should be in line with the best EU practices and should refer to features of the products already available on the market, allowing at the same time free competition as well as compliance with the principles of transparency, non-discrimination and other principles of public procurement. Since procurement of supply is envisaged, inputs from the MS Twinning partners should not refer to development of the specifications for a new software solution which should be specifically developed for the MoI (as it is customary for development of IT solutions through service contracts).

Thus, the project will address the current problem of the MoI related to the information overload and assist in providing more clear leads in crime investigations. Crime intelligence analysts will be enabled to focus their investigative activities, geographically prioritise suspects and concentrate police efforts in particular zones where the criminal offenders are most likely to be active. Moreover, high cost associated with inefficient or extensive, long term investigation in complex criminal cases will be reduced by applying new and proactive investigation techniques and approaches.

This project will further improve the MoI capacities to combat organized crime, terrorism and other serious crime through introduction of new investigation techniques and approaches, both in regards to staff management and technology utilisation. Training of the MoI staff and practical experience gained through study visits will allow basis for implementing geographic profiling. Trainings on geographic profiling are not connected to the software but to the methodology. Therefore, even though there is possibility that the MoI will not be in possession of the respective software solution during Twinning

project implementation, trainings will be highly beneficial since the staff will obtain theoretical knowledge on the execution of geographic profiling which will be practically applied in the future following procurement of the above mentioned software.

Geographic Profiling is the criminal police strategy that locates offenders based on the geography of their crimes. This methodology is a contributor to the criminal investigation. This course introduces trainees to geography of crime theory and the methodology of geographic profiling. It is designed for crime analysts, police officers and others (for example educational staff of the Police Academy) interested in the geography of crime and its application to criminal investigation. Indicative training topics can include for example: background of using of geographic profiling, applying of other sciences in geographic profiling (psychology, sociology, statistics, etc.), serial crime, case linkage analysis, criminal hunting methods, environmental criminology, behavioural geography, crime pattern theory, routine activity theory, mental maps, criminal hunting methods, journey-to-crime research, and temporal patterns, the process of geographic profiling (identify a crime series, evaluate suitability for geographic profiling, verify the linkage and seek missing data, develop a scenario, create the geographic profile, draw up a suspect list and prioritize it, produce the report and suggest investigative strategies), possibilities of application of software solutions for geographic profiling, introducing and implementation of standard operative procedures in using geographic profiling methodology as well as typical sources of error in geographic profiling. Case examples are used to illustrate major points. These trainings are designed to the background and skills to create and interpret geographic profiles correctly and to make actionable recommendations. Trainees learn through presentations given by subject matter experts, through the study of real cases, group dialogue, and a field exercise as well as hands-on training with the geographic profiling.

Finally, the project will also establish and implement measures of quality control for application of GIS with geographic profiling in the MoI. The quality control procedures will be based on the new methodology for geographic profiling. Furthermore, measures of quality control will be in full implementation after relevant software solution will be procured. It will be further upgraded and developed by the MoI after the end of the project if necessary.

### 3.2 Linked activities:

#### **IPA 2013 “Development of Geographic Information System with Geographic Profiling of Serial Criminal Offenders” (Supply component)**

Overall objective of the project is to improve capacities of MoI to combat organized crime, terrorism and another serial crime connected to other types of serious crime. The supply component of the overall project is related to procurement of respective software for geographic profiling based on the recommendations prepared through activities under Result 1 of this Twinning project. The supply component is expected to start after achieving goals of Result 1 of the Twinning project, which is foreseen at the latest 2 months after arrival of RTA.

#### **CARDS 2003 “Criminal Intelligence System - Phase II”**

(MS Twinning partner: United Kingdom, Twinning no. HR/2003/IB/JH/07)

This Twinning project was implemented from June 2006 to March 2008. The beneficiary of the project was the MoI Crime Police Directorate. The project purpose was to set up a complete Criminal Intelligence System (CIS) with all the necessary arrangements, equipment, facilities and procedures used for the collection, storage, analysis and dissemination and interagency exchange of criminal information and intelligence. The key outcomes of the CIS Phase 2 project are as follows:

- National Intelligence Model has been agreed and adopted, supported by the introduction of new sub laws;

- Structural, organisational and business process changes are being introduced by the MoI to support the new policing model;
- New hardware and software systems have been introduced to support the collection, storage, analysis and dissemination of intelligence data;
- Service Level Agreements between all law enforcement areas have been concluded to facilitate the exchange of data and improve collaborative working between the agencies. This has already resulted in improved dialogue and planning which has led to a number of successful joint investigations;
- National organised crime threat assessment has been produced and following from it a control strategy to combat the identified organised crime threat;
- National approach to informant handling and collecting intelligence has been formalised supported by the introduction of new sub laws, specialist training and the establishment a dedicated Covert Human Intelligence Source handling unit;
- Intelligence Analysts are better equipped to support intelligence led policing through the introduction of new systems and procedures and delivery of specialist training.

