

Standard Summary Project Fiche for the Transition Facility

1. Basic Information

1.1 CRIS Number: 2006/018-118-01.01

1.2 Twinning contract: LV/2006/IB/JH/01

1.3 Title: Strengthening the capacity of State Police to implement National Criminal Intelligence Model

1.4 Sector: Justice and Home Affairs

1.5 Location: Latvia

State Police, Ministry of Interior

2. Objectives

2.1 Overall Objective:

Reduction of volume and propagation of economic and organised crime through the effective organisation of tools to combat organised crime.

2.2 Project purpose:

To strengthen enforcement capacity of the State Police to improve the fight against crime by enacting the Concept on Implementation of National Criminal Intelligence Model at the State Police and to establish a uniform intelligence information system.

2.3 Justification

According to the Comprehensive monitoring report on Latvia's preparations for membership (year 2003), *"Information sharing and the development of joint analytical capabilities, particularly in the field of combating economic and organised crime, need to be considerably improved and sufficient means allocated. ...Further strengthening is necessary, particularly in order to improve the State Police analytical capacity and to fight IT crime, money laundering, smuggling and other forms of serious crime. Training should be further developed covering specific skills, such as surveillance, high-tech crime and financial investigations as well as general courses on investigative techniques"*.

Relevant *acquis*:

1. Treaty on European Union.
2. Schengen Implementation Convention.
3. Convention on Mutual Assistance in Criminal Matters between the Member States of the European Union of 29 May 2000.
4. Council Act of 16 October 2001 establishing the Protocol to the Convention on Mutual Assistance in Criminal Matters between the Member States of the European Union.
5. Council Joint Action 97/827/JHA of 5 December 1997 establishing a mechanism for evaluating the application and implementation at national level of international undertakings in the fight against organised crime.
6. Council Act of 26 July 1995 drawing up the Convention on the establishment of a European Police Office (Europol Convention) [Official Journal C 316 of 27.11.1995].

Other European Union instruments:

1. Hague programme - JHA programme 2005-10.

2. Organised Crime situation Report 2004.
3. Prevention and control of organised crime: a strategy for the beginning of the new millenium.
4. Joint Declaration of Berlin of September 1994 on combating organised crime.
5. Action programme of the Member States of the European Union and the associated countries of Central and Eastern Europe including the Baltic States, on judicial cooperation against international organised crime (1995).
6. Declaration on organised crime (19-20 March 1995)
7. Measures to step up the fight against organised crime (12 December 1995).
8. Action plan to combat organised crime (adopted by Council on 28 April 1997)
9. Council resolution of 21 December 1998 on the prevention of organised crime with reference to the establishment of a comprehensive strategy for combating it.
10. UN Convention against Transnational Organised Crime, Palermo December 2000.
11. Organised Crime Threat Report (UK NCIS).
12. Council and Commission Action Plan of 3 December 1998 on how best to implement the provisions of the Treaty of Amsterdam on the creation of an area of freedom, security and justice.
13. Council of Europe Convention of 28 January 1981 for the protection of individuals with regards to the automatic processing of personal data.
14. Declaration on combating terrorism (adopted by the European Council on 25 March 2004).

3. Description

3.1 Background and justification:

Effective exchange of information and intelligence between law enforcement authorities is an essential tool in the fight against organised crime both at national and international level, thus one of the EU priorities is to implement the European Criminal Intelligence Model providing a high quality standard for intelligence. The necessity of the high standard of processing intelligence is also prescribed in the Europol Convention which has been in force in Latvia since April 7, 2004. The Convention advises the Member States to provide a unified data base in every country for its competent law enforcement authorities providing a proper intelligence processing. Besides, the new Criminal Procedure Law in Latvia has entered into force on the 1st of October 2005, and brings changes in the way law enforcement authorities have to gather, process intelligence and use it during the criminal procedure in a modern and a much more effective way.

Latvia should also be prepared for the third round of mutual evaluations “exchange of information and intelligence between Europol and the member states and between the member states” in April 2006, where implementation of international undertakings in the fight against organised crime at national level will be evaluated, including institutional arrangements, legislative measures and intergovernmental agreements on joint working and the exchange of information and intelligence.

