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ORGANISATIONAL AND LEGAL FOUNDATIONS FOR USING PLACE-BASED FORECASTING IN THE MANAGEMENT OF PUBLIC ORDER ACTIVITIES BY INTERNAL AFFAIRS BODIES

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Abstract

This article examines the organisational and legal foundations for reviewing the implementation of operational assignments informed by place-based forecasts in the management of public order activities by internal affairs bodies. It aims to develop a conceptual basis for identifying and addressing deficiencies by comparing forecasts, managerial decisions and actual operational activity. The study uses doctrinal analysis of national legal instruments, an analytical review of relevant international scholarship and functional analysis of the management process. Building on the conditions for using forecasts, it proposes a procedure for reviewing implementation, linking identified deficiencies to information preparation, planning, communication or execution, and verifying the completion of corrective action. Linking forecast, decision and implementation records within existing recordkeeping systems, assigning responsibility and setting deadlines are identified as organisational means of applying this procedure. Its practical effectiveness has not been tested empirically. A geographically limited pilot is therefore proposed, including an assessment of the additional operational workload.

Keywords: internal affairs bodies, maintenance of public order, place-based forecasting, managerial decision, operational assignment, implementation oversight, causes of deficiencies, corrective action.

Introduction

Managing public order activities within internal affairs bodies involves interconnected tasks: assessing local conditions, setting priorities and allocating available personnel and resources on a reasoned basis. The Law on Internal Affairs Bodies identifies maintaining public order and ensuring public safety among the principal areas of activity. Article 12 provides for the use of scientific advances, modern technologies and information systems[1].

Paragraph 19 of the Public Safety Concept provides for forecasting current and future developments in public safety, identifying threats and developing measures to address them. It also addresses coordination, operational management and the introduction of digital technologies[2]. These directions call for clarification of the conditions under which forecast information should support decision preparation and implementation.

In this article, place-based forecasting means using data analysis to estimate the likelihood of events relevant to maintaining public order within a defined area and time period. W. L. Perry and colleagues examine forecasting methods in conjunction with the organisation of practical action informed by their results[3]. From this perspective, the managerial value of a forecast depends on the task for which it is used, the person using it and the procedure governing its use.

The conditions under which data are generated must also be considered. D. Ensign and colleagues model how previous patrol allocations can influence subsequent forecasts in systems updated using police-discovered incidents[4]. This finding indicates the need to account for changes in policing activity when assessing

[1] Republic of Uzbekistan. Law No. O‘RQ-407 of 16 September 2016, On Internal Affairs Bodies [in Uzbek]. https://lex.uz/docs/3027843 Articles 4 and 12.

[2] President of the Republic of Uzbekistan. Decree No. PF-27 of 29 November 2021, On Approval of the Public Safety Concept of the Republic of Uzbekistan and Measures for Its Implementation, Annex 1 [in Uzbek]. https://lex.uz/docs/5749291 Paragraph 19.

[3] Perry W. L., McInnis B., Price C. C., Smith S. C., Hollywood J. S. Predictive Policing: The Role of Crime Forecasting in Law Enforcement Operations. Santa Monica, CA: RAND Corporation, 2013. RR-233-NIJ. https://doi.org/10.7249/RR233

[4] Ensign D., Friedler S. A., Neville S., Scheidegger C., Venkatasubramanian S. Runaway Feedback Loops in Predictive Policing // Proceedings of Machine Learning Research. 2018. Vol. 81. P. 160-171. https://proceedings.mlr.press/v81/ensign18a.html

recorded incident counts.

Paragraph 2 of Presidential Resolution No. PQ-3528, concerning Tashkent city, establishes responsibilities for analysing and planning the activities of internal affairs units and allocating personnel and resources in light of prevailing operational and crime conditions[5].

Paragraphs 3-4 of Presidential Resolution No. PQ-5050 provide organisational foundations for specifying targeted measures informed by analysis in the capital region, and for continuous monitoring and the management of personnel and resources in Tashkent city[6]. These geographically specific provisions cannot be interpreted as establishing a uniform organisational procedure throughout the republic. They are examined as a national example of linking analytical information to planning and operational management.

The central problem addressed by this article is how to review the actual implementation of an operational assignment informed by a place-based forecast and determine the stage of management at which an identified deficiency arose. The research question is: how should information concerning the forecast, the managerial decision and actual implementation be compared, and how should corrective action and its oversight be organised in response to an identified deficiency?

