



NATIONAL POLICING STRATEGIC FRAMEWORK



“With you, making Mauritius safer”

Intelligence-led Policing

(development of proactive responses)

Mauritius Police Force

National Policing Strategic Framework

Blue Print

“Intelligence-led Policing”

(development of proactive responses)

This ‘Blue Print’ is one in a series of six strategic documents, each of which deals with one pillar of the National Policing Strategic Framework (NPSF). The others are:

- Community Policing - greater accountability to the community
- Achieving a Human Rights Compliant Organisation – a commitment to professional standards
- Human Resource Management Capability – modernising our human resources management
- Permanent Strategic Planning Capability – strategic direction at Force and Divisional level
- Enhancing Reactive Capability – a step change in the quality of reactive activities.

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INTELLIGENCE-LED POLICING

(development of proactive responses)

1. INTRODUCTION

The first role of any police force in a democracy is preventative. But as police forces cannot prevent all crimes, they need to provide an investigation service. Traditionally, investigation service has been reactive. But reactive investigation today is posing a challenge not because for want of investigative capability but because of social changes resulting from an increase in crime and sophistication in the methods used by criminals. This habit of relying on reactive policing has resulted in the police being overwhelmed with requests and calls and so far we have been fire-fighting and unable to provide an effective response.

As a consequence, investigation needs to be developed into intelligence-led and proactivity, whereby crimes will be tackled through alternative ways such as the targeting of prolific and repeat offenders, the identification of crime series and tackling crime-prone areas or 'designing-out' approaches to crime reduction.

The paradigm shift from the concept of 'Force' to 'Service' requires that the Mauritius Police Force (MPF) strive for increased efficiency and improved quality of service. Hence, in a bid to ensure safer communities, reduced crime, controlled criminality and disorder, the MPF intends to embrace intelligence and proactivity as the cornerstone of our policing philosophy in future.

2. AIM

This paper aims at developing a culture, processes and structures that will enhance proactivity within all spheres of police work in the MPF.

2.1 Objective

The following will be the objectives of the various proactive concepts defined later in this paper:

- The development of a framework that allows proactive planning and decision-making;

- The implementation of an intelligence system which will not be solely concerned with criminal problems but also provide the basis for operational decision-making relevant to all areas of law enforcement – crime, disorder and community safety;
- The development of processes favouring a co-ordinated and targeted approach to crimes, criminals and other policing activities based on analytical products;
- The development of a structured information and data collection framework enhanced by a communication network within the service and with outside partners;
- A developed/enhanced proactive investigation capability that hinges on intelligence products;
- The development of IT to enable/enhance the various processes and establish a system which maximizes the use of established national systems by making the data available to a wide range of applications;
- Improved solutions through joint decision-making supported by information sharing and the identification and assessment of divisional and cross divisional problems;
- Partnership with outside stakeholders enabled by established line of communication, memoranda of understanding and information-sharing frameworks; and
- The development of covert and surveillance capabilities (including new frameworks for the recruitment and management of informants) which would be enabled through legislation.

This is an ambitious target that cannot be achieved instantaneously. The development must be progressive, affordable and above all, understood by all members of the MPF.

3. THE CURRENT POLICING MODEL

Over the years the MPF has embraced a policing style which has more or less consisted of “bolting” modern concepts, such as community and intelligence-led policing, on an inherently reactive model. However, this ‘hybrid’ model has its limits: the additions sit as remote specialisms, failing to enter mainstream Mauritian police practice and starved of sufficient information and managerial engagement, fail to work as intended. The model was characterized by out-dated styles as described in the succeeding paragraphs.

3.1 Structure and processes

The MPF has basically remained a hierarchical and bureaucratic organization where officers tend to refer to, and rely on, the top management for instructions. This structure has tended to stifle managerial initiatives at all levels, which consequently nurtured a ‘blame culture’¹ rather than one of accountability. On the other hand, specialization of investigative units has bolstered subcultures not always favourable to information / intelligence-sharing within the Force.