Thus, the State Police in Latvia has launched activities to ensure the establishment of the National Criminal Intelligence Model (hereinafter – NCIM) that would offer a professional, integrated and disciplined approach to intelligence led policing. Within the framework of the *Twinning Light* project LV/2004/JH-01TL "Establishment of National Criminal Intelligence Model at State Police" the Concept on Implementation of National Criminal Intelligence Model will be elaborated. The implementation of this Concept is

foreseen to be carried out during the current project, which is going to be a complex task that will have an impact on the gathering, analysis, evaluation, dissemination and collation of information and intelligence. It will change the daily work of the different authorities of the State Police on local, regional and national (national/international) level and other competent law enforcement authorities (State Border guard, Customs Criminal Board, Finance Police, Security Police, Financial Investigation Unit, etc.) in particular, in organising a structured and targeted fight against all forms of criminality and organized crime.

To ensure that intelligence targeting is justified and properly authorised, it is indispensable to create a common, effective database for all competent law enforcement authorities avoiding duplication of functions and improving the process of information exchange.

Due to the implementation of NCIM, the principle of intelligence led policing at the State Police will have a strong impact on the organisation of work of other national competent law enforcement authorities. The creation of the Serious Organised Crime Agency (SOCA) at the State Police would naturally integrate the work of national competent law enforcement institutions. By clear separation (division) of functions, possible merging of different authorities, close integration of activities by seconding responsible authorities liaison officers to SOCA, duplication of functions of different law enforcement authorities should thus be avoided.

In order to achieve the aims set for the current project, assistance of Member States experts is required to further scrutinize and enact the Concept on Implementation of National Criminal Intelligence Model proposed under the framework of the *Twinning Light* project LV/2004/JH-01TL. The tasks of the qualified experts will comprise further evaluation of the structure of the State Police and respective law enforcement authorities with the aim to implement the NCIM (including establishment of SOCA and Tasking and Coordinating Group), evaluation of the existing intelligence data bases of national law enforcement authorities, as well as providing proposals for the possible optimisation of the structure and activities of law enforcement authorities.

Training of the State Police officers and selected persons from other competent law enforcement authorities should be further developed covering specific skills in the field of functioning of NCIM in practice, moreover, police officers and experts of other law enforcement authorities need to receive training on operative and strategic analysis. Further strengthening of the State Police capacities can be carried out by improving information sharing and developing joint analytical capabilities, in particular in the sphere of combating money laundering and IT crimes. As there is a lack of professionals who could deliver training to police officers in the mentioned spheres, the State Police would appreciate the possibility to obtain the relevant know how from Member States experts. To enhance the sustainability of the training process, training is to be carried out applying the *training of trainers* principle.

3.2 Linked activities:

- Phare 2001 project Nr. LE 01.04.03 "Preventing, combating and reducing of organised crime". The main goal of the project was to elaborate a common long-term strategy in the field of prevention and combat of organised crime, with particular focus on enhancement of co-operation mechanisms, witness-protection and cross-border

surveillance, as well as to prepare an action plan to ensure effective implementation of the strategy.

- Phare 2002 project Nr. LV/02/IB/JH/03 “State Police” (Strengthening of the strategic and operational analysis work of State Police). As a result of this project strategic and operational analysis systems were developed and implemented within State Police.
- Phare 2003 project Nr. LV/2003/IB/JH-03 “Police Training”. The project dealt with establishing an internationally recognised trained Latvian Police Force by strengthening the Police training capacity and developing the Police Training Performance Management System.
- Phare 2002 project (Twinning Light) Nr.LV02/IB/JH-02-TL “Strengthening the capacities of the State Police for implementation of an Information Management System and system to support police reform management”. *The project aims at improving the information flow and introducing the Document System at the State Police of Latvia.*
- Phare 2004 project (Twinning Light) Nr.LV/2004/JH-01TL "Establishment of National Criminal Intelligence Model at State Police". The results of the project will be to strengthen the capacities of the State Police by elaborating the Concept on Implementation of National Criminal Intelligence Model at the State Police.

