A European Positive Sum Approach towards AI tools in support of Law Enforcement and safeguarding privacy and fundamental rights

D3.4: Stakeholder attitudes, priorities, and recommendations for addressing AI in the security domain in practice

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Executive Summary

In this deliverable, we report stakeholders' perceptions, priorities, and recommendations regarding the integration of AI in the security domain. We build upon the outcomes of the five Stakeholder Policy Labs that popAI has conducted in Greece, Germany, Slovakia, Spain, and Italy. By engaging stakeholders across various EU Member States in collective reflection, we aim to develop targeted recommendations that leverage technology while safeguarding human rights and individual liberties. This endeavour contributes to the empirical work conducted within Work Package 3 and informs the popAI pandect of recommendations for ethical use of AI for Law Enforcement Agencies (LEAs) under Work Package 4.

The findings of the Stakeholder Policy Labs show that participants are mainly concerned about potential data breaches, misuse, bias, and threats to individual liberties that can emerge from the use of technologies in policing. The findings encourage an ethical development of AI technologies, more transparency, educational initiatives and clear guidelines and restrictions to their use by LEAs. They also urge for a solid legislation at the EU level that harmonises rules and goes deeper into providing well-defined guidelines. Participants also expressed the need to have citizens more involved in the decision-making process and better informed about the utilisation of AI technologies.

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1   Introduction

popAI aims to support a European positive sum approach for the use of AI in policing through the active engagement of all involved stakeholders to protect fundamental rights and minimize societal harms while promoting public security. In the context of Task 3.4 *Engaging LEAs and relevant experts through Stakeholder Policy Labs*, a Stakeholder Policy Lab was organised in each of the five countries having in popAI a Law Enforcement Agency partner who took the lead. The countries involved were Greece, Germany, Slovakia, Italy, and Spain. Stakeholder Policy Labs served as a platform for LEAs to discuss with experts and representatives of civil society around the use of AI for policing purposes, to collect a wide range of perspectives and views, and to ensure that options and ideas are openly explored.

This deliverable (D3.4) entitled *Stakeholder attitudes, priorities, and recommendations for addressing AI in the security domain in practice* presents the methodology employed for conducting the Stakeholder Policy Labs, discusses the findings emerging from the research activities and provides recommendations that will feed in the project's pandect of recommendations for the ethical use of AI for LEAs.

1.1   Purpose and Scope

popAI Stakeholder Policy Labs aim at bringing together stakeholders involved in the development, employment, and oversight of AI applications in policing. These labs provided a platform for stakeholders to come together, fostering discussions on pertinent issues and exploring the potential benefits and challenges associated with the use of AI in law enforcement. The Stakeholder Policy Labs consisted of representatives of the stakeholders' groups reported in Deliverable 3.1 *Map of AI in policing innovation ecosystem and stakeholders*, namely LEAs and police academies, researchers from social studies and humanities, policy makers, government and public bodies, technologists/data scientists, civil society organisations, national and local authorities, as well as industries.

The Stakeholder Policy Labs' method was informed by the foresight scenarios methodology employed in Task 3.5 *Multi-Disciplinary Foresight Scenarios.* In this context, the labs were structured around case studies on AI applications for policing. These case studies were prepared by LEAs and served as a foundation for stimulating discussions on practical issues. The insights and discussions generated through these labs have contributed to the development of scenarios. In particular, due to time constraints, the results of the first three Stakeholder Policy Labs in Greece, Germany, and Slovakia were considered for the foresight scenarios in Task 3.5.

1.2   Relation to other tasks and deliverable

The outcomes of the Stakeholder Policy Labs as mentioned above are directly feeding into Task 3.5 *Multi-Disciplinary Foresight scenarios* and the pandect of recommendations for the ethical use of AI

for LEAs (WP4). Task 3.4 *Engaging LEAs and relevant experts through Stakeholder Policy Labs* has also been closely interrelated with numerous tasks in the popAI project:

- Task 2.2 *Legal casework taxonomy; emerging trends and scenarios;* scenarios and taxonomy have inspired case studies presented during the Stakeholder Policy Labs;
- Task 2.4 *From ethical frameworks to ethics in practice*; and task 2.5 *Practical ethics toolbox for the use of AI by LEAs;* The ethics toolbox developed in the context of T2.4 was presented and discussed in some Stakeholder Policy Labs
- Task 3.1 *Map the controversy ecosystems of AI tools in the security domain*; Stakeholder Policy Labs' participants were recruited responding to the stakeholders' groups identified in T3.1. Furthermore, controversies identified in this task inspired LEAs to develop the case studies presented in the Stakeholder Policy Labs
- Task 3.5 *Multi-Disciplinary Foresight scenarios*; the outcomes of the Stakeholder Policy Labs have been used to inform the foresight scenarios developed in T3.5
- Work Package 4. *The pandect of recommendations for the ethical use of AI for LEAs*; the outcomes of the Stakeholder Policy Labs will be used to provide the recommendations to all relevant stakeholders
- Work Package 5. *Dissemination, Communication and Sustainable Community Engagement* the outcomes of the Stakeholder Policy Labs have provided content for communication activities.

1.3   Structure of the Deliverable

The remainder of this deliverable is organised as follows:

Section 2 provides a definition of the Stakeholder Policy Labs, demonstrating in which context it is used, and what makes this innovative approach particularly successful.

Section 3 discusses the method employed to conduct the Stakeholder Policy Labs. It outlines the Stakeholders' Policy Labs' activities and it explains the role of Stakeholder Policy Labs and how they contribute to the projects' overall purpose.

Section 4 discusses the outcomes of the five Stakeholder Policy Labs, categorising the results per country.

Section 5 summarises the main ideas and recommendations provided by the Stakeholder Policy Lab participants.

Section 6 provides the conclusions.

2   Stakeholder Policy Labs definition

Stakeholder Policy Lab is a widely used method in policymaking in order to address complex societal issues. In popAI, Stakeholder Policy Labs have been integrated in the foresight scenario methodology in Task 3.5[1]. It is a collaborative method that brings together stakeholders from diverse disciplines and backgrounds to examine risks, opportunities, and recommendations to policy challenges.

According to the European public administration network[2], "A Government Stakeholder Policy Lab or an Innovation Lab is a specialist team, working in a creative space, which aims to tackle complex challenges in the formulation and implementation of government policy. Labs experiment with and propose innovative public services and policies; at the same time, they try to reform and change the way government operates. Stakeholder Policy Labs are characterised by strong connections to the public sector, academia and civil society."

Stakeholder Policy Labs aim at facilitating exchange between relevant actors, developing ideas for smart policies and testing proposed solutions in experimental models. The goal of these Stakeholder Policy Labs is to guide participants into their reflection and make sure that, at the end of each session, they have (1) identified best practices that can be shared with other actors throughout the EU, (2) further developed the design and objectives of standing projects (3) tested the outcome of such development processes in an experimental setting and (4) assessed whether or not public policy change is needed in order to ensure smart innovation.

The study *Using Stakeholder Policy Labs as a process to bring evidence closer to public policy making,*[3] states: "Key to the success of many labs has been to sympathise, understand and engage with the participants that are present—recognising their mix of perspectives, expertise and the values they bring to the table. This may mean inviting people who are assumed to have opposing views on the topic to be discussed (for example, those who might be expected to be particularly resistant to a change in policy or practice), and using the Stakeholder Policy Lab as a forum to consider different points of view."

This success can be achieved thanks to the outcomes of the Stakeholder Policy Labs, first of all because of its collaborative approach (e.g., in the context of popAI, the collaborative/multidisciplinary approach enriched the discussions and outcomes of the different sessions). The above mentioned study also emphasises the importance of communicating evidence in an accessible manner. Presenting case studies written in a simplified way, avoiding complex jargon, has allowed our participants to easily grasp the role of AI tools and the potential consequences at stake. Furthermore, "engaging producers of evidence on a specific topic" enables participants to provide solid evidence which can be used for potential future policy changes. The creation of new

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[1] For further details see D3.5 *Foresight Scenarios for AI in Policing*
[2] https://www.eupan.eu/wp-content/uploads/2019/02/2018_1_BG_Innovative_Policy_Labs_in_the_Public_Administration.pdf
[3] Using Stakeholder Policy Labs as a process to bring evidence closer to public policymaking: a guide to one approach | Humanities and Social Sciences Communications (nature.com)

synergies is also very valuable, as it creates advanced dynamics which can lead to innovative results
and recommendations.

3   Methodology

3.1   Stakeholder Policy Lab methodology

The role of Stakeholder Policy Labs, as explained above, is to facilitate a gathering of relevant stakeholders, multipliers, and intermediaries. The goal is to stimulate a valuable exchange amongst all participants that aims to further develop innovative ideas. The core of the Stakeholder Policy Labs is innovations and ideas. Participants are to explore, further develop and test projects in an experimental setting.