3.2 The Police Role

The police have traditionally viewed their role as crime-fighters and in so doing, have given little attention to other key areas of law enforcement such as community safety. This restrictive approach to policing has been compounded by the absence of an adequate intelligence framework backed by processes and systems that drive decision-making in other aspects of police work than crime only. Whilst this traditional approach was once considered sufficient, the changing nature of policing problems makes this appear to be an ad-hoc solution rather than one driven by a comprehensive strategic planning cycle.

3.3 Investigation

The Anti Drug and Smuggling Unit (ADSU) and the CID form the main investigative bodies of the MPF. With the exception of ADSU, investigations by CID have been basically reactive. This can be attributed to the absence of a structured intelligence framework. In fact, the emphasis in crime solving is single-event rather than intelligence-led, thus proactive investigations and the opportunity for possible disruption of targets and networks have taken the backseat.

3.4 Intelligence Capability

Since some time now, there has been an attempt to introduce the intelligence concept in policing in the MPF. Since the CID already had an old inherent system of acquiring intelligence, the growth of an intelligence model in line with the modern concept of policing has been handicapped.

3.5 Development of Proactivity

Within the law enforcement realm, proactivity is equated to a police-initiated response. It implies police acting without being called. In such a context, the police identify problems, determine solutions and initiate responses.

¹ A blame culture may be typified as a process where concentration is on failings of individuals, usually the most junior officer responsible for actions. Conversely an accountability culture is typified by a participative problem-solving attitude where managers and supervisors share the responsibility with junior officers for the reduction of problems. See also the Blue Print on Human Rights Compliance.

Shifting from a 'Force' to a 'Service' will inevitably require a move towards increased efficiency, effectiveness, and improved service delivery. This will involve maximising resources to address issues spanning over the whole spectrum of police activities, from crime, hotspots and offender management to community safety through an informed decision-making process.

To achieve this new objective, it is imperative that the MPF starts operating within a proactive/intelligence-led framework. We will therefore develop an intelligence framework to be known as Mauritius Intelligence Model (MIM). This model, which will become the subject-matter of a separate document, will define the detailed structures, systems and processes required to develop strategies not just about crimes but for all enforcement needs.

Espousing an intelligence-led approach will require a change of mindset as well as a change in the manner in which the police operate.

However, as the MPF develops proactivity, it will not abandon its commitment to prevention, initial response and reactivity². Indeed, it will look forward to maximising its role in these areas as this provides the first level of access to the kind of information necessary to operate successfully. The MPF will therefore, maintain its focus on the preventative role through enhanced community policing and more effective initial response.

4. THE INFRASTRUCTURE FOR PROACTIVITY WITHIN THE MPF

Through these objectives, we will strive for the successful management and reduction of crimes and other law enforcement problems. The specific outcomes sought will be improved community safety, reduced crime rates and controlled criminality and disorder. To achieve these, a logical construct is required:

- **Tasking and Coordination process:** Managers will examine the nature of the current problems and make decisions on action based upon the best available information.
- **Intelligence Units:** They will feed the Tasking and Coordination process with information. Their task will be to collate the available information, examine (or analyse) it and produce conclusions in a useable form to enable decisions to be taken by the Tasking and Coordination Group (T&CG).
- **Allocating resources to T&CG to carry out its decisions:** These may be existing community policing or response resources but a proactive operational capability is also required.

² Please see Blue Prints on 'Community Policing' and 'Enhancing Reactive Capability'

4.1 Tasking and Coordination

We will set up **Tasking and Coordinating Groups (T&CG)** at Force and Divisional/Branch levels. It will have two roles: **strategic and tactical**.

Force Tasking and Coordination Groups at Strategic and Tactical level

At Force level, the Strategic Tasking and Coordination Group (T&CG) will lead the annual budgeting process and the performance review (**Annual Report**). It will also assist in the issue of the **Annual Threat Assessment** and the **Force Annual Policing Plan** as well as in the preparation of the **Force Control Strategy** which will set out the priorities for prevention, enforcement and information. The Tactical T&CG will support Divisions and Branches in the achievement of the targets set out in the Force Annual Policing Plan. It will use all available operational resources at

Force level in support of this role and in particular, will assist those Divisions which are affected by common policing problems or a Division which is overwhelmed by any particular problem. The Force T&CG at both strategic and tactical levels will be chaired by the Commissioner of Police.