3.3 Results:

- Enacted the Concept on Implementation of National Criminal Intelligence Model proposed under the framework of Twinning Light project LV/2004/JH-01TL.
- A proposal for the setting of a mechanism for Tasking and Coordination Groups (especially setting analytical units) on local, regional and central levels prepared and implemented.
- A proposal for the establishment of SOCA at the State Police prepared and implemented.
- A proposal for the reorganisation of the structure and functions (especially information and intelligence exchange) of respective law enforcement authorities within the framework of the concept of the NCIM prepared and implemented.
- 6 high level experts of law enforcement authorities during the study visit have obtained EU MSs experience in the cooperation between NCIM and law enforcement authorities.
- 10 experts of high and middle management level from the State Police (central and regional level) during the study visit have gained practical experience in the EU MSs on the work of the operational and strategic units of NCIM.
- 3 IT experts of the State Police during the study visit have visited the Europol and the MSs to examine the work of intelligence information system.
- Implemented *Training of trainers* on the practical work of NCIM, as well as on the mechanism of Tasking and Coordination Group.
- 18 experts of the competent law enforcement authorities have acquired knowledge in the seminar on operative analysis.

- 15 experts of the competent law enforcement authorities have gained knowledge in the seminar on strategic analysis, including risk and threat assessment.

3.4 Activities:

- To enact the Concept on Implementation of National Criminal Intelligence Model proposed under the framework of Twinning Light project LV/2004/JH-01TL.
- To evaluate and audit the whole structure of the State Police with a view to establish Tasking and Coordination Group on local, regional and central levels.
- To assess the possibilities of setting up SOCA at the State Police.
- To carry out a general evaluation of the national law enforcement authorities in respect to structure and functions related to implementation of the concept of the NCIM.
- Study visit: 6 high level experts of law enforcement authorities will visit the respective Member State where the NCIM is implemented and acquire experience on intelligence led policing and NCIM. The main goal of this visit is to obtain EU MSs experience in the cooperation between NCIM and law enforcement authorities.
- Study visit: 10 experts of high and middle management level from the State Police (central and regional level) will gain practical experience in the EU MSs on the work of the operational and strategic units of NCIM.
- Study visit: 3 IT experts of the State Police visit the Europol and the MSs to examine the work of intelligence information system.
- To carry out the *Training of trainers* on the work of practical implementation and functioning of NCIM, as well as on the mechanism of Tasking and Coordination Group as an effective instrument to fight criminality and organised crime.
- Seminar on operative analysis for the experts (18 persons) of the competent law enforcement authorities.
- Seminar on strategic analysis, including risk and threat assessment, for the experts (15 persons) of the competent law enforcement authorities.

Means:

Project leader (PL) profile (1m/m)

- at least ten-year experience in a high level position in an EU MS administration in the field of intelligence;
- knowledge of the EU legislation in the field of intelligence;
- experience in planning and organisational development;
- excellent management skills;
- fluency in English.

Resident Twinning Adviser (RTA) profile (12 m/m):

- RTAs are public servants/mandated body staff
- at least seven-year work experience within NCIM;
- at least ten-year experience in the EU MS Police service in the field of intelligence;
- knowledge on issues related to intelligence led policing;
- good management skills;
- fluency in English.

Short term expertise (10 m/m):

- Experts should be public servants/mandated body staff.
- At least three-year practical experience in the work of NCIM;
- proficiency in the field of intelligence;
- specific knowledge on information and intelligence exchange;
- experience in managing the data base of intelligence;
- knowledge on the EU legislation in relation to intelligence and related data bases;
- experience in the training of theoretical and practical issues;
- good management skills;
- fluency in English.

The PL will have overall responsibility for management of the project, but the RTA will be responsible for the supervision of the project activities, as well as for assisting the STE on their daily work. The STE responsibilities would include accomplishing the evaluation of the structure of the State Police and of the national law enforcement authorities, evaluating the existing intelligence data bases of national law enforcement authorities, delivering training to the experts of the State Police and other law enforcement authorities, and preparing the tender documentation. The total time period for the STE is 10 months; however, the tasks could be carried out by several experts depending on their qualification and experience.