In the very specific context of Artificial Intelligence used by LEAs in the security domain, the added value of Stakeholder Policy Labs is to bring together stakeholders from various backgrounds to reflect on the policy needs in relation to human rights, liabilities, data protection, equality and diversity. Participants from the academic sector, LEAs, NGOs, decision-makers and technology designers are engaged in a reflection that ultimately contributes to "bringing evidence closer to policymaking[4]". With regards to the overall goal of popAI to foster a constructive dialogue between the European policymakers, LEAs and ordinary citizens, Stakeholder Policy Labs foster innovative ideas. By introducing experimental models that serve as a solid basis to launch a common reflection on AI issues in the security domain, participants think outside of the box and come up with innovative solutions that reflect their personal and professional needs and values.

Stakeholder Policy Labs also allow the creation of new network and synergies, and provide a forum for open, honest conversations around a policy topic.

Stakeholder Policy Labs were held between May 2022 and April 2023. Each Stakeholder Policy Lab was conducted in the local language. To cater to the diverse needs of the participants, these labs were organized in both online and in-person formats, providing flexibility in attendance and ensuring accessibility for all involved. Policy Labs place, date, setting and duration are summarized in Table 1.

Table 1 The five policy labs: where, when, how.

Place	Date	Setting	Duration
Greece	25/05/2022	Online	4 hours
Germany	15/09/2022	Online	2 hours
Slovakia	13/12/2022	In person	4 hours
Italy	20/04/2023	Online	4 hours
Spain	27/04/2023	Online	4 hours

3.2   Methodological approach applied to popAI

The Stakeholder Policy Lab sessions were organized using a structured approach similar to a focus group. Focus group methodology (Wilkinson, 1998) is a research approach that involves bringing together a small group of individuals to engage in a structured discussion on a specific topic of interest. It is a qualitative method used for social research that aims to gather in-depth insights, perspectives, and experiences from participants through interactive group discussions. Focus groups

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[4] Using Stakeholder Policy Labs as a process to bring evidence closer to public policymaking: a guide to one approach | Humanities and Social Sciences Communications (nature.com)

involve a moderator who facilitates the discussion that occurs among participants as well as between the participants and the moderator. This interactive nature allows for a dynamic exploration of complex ideas and opinions and differentiates focus groups from one-to-one interviews. In focus group discussions, participants can discuss their pre-existing ideas as well as provide feedback on new information mentioned by fellow group mates. This exchange of ideas among participants leads to the generation of novel insights. Through the sharing of thoughts and experiences, participants co-build the topic under investigation and this can lead to a deeper understanding and more comprehensive insights. Furthermore, the open-ended nature of focus groups allows exploring unanticipated topics. Focus groups are an excellent methodological choice when the objective of the research is to uncover people's understandings, opinions, and perspectives, or to delve into how these are shaped, expanded, and negotiated within a social context.

3.3   Participants

Multidisciplinary participation was encouraged to promote a more comprehensive and inclusive approach to recommendation development, allowing for a well-informed, and balanced decision-making. The process of identifying potential participants was conducted by ECAS in collaboration with the partner LEAs, ensuring equal representation across various categories such as policy makers, tech developers, Law Enforcement Agencies (LEAs), non-governmental organizations (NGOs), researchers, tech developers. The number of participants across all Stakeholder Policy Labs totalled to 127. Table 2 presents the number of participants per category and country. Participation was voluntary and based on informed consent.

Table 2 Participants to the Stakeholder Policy Labs

Country	Gender			Background						Total
	Male	Female	Other	LEAs	Academia	Legal experts	Tech designers	Civil servants	Other (incl. NGOs and researchers)	
Greece	12	17		14	1		4	4	5	28
Germany[5]	7	1		8			5			13
Slovakia	26	8		27	1		2	6		36
Italy	9	8		8	1	3	2		3	17
Spain[6]	26	7		24	2			5	2	33

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[5] Despite all efforts, such as various strategies and legal frameworks for equal possibilities, only about 30 percent of officers in Bavaria are female.

[6] About 15 percent of Madrid Municipal Police Officers are female.