Divisional/Branch Strategic and Tactical Tasking & Coordination Groups

At level of Divisional and Branch HQ, the strategic role of the T&CG will be to implement the Force Control Strategy through the proper alignment of resources to priorities and development of appropriate partnerships. Essentially, in aligning resources to priorities, it will balance the service delivery between community policing, response policing and proactivity.

The tactical role of T&CG will be to implement operational plans in order to tackle identified problems, to review progress of existing plans and operations, to carry out performance review and to ensure that the information which 'fuels' the process, is kept flowing. Plans and operations may be a mixture of responses using community policing, response resources or proactivity³. Divisional Commanders and Branch Officers will chair the T&CG meetings at their respective level.

Daily Monitoring Meeting

Daily Monitoring Meetings (DMM) will form part of the Tasking and Coordinating process. It will be a tool with which the priorities and objectives set by T&CG are linked to the day-to-day business of policing. This daily review of occurrences will take into account the available resources and new crimes and incidents, along with new intelligence received during the past twenty-four hours. The DMM will be the medium for making fast-track decisions as part of the Tasking and Coordination process.

³ Proactivity is about targeting prolific or dangerous offenders, linking crimes or crime series, hotspots (crime prone areas) or using crime reduction techniques.

The four levels⁴ involved in this process are interlinked: the information obtained through the tactical work of the Force and Divisional/Branch T&CG also provides the basis for our Annual Threat Assessment and Annual Report.

In order to specify the processes to be followed and to guide the developments required, a detailed Mauritius Intelligence Model (MIM) will be produced and published during the course of 2010.

4.2 Functionality of the Intelligence Units

To service the T&CG process, Force and Divisional/Branch Intelligence units will be required to collate, develop and analyse raw information and knowledge. The sources of information will be from community policing, response policing (uniform and detective) and intelligence developments (both general and specific).

These units will be responsible for providing information to all users. Again the process will be defined in more details in the MIM paper. It will form the basis for the national threat assessment. It will also provide performance data for the PBB process, and local officers with specific information about local problems and local offenders as well as *intelligence products* for the T&CG process.

On the immediate term, the unit will promptly act upon any information requiring urgent attention. On the medium term, it will assemble, aggregate and assess all information for the purpose of generating intelligence products for the T&CG process. The unit however, will also support long term operations through proper intelligence development.

We acknowledge that such units will require effective systems and human resources in new roles such as intelligence manager, data manager, analyst, intelligence-gathering teams etc. It is certain that such new roles will not be required immediately. But to support the T&CG process, we will eventually create the new roles of intelligence manager and analyst as these will be critical at Force and Divisional/Branch Levels.

To ensure the early development of IT systems to support these changes, we will shift from the current manual system to a centrally computerised system, to be known as Force Intelligence System (FIS), for processing and storing intelligence. We will avail ourselves of the information generated by the Crime Occurrence Tracking System (COTS) to complement the intelligence products resulting from the analytical software that will be proposed in the MIM.