Study visit: experts from the State Police of Latvia and other law enforcement authorities will improve their knowledge on the work of NCIM in practice, on processing intelligence and will acquire useful information that would be indispensable for the implementation of the Concept on Implementation of NCIM at the State Police of Latvia.

3.5 Lessons learned:

The previous experience gained during implementation of *Phare* programmes has shown that the project “ownership” needs to be increased – there should be a strong involvement of the beneficiary and responsible institutions in the management of the project activities and overall co-ordination and monitoring of the project. In particular project it will be ensured through the Steering committee.

4. Institutional Framework

The overall responsibility for the project lies with the Ministry of Interior (MoI). State Police is directly responsible for the implementation of the project and the main beneficiary.

In order to ensure smooth implementation of the project, the Steering Committee will be established comprising representatives from State Police Ministry of the Interior, Implementing Authority, as well as Administrative Office. Representatives from NAC and PAO will attend Steering Committee meetings as observers.

Changes in the aforementioned institutional framework resulting from the project are not foreseen.

5. Detailed Budget

€M	Transition Facility support			Co-financing			Total Cost)
	Investment Support	Institution Building	Total Transition Facility (=I+IB)	National Public Funds (*)	Other Sources (**)	Total co-financing of the project	(TF plus co-financing)
Contract 1 Twinning Contract		0,58	0,58				0,58
Total		0,58	0,58				0,58

*contributions from National, Regional, Local, Municipal authorities, FIs loans to public entities, funds from public enterprises

**private funds, FIs loans to private entities

Contributions from the Latvian administration for effective implementation of the twinning/twinning light/TA may be further detailed in the twinning contract/Terms of references.

VAT does not constitute eligible expenditure except where it is genuinely and definitely borne by the final beneficiary. VAT which is considered recoverable, by whatever means, cannot be considered eligible, even if it is not actually recovered by the final beneficiary or individual recipient.

6. Implementation Arrangements

6.1 Implementing Agency

Implementing agency of the project will be the Central Finance and Contracting Agency of the Ministry of Finance (CFCA). CFCA will be responsible for the financial and administrative management of the project in accordance with the Extended Decentralised Implementation System (EDIS).

Mrs. Marita Salgrāve
Acting Director
Central Finance and Contracting Agency
1 Smilšu Street, Riga,
Latvia, LV-1050
Phone: +371 7094342;
Fax: +371 7094348

Ms. Inta Vasaraudze
PAO – Deputy State Secretary of the Ministry of Finance
1 Smilšu Street, Riga,
Latvia, LV-1050

Phone: +371 7095545
Fax: +371 7095421

The overall responsibility on technical implementation is under the Ministry of the Interior:

Mr. Viktors Elksnis
SPO –Deputy State Secretary of the Ministry of Interior
Raina Boulevard 6, Riga, LV – 1050
Phone: +371 7219313
Fax: +371 7219204

6.2 Twinning

Ms. Ruta Konstante
The Administrative Officer of the Ministry of Finance
Smilšu Street 1, Riga
Latvia, Riga LV-1919
Phone: +371 7095622
Fax: +371 7095625

Latvian Project leader
Mr. Jānis Vonda
Chief of the Central Criminal Police Department of State Police
Phone: +371 7075431
Fax: +371 7075224

Contact person for Twinning will be:

Mr. Dmitrijs Ceplis
Head of Europol National Bureau of the Central Criminal Police Department of State Police
Phone +371 7208182
Fax +371 7277531
E-mail: Europol@vp.gov.lv

6.3 Non-standard aspects

There will be no non-standard aspects regarding implementation of the project. The project will be implemented through EDIS.

Ratio: if during project implementation the project cost for some reason will decrease, the TF financing will also decrease proportionally.