### **CARDS 2002 “Criminal Intelligence System - Phase I”**

(MS Twinning partner: United Kingdom, Twinning no. HR/2002/IB/JH/01)

This Twinning project was implemented from May 2005 to July 2006. The general objective of this project was to strengthen the capacity of the MoI and in particular the General Police Directorate, to efficiently and effectively deal with organised crime and terrorism, by further developing the role and capabilities of the Criminal Intelligence Analysis Service (CIAS). The Phase 1 project plan put in place activities under four components, which were designed to:

- Provide an evaluation/gap analysis of the existing Criminal Intelligence System in Croatia, identify sources of intelligence, deliver administrative and operational procedures for the handling of criminal intelligence on a national level;
- Develop guidelines on the handling of Covert Human Intelligence Sources (CHIS) and the requirements for a secure database for the storage of CHIS data;
- Deliver a detailed design of the technical elements of the future Criminal Intelligence System;
- Provide specialist training for analysts and to establish a sustainable training programme by delivering a methodology and by training trainers;

All of these objectives were met, and the project identified a number of recommendations for changes of procedure, which included the development of administrative and operational procedures on the handling of intelligence and common procedures to be adopted by all ministries in the Republic of Croatia involved in the fight against serious and organised crime. These recommendations were accepted by the Director General of Police on behalf of the Ministry of the Interior.

During the period of the two phases of the CIS Project a Geographic Information System has been implemented in the MoI and relevant maps have been obtained (a digital map of the Republic of Croatia, 34 digital maps of major Croatian towns, a digital city terrain model with Croatian digital relief and a three dimensional model of buildings; and a digital orthophoto application as well as routing data). Moreover, through the CIS project 25 licences of ArcView GIS software have been obtained for analysts at national and regional level of criminal police.

This Twinning project will enhance crime intelligence analysts knowledge on methods and techniques of crime analysis and crime intelligence analysis (crime pattern analysis, case analysis, comparative case analysis, network analysis, problem solving analysis etc.) which have been gained through the CARDS projects "Crime Intelligence System" in the field of geographic profiling, and will enable the

adoption of new methods of analysis, with the aim of improving the strategic and operational decision-making in criminal investigations.

### 3.3 Results:

**Result 1: Assessment report considering requirements for implementation of GIS with geographic profiling in the MoI with corresponding recommendations for improvements prepared.**

Indicators of achievement:

- Analysis of the current situation and requirements for implementation of GIS with geographic profiling conducted and assessment report with corresponding recommendations prepared; assessment report will include:
  - Features (technical specifications) of the GIS software with geographic profiling to be procured through the supply component of the overall project;
  - Recommendations for improvement of the investigation methods and implementation of GIS with geographic profiling in the criminal intelligence analysis units of the MoI (Service / Departments / Group).

**Result 2: Level of expertise and knowledge of police officers on processing and using of GIS with geographic profiling methodology improved.**

Indicators of achievement:

- Training Needs Analysis (TNA) for MoI employees in the area of GIS with geographic profiling methodology conducted and TNA report prepared.
- Training programme and training materials for training of MoI employees and training of trainers (ToT) on processing and using of GIS with geographic profiling methodology prepared.
- ToT for at least 10 analysts and at least 5 employees of Police Academy conducted.
- Trainings for at least 39 analysts on processing and using of GIS with geographic profiling methodology conducted.
- 2 study visits in duration of 5 working days each, for 10 police analysts in total, with the aim to gain practical knowledge on using of GIS with geographic profiling methodology, conducted and study visit reports prepared.

**Result 3: Long-term training programme and Training Manual in the area of GIS with geographic profiling methodology prepared.**

Indicators of achievement:

- Long-term training programme in the area of GIS with geographic profiling methodology prepared.
- Training Manual to be used during implementation of the long-term training programme prepared.

**Result 4: Measures of qualitative control for application of GIS with geographic profiling implemented in the criminal intelligence system and the quality level of the criminal intelligence system enhanced.**

Indicators of achievement:

- Standard operative procedures related to process of analysis in the field of geographic profiling drafted.
- Report with measures of qualitative control for application of GIS with geographic profiling drafted.
- Measures of qualitative control for application of GIS with geographic profiling implemented in the criminal intelligence system and the quality level of the criminal intelligence system enhanced.

### 3.4 Activities:

**The activities listed below represent the minimum activities to be implemented in the course of the Twinning project. Member State(s) may propose additional activities in line with the methodology elaborated in its proposal.**

Activity 1.1: Conducting analysis of the current situation and requirements for implementation of GIS with geographic profiling and preparing assessment report with corresponding recommendations. Assessment report will include:

- Features (technical specifications) of the GIS software with geographic profiling to be procured through the supply component of the overall project;
- Recommendations for improvement of the investigation methods and implementation of GIS with geographic profiling in the criminal intelligence analysis units of the MoI (Service / Departments / Group).

Activity 2.1: Conducting Training Needs Analysis (TNA) for MoI employees in the area of GIS with geographic profiling methodology and preparing TNA report.

Activity 2.2: Preparing training programme and training materials for training of MoI employees and training of trainers (ToT) on processing and using of GIS with geographic profiling methodology.