The aim is to develop a conceptual basis for reviewing the implementation of forecast-informed operational assignments, linking deficiencies to the relevant stage of management and verifying the completion of corrective action. The methodology combines doctrinal analysis of national legal instruments, an analytical review of relevant international scholarship and functional analysis of the

[5] President of the Republic of Uzbekistan. Resolution No. PQ-3528 of 14 February 2018, On Introducing a Qualitatively New System for Maintaining Public Order, Preventing Offences and Combating Crime in Tashkent City [in Uzbek]. https://lex.uz/docs/3556832 Paragraph 2.

[6] President of the Republic of Uzbekistan. Resolution No. PQ-5050 of 2 April 2021, On Additional Organisational Measures to Further Improve the Activities of Internal Affairs Bodies in Ensuring Public Safety and Combating Crime [in Uzbek]. https://lex.uz/docs/5353841 Paragraphs 3-4.

management process. Analysis of publicly available legal sources does not cover all internal operational procedures; the study therefore does not conclude that a specific procedure is entirely absent. The practical effectiveness of the proposal has not been tested empirically.

The Role of Place-Based Forecasting in Management

Using place-based forecasts requires connecting them to specific management tasks. Perry and colleagues locate their practical value in informing decisions about resource allocation and problem-solving[7]. On this basis, a forecast can be understood as an analytical tool connecting planning, implementation and reassessment.

A forecast estimates where and when a particular event is more likely to occur. A managerial decision determines a course of action by considering that information alongside resources, operational duties and current conditions. Producing an analytical result and specifying an operational assignment should therefore be treated as distinct stages.

In planning, a forecast helps identify areas and time periods requiring attention. The event type, geographical boundary, period of applicability and date of the latest data update should be specified. For example, applying a property-crime forecast to all incidents relevant to public order requires additional justification.

Forecasts may support the comparison of alternative decisions when allocating personnel and resources. Decisions about additional patrol deployment should take account of coverage in other areas, patrol workloads and urgent duties. A forecast recommendation may consequently be accepted, applied in part or deferred pending further information. Recording the reasons for the choice makes subsequent review of resource allocation possible.

[7] Perry W. L., McInnis B., Price C. C., Smith S. C., Hollywood J. S. Predictive Policing: The Role of Crime Forecasting in Law Enforcement Operations. Santa Monica, CA: RAND Corporation, 2013. RR-233-NIJ. https://doi.org/10.7249/RR233

Assessment should distinguish forecast accuracy, the justification for a decision and the implementation of an assignment. The absence of a recorded incident does not, by itself, establish either forecast error or patrol effectiveness. It is therefore proposed that public reports, incidents discovered directly by the police and records of operational activity be analysed separately according to their source. Although this does not eliminate all bias, it clarifies the conditions for interpreting results.

Organisational and Legal Conditions for Forecast-Informed Decisions

Article 6 of the Law on Internal Affairs Bodies requires compliance with the law, while Article 12 provides for the use of modern technologies.[8] Read together, these provisions imply that forecasting should be used within existing powers. The following conditions synthesise approaches in the literature and national legal foundations as prerequisites for the proposed implementation review procedure.

The first condition is to define the purpose in advance. Before analysis begins, the task to be addressed, the events covered and the units that will use the result should be identified. If a forecast prepared for patrol route planning is applied to another task, the suitability of the data and method for the new purpose should be reassessed.

The second condition is to examine data provenance and fitness for use. R. Richardson, J. M. Schultz and K. Crawford demonstrate that unlawful or biased policing practices can affect data generation and carry over into predictive systems[9]. This does not establish that the same conditions exist in Uzbekistan, but it supports the need to examine how data are generated.

[8] Republic of Uzbekistan. Law No. O‘RQ-407 of 16 September 2016, On Internal Affairs Bodies [in Uzbek]. https://lex.uz/docs/3027843 Articles 6 and 12.

[9] Richardson R., Schultz J. M., Crawford K. Dirty Data, Bad Predictions: How Civil Rights Violations Impact Police Data, Predictive Policing Systems, and Justice // New York University Law Review Online. 2019. Vol. 94. P. 15-55. https://www.nyulawreview.org/wp-content/uploads/2019/04/NYULawReview-94-Richardson_ etal-FIN.pdf See pp. 15-16.



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Accordingly, analytical material should record its sources, the period covered, recording procedures and identified deficiencies. The effects of duplicate records, errors in incident locations, interruptions in data entry and changes in recording practices should be assessed. Any unresolved deficiencies should be accompanied by an explanation of the resulting limits on use.

The third condition is to allocate analytical and managerial responsibilities. The analyst should be responsible for checking the data, preparing the forecast and explaining its limitations. The authorised manager makes the decision by considering the forecast alongside current conditions and operational capacity. In addition to a risk map, the manager should therefore receive an accessible explanation of why an area has been prioritised and what limitations apply to the result.