6.4 Contracts

Contract I – Twinning Covenant: 580 000 (parallel co-financing)

7. Implementation Schedule

	Start of tendering/call for proposals	Start of project activity	Project Completion
Contract I Twinning Contract	I Quarter, 2007	II Quarter, 2007	II Quarter, 2008

8. Sustainability

The necessary parallel co-financing within the framework of the Twinning activities will be provided from the state budget.

9. Conditionality and sequencing

Successful implementation of the project depends on the elaboration of the Concept on Establishment of NCIM at State Police in the framework of the Twinning Light Project “Establishment of National Criminal Intelligence Model at State Police”.

ANNEXES TO PROJECT FICHE

1. Logical framework matrix in standard format
2. Detailed implementation chart
3. Contracting and disbursement schedule by quarter for full duration of programme (including disbursement period)
4. Indicative Detailed Budget Breakdown

ANNEX 1 Logical framework matrix

LOGFRAME PLANNING MATRIX FOR Project: Strengthening the capacity of State Police to implement National Criminal Intelligence Model		Programme name and number:	
		Contracting period expires:	Disbursement period expires:
		Total budget: 0,58MEUR	TF budget: 0,58MEUR
Overall objective Reduction of volume and propagation of economic and organised crime through the effective organisation of tools to combat organised crime	Indicators of Achievement Improved detection rates of criminal offences from <i>x in 2007 to y by 2008</i> .	Sources of Information <ul style="list-style-type: none"> - Project reports; - Respective statistics; - Annual Report on work of State Police; - Annual statements of Ministry of the Interior; - European Commission reports; - www.vp.gov.lv. 	
Project purpose To strengthen enforcement capacity of the State Police to improve the fight against crime by enacting the Concept on Implementation of National Criminal Intelligence Model at the State Police.	Indicators of Achievement <ul style="list-style-type: none"> - Assessment report on the implementation of NCIM at the State Police is prepared; - the personnel involved in the work of NCIM is properly trained; - the proposals for the improved effectiveness of the police work in the fight against economic and organised crime are drafted. 	Sources of Information <ul style="list-style-type: none"> - Project reports; - Respective statistics; - Annual Report on work of State Police; - www.vp.gov.lv. 	Assumptions Allocated budgetary resources are sufficient for a successful project outcome.
Results	Indicators of Achievement <ul style="list-style-type: none"> - Developed an action plan on the 	Sources of Information	Assumptions

<ul style="list-style-type: none"> - Enacted the Concept on Implementation of National Criminal Intelligence Model proposed under the framework of Twinning Light project LV/2004/JH-01TL. - A proposal for the setting of mechanism of Tasking and Coordination Group (especially setting analytical units) on local, regional and central levels prepared and implemented. - A proposal for the establishment of SOCA at the State Police prepared and implemented. - A proposal for the reorganisation of the structure and functions (especially information and intelligence exchange) of respective law enforcement authorities within the framework of the concept of the NCIM prepared and implemented. - 6 high level experts of law enforcement authorities during the study visit have obtained EU MS experience in the cooperation between NCIM and law enforcement authorities. - 10 experts of high and middle management level from the State Police (central and regional level) during the study visit have gained practical experience in the EU MS on the work of the operational and strategic units of NCIM. - 3 IT experts of the State Police during the study visit have visited the Europol and the MS to examine the work of intelligence information system. - Implemented <i>Training of trainers</i> on the practical work of NCIM, as well as on the mechanism of Tasking and Coordination Group. - 18 experts of the competent law enforcement authorities 	<p>implementation of NCIM;</p> <ul style="list-style-type: none"> - A report on the setting of Tasking and Coordination Group on local, regional and central levels is prepared; - the number of the law enforcement authorities which are evaluated; - 19 police officers for the study visit and 33 police officers for the training are selected; - 33 police officers have received certificates after accomplishing training; 	<ul style="list-style-type: none"> ▪ Project reports; ▪ Respective statistics; ▪ Monitoring reports on project implementation, (Ministry of the Interior); ▪ Annual/regular report on work of the State Police; ▪ Training evaluations; ▪ Reports from trainings; ▪ Reports from study visits. 	<p>Personnel involved is committed to training.</p>
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<p>have acquired knowledge in the seminar on operative analysis.</p> <ul style="list-style-type: none"> - 15 experts of the competent law enforcement authorities have gained knowledge in the seminar on strategic analysis, including risk and threat assessment. 			
<p>Activities</p> <ul style="list-style-type: none"> - To enact the Concept on Implementation of National Criminal Intelligence Model proposed under the framework of Twinning Light project LV/2004/JH-01TL. - To evaluate and audit the whole structure of the State Police with a view to establish Tasking and Coordination Group on local, regional and central levels. - To assess the possibilities of setting up SOCA at the State Police. - To carry out a general evaluation of the national law enforcement authorities in respect to structure and functions related to implementation of the concept of the NCIM. - Study visit: 6 high level experts of law enforcement authorities will visit the respective Member State where the NCIM is implemented and acquire experience on intelligence led policing and NCIM. The main goal of this visit is to obtain EU MS experience in the cooperation between NCIM and law enforcement authorities. - Study visit: 10 experts of high and middle management level from the State Police (central and regional level) will gain practical experience in the EU MS on the work of the operational and strategic units of NCIM. 	<p>Means</p> <p><u>Project leader (1 m/m)</u></p> <p><u>Resident Twinning Adviser (RTA) (12 m/m):</u></p> <p><u>Short term expertise (10 m/m):</u></p> <p>3 study visits of police officers from respective law enforcement authorities to selected MS provided.</p>		<p>Assumptions</p> <p>Effectiveness of project coordination committee is ensured.</p>