Activity 2.3: Conducting ToT for at least 10 analysts and at least 5 employees of Police Academy.

Activity 2.4: Conducting trainings for at least 39 analysts on processing and using of GIS with geographic profiling methodology.

Activity 2.5: Conducting 2 study visits in duration of 5 working days each, for 10 police analysts in total, with the aim to gain practical knowledge on using of GIS with geographic profiling methodology and preparing study visit reports.

Activity 3.1: Preparing long-term training programme in the area of GIS with geographic profiling methodology.

Activity 3.2: Preparing Training Manual to be used during implementation of the long-term training programme.

Activity 4.1: Drafting Standard operative procedures related to process of analysis in the field of geographic profiling.



Activity 4.2: Drafting report with measures of qualitative control for application of GIS with geographic profiling.

Activity 4.3: Implementing measures of qualitative control for application of GIS with geographic profiling in the criminal intelligence system and enhancing the quality level of the criminal intelligence system.

**Minimum two visibility events will be organized in the course of the implementation of the project; Kick-off meeting at the start of the implementation and the Final meeting at the end of the implementation of the project activities.**

### 3.5 Means/ Input from the MS Partner Administration:

MS Project Leader may participate in the project also as the short-term expert (STE) and in this case the MS Project Leader should satisfy requirements stipulated in the fiche for both the Project Leader and the relevant STE profile.

#### 3.5.1 Profile and tasks of the Project Leader

Profile of the Project Leader

Requirements:

- University level education or equivalent professional experience of 10 years in law enforcement
- Minimum 5 years of experience in criminal police
- Working level of English language
- Proven contractual relation to public administration or mandated body, as defined under Twinning Manual 5.4.5
- Computer literacy
- Experience in project management

Assets:

- Experience in implementation of EU legislation relevant to Schengen and Border Management
- Experience in the field of crime intelligence

Tasks of the Project Leader:

- Project reporting
- Supervising and coordinating implementation of the project
- Monitoring project risks, progress against the project budget and project outputs
- Organization of study visits
- Ensuring backstopping and financial management of the project in the MS
- Ensuring sound implementation of the envisaged activities
- Coordination of MS experts' work and availability
- Participation in Steering Committee meetings

#### 3.5.2 Profile and tasks of the RTA

## Profile of the Resident Twinning Adviser

### Requirements:

- University level education or equivalent professional experience of 10 years in law enforcement
- Minimum 3 years of experience in the field of crime intelligence
- Experience in geographic profiling based on GIS technology in the field of crime intelligence
- Proven contractual relation to public administration or mandated body, as defined under Twinning Manual 5.4.5
- Working level of English language
- Computer literacy
- Experience in project management

### Assets:

- Experience in performing geographical crime analysis and crime mapping
- Experience in law enforcement activities related to organised and serious crime
- Experience in organizing and implementing training programmes

### Tasks of the Resident Twinning Adviser:

- Day to day management of the project in the Beneficiary institution
- Advising on related EU policies and best practices, legislation and regulations
- Monitoring project implementation and, if needed, proposing corrective management actions
- Support and coordination of all activities in the BC
- Organization of visibility events (kick-off and final event)
- Organization of Project Implementation Unit and Steering Committee meetings
- Networking with stakeholders of the project in Croatia and in MS
- Coordination and assistance to the short-term experts
- Executing administrative tasks (e.g. assisting in reporting)
- Providing support to the national management staff to ensure training is delivered efficiently and effectively

The duration of the RTA secondment is 15 months.

### 3.5.3 Profile and tasks of short-term experts

**For each of the proposed experts in the submitted proposal the Member State(s) is kindly requested to indicate the expert's profile.**

#### Profile of the Short-term expert 1 (STE 1) – Geographic Profiling Expert

### Requirements:

- University level education or equivalent professional experience of 8 years in law enforcement
- Minimum 3 years of experience in geographic profiling based on GIS technology in the field of crime intelligence
- Working level of English language
- Computer literacy

- Proven contractual relation to public administration or mandated body, as defined under Twinning Manual 5.4.5

Assets:

- Experience in performing geographical crime analysis and crime mapping
- Experience in developing procedures
- Experience in developing educational plan or curriculum for police officers
- Experience in conducting trainings

Tasks of the Short-term expert 1:

- Conducting analysis of the current situation and requirements for implementation of GIS with geographic profiling and preparing assessment report with corresponding recommendations
- Conducting TNA and preparing TNA report
- Preparing training programme and training materials
- Conducting ToT and trainings for police officers
- Preparing long-term training programme and Training Manual
- Drafting Standard operative procedures related to process of analysis in the field of geographic profiling
- Drafting report with measures of qualitative control for application of GIS with geographic profiling
- Implementing measures of qualitative control in the criminal intelligence system and enhancing the quality level of the criminal intelligence system
- Close cooperation with the Croatian experts in undertaking all activities

Profile of the Short-term expert 2 (STE 2) – IT expert

Requirements:

- University level education or equivalent professional experience of 8 years in the field of information technologies (IT)
- Minimum 3 years of experience in development or implementation of GIS
- Working level of English language
- Computer literacy
- Proven contractual relation to public administration or mandated body, as defined under Twinning Manual 5.4.5

Assets:

- Experience in IT system development
- Experience in the field of geographic profiling

Tasks of the Short-term expert 2:

- Close cooperation with the Croatian experts in undertaking all activities
- Participating in all relevant project activities, as determined during the project implementation, in cooperation with other short-term experts:
  - Conducting analysis of the current situation and requirements for implementation of GIS with geographic profiling and preparing assessment report with corresponding recommendations
  - Conducting TNA and preparing TNA report
  - Preparing training programme and training materials
  - Conducting ToT and trainings for police officers
  - Preparing long-term training programme and Training Manual

- Drafting Standard operative procedures related to process of analysis in the field of geographic profiling
- Drafting report with measures of qualitative control for application of GIS with geographic profiling
- Implementing measures of qualitative control in the criminal intelligence system and enhancing the quality level of the criminal intelligence system

**Note:**

The pool of experts should include:

- At least one short-term expert who in addition to the respective profile requirements has experience in developing educational plan or curriculum for police officers;
- At least one short-term expert who in addition to the respective profile requirements has experience in conducting trainings;
- At least one short-term expert who in addition to the respective profile requirements has experience in performing geographical crime analysis and crime mapping;
- At least one short-term expert who in addition to the respective profile requirements has experience in development of procedures.

#### **4. Institutional Framework**

The main beneficiary of the project is the Ministry of Interior (MoI). Criminal Intelligence Analysis Service represents a strategic part of the National Police Office for Suppression of Corruption and Organized Crime (NPOSCOC). NPOSCOC is a part of Criminal Police Directorate. Police Academy and Criminal Police Directorate are parts of General Police Directorate within MoI (please refer to Annex 5).

**The General Police Directorate** is administrative organization within the MoI. Among other responsibilities the General Police Directorate analyses and evaluates the general state of security, crime trends and predicts the evolution of the security situation; assesses risks; organizes taking measures and activities within the competence of the police; coordinates the work of the organizational units within the Directorate; carries out the obligations under international treaties; defines strategic goals and coordinates the development of strategic plans.

**The Criminal Police Directorate** is one of the organisational units of the General Police Directorate. The Criminal Police Directorate, among other responsibilities, monitors and analyzes the conditions and trends of overall crime; cooperates with other organizational units in the field of organization, prevention and control of crime; conducts and supervises the most complex criminal investigations at the national level; provides professional assistance to police departments; identifies and develops a methodology of combating crime and undertakes measures for improvement of the criminal police.

**The National Police Office for Suppression of Corruption and Organized Crime (NPOSCOC)** is one of the organisational units of the Criminal Police Directorate which monitors and analyses certain forms and trends of corruption and organized crime. NPOSCOC is responsible for conducting national-level complex and organized crime when: criminal investigations are carried out on the

territory of two or more police administrations; criminal investigations require a joint international police investigation and are carried out on the territory of several countries; criminal investigations of prominent holder of the most serious forms of crime and criminal investigations of the most complex forms of criminal offenses in the field of complex and organized crime. NPOSCOC determines methods and ways of working, creates a strategic and threat assessment and prepares the priorities for tackling complex and organized crime.

**The Criminal Intelligence Analysis Service** is one of the organisational units of the NPOSCOC. In order to develop criminal intelligence model, the mentioned Service supports the evaluation system of data, sources and knowledge as well as the unique model of data processing; takes care on the implementation of the criminal intelligence cycle (planning, collection, evaluation, processing, analysis and distribution); as a single point for data entry carries out tasks of storing, indexing and data processing; within the most complex criminal investigations at the national level is involved in the processing of the collected data, gives recommendations for further measures and actions; cooperates with other organizational units of the MoI in order to create a unique strategy in combating certain forms of crime; prepares strategic and threat assessment at the national level; keeps prescribed databases and carries out measures for the data protection; cooperates with other state authorities and police forces in other countries; carries out trainings in the field of criminal intelligence analysis and provides professional assistance to other police units.

**The Police Academy** is one of the organisational units of the General Police Directorate responsible for basic police education, specialization, professional training and development, police training and higher education. The Police Academy designs programs of specialization, professional development, professional training and police training and monitors the development of teaching techniques and training methods.

**The Police College** is one of the organisational units of the Police Academy and educates personnel at the undergraduate and graduate forms of higher education in the field of security, police profession and science; conducts professional and university programs; performs the scientific and research activity in the field of security and related sciences; provides professional and scientific support to other organizational units of the MoI; participates in the preparation and drafting of professional literature and other relevant information and educational materials for the MoI and external users. At the Police College operates six professional department dealing with applied research of delinquency and crime, security and standardization of police procedures.

