



Joint Approach to Tackle Organized Cross-border Crime in the Baltic Sea Region (JATOC)

Project No CBSSPSF/SC052016/1



**PROJECT
SUPPORT
FACILITY**

FINAL REPORT

*With the financial support of the
Project Support Facility of the
Council of the Baltic Sea States*

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FOREWORD

JATOC project was funded by the Project Support Facility (PSF) of the Council of the Baltic Sea States (CBSS). The JATOC project was launched on the 1st of August 2016 and was in action until the 31st of July 2017. The JATOC project has been implemented by the State Police of the Republic of Latvia (LV) together with seven project partners from Estonia (EE), Finland (FI) and Lithuania (LT), and namely:

- Ministry of the Interior of the Republic of Latvia;
- State Border Guard of the Republic of Latvia;
- Customs Police Department of the State Revenue Service of the Republic of Latvia;
- Police and Border Guard Board of the Republic of Estonia;
- National Police Board of the Republic of Finland;
- Border Guard of the Republic of Finland;
- Border Guard Service of the Republic of Lithuania.

Representatives from the CBSS Secretariat, Baltic Sea Region (BSR) Border Control and Cooperation (BCC), Europol (European Union (EU) Law Enforcement Agency) and Frontex (European Border and Coast Guard Agency), experts invited from national police and customs of Lithuania and Estonia also participated and provided their valuable input.





AIM AND OBJECTIVES OF THE PROJECT

The JATOC project was the continuation of another PSF-funded project “Baltic Law Enforcement Analysis Cooperation” (BALANCE project¹) (implemented from April 2014 to December 2015). The main objective of the JATOC project was to deliver recommendations provided by the BALANCE project:

- to support national analysis cooperation;
- to encourage continuing joint cross-border operational activities;
- to support effective use of information exchange systems and principles;
- to start discussion on the Baltic Sea Region Analysis Action Plan.

In implementing these recommendations, the JATOC project was also aimed at:

- Finding the ways to seek synergies and cross-cutting issues of the Baltic Sea Task Force on Organized Crime (BSTF) and the Border Control Cooperation;
- Seeking synergies also with the European Union (EU) Policy Cycle on serious international and organized crime²;
- Ensuring implementation of the activities related to the Latvian Chairmanship of the BSTF.



¹ BALANCE project Final Report with Recommendations (https://www.raja.fi/download/65391_BALANCE_Final_Report_With_Recommendations.pdf?d3b54fbc1357d488)

² Council conclusions on the creation and implementation of a EU policy cycle for organised and serious international crime, 3043rd JUSTICE and HOME AFFAIRS Council meeting Brussels, 8 and 9 November 2010, https://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/jha/117583.pdf; Council Conclusions on the continuation of the EU Policy Cycle for organised and serious international crime for the period 2018-2021, 28 March 2017, 7704/17, <http://data.consilium.europa.eu/doc/document/ST-7704-2017-INIT/en/pdf>

MAIN WORKFLOWS

WORKFLOW 1

To start discussions on the joint Baltic Sea Regional analysis and to set up a Conceptual Model of producing joint (different type and level) regional (BSR) analysis (criminal intelligence products, including threat assessments and risk analysis). The Conceptual Model is further considering to lay down the basis for the BSR Analysis Action Plan (one of the recommendations of the BALANCE project), i.e., a detailed data collection plan for the joint regional (BSR) analysis

WORKFLOW 2

To prepare the Guidelines on joint regional operations that would serve as a model approach of issues related to the organisation and realisation of such operations and information exchange covering different cases and countries. Joint operational activities are considered to be organised based on the joint analysis as well as proceeding observations and practices

In order to reach the main objectives of the JATOC project, five workflows have been carried out

WORKFLOW 3

To encourage usage of the best practices of National Criminal Intelligence Systems (linked to the first and second workflow); in this regard the partner countries (also other BSTF Member States) were invited to share their national criminal intelligence model examples

WORKFLOW 5

To find the ways to seek synergies and cross-cutting issues between BSTF and BSRBCC; to seek synergies and the integrity with the EU Policy Cycle

WORKFLOW 4

Identification of possible future funding sources was examined, thus securing sustainability and continuity of the JATOC project results

MAIN ACTIVITIES

Throughout the project
Synergies with the EU Policy Cycle
and BSRBCC on cross cutting issues.
Identification of possible funding in
the future