Procedure

The Stakeholder Policy Labs were divided into three main phases presented in Figure 1 and detailed in the sections below.
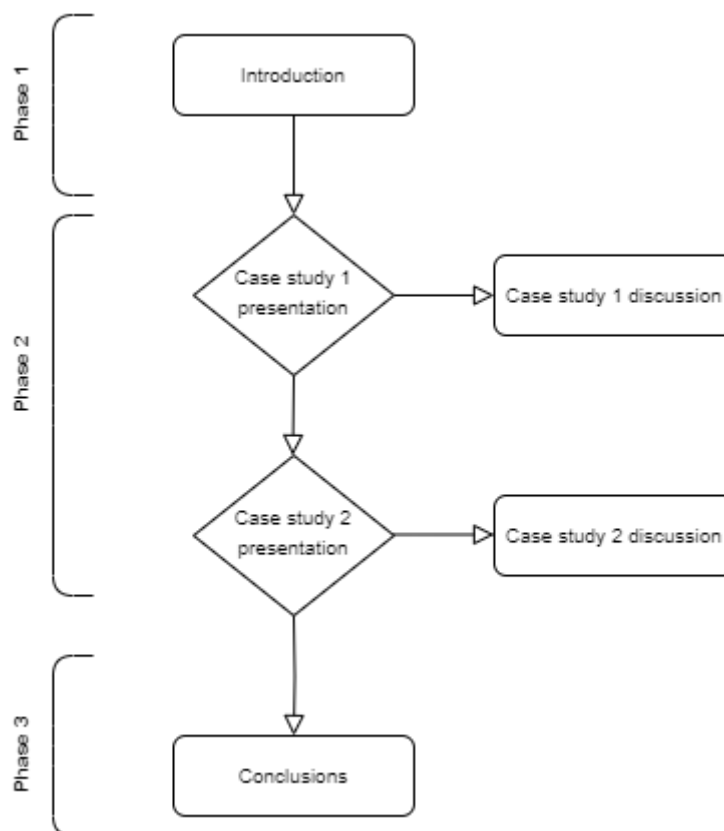

Figure 1 The three phases of the Stakeholder Policy Labs

1. Introduction

In each Stakeholder Policy Lab, the moderator, previously trained by ECAS on moderation techniques[7], introduced the popAI project and explained the objectives of the Stakeholder Policy Lab:

"The popAI project is an EU funded project aiming at exploring and promoting the responsible and ethical use of AI in the field of public safety. In this context, this event serves as a platform to share knowledge, experiences, and perspectives on the impact of AI in police practice."

After a tour-de-table, the moderator introduced the day's agenda and established the ground rules for the meeting.

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[7]
https://www.researchgate.net/publication/278727614_Moderation_of_Teamwork_Basics_and_Techniques/link/55846 3c408ae7bc2f44834cd/download

During the introduction to the Policy Lab conducted in Slovakia, a researcher presented the Ethics toolbox and shared a poll with participants. The purpose of the poll was to gather expectations regarding the content of the popAI ethics toolbox and understand what the ethics toolbox should include to assist LEAs to navigate the field of AI.

2. Case studies discussions

Case studies[8] on AI in policing were used to facilitate the discussion among participants. The case studies presented were different in each Stakeholder Policy Lab and they showcased instances of AI applications employed in law enforcement, presenting real-world examples, and providing an understanding of real-cases challenges and opportunities. Providing concrete example allowed participants with limited knowledge on AI to easily grasp the issues at stake. Each case study was chosen by the focus group moderator in collaboration with the task partners and considered its relevance to the specific context in which the Stakeholder Policy Lab was being conducted. This approach fostered a greater level of engagement and ensured that the topic resonated with the participants on a deeper level.

The final case studies selected (Table 3) encompassed a wide range of AI applications, including predictive and detection systems, systems for processing child sexual abuse material (CSAM), social network analysis, and recognition technologies and prompted participants to analyse, interpret and evaluate the case and imagine potential policy solutions. Case studies are reported in full in Annex 8.4.

Table 3 Case studies presented in the Policy Labs

Country	Case study 1	Case study 2
Greece	AI for prediction using crime data	AI to detect dangerous driving using video footage from traffic management cameras or other real-time footage
Germany	AI to support decision making in patrolling	AI to process CSAM material
Slovakia	AI in support of monitoring the social networks (crime prediction)	AI for human recognition
Italy	AI in video surveillance	Use of ethics toolbox (see Annex 8.2)
Spain	AI in video surveillance (CCTV)	AI to find missing people (drones)

Following the presentation of each case study, participants were divided into break-out rooms for group discussions. The groups were divided in a way that ensured each group had individuals from diverse backgrounds or with different areas of expertise. In the break-out rooms, participants were asked to discuss the opportunities and risks of the technology presented in the case study and brainstorm recommendations to policymakers. After the breakout sessions, participants were asked to reconvene and collectively share and discuss the key points.