**The Service for Professional Development and Specialization** is one of the organisational units of the Police Academy. It performs tasks of planning and programming, organizing and implementing of all forms of professional education, training and specialization for the police units and external users; takes care about the verification of approved plans of training and specialization; in cooperation with police units prepares plans and programs of additional training and supervises their implementation; it is the holder of the preparation of the Annual Plan of education and training; monitors the quality of teaching in the forms of training carried out; performs professional supervision of all forms of professional development; carries out an evaluation of all forms of education that is implemented; participates in the international cooperation in the framework of its activities and the implementation of international projects; follows all novelties in the police activities, as well as in the pedagogic and education science, and proposes changes and improvements in training.

On the regional level, the Republic of Croatia is divided into 20 police administration units which are divided into 4 categories based on the size and population of the area which particular unit is covering. Each police administration unit has 2-4 police officers responsible for crime intelligence analysis, depending on the category of particular police administration unit.

This project will improve the level of quality of the crime intelligence analyses in the MoI, however it will not lead to the institutional changes in the Croatian law enforcement agencies. Coordination mechanism between BC institutions involved in the project will be achieved through Project Implementation Unit (PIU) established within the MoI.

The beneficiary institution will dedicate all necessary human and financial resources in order to guarantee an effective implementation of the respective project. In particular, the beneficiary institution will ensure the availability of the following provisions:

- Adequately equipped office space for the RTA and the RTA assistant for the entire duration of their secondment (in particular a desk, a telephone line, PC with e-mail account and internet access, possibility to use fax & copy services);
- Adequate conditions for the STEs to perform their work while on mission to the BC;
- Training and conference venues as well as presentation and interpretation equipment;
- Costs for travel by BC participants from their capitals to a MS or between MS (study visits);
- Its active involvement in preparation of the PIU and Steering Committee meetings and participation of its members on the same;
- The availability of the BC human resources (BC experts) during the implementation of the activities.

## 5. Budget

Strengthening capacities for implementation of Geographic Information System with Geographic Profiling of Serial Criminal Offenders (CRO GIS)	IPA Community Contribution	National Co-financing	TOTAL
Twinning Contract	95% 712.500 EUR	5% 37.500 EUR	750.000,00 EUR

*The total amounts of the IPA Community Contribution and National Co-financing stipulated in the above table represent the total maximum amounts and therefore, they may be reduced at the level of the Twinning contract, while the relevant ratio (percentages) should be maintained as fixed.*

*The co-financing requirement foreseen under IPA will be considered fulfilled according to the provision of the relevant Financing Agreement.*

Interpretation costs will be reimbursed from the budget only for the purpose of workshops and seminars, up to 7% of the Contract amount can be used for translation and interpretation purposes.

## 6. Implementation Arrangements

### 6.1 Implementing Agency responsible for tendering, contracting and accounting:

Central Finance and Contracting Agency (CFCA)  
 Ulica grada Vukovara 284  
 10000 Zagreb, Croatia

Ms Nataša Mikuš Žigman, Director  
Phone: +385 1 6042 400  
Fax: +385 1 6042 598  
E-mail: [procurement@safu.hr](mailto:procurement@safu.hr)

Twinning Administrative Office  
Central Finance and Contracting Agency  
Ulica grada Vukovara 284  
10000 Zagreb, Croatia  
Ms Nirvana Sokolovski, Twinning NCP  
Phone: +385 1 6042 400  
Fax: + 385 1 6042 598  
E-mail: [twinning@safu.hr](mailto:twinning@safu.hr)

## 6.2 Main counterpart in the BC:

### **Senior Programme Officer (SPO)**

Mr Nebojša Kirigin, Assistant minister  
Ministry of Interior  
Ulica grada Vukovara 33  
10000 Zagreb, Croatia  
Phone: + 385 1 6122 561  
Fax: +385 1 6122 461  
E-mail: [nkirigin@mup.hr](mailto:nkirigin@mup.hr)

### **Project Leader Counterpart**

Mr Velimir Bartoš, Head of Criminal Intelligence Analysis Service  
General Police Directorate  
Ministry of Interior  
Ilica 335  
10000 Zagreb, Croatia

### **RTA Counterpart**

Mr Tomislav Müller, Administrator of the criminal intelligence system  
Criminal Intelligence Analysis Service  
General Police Directorate  
Ministry of Interior  
Ilica 335  
10000 Zagreb, Croatia

## 6.3 Contracts:

It is envisaged that the Project will be implemented through one Twinning contract, with the maximum amount of 750.000,00 EUR.

## 7. Implementation Schedule (indicative)

7.1 Launching of the call for proposals: 2Q 2015<sup>1</sup>

7.2 Start of project activities: 1Q 2016

7.3 Project completion: 3Q 2017

7.4 Duration of the execution period (number of months): 18 months; the execution period will end 3 months after the implementation period of the Action (work plan) which will take 15 months.

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<sup>1</sup> Member States submitting proposals for Twinning projects implemented in Croatia, as well as the beneficiary institutions, will be requested to finalize drafting of the contracts in maximum four months regardless of the period of the year during which the drafting will take place.