18-19 October, 2016
Vilnius, Lithuania
First JATOC project
experts meeting



24-25 November 2016, Moscow, Russia 05-07
December 2016, Jurmala, Latvia
Conceptual support on the Conceptual Model at the BSR
political level (BSTF Strategic meeting and BSRBCC
Heads Conference)



24-25 January, 2017
Tallinn, Estonia
Second JATOC project
experts meeting



10-12 May, 2017
Jurmala, Latvia
Third JATOC project
experts meeting



12-14 June, 2017
Jurmala, Latvia
Final report
elaboration



27-30 June, 2017
the Hague, the
Netherlands
Discussions with Europol



2016

October – November, 2016
Elaboration of the
Conceptual Model

October, 2016 – January, 2017
Elaboration of Guidelines
for joint operations

December, 2016 – January, 2017
Development of the
Conceptual Model and choosing
of options upon the
BSR Member States' preference

February – May, 2017
Development of the selected option of the Conceptual
Model and defining of future tasks.
Draft Guidelines for joint operations amended and
approved by the BSR Member States

2017



CONCLUSIONS RESULTED FROM THE MAPPING EXERCISE

AREAS EXPLORED

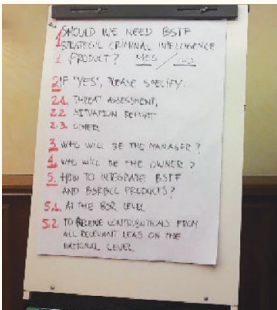
AREAS OF IMPROVEMENT

EU Strategy for the Baltic Sea Region (EU SBSR)	EU SBSR and its priorities are rather politically driven
At the BSTF level different types of joint intelligence contributions	A lack of regular joint assessment for the BSR crime picture leads to the crime prioritisation which is rather driven by the MS proposals (insufficient total crime picture and key players)*
BSTF chairing country	Imperfections in the BSTF administrative capacity have their impact on the sustainability and systematic approach
BSTF chairing country rotating system	Responsibility to lead BSTF is rather laying down on the BSTF Chairmanship country
BSTF and BSRBCC	Cooperation between BSTF and BSRBCC is currently being improved, including to seek synergies and to avoid duplications*
Operational activities	Based on rather ad hoc decisions*
EU Policy Cycle (EMPACT)	Synergies are rather defragmented*
Different funding sources	BSTF funding has not been provided systematically (rather insufficient)*

* was examined within the JATOC project

The rest of detected areas of improvement for the BSR Member States to decide on proceeding

WORKFLOW

WORKFLOW 1 CONCEPTUAL MODEL							
Questioning within the JATOC project	Options proposed for the Conceptual Model			Conceptual support on the need for the joint BSR criminal analysis at the BSR political level	Preferred option for the Conceptual Model – OPTION 1	Defined future challenges	Future tasks and solutions
		Option 1	Option 2	- the incoming Latvian Chairmanship of the BSTF has got the support from all the BSTF MS, Europol and the CBSS Secretariat - the necessity was stressed to avoid possible duplications with existing criminal intelligence products	Summary of comments provided by the BSR Member States in favour of preferred option: 1) to avoid duplication and overlapping 2) to avoid waste of efforts and time 3) to use existing and approved SOCTA related methodology 4) to provide stakeholders/ customers with a clear added value 5) economy in adjusting SOCTA methodology and intelligence	1) to define proper customer requirements 2) to determine the composition of the Working group 3) to determine regularity of the Working group meetings 4) to involve to participate third countries (in the EU context) 5) to take into account the data protection 6) to solve the issue regarding the ownership 7) to make use strategic findings	1. To continue discussions with Europol on possible future steps and activities (preferable up to the end of 2017) 2. To start parallel discussions with the incoming BSTF chairing country to secure sustainability of the process (2018) 3. To decide on the composition of the Working group (as soon as possible) 4. To decide on the preferred customer requirements and the methodology (at the initial stage it is recommended to work out joint BSR situation report) 5. To proceed on the implementation of the Pilot analysis (report on drugs, based on the questionnaire of the BSTF OPC Expert group on illegal circulation of drugs) 6. It possible to schedule and to provide a funding for the first meetings of the Working group 7. To proceed on seeking on other possible funding issues to develop sustainable joint regional criminal intelligence system (see Workflow 4)
	Manager of the product	Europol	BSTF chairing country				
	Owner of the product	Europol	BSTF				
	Implementation body/ model	BSTF/BSRBCC Working group led by Europol	BSTF Analysis group led by the BSTF chairing country				
	Conceptual framework of the product	Preferably – adjusted SOCTA customer requirements	Customer requirements designed by the BSTF Analysis group				
	Approval of the customer requirements	accordingly BSTF and BSRBCC strategic decision					
	Methodology	Preferably – an adjusted SOCTA methodology	Methodology designed by the BSTF Analysis group				
Approval of the methodology	BSTF/BSRBCC strategic decision						