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[8] The Stakeholder Policy Lab held in Italy presented and discussed only one case study.

3. Conclusions

At the end of a Stakeholder Policy Lab, participants were provided with a dedicated time to ask any remaining questions or add any comments they had. Moderators summarised the main takeaways and recommendations and delivered their final remarks to wrap up the session.

4   Results

The sections below outline the key themes that were discussed in each Policy Lab.

Greece

Participants to the Stakeholder Policy Lab that was held in Greece focused on the following themes:

1. Minimize bias in predictive AI

The argument put forth was that leveraging predictive capabilities using machine learning (ML) and AI could enhance the current crime recording system, which relies on collected data such as crime type, location, offender gender, and age to generate statistics. However, it is important to avoid feeding negative feedback loops and allocate resources to minimize bias. Participants brought the example of a neighbourhood labelled as high-risk based on historical data. This classification leads to an increased police presence in the area, subsequently resulting in a higher number of recorded criminal activities within that specific location.

2. Harmonization of AI Usage

Ensuring legal harmonization of AI usage on both national and European levels is crucial. It involves developing a comprehensive legal framework that safeguards data protection and enables judges to intervene in granting permission for data usage.

3. Humans are the decision makers

AI systems should serve as decision-support tools rather than decision-makers themselves. Throughout the entire lifecycle of an AI system, human supervision is crucial. Ultimately, the final decision-making authority should rest with humans.

4. Citizens' awareness

Regulations should be established to foster and ensure public awareness about the presence and implementation of AI systems. These regulations should enable citizens to object and raise concerns regarding potential unjust decisions made by such systems.

5. Observatory body

Participants proposed the creation of an AI observatory body, potentially as an independent authority equipped with technical, organizational, and practical capabilities. This body would be responsible for evaluating the compliance of AI systems with legal and ethical rules and regulations. The assessments would be conducted based on input from interdisciplinary committees and relevant stakeholders.

6. Life-cycle multidisciplinary

There is the need to develop multi-disciplinary approaches and active collaboration between ethicists, lawyers, psychologists, data scientists, and software engineers. There is a need to be an interdisciplinary assessment of the whole process of development, implementation and regulation of the system ensuring also ethical processing of data.

7. Certification and audit

To ensure system accountability, the certification of AI systems should be facilitated through specific processes and frameworks. This includes conducting algorithm audits, which involve assessing the "democratic" nature of the data and the "robustness" of the algorithms employed. The certification process would scrutinize various aspects such as the data collected, the purposes for which it is collected, qualitative assessments, and potential biases present in the system. Prior to the procurement of a system, the technical specifications must receive approval from social organizations and agencies. Throughout the implementation process, representatives from social and other relevant bodies should review and provide feedback to ensure that the system aligns with the institutional framework.

8. Qualified Staff and Training

There is a pressing need for qualified staff and users, as well as model and technology designers, who possess the necessary expertise. Continuous training programs should be established to keep them up-to-date with evolving AI technologies. The legal framework should outline relevant certifications required in this field.

9. Sandboxes

Development of sandboxes within protected environments or settings should be pursued for the implementation of AI systems. These sandboxes would provide a controlled space where the system's explainability and cyber security aspects can be further explored and refined. By utilizing sandboxes, it is possible to conduct in-depth investigations without jeopardizing the privacy and security of data subjects.

10. Interoperability for Collaboration

Achieving interoperability is essential to facilitate collaboration between different databases, leading to the best and most effective implementation of AI systems. For instance, it can support the recording of information related to unaccompanied minors, foster care cases, and adoptions, ensuring seamless data sharing and coordination.

11. Wording: prediction vs. forecasting

The Stakeholder Policy Lab organisers noted that although it was not mentioned during the event, it was crucial to acknowledge the preference of some LEAs for the term "forecasting" rather than "prediction." The term "forecasting," implicitly acknowledges that forecasts can be uncertain and prone to inaccuracies, whereas "predictions" carry a connotation of being more definitive or certain.