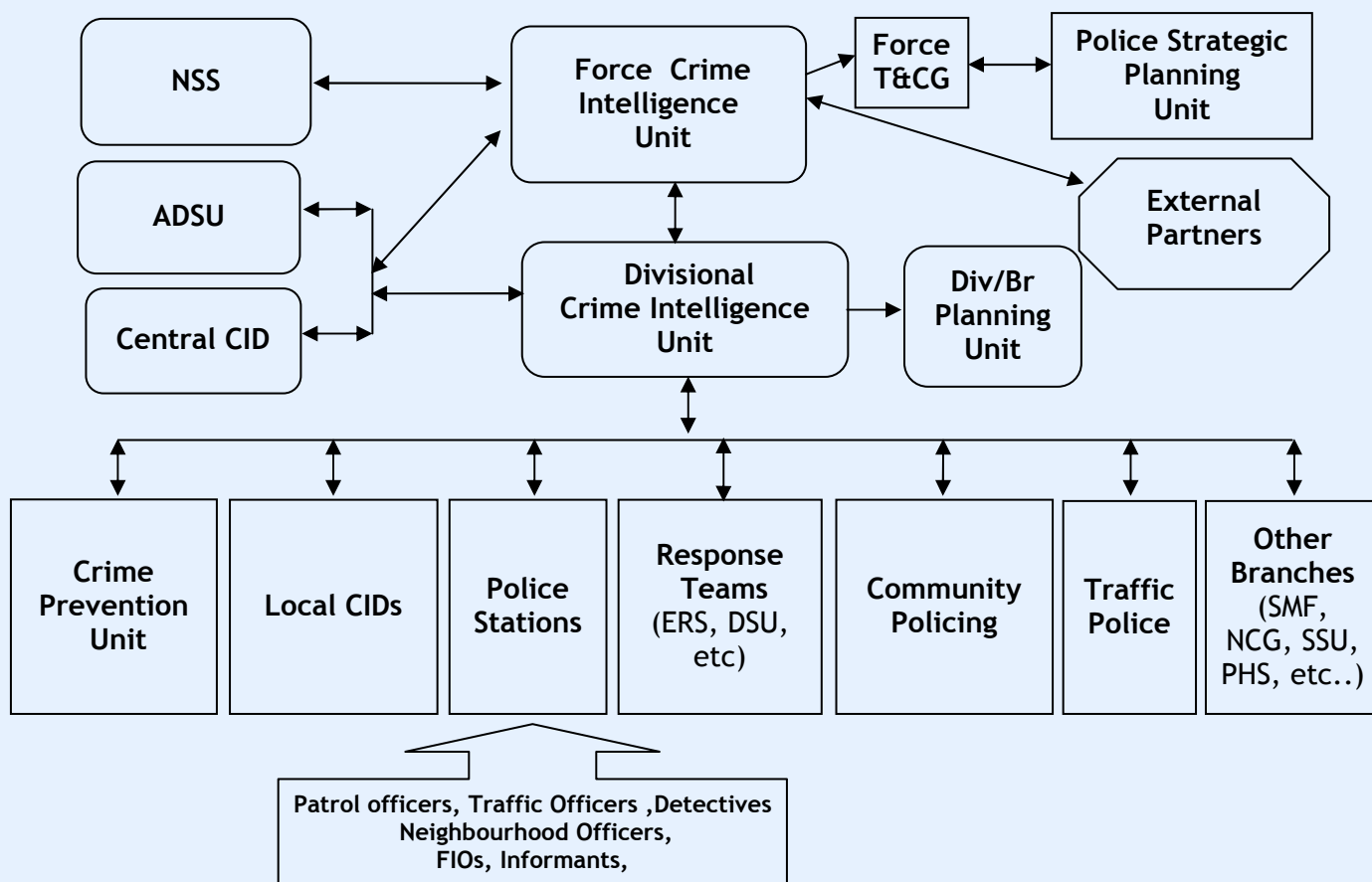
4.3 The Force Crime Intelligence Unit (FCIU)

The FCIU will provide crime intelligence support to the different units in the Force. Its key function will be to provide intelligence products highlighting all threats and risks.

⁴ Force level strategic and tactical T&CGs ; Divisional level strategic and tactical T&CGs

It would also deal with all incoming intelligence from outside the Force and will process the same before disseminating to all concerned including our external partners.

The MPF Intelligence Flowchart



The Force Crime Intelligence Unit (FCIU) will serve a number of functions:

- Supporting the development of the Force Intelligence System and the collection, input and analysis of information force-wide;
- Acting as the central point for authorising covert electronic surveillance and the collection of information from a variety of external sources and agencies. This will facilitate external oversight as required and ensure that the Human Rights standards of necessity, proportionality and justification are met in every case;
- Acting as the central registry and oversight body for the use of informants;
- Targeting organised crime syndicates and supporting and monitoring related special operations;
- Making regular threat assessments of target syndicates; and
- Taking action on any regional/international intelligence requirements.

4.4 Divisional Crime Intelligence Unit (DCIU)

The DCIU will be primarily responsible for processing and disseminating information about crime and disorder at Divisional level. It will feed the Divisional Strategic and Tactical Coordinating processes. The unit will take account of the Force intelligence requirements and detail how that Division will collect information that will contribute to fulfil the Force requirement.