WORKFLOW

WORKFLOW 2 GUIDELINES FOR JOINT REGIONAL OPERATIONS						WORKFLOW 3 BEST PRACTICES OF NATIONAL CRIMINAL INTELLIGENCE SYSTEMS
Discussions within the JATOC project on joint Model approach for joint regional operations	Elaboration of Guidelines for joint operations	Key structure of Guidelines		Use of Guidelines and Templates	Future tasks and solutions	Future tasks and solutions
 Term “joint operation” used in the elaborated Guidelines for Joint Operational Activities means operational, coordinated and targeted measures implemented by the participating Border Guard, Police, and Customs authorities in a limited period of time, under leadership of one of the BSR Member State which initiates the joint operation, for prevention of cross-border crime	Key requirements 1) summarized best practices available should be taken on board 2) Guidelines should be applicable in simple and understandable way 3) are universal for joint law enforcement (Police, Border Guard and Customs) operations 4) could serve at the EU internal and external borders and within the European Union 5) might be used by all law enforcement authorities at tactical and operational level 6) could be beneficial for all formats and could serve as a platform for synergies 7) should indicate unified approach on the information exchange in different cases and between different countries during the operational activities	Guidelines consists of general document – Guidelines and two templates: 1) Request for joint operation and 2) Reply to the Request for joint operation Guidelines foresees that each Operational plan should contain: 1) description of the aim of the operation 2) type and location of the operation 3) information about agencies involved 4) timetable of preparatory and implementation phases 5) actions intended within the operation 6) agreement about channel/-s to exchange an information and results to report All information related to joint operation is structured in templates Request for joint operation and Reply to the Request for joint operation in separate boxes in logical order and user should indicate participant's choice by putting a tick in appropriate box		1) Joint operational activities should be organized based on observations provided by analysis and previous background 2) In order to avoid duplication of operations, the initiator of the joint operation should take into consideration any upcoming relevant operations in other international formats 3) The Guidelines could be used for any individual bilateral and multilateral joint operation of participating States 4) There are no restrictions for invitations - both EU and third countries may participate in joint operations	Guidelines will be used as a background document for further planning and implementation of Joint Actions (Joint operation) during Latvian Chairmanship at the Baltic Sea Task Force in 2017-2018. It is planned to use Guidelines in Pilot regime for activities to tackle Illegal immigration and other cross-border crime also on BSRBCC cooperation platform. Guidelines is an live document and it can be improved taking in consideration proposals of Parties participating to Joint Actions	1) JATOC project partner countries shared their national criminal intelligence model examples 2) During the third JATOC project meeting different successful stories on this issue were discussed 3) The knowledge from provided examples would be significantly useful for future collaboration and setting up the joint BSR analysis system 4) BSR Member States are therefore invited to make use their accumulated knowledge, when drafting customer requirements and methodology for joint BSR crime analysis 5) Moreover these model examples could benefit more coordinated and comprehensive planning and implementation of joint operational activities, thus providing valuable input to the EU Policy Cycle when representing regional (BSR) intents and efforts