## 8. Sustainability

In order to ensure successful achievement of guaranteed results, this Twinning project will be implemented with active participation of staff from the Ministry of Interior, Criminal Police Directorate, as the allocation of sufficient number of staff is the main guarantee of sustainability.

This Twinning project will provide practical assistance and knowledge transfer to the beneficiaries' staff in the area of enforcement policies, methodologies, practices and procedures in the context of criminal intelligence analysis. This will ensure a longer term capacity of the Ministry of Interior, Criminal Police Directorate and it will enhance law enforcement and security at the same time.

This Twinning project will be focused on achieving several very important goals. One of the important goals is creating the basis for technical support by preparing assessment report within which features (technical specifications) of the GIS software with geographic profiling, which will be subsequently procured through the Supply component of the overall project. Moreover, recommendations for improvement of the investigation methods and implementation of GIS with geographic profiling in the crime intelligence analysis units of the MoI will be prepared which will be basis for further improvements in the respective area.

Furthermore, the focus will also be on acquiring new knowledge on processing and using of GIS with geographic profiling methodology. This will be very important for enforcing strategic analysis in the field of criminal police, aiming to obtain a broader picture of crime and other related phenomena which influence the manifestation of crime (from different aspects: social, economic, migration, ambient, etc.). The ability to conduct such analyses will directly affect the quality of recommendations that will further be given to an established decision-making process (Intelligence Led Policing - ILP). It is important to establish the capacity of staff, particularly analysts, who will carry out the above mentioned demanding analyses, which assume understanding of procedures and methodology of performing an analysis by using sophisticated software, such as GIS software, through the preparation and adoption of training programmes and materials. The establishment of these capacities is primarily directed towards the Police Academy as an educational institution that will conduct and prepare such training in collaboration with experts from the Criminal Intelligence Analysis Service.

Prepared manual and long term training programme in the area of GIS with geographic profiling methodology will be used by trainers in future trainings of MoI employees. The trained employees will further disseminate the obtained knowledge and transfer their expertise to their colleagues when needed. Therefore, investment in knowledge and skills, acquired through trainings, will be used in the future, as the dissemination of knowledge is one of the best ways to ensure constant level of adequate education and to sustain project results.

Furthermore, measures of qualitative control for application of GIS with geographic profiling will be implemented in the criminal intelligence system and the quality level of the criminal intelligence system enhanced, thus increasing general quality level of criminal intelligence system. System sustainability will be provided by implementation and applying of defined measures of qualitative control on a daily basis through work of criminal intelligence analysts and IT experts. Measures of qualitative control will be based on Standard operative procedures prepared within the project.

Finally, the project will have major impact on enhancing and strengthening the combat against serious crime with up-to-date practices, methods and well-trained police officers in line with EU policies and strategies. The project will enhance the capacities of the MoI and will make a positive effect on the process of investigations.

## **9. Crosscutting issues**

Based on the fundamental principles of promoting equality and combating discrimination, participation in the project will be guaranteed on the basis of equal access regardless of sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation.

The project does not involve activities with an environmental impact.

## **10. Conditionality and sequencing**

- **Conditionality**

Not applicable.

- **Sequencing**

The overall project “Development of Geographic Information System with Geographic Profiling of Serial Criminal Offenders” is divided into two components (Twinning and Supply) which are closely interconnected. The Supply component refers to the procurement of a software solution based on Result 1 of the Twinning component which includes an analysis of the current situation and preparation of features (technical specifications) of the GIS software with geographic profiling and recommendations for improvement of the investigation methods and implementation of GIS with geographic profiling. Result 1 of the Twinning component is envisaged to be completed at the latest 2 months after the arrival of the RTA (i.e. within the first 2 months of the implementation period of the action) and the Supply component is envisaged to start immediately after achieving the goals of the above mentioned Result 1.

## **ANNEXES TO PROJECT FICHE**

- Annex 1. Logical framework matrix in standard format
- Annex 2. Detailed implementation chart
- Annex 3. Contracting and disbursement schedule by quarter for full duration of programme (including disbursement period)
- Annex 4. List of relevant laws and regulations
- Annex 5. Organigram of the MoI related to Criminal Intelligence Analysis Service