To ensure a holistic approach to law enforcement, the DCIU will operate under the Divisional Planning Unit (DPU)⁵. This will allow for a better coordination of efforts in crime reduction, detection and community safety strategies within the Division.

4.5 Branch Crime Intelligence Unit (BCIU)

The shift from reactive policing will require a thrust of proactivity into the various investigative fields. As certain areas of criminality are beyond the capability of Divisions, there is a requirement to bring such Branches as ADSU and CCID under a common umbrella for the purpose of intelligence in order to support all proactive operations. Such coordinated intelligence-driven approach will enhance police capability in investigation, disruption of organized crime networks and the early arrest of prolific/high profile offenders. In this construct, the existing ADSU Intelligence Cell will be subsumed into the BCIU. It will also provide the main point of contact for the FCIU.

4.6 Intelligence Products

We will use four basic intelligence products – strategic assessments, tactical assessments, target profiles and problem profiles – for the business of the T&CG meeting.

Strategic assessment: The strategic assessment, to be produced annually, will not only inform the Division of the current state of issues but, when aggregated at the FCIU, also assist the Force in determining issues for the **Threat Assessment** and the **Force Annual Policing Plan**⁶. It therefore assesses the local progress of existing plans and operations, crime trends, demographics/crime predictions and any organised crime issues.

Tactical assessment: The tactical assessment will inform the T&CG of the impact of current operations, emerging crime trends and series and other new needs and problems.

Target profile: Target profile is a dossier on prolific or dangerous offenders.

Problem profile: Problem profile is an assessment of geographical problems that need resolution.

⁵ See Blue Print on Permanent Strategic Planning Capability.

⁶ Consequently, the FCIU will have a close relationship with the Police Strategic Planning Unit (PSPU) – please see the Blue Print on Permanent Strategic Planning Capability.

Through the production of the four intelligence products, the Tasking and Coordination process will have the opportunity to:

- deliver a more effective and efficient deployment of resources, providing better value for money as the most important targets will be tackled first;
- comprehensively and accurately assess descriptions of local problems enabling more effective planning; and
- identify and assess cross-divisional problems as a basis for joint decision-making across Divisional boundaries.

5. DEVELOPMENT OF INTELLIGENCE-LED POLICING AND PROACTIVITY

The development and implementation of intelligence-led policing and proactivity are a challenge which the MPF is determined to take up. We are aware that our success will be determined by the extent to which the following issues will be addressed:

- securing the understanding, ownership and involvement of all our officers
- training in proactive and analytical techniques
- standardisation of Tasking and Coordination meetings
- creation of proactive CID Teams
- non-commitment to partnership initiatives

These issues define the cultural and process developments that need to be added to ensure that the new structures achieve their purpose.

We will proceed as follows:

- create a structure of Crime Intelligence Units at Force, Divisional and Branch level to provide strategic and tactical situational awareness;
- introduce the Tasking and Coordination process at Force, Divisional and Branch level;
- write and publish an Intelligence Model for Mauritius;
- introduce strategic planning and intelligence-driven analyses to set priorities and allocate resources;
- introduce intelligence-led processes to drive the tactical menu⁷;
- introduce new roles of intelligence manager and analyst and develop their understanding. We will also define the roles of existing managers in intelligence-led policing and the new processes;
- in conjunction with the Blue Print on Enhancing Reactive Capabilities⁸, revisit

⁷ Tactical Menu – Targeting prolific or dangerous offenders, crime series, crime prone areas and addressing crime reduction.

⁸ See Blue Print on ‘Enhancing Reactive Capability’

- the role of the CID and other investigation branches;
- adopt an intelligence cycle which supports better situational awareness; and
- construct a process of development to bring understanding within the MPF.

We recognize that developing proactivity will be a challenging long term enterprise. However, we will adopt an incremental approach by making use of existing resources and realigning/ redefining existing roles.