12. Over-reliance

Participant expressed concern regarding the potential overreliance on AI systems. As time passes, end users may become excessively reliant on the system to the point where they no longer question the outcomes and fail to apply critical thinking and draw from their own experience. This poses a substantial risk.

13. Children and crime

Another matter that was brought up, which is frequently disregarded, is the crucial need for sensitivity when dealing with crimes committed by children.

Germany

The main themes discussed in the Stakeholders Policy Lab held in Germany are as following:

1. AI de-black boxing
   It is crucial to ensure that AI systems are transparent and not treated as black boxes. This means that there should be mechanisms in place to track and understand the processes by which AI systems make decisions. Additionally, the ability for human intervention should be preserved, allowing human oversight and control over the AI system's actions.

2. Education
   Education plays a vital role in addressing the negative perceptions associated with AI. Many of these perceptions stem from the way AI issues are portrayed in public media, such as being labelled as job killers or contributors to a surveillance state. To counter these misconceptions, it is important to expand on the topic of AI and provide balanced information to the public.

3. No replacement
   AI has the potential to significantly aid in the identification of perpetrators, making the process more efficient and effective. However, participants discussed that it is important to recognize that AI cannot completely replace the expertise and competencies of human investigators.

   The application of AI in forensic analysis, pattern recognition, and data analysis can assist in sifting through vast amounts of information, identifying potential leads, and detecting patterns that may not be easily discernible to humans. AI algorithms can analyse various data sources, including surveillance footage, digital records, and social media, to provide valuable insights and support investigative efforts.

   Nevertheless, human investigators possess critical skills and judgment that are key in the investigative process. They bring experience, intuition, and contextual understanding to the table, which are vital for making informed decisions, interpreting complex evidence, and understanding the nuances of criminal behaviour. Human investigators can ask critical questions, conduct interviews, and utilize their cognitive abilities to assess motivation behind actions.

   While AI can expedite certain tasks and provide valuable assistance, it is important to maintain a collaborative approach where AI augments human expertise rather than replacing it entirely.

Slovakia

Participants to the Stakeholder Policy Lab that was held in Slovakia discussed the following themes:

1. Early prevention

While using AI for crime detection is important, it is equally imperative to prioritize educational programs for the citizens aimed at early prevention. Early prevention initiatives aim to address the underlying causes and risk factors associated with crime, ultimately reducing the likelihood of criminal behaviour.

2. Technical Infrastructure for AI usage

AI offers a number of new opportunities for law enforcement purposes, particularly in analysing social media data. Appropriate technical equipment is needed that can process and evaluate a large volume of data. To leverage AI tools effectively, appropriate technical infrastructure is required to handle and assess large volumes of data efficiently.

3. Clear procedure to ensure compliance with legal and ethical requirements

The use of AI tools and the creation of relevant ethical standards are also crucial because a large part of criminal activity is moving from the "physical world" to the world of social networks. For example, according to the available statistics, it may appear that the number of crimes committed in the Slovak Republic is decreasing, but one of the reasons is that the perpetrators of crimes that happen on the Internet are often anonymous and it is difficult or impossible to identify them. Therefore, the utilization of AI must strictly adhere to legal and ethical standards to mitigate the risk of law enforcement authorities abusing their powers. Ensuring compliance with these standards is crucial.

4. Finding a balance between LEAs and privacy protection

Striking an appropriate balance between the needs of public law enforcement and the protection of individual privacy rights is vital for European society in the context of law enforcement practices.

Italy

The main themes discussed in the Stakeholder Policy Lab held in Italy are the following:

1. AI in surveillance and inadequate regulations

AI software in surveillance has advantages such as a significant reduction in investigation times for LEAs. The system in fact, could be able to analyse many hours of video in a very short time while it would take several days and several police officers to do the same type of job. At the same time, the adoption of this technology can enhance the public's perception of safety, although it is not proved that it could also serve as a deterrent. This means that, despite the expectations of increased security, there is no direct correlation between the adoption of this software and a decrease in crime rates. The need for clear norms and regulations governing the use of AI in surveillance became evident during the discussion. Important questions that the participants stated that required concrete answers included: How long are the data retained? How many people have access to such data? Moreover, it is crucial to reflect upon the fact that data is being collected indiscriminately on a wide range of people involved in a preliminary investigation, even if only some of them will be involved in

the subsequent investigation. Current regulations are inadequate, therefore detailed norms are necessary to ensure the protection of citizens' rights.