## Annex 1. Logical framework matrix in standard format

<b>Strengthening capacities for implementation of Geographic Information System with Geographic Profiling of Serial Criminal Offenders (CRO GIS)</b>		<b>Programme name and number:</b> IPA 2013	
<b>Ministry of Interior (MoI)</b>		<b>Contracting period expires:</b> 3 years following the date of conclusion of the Financing Agreement.	<b>Disbursement period expires:</b> 3 years following the expiration of the contracting deadline.
		<b>Total budget:</b> 750.000,00 EUR	IPA financing: 712.500 EUR (95%) National co-financing: 37.500 EUR (5%) <sup>2</sup>
<b>Overall objective</b>	<b>Objectively Verifiable Indicators</b>	<b>Sources of Verification</b>	
Improving capacities of the Ministry of Interior of the Republic of Croatia (MoI) to combat organized crime, terrorism and another serial crime connected to other types of serious crime.	<ul style="list-style-type: none"> <li>Improved quality of police work in fight against terrorism and serial violent crime</li> <li>Increased number of criminal intelligence analysis reports related to serial violent crime cases</li> <li>Increased number of successfully solved cases compared to current annual crime statistics</li> <li>Reduced time in crime investigation process</li> </ul>	<ul style="list-style-type: none"> <li>MoI and other relevant national reports</li> <li>Relevant EC reports</li> <li>EU JHA Peer Review Expert Mission to Croatia</li> </ul>	
<b>Project purpose</b>	<b>Objectively Verifiable Indicators</b>	<b>Sources of Verification</b>	<b>Assumptions</b>
Improving capacities of the crime intelligence analysts within National Police Office for Suppression of Corruption and Organised Crime and Police Directorates of the MoI in order to support serial violent crime investigation.	<ul style="list-style-type: none"> <li>Assessment report considering requirements for implementation of GIS with geographic profiling in the MoI with corresponding recommendations for improvements prepared and adopted.</li> <li>Level of expertise and knowledge of police officers on processing and using of GIS with geographic profiling</li> </ul>	<ul style="list-style-type: none"> <li>MoI reports</li> <li>Regular EC reports</li> <li>Twinning project implementation and evaluation reports</li> <li>Documentation produced under the Twinning project (reports, recommendations, training programmes, training materials,</li> </ul>	<ul style="list-style-type: none"> <li>Full commitment of the MoI to the implementation of GIS and geographic profiling methodology in investigation on regular basis</li> <li>Efficient cooperation and co-ordination of the principal actors and MoI participants</li> <li>Recommendations of the project applied</li> <li>Organisational, technical and infrastructure capacities necessary for implementation of the</li> </ul>

<sup>2</sup> The total amounts of the IPA Community Contribution and National Co-financing stipulated in the above table represent the total maximum amounts and therefore, they may be reduced at the level of the Twinning contract, while the relevant ratio (percentages) should be maintained as fixed. The co-financing requirement foreseen under IPA will be considered fulfilled according to the provision of the relevant Financing Agreement.

	<p>methodology improved.</p> <ul style="list-style-type: none"> <li>• Long-term training programme and Training Manual in the area of GIS with geographic profiling methodology prepared.</li> <li>• Measures of qualitative control for application of GIS with geographic profiling implemented in the criminal intelligence system and the quality level of the criminal intelligence system enhanced.</li> </ul>	<p>procedures, etc.)</p> <ul style="list-style-type: none"> <li>• Long term training programme and training manual</li> <li>• List of participants on trainings and study visits</li> <li>• Study visit reports</li> </ul>	<p>project in place</p> <ul style="list-style-type: none"> <li>• All necessary conditions met for system deployment</li> <li>• Human resources for the implementation of the project in place</li> </ul>
<b>Results</b>	<b>Objectively Verifiable Indicators</b>	<b>Sources of Verification</b>	<b>Assumptions</b>
<p>Result 1: Assessment report considering requirements for implementation of GIS with geographic profiling in the MoI with corresponding recommendations for improvements prepared.</p> <p>Result 2: Level of expertise and knowledge of police officers on processing and using of GIS with geographic profiling methodology improved.</p>	<p>Analysis of the current situation and requirements for implementation of GIS with geographic profiling conducted and assessment report with corresponding recommendations prepared; assessment report will include:</p> <ul style="list-style-type: none"> <li>-Features (technical specifications) of the GIS software with geographic profiling to be procured through the supply component of the overall project;</li> <li>-Recommendations for improvement of the investigation methods and implementation of GIS with geographic profiling in the criminal intelligence analysis units of the MoI (Service / Departments / Group).</li> </ul> <p>Training Needs Analysis (TNA) for MoI employees in the area of GIS with geographic profiling methodology conducted and TNA report prepared.</p> <p>Training programme and training materials for training of MoI employees and training of trainers (ToT) on processing and using of GIS with geographic profiling methodology prepared.</p> <p>ToT for at least 10 analysts and at least 5</p>	<ul style="list-style-type: none"> <li>• MoI reports</li> <li>• Regular EC reports</li> <li>• Twinning project implementation and evaluation reports</li> <li>• Documentation produced under the Twinning project (reports, recommendations, training programmes, training materials, procedures, etc.)</li> <li>• Long term training programme and training manual</li> <li>• List of participants on trainings and study visits</li> <li>• Study visit reports</li> </ul>	<ul style="list-style-type: none"> <li>• Full commitment of the MoI to the implementation of GIS and geographic profiling methodology in investigation on regular basis</li> <li>• Efficient cooperation and co-ordination of the principal actors and MoI participants</li> <li>• Organisational, technical and infrastructure capacities necessary for implementation of the project in place</li> <li>• Human resources for the implementation of the project in place</li> </ul>