5.1 Initial Developments

5.1.1 *Development and Publication of the MIM*

In order to provide clarity and standards to intelligence work for the various echelons of the force, we will develop and publish an Intelligence Model that fits into our local context. This will be known as the MIM. It will describe all the intelligence products that are needed, how the products must be created, how they should be used and how they should be converted into action. The main objective of the model will be to introduce an intelligence system. It will also provide a new vigour into the management decision-making process for both strategic and tactical purposes.

Embracing this model may not necessarily present major implementation problems because much of what is being proposed, is already being done. In many cases, it may be a realignment of existing resources and procedures to achieve maximum effectiveness.

The MIM will address among others, the following issues:

- The Tasking and Coordination process
- The four key intelligence products
- The knowledge products, i.e, knowledge that needs to be acquired, maintained and improved
- The system products

5.1.2 *Analysis*

Analysis is essential for understanding the information collected and the communication of the same. It will depict the picture of the criminal environment and its evolution. Therefore, in addition to the current statistical reports generated mostly for information purposes, we will create the environment whereby intelligence products assist the decision making process and drive operations. It will be the tasks of the intelligence units to generate all required analytical products.

We will develop basic products through data and 'case file' analyses. All analysis will be geared towards identifying crime-prone areas, crime trends, target profiles etc. Such analysis will be carried out across all levels of the Force. In this vein, basic crime analysis such as 'crime mapping' will become a regular feature in all areas of policing. We will reinforce this practice by holding managers accountable for the production of the abovementioned products as well as for their use in the development of policing strategies.

5.1.3 Staffing and Equipment

As explained above, the T&CGs and CIUs will be set up at Force and Divisional/Branch levels. We will recruit appropriate staff such as intelligence managers, analysts etc., and procure appropriate equipment and tools such as IT hardware, analytical software etc.

5.1.4 Coordinating the Efforts of Intelligence Personnel

Intelligence work requires special skills. To enable Intelligence officers to carry out their role successfully, they will be carefully selected and imparted the appropriate training and skills. Similarly, they will be provided with the necessary tools and equipment consonant with their sensitive duties.

With the creation of the DCIUs, the concept of the employment of the existing CID Field Intelligence Officers will be reviewed such that as part of their main duties, they undertake proactive targeting of offenders and share information obtained through proactive and reactive investigations with the DCIUs. An officer styled Field Intelligence Work Manager will coordinate the efforts of all personnel engaged in intelligence-gathering in the field.

5.1.5 Cultural Development

The age-old emphasis on the stereotyped management of a crime case where traditionally, the investigator's mind is exclusively preoccupied with the collection of evidence, investigation and securing a successful prosecution, should now give way to intelligence-led investigation/policing where police officers will be endowed with a new approach and required to operate with a new mindset as constant gathering of information towards the build-up of an intelligence database Force-wide will become the guiding principle in the fight against crime. To that end, the concerted efforts of all police personnel, including analysts, patrol officers and detective officers, and senior managers are required.

Thus, in the drive towards proactivity, we will introduce organisational standards to ensure that no areas of policing, teams or individuals are 'left behind', and all personnel should form part of this strategy and they understand their specific role within the proactivity framework.

This will involve expanding the definition of the role of each and every officer, to broaden it in order to make of him/her, a potential data collector and intelligence consumer.

Furthermore, we will educate our officers on the intelligence process, the value of intelligence products, and the importance of feeding information, however trivial, to the intelligence units. This cultural development will be assisted by the introduction of processes in the form of rules and procedures, such as the completion of patrol reports as a normal feature of the patrol officer's duties and the creation of information/intelligence-sharing networks among Divisions and Branches.

5.1.6 Education and Training

The successful implementation of intelligence-led policing will require people with the required knowledge, skills and expertise. With that aim in mind, we will develop appropriate training packages which will include the use of proactive techniques and the use of a computerised intelligence system. More importantly, we will provide formalised training to those officers expected to recruit and manage a pool of informants in order to protect the source, avoid the compromise of handlers and maintain ethical standards within the Force. Whilst training in some of these fields may be imparted locally, we may need the support of international agencies as regards specialised training. We thus intend to avail ourselves of all training opportunities, whether local or abroad, to equip our officers with the required knowledge, skills and attitudes to improve our proactive responses.