2. AI surveillance and ethics

The integration of AI in surveillance systems raises complex ethical concerns. The discussion is not solely about individual data protection, but also about individual and collective freedoms that may be compromised in the pursuit of enhanced security. The stakeholders stressed how important it is to understand that the implementation of such projects represents a choice of great societal importance. The invasive nature of AI usage in surveillance systems calls for careful consideration. Special attention must be paid to the group of people who may be disadvantaged by an AI system that does not recognize everyone equally, thereby risking excessive surveillance.

3. Contextual evaluations of AI for surveillance

Participants expressed the importance of performing contextual evaluations for each use case. This evaluation should involve a dedicated multidisciplinary team comprising experts from various fields who possess the necessary expertise to assess the suitability of these technologies within a particular context. During this assessment, a comprehensive examination of contextual trade-offs should be undertaken, taking into account factors that vary based on the objective or the area where the technology will be implemented. It is crucial to establish the specific purposes for which this technology will be utilized in order to ensure a well-informed evaluation process.

4. Clear Regulation

There was a proposal put forward to establish extensive legislation that encompasses various aspects, such as laws governing the determination of administrative offenses and the legality of using AI systems within specific conditions. The underlying principles of this legislation would encompass transparency, functionality, and procedural requirements. It was suggested that public control, driven by ethical values rather than solely technical aspects, should be implemented. Moreover, principles such as regular maintenance to identify and rectify algorithmic errors and the non-exclusive reliance on decision-making algorithms should be incorporated. Additionally, to prevent bias and ensure fairness, the principle of non-discriminatory algorithms should be upheld, ensuring that the algorithms do not disproportionately target individuals based on specific physical characteristics or particular geographical areas.

5. Training

Law enforcement officers require trainings, which is key for a responsible and efficient use of AI. It should not be assumed that police officers possess a basic understanding of technology and particularly about artificial intelligence.

6. Transparency to the public

Transparency and clear communication with the public are vital aspects that should not be overlooked. It is crucial to inform the citizens transparently about the deployment of AI in the surveillance network. By providing clear information, the public can develop a better understanding

of the system's capabilities, limitations, and safeguards in place. This transparency fosters trust and ensures that citizens are aware of how their privacy and security are being protected.

Spain

The themes that were discussed during the Stakeholder Policy Lab organised in Spain were the following:

1. Protection of Privacy:

Establishing protocols is crucial to ensure privacy protection in the use of AI. Clearly defining who can access the data and for what specific purposes is essential. Safeguarding personal data when utilizing recorded images is of utmost importance.

2. Considerations for Personal and Confidential Information:

It is necessary to defining the appropriate use of personal biometric data based on specific circumstances.

3. Responsibility for Data:

Designating a data controller is important to ensure the proper and responsible use of data. Deliberating on the reliability of the police versus the political establishment in managing this task is a key aspect of the discussion.

4. Importance of Proper Data Use:

The focus should lie on how the data is used, rather than solely on its acquisition. Applying either restrictive or utilitarian philosophies depending on the circumstances is essential. If citizens perceive the misuse of data, there is a sense of privacy loss that needs to be addressed.

5. Clear protocols

There is the need establish clear protocols that govern the utilization of AI technologies, providing guidance on their proper deployment and potential limitations.

6. Police experience and bias

Considering the insights and expertise of law enforcement professionals is essential to address any biases that may arise during the development of algorithms, ensuring fairness and minimizing discriminatory outcomes.

7. Ethics Training

A perception of a division exists between technical aspects of AI and the role of police officers. Comprehensive training programs for law enforcement personnel on the use of AI, including perspectives on ethics are crucial to enabling officers to better understand this world, maximize the benefits of AI while understanding its limitations and potential risks.

8. Human supervision

There must always be someone controlling the AI system.

9. Trust and Transparency

To foster trust and transparency, it is necessary to establish mechanisms that promote greater openness in the use of AI by the police. This includes creating channels of communication with citizens to educate them about the purpose and safeguards associated with AI deployment in law enforcement practices.

10. Societal trade off

What a loss of privacy entails? As a society, it is important to make decisions regarding the trade-off between privacy and security. There must be collective decisions on boundaries between privacy and security.

11. Citizens' involvement

Society must be involved in the decision-making process with regards to the use of the drones. More information on the scope and purpose of using drones should be available for citizens.