<p>Result 3: Long-term training programme and Training Manual in the area of GIS with geographic profiling methodology prepared.</p> <p>Result 4: Measures of qualitative control for application of GIS with geographic profiling implemented in the criminal intelligence system and the quality level of the criminal intelligence system enhanced.</p>	<p>employees of Police Academy conducted. Trainings for at least 39 analysts on processing and using of GIS with geographic profiling methodology conducted. 2 study visits in duration of 5 working days each, for 10 police analysts in total, with the aim to gain practical knowledge on using of GIS with geographic profiling methodology, conducted and study visit reports prepared.</p> <p>Long-term training programme in the area of GIS with geographic profiling methodology prepared. Training Manual to be used during implementation of the long-term training programme prepared.</p> <p>Standard operative procedures related to process of analysis in the field of geographic profiling drafted. Report with measures of qualitative control for application of GIS with geographic profiling drafted. Measures of qualitative control for application of GIS with geographic profiling implemented in the criminal intelligence system and the quality level of the criminal intelligence system enhanced.</p>		
<p><b>Activities</b></p>	<p><b>Means</b></p>	<p><b>Specification of costs</b></p>	<p><b>Assumptions</b></p>
<p>The activities listed below represent the minimum activities to be implemented in the course of the Twinning project. Member State(s) may propose additional activities in line with the methodology elaborated in its proposal.</p>	<p>Analysis Consultations, discussions Preparation of documentation, training programme and materials Trainings, ToT Study visits Implementation of Standard operative</p>	<p>Twinning Contract:  750.000,00 EUR</p>	<p>In line with the assumptions specified for results.</p>

<p>Activity 1.1: Conducting analysis of the current situation and requirements for implementation of GIS with geographic profiling and preparing assessment report with corresponding recommendations. Assessment report will include:  -Features (technical specifications) of the GIS software with geographic profiling to be procured through the supply component of the overall project;  -Recommendations for improvement of the investigation methods and implementation of GIS with geographic profiling in the criminal intelligence analysis units of the MoI (Service / Departments / Group).</p> <p>Activity 2.1: Conducting Training Needs Analysis (TNA) for MoI employees in the area of GIS with geographic profiling methodology and preparing TNA report.</p> <p>Activity 2.2: Preparing training programme and training materials for training of MoI employees and training of trainers (ToT) on processing and using of GIS with geographic profiling methodology.</p> <p>Activity 2.3: Conducting ToT for at least 10 analysts and at least 5 employees of Police Academy.</p> <p>Activity 2.4: Conducting trainings for at least 39 analysts on processing and using of GIS with geographic profiling methodology.</p> <p>Activity 2.5: Conducting 2 study visits in duration of 5 working days each, for 10 police analysts in total, with the aim to</p>	<p>procedures and measures of qualitative control</p>		
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<p>gain practical knowledge on using of GIS with geographic profiling methodology and preparing study visit reports.</p> <p>Activity 3.1: Preparing long-term training programme in the area of GIS with geographic profiling methodology. Activity 3.2: Preparing Training Manual to be used during implementation of the long-term training programme.</p> <p>Activity 4.1: Drafting Standard operative procedures related to process of analysis in the field of geographic profiling. Activity 4.2: Drafting report with measures of qualitative control for application of GIS with geographic profiling. Activity 4.3: Implementing measures of qualitative control for application of GIS with geographic profiling in the criminal intelligence system and enhancing the quality level of the criminal intelligence system.</p>			
			<p><b>Preconditions:</b> Not applicable.</p>



**Annex 2. Detailed implementation chart**

Strengthening capacities for implementation of Geographic Information System with Geographic Profiling of Serial Criminal Offenders (CRO GIS)	2015							2016												2017							
	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A
Month																											
Twinning	T	T	T	T	C	C	C	C	C	A/I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	R	R	R

T – Call for proposals and evaluation

C– Contracting

A/I – Arrival of the RTA/ Start of the implementation of activities

I – Implementation of activities

R – Report

**Annex 3. Contracting and disbursement schedule by quarter for full duration of programme (including disbursement period)**

Strengthening capacities for implementation of Geographic Information System with Geographic Profiling of Serial Criminal Offenders (CRO GIS)	Cumulative contracting schedule by quarters in EUR (provisional)			
	2016			
	I	II	III	IV
Twinning	750.000,00			
<b>TOTAL (EUR):</b>	<b>750.000,00</b>			

Strengthening capacities for implementation of Geographic Information System with Geographic Profiling of Serial Criminal Offenders (CRO GIS)	2016				2017			
	I	II	III	IV	I	II	III	IV
	Twinning	585.365,85			89.634,15			75.000,00
<b>TOTAL (EUR):</b>	<b>585.365,85</b>			<b>675.000,00</b>			<b>750.000,00</b>	

#### **Annex 4. List of relevant laws and regulations**

- Criminal Code (OG 125/11 and 144/12)
- Criminal Procedure Act (OG 152/08, 76/09, 80/11, 121/11, 91/12, 143/12, 56/13, 145/13, 152/14)
- The Act on Police (OG 34/11, 130/12, 89/14, 151/14)
- The Act on Police Duties and Powers (OG 76/09, 92/14)

## Annex 5. Organigram of the MoI related to Criminal Intelligence Analysis Service