5.1.7 Developing Ethical Issues

The intelligence function is often confronted with the need to balance information-gathering requirements for law enforcement with the rights of individuals. To this end, we will ensure that the following principles underpin the intelligence work:

- Information-gathering for intelligence purposes will be premised on circumstances that provide a reasonable suspicion that specific individuals or organizations may be planning or engaging in criminal activity;
- Investigative techniques employed will be lawful and only so intrusive as to gather sufficient information to prevent criminal conduct or the planning of criminal conduct;
- Information added to the criminal intelligence base is relevant to a current or ongoing investigation and is the product of dependable and trustworthy sources. A record will be kept of the sources of all information received and maintained by the intelligence function;
- Information gathered and maintained by the MPF for intelligence purposes will be disseminated only to appropriate persons for legitimate law enforcement purposes in accordance with the law and procedures established by the Force. A record will be kept regarding the dissemination of all such information to persons within this or another law enforcement agency.

5.1.8 Developing Partnerships

A better understanding of the problems through the work of the DCIU will lead the T&CGs to look for new ways of working and bringing innovative solutions in the fight against crime. We consider partnerships to be absolutely central to the successful delivery of this work. We therefore, intend through partnership to make inter-agency working, a second nature in order to improve the safety of the community. This matches with the aim of the development of community policing⁹.

We will achieve this goal by adopting a problem- and community-oriented approach to policing, which hinges on multi-agency collaboration and coordination, and community partnership. To secure the unflinching support of other stakeholders, it may be necessary that partnership working be placed on a statutory footing.

5.1.9 Reducing Crime through Proactive Crime Prevention / Reduction Strategy

Crime reduction will be the other main prong of the Police proactive strategy. In this context, the MPF approach will not solely be concerned with offender targeting, but also, with incorporating the philosophies of problem-oriented policing. Our aim is to use crime prevention and problem-oriented techniques to identify underlying causes of crime and non-crime issues, in an attempt to break away from the reactive cycle and to re-build public confidence.

The crime reduction strategy will entail an inter-agency approach with the emphasis on Crime Pattern Analysis, and for this reason, the reorganisation of the Crime Prevention Unit is contemplated.

The crime prevention measures will be backed by informed reactive crime reduction initiatives. Such combined action will bring about a judicious deployment of police resources, such as directed patrols to crime and disorder prone areas and other intelligence-driven operations aimed at arresting criminals and disrupting criminal networks. We will achieve this through the introduction of proactive patrolling at Divisional level by both uniformed and detective officers based on generated intelligence products and briefings.

5.1.10 Enhancing Community Safety

The MPF will address community safety through a problem-oriented approach. This will involve analysis, such as crime pattern and hotspot, as well as inputs in terms of neighbourhood priorities. The aim will be to ensure that community policing is delivered in balance with all the other demands on police resources.

⁹ See Blue Print on Community Policing.

We will therefore, encourage increased involvement of local community in setting out priorities in relation to public/police service delivery by introducing community forums. We acknowledge that these groups will vary across the country, but a core membership of key service managers will be common to all. The aim of community forums¹⁰ will be to:

- Identify local community issues and establish community priorities for partnership action;
- Pass on community concerns;
- Find solutions to problems by sharing information and creating active partnerships; and
- Identify opportunities for efficiency savings through collaborative working.

Neighbourhood priorities thus obtained will be considered in the strategic assessment process and managed through the T&CG process.

5.1.11 Collecting Information from a Variety of Sources including External Agencies

Information collection from a host of sources, both internal and external, will be vital. Such information will originate from observations, surveillance, stops and searches, registered informants, 'crimestoppers'¹¹, etc and crime patterns or repeat victimisation data.

We also recognize the importance of having recourse to the databases of our external stakeholders. For that purpose, we will avail ourselves of the existing protocols and areas of cooperation at local, regional and international levels e.g. with the Prison Services, SARPCCO and INTERPOL. Where such arrangements do not exist, we will develop avenues of cooperation and memoranda of understanding. In this context, we will seek to establish a computerized data sharing network with such agencies.