WORKFLOW

WORKFLOW 4 POSSIBLE FUTURE FUNDING SOURCES				WORKFLOW 5 SYNERGIES AND CROSS-CUTTING ISSUES WITH BSRBCC AND POLICY CYCLE			
	Identification of available funding sources	Identified available funding sources		Future recommendations and possible funding solutions	Synergies and cross cutting issues between BSTF and BSRBCC	Synergies and integrity with EU Policy Cycle	Gained results
	1) identification of areas the most lacking of resources 2) identification of possible available funding sources 3) evaluation of possible input on the gaps identified and future impact 4) preparation of relevant proposals 5) submission of proposals for grant application	• Horizon 2020 (research and innovations) • ISF Police (combating cross-border, serious and organised crime) • ISF Police Union Actions Possible inventory of national ISF (Latvian application to the ISF national programme with the aim to build the capacity of fighting cross border organised criminality) Joining to the new and ongoing ISF projects ISF Borders (implementation of the Internal Security Strategy, law enforcement cooperation and management of the EU external borders) • CBSS Project Support Facility (co-finance the development and implementation of BSR cooperation projects for long-term priorities, added value for BSR, showing impact in regional cooperation and fostering sustainable partnership) • Europol finances (operational activities) • Justice Programme (judicial cooperation and trainings, initiatives in the field of drugs policy) • Rights, Equality and Citizenship Programme (prevention of violence, promotion of rights of children and citizens) • Hercule III Programme (protection of financial interests of EU, anti-fraud activities in cooperation of OLAF)		1) Joint operational activities for the shorter term (ISF projects, CBSS PSF, Europol budget, EMPACT Grants, Hercule III Programme, Frontex support) 2) Joint criminal intelligence products (ISF projects, CBSS PSF, Europol budget, EMPACT Grants, Justice Programme, Rights, Equality and Citizenship Programme, Hercule III Programme, Frontex support) 3) BSR operational and analytical capability and sustainability (Horizon 2020, ISF projects, Justice Programme, Rights, Equality and Citizenship Programme, Hercule III Programme) 4) BSTF administrative capacity building (Horizon 2020, CBSS PSF, ISF projects) 5) Trainings and promotion of cooperation (Horizon 2020, CBSS PSF, ISF projects, Justice Programme, Rights, Equality and Citizenship Programme, Hercule III Programme, Europol and Frontex support)	1) Regular liaising in both formats (in the context of the LV Chairmanship in the BSTF and JATOC project) since March, 2016 2) Regular information exchange on different strategic and operational activities 3) During the LV Chairmanship in the BSTF the Expert group on Illegal immigration has been set up gathering together experts in separate meetings 4) Future possible collaboration regarding to the joint analysis is planned 5) Future possible collaboration regarding operational activities is also planned between both formats	1) Inventory and review of topical operational (investigations, operations, preventive measures etc.) activities related to the BSR 2) Updating of the crime situation reports and discussions on findings (new trends, modus operandi, persons, groups, involvement of new partners etc.) 3) Composition of proposals regarding to the cross-cutting issues before the BSTF OPC meetings 4) Submission of proposals during the BSTF OPC meeting and expert meetings 5) Possible determination of the Action leaders and involved parties 6) Submission of proposals by relevant experts to the new EU Policy Cycle for the time period 2018-2021 7) Discussions on the possible funding sources (Europol, EMPACT, ISF, others)	1) Better cooperation between relevant stakeholders 2) Expanded networking of experts 3) Improved and facilitated information exchange 4) Better understanding of crime picture and common needs 5) More comprehensive and multidisciplinary approach 6) More targeted representation of the Baltic Sea Region on strategic and operational level 7) Promoted emphasis of the regional interests in the secure area in the new EU Policy Cycle (emphasized by vast majority of the EU Member States and accepted by the European Commission)

VISIBILITY

Throughout the project
Regular communication with CBSS,
BSTF coordinators, BSRBCC and
EUROPOL was ensured



15-16 September 2016,
Pskov, Russia
BSTF OPC meeting



05-07 December 2016,
Jurmala, Latvia
BSRBCC Heads Conference



21-22 February 2017,
Riga, Latvia
Baltic Sea Task Force on
Organized Crime OPC meeting



11-12 May 2017,
Jurmala, Latvia
Baltic Sea Task Force on
Organized Crime OPC meeting



13-14 June 2017,
Sigulda, Latvia
Meeting of the Chiefs of Criminal Police of
Sweden, Estonia, Finland, Lithuania and Latvia