The fourth condition is to document the grounds for the decision. Alongside the task, area, timeframe and responsible officer, the record should identify the forecast date and version, supplementary information and reasons for the chosen action. Departures from a forecast recommendation, including those prompted by urgent duties in another area, should also be justified.

The fifth condition is to specify grounds for reconsideration. The expiry of a forecast, a material data error or a significant change in conditions should trigger reassessment. Internal procedures should identify who reports such circumstances, who conducts the analysis and who revises the decision.

Reviewing the Implementation of Forecast-Informed Operational Assignments

The practical significance of a decision depends on its implementation in operational activity. Perry and colleagues identify leadership support, resources, information provision and staff accountability as important conditions for



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implementing measures informed by analytical results[10]. It is therefore proposed that implementation be organised through the communication of assignments, the recording of activity and a response to discrepancies.

Briefings before deployment should explain the assignment's purpose, geographical scope, period of applicability and the procedure for reporting changes in circumstances. When an assignment is revised, officers should also be informed that the previous version no longer applies. Subsequent review should establish which version was communicated to the officer and what resources were allocated for its implementation.

The review should first identify the geographical scope, period of applicability and data version of the forecast used when the decision was made. Second, it should examine the assignment specified on that basis, the resources allocated and the instructions communicated to the officer. Third, planned activity should be compared with actual implementation, including the timing of changes and the reasons for them. This sequence is intended to enable separate assessments of forecast quality and assignment implementation.

For review purposes, records should identify where and when duties were performed, changes to the assignment and the reasons for deviations. Existing operational documents and information-system records should be used, with only missing fields added. The procedure should make it possible to identify who entered a record, when it was entered and what corrections were subsequently made.

Ongoing oversight serves to identify obstacles during operations and support a prompt response. Periodic review considers forecasts, decisions, implementation and revisions together. Repeated deviations attributable to the same cause may indicate a problem in planning or resource provision. Such an inference should be checked against the relevant operational records.

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[10] Perry W. L., McInnis B., Price C. C., Smith S. C., Hollywood J. S. Predictive Policing: The Role of Crime Forecasting in Law Enforcement Operations. Santa Monica, CA: RAND Corporation, 2013. RR-233-NIJ. https://doi.org/10.7249/RR233.



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When assessing discrepancies, the stage at which they arose should be distinguished. An error in the underlying data may require correction of the analytical material; an assignment that exceeds available capacity may require revised planning; and an ambiguously expressed task may require clarification of instructions. Reassignment to another urgent duty should be assessed using the relevant decision and timing records. Automatically treating every departure from the plan as a disciplinary breach would be inconsistent with the purpose of this analysis.

Each corrective action should have a responsible person, a completion deadline and a method for verifying the result. For example, correcting a data error should also entail reconsidering its implications for the forecast and the assignment already issued. Management processes may be assessed using indicators such as timely communication of assignments, recording of actual activity and completion of corrective measures. These assess organisational procedures; an improvement does not, by itself, demonstrate a reduction in crime.

Proposals for Improving Management

Existing internal procedures should be refined to reflect the particular requirements of using forecasts. Requirements for reviewing implementation, identifying the stage at which a deficiency arose and verifying corrective action should be expressed as interconnected elements. Whether these requirements should be incorporated into an existing instrument or set out in a separate regulation should be determined after a comprehensive examination of the relevant internal instruments.

Existing document numbers or electronic links should be used to connect forecast, decision and implementation records. The need for a separate identifier depends on the capabilities of the existing recordkeeping system. The significance of this tool lies in enabling analytical material, the chosen action and actual implementation to be reviewed together.

The proposed procedure should be piloted in a limited geographical area. Its

duration, participating units, assessment indicators and grounds for suspension should be specified before the pilot begins. Alongside the ability to review decisions, the assessment should examine additional staff workload, data preparation time and the process of addressing deficiencies. The results may inform a decision to revise the procedure or extend its use.

Conclusion

Using place-based forecasting in management requires an interconnected assessment of the forecast's information base, the assignment specified by the manager and actual operational activity. This article proposes a procedure for reviewing assignment implementation by stages to establish that connection.

The study's principal result is a conceptual basis for comparing forecast, decision and implementation information, linking identified deficiencies to the relevant stage of management and verifying the completion of corrective action. Connecting existing records, assigning responsibility for corrective action and setting deadlines are proposed as means of implementing this procedure. Defining purposes, checking data and documenting decisions constitute its general preconditions.

The practical effectiveness of the proposals has not been tested empirically. Further research should use a pilot to assess their implementation, resource requirements and effects on management quality. Determining their impact on reductions in offending is a separate empirical research task.

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