The key agencies, amongst others, which will be included in this network are the Mauritius Revenue Authority, the Banking Institutions, the National Social Security, the Financial Intelligence Unit and telephone operators. To ensure the commitment and collaboration of these stakeholders, we will propose that data sharing be placed on a statutory footing. Meanwhile, we will establish lines of communication with our partners and develop working relations to facilitate information sharing and to bridge intelligence gaps.

Being conscious of Constitutional rights of citizens and privacy issues involved in the collection and storage of confidential data, we undertake to establish rigorous safeguards to protect individual's rights and privacy.

¹⁰ See Blue Print on Community Policing.

¹¹ Crimestoppers: Members of public volunteering to provide information about crime.

5.1.12 *Establishing Fast-Track Procedures*

We are concerned about the fact that police investigations and the bridging of intelligence gaps are very often delayed as a result of statutory procedures, especially concerning the communication of data such as telephone and banking records. With a view to reducing such delays, we will suggest the inclusion of clauses for fast track procedures in the Data Protection Act and other similar legislations.

5.1.13 *Authorised Covert and Surveillance Capabilities*

Proactivity requires a range of covert investigative techniques, including surveillance and other intrusive methods. We recognise that we currently fall short of the required capability. We will need to take the following measures to enhance our ability to carry out covert operations:

- Training officers in covert and surveillance techniques;
- Acquiring surveillance equipment; and
- Developing an effective and modern informant handling system.

We recognize that there are significant budgetary and legal constraints as well as the public perception and fear. As a result, such intrusive activities can only be used when the Human Rights issues of necessity, proportionality and justification are satisfied and the relevant authority has been obtained. We will therefore, approach the authorities for the introduction of the appropriate legislations. Thereafter, we will consider establishing policy and procedures in order to undertake such work.

5.1.14 *Implementing an Evaluation Mechanism / Process*

The thorough evaluation of processes, products and proactive measures is an important factor so as to secure credibility and legitimacy. For that purpose, we will use the binary, qualitative and quantitative evaluation methods¹².

5.1.15 *Performance Indicators*

Furthermore, we will introduce performance indicators to encourage a proactive approach and to identify blockages to strategic aims. All strategies will be subject to performance review in support of a 'best practice' rather than a 'directive' culture. Performance indicators relating specifically to the gathering and sharing of intelligence, for example, the measurement of the quantity and quality of information input per team or officer onto the Force Intelligence System (FIS), will be introduced in order to support and encourage such practice.

¹² See Blue Print on Permanent Strategic Planning Capability.

6. CONCLUSION

This Blue Print, premised on the development of proactivity in the MPF, proposes a holistic approach to proactive policing. It recognizes that proactivity should permeate all aspects of policing, not only crime. The underlying idea is that attempts to shift from reactive to proactive methods of criminal investigation are likely to have only a limited impact. Hence, it is envisaged that as an overarching strategy, proactive policing should enrol the contribution of all officers rather than confining to individuals and teams.

The paper also prescribes an effective intelligence cycle that will lie at the centre of the holistic proactive approach alongside community policing and existing processes of reactivity. It proposes the creation of Intelligence Units at Force and Divisional/Branch levels and elaborates a framework, i.e, T&CGs that will enable informed decisions and the judicious deployment of resources under the guidance of a centrally set control strategy. It will also bring about the realignment and creation of new roles and describes the incremental development of approach in the implementation process.

The Blue Print emphasises the importance of partnership with the community and other stakeholders in the development of a problem-oriented approach to policing. It also recognizes their contribution to the intelligence process and the need for information sharing network.

Embracing proactivity will have varying implications. While in some cases, it may require some realignment, in others such as the development of analytical and covert capabilities, the management of informants, setting up and staffing of the Intelligence Units, the FIS etc, will require the introduction of new roles, procedures, systems and legislation. Furthermore, in this new set-up, flexibility, accountability and ethical conduct will be vital. Therefore, the development of proactivity will definitely mean thinking and doing things differently.

There is no doubt that the development of proactivity will be a challenging long term enterprise.

Our overall objective will be to achieve efficiency, effectiveness and quality service delivery. We are conscious that proactive policing is the way forward and we are certain that our toils will be outweighed by the benefits that will accrue to us as a proactive Police Force.