<ul style="list-style-type: none"> - Study visit: 3 IT experts of the State Police visit the Europol and the respective Member State to examine the work of intelligence information system. - To carry out the <i>Training of trainers</i> on the work of practical implementation and functioning of NCIM, as well as on the mechanism of Tasking and Coordination Group as an effective instrument to fight criminality and organised crime. - Seminar on operative analysis for the experts (18 persons) of the competent law enforcement authorities. - Seminar on strategic analysis, including risk and threat assessment, for the experts (15 persons) of the competent law enforcement authorities. 			
<p>Preconditions Successful elaboration of the Concept on Implementation of NCIM at State Police in the framework of the Twinning Light Project “Establishment of National Criminal Intelligence Model at State Police”.</p>			

ANNEX 2 Detailed implementation chart

	2007												2008											
Institutional Building	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Twinning				x	x	x	x	x	x	x	x	x	x	x	x									
Project leader (1 m/m)				x																				
Resident Twinning expert (RTE) (12 m/m)				x	x	x	x	x	x	x	x	x	x	x	x									
Short term expertise (STE) (10 m/m)					x	x	x	x	x	x	x	x	x	x										
Study visits								x			x		x											
Seminars						x	x		x			x												

ANNEX 3 Cumulative contracting and disbursement schedule (EUR)

€ M	2007		2008			
	II	III	I	II	III	IV
Contract I – Twinning Covenant*						
Contracted total:	0,58					
TF:	0,58					
Disbursed total:	0,464				0,58	
TF:	0,464				0,58	

* Parallel co-financing

ANNEX 4 Indicative Detailed Budget Breakdown (EUR)

€ M		Transition Facility support			Co-financing			Total cost (TF plus co-financing)
		Investment Support	Institution Building	Total Transition Facility (=I+IB)	National Public Funds (*)	Other Sources (**)	Total co-financing of the project	TOTAL
Contract I Twinning Covenant	<u>PL (1 month) :</u> <u>30 000</u> <u>RTE (12 m/m):</u> <u>270 000</u> <u>STE (10 m/m):</u> <u>200 000</u> <u>Study visits (for 19 persons):</u> <u>25 000</u> <u>Translation/ Interpretation:</u> <u>20 000</u> <u>Audit:5000</u>		0,58	0,58				0,58
Total			0,58	0,58				0,58

*contributions from National, Regional, Local, Municipal authorities, FIs loans to public entities, funds from public enterprises

**private funds, FIs loans to private entities

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