2016

23 September, 2016
Riga, Latvia
BSRBCC meeting

29 September, 2016
Riga, Latvia
BSRBCC meeting

24-25 November 2016,
Moscow, Russia
BSTF Strategic meeting



8-10 March 2017
Oslo, Norway
BSRBCC 1st Baltic Border
Committee Meeting

4-6 April 2017
Oslo, Norway
BSRBCC 1st Annual Threat
Assessment Seminar



2017

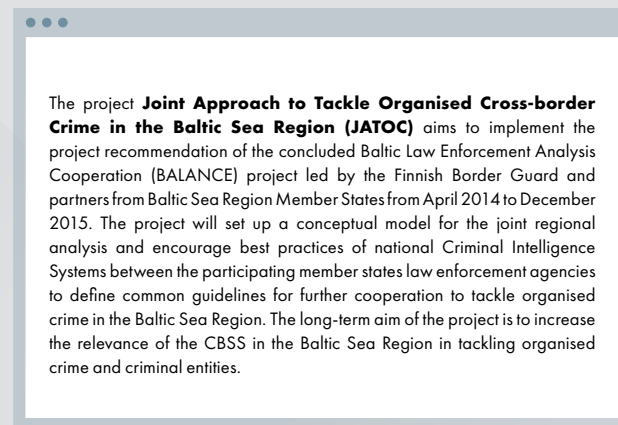
VISIBILITY



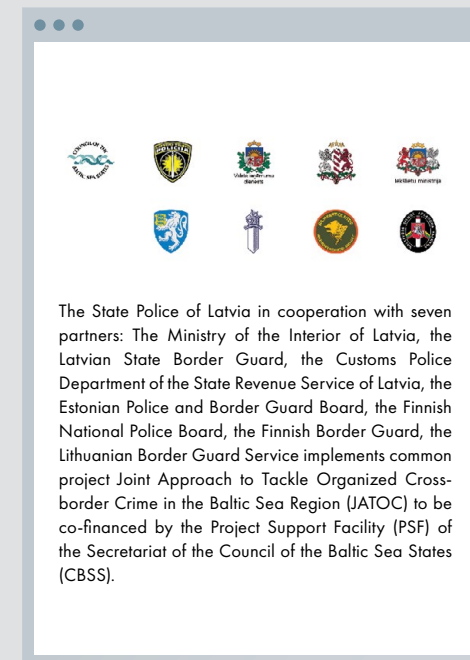
Cooperation with law enforcement intensified

During 2016 our cooperation with the law enforcement agencies has intensified, PA Secure will now support and work closely with two important networks in the area: Baltic Sea Region Border Control Cooperation (BSRBCC) and Baltic a Task Force on Organized Crime (BSTF). We are also very glad to announce that a new project – JATOC – aiming to institutionalized the collaboration between the networks, has been launched this year supported by the CBSS Project pport Facility.

the Policy Area Secure Newsletter
Published in December, 2016



Published on:
<http://www.cbss.org/safe-secure-region-projects/>



THE WAY FORWARD

The Baltic Sea Region has become one of the most dynamic regions in Europe pooling significant economical and political potential. This dynamism could be characterised as a capability and flexibility to react on the new challenges and to develop new initiatives. This in its turn lays down the essential basis for the long term sustainability in every area, including internal security.

The Baltic Sea Region comprises 11 Member States, 8 of them are the European Union Member States, covering approximately 40 % of the total EU area and ensuring the safety of approximately 30 % of EU population. Besides that Baltic Sea Region unifies 10 Schengen countries, and together with the Russian Federation it makes an open dialog with rest of the EU countries and more.

Thus the cooperation between the Member States of the Baltic Sea Region has always been a significant tool when speaking about the joint regional policy for safety. EU Strategy for the Baltic Sea Region invites for even more intensive cooperation between the Member States and encourages them to develop a regional cooperation model which would serve as an example for the whole EU.

In this line the JATOC Project main objective was to intensify the cooperation between the law enforcement to tackle cross border serious and organized criminality, where two important networks, Baltic Sea Task Force on Organized Crime and Baltic Sea Region Border Control Cooperation are key players.

The JATOC Project by accumulating knowledge and experience gained from the BALANCE Project and different other initiatives has reached all its aims in the full extent and is providing with the detailed insight for the future developments and tasks in such areas as joint criminal intelligence, operational capability, financial support and is outlining the collaboration between different formats and partners on the strategic and operational level.

Latvia as a current Chairing country of the BSTF has started to launch the possibility for piloting in the creation of the joint regional Criminal Intelligence System and for the future development of the operational capability, thus also providing better regional approach and integrity with the EU Policy Cycle.

The JATOC Project team indeed presents its expectancy that the results of the JATOC Project and upcoming initiatives would serve as an example to encourage Member States of the Baltic Sea Region for further developments. There are still a lot of areas to be improved.

The JATOC Project team would like to express its sincere thankfulness to all who were involved in the Project activities and supported it, to all the Baltic Sea Region Member States, Europol, Frontex, and special gratitude is expressed to the CBSS.



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States



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Information was prepared by the JATOC project team

Photo: Arturs Andrejs Blomkalns, the JATOC project team, Līga Jasmane

THE BALTIC SEA REGION COUNTRIES



Norway



Iceland



Russia



Denmark



Estonia



Latvia



Finland



Germany



Lithuania



Poland



Sweden