5 Benefits, Risks and Recommendations

In this section, we will summarise the main benefits and risks identified by stakeholders in the different Stakeholder Policy Lab sections. While the first table outlines what the advantages are vs disadvantages of using AI tools and technologies in policing activities, the second table presents recommendations proposed by Stakeholder Policy Lab participants, by order of relevance. Order has been defined based on the number of times a recommendation appeared during the discussions.

Table 4 shows the main benefits mapped by participants during the Stakeholder Policy Labs. Table 5 lists mainly the risks in using AI technologies in the security domain identified in the discussions.

Table 4 The benefits of AI in security

Main benefits identified
Improving the existing system of crime recording that provides statistics based on collected data including type of crime, location, gender, and age of offender etc
Identifying leads and detecting patterns not discernible by humans
Analysing huge amount of data much faster
Analysing social media (monitoring hate speech to prevent crimes)
Reducing investigation time (AI can help identify perpetrators more easily)
Assist organizations not only to predict but also to act pre-emptively and even guide policy making through evidence-based approach

Table 5 The risks of AI in security

Main risks identified
Data misuse (discriminatory purposes or extensive data retention)
Bias and discrimination (risk of impartial control and bias of the system)
Over-reliance on AI tools (not enough human involvement/supervision)
Threat to individual freedoms (discrimination/bias)
Threat to collective freedoms (specific groups targeted based on their gender, ethnical origin, political or sexual orientation)
Transparency issues (lack on information on how, when and by whom AI tools are used)
Lack of citizens' trust in AI technologies and use of personal data

Table 6 outlines main recommendations proposed by Stakeholder Policy Labs participants. From top to bottom, recommendations are listed according to the number of times they were suggested throughout the discussions.

Table 6 Recommendations

Recommendation	Description
Increase citizens'/public awareness on the use of AI in the security domain	Inform citizens and involve them in the decision-making process
Provide users with appropriate training to ensure ethical use of AI	Legal, technical and ethical training to be dispensed on a regular basis
Human supervision/intervention should always remain possible	AI to support, not to make the decision
Establishment of legal and ethical standard and protocols	Legislation should be completed by strict internal procedures
Data privacy should be better protected	Limit data retention and accessibility; ensure citizens are aware of what type of data is being used as well as the purpose of data retention
Specific circumstances of AI tool usage must be defined	Describe when, where and for what purpose AI can be used
A comprehensive legal framework must be developed	Provide clear and harmonised limitations to the use of AI in policing
Algorithms should be regularly audited/scrutinised	Algorithms should be tested to avoid any bias/discriminatory use
Independent supervision body must be created	Use of AI to be monitored by external bodies
A multi-disciplinary approach is required	Engaging experts from different backgrounds
LEAs must be provided with an appropriate technical infrastructure	Technical infrastructure to ensure that AI technologies are used in both an efficient and ethical manner

6 Conclusions

To summarise, the purpose of the Stakeholder Policy Labs was to gather participants' concerns and attitudes towards the use of AI in policing. The exercised aimed to empower diverse stakeholders to collaboratively identify solutions and provide recommendations. Recommendations have been collected across five Member States, covering different regions of the EU and using case studies, therefore allowing testing solutions applied to a specific context, taking local challenges into consideration.

By involving a wide range of stakeholders, popAI Stakeholder Policy Labs results provide an analysis of best practices and applied recommendations that are extracted from reflections that engaged participants brainstorming together on solutions that can accommodate the requirements of their specific fields, and take into consideration challenges they observe in their daily work environments. Tailor-made recommendations are collected and analysed in order to overcome challenges and controversies that have been mapped in previous tasks of the popAI project, and can be extended to other Member States, therefore serving as a basis for future EU-wide policy changes.

In a nutshell, we can categorise recommendations provided by Stakeholder Policy Lab participants into: data protection, training of AI users, legal support, technical support and citizens' awareness raising.

By providing participants with an experimental scenario, questions were raised as to whether citizens are sufficiently informed about the way AI tools are used, and about the retention length of their personal data. Assessment of the efficiency, transparency and accountability of tools was performed by the Stakeholder Policy Labs attendees, resulting in a battery of recommendations which aim at ensuring that AI tools are not only used but also designed in a way that ensures security while preventing the risk of discrimination and bias. Emphasis was placed on the importance of providing thorough and regular training to end-users, and to equip them with both legal and technical support so technologies are used in both an efficient and ethical manner. Participants also recommended that human supervision remains possible at all times, and that external bodies should be created as to ensure transparent use of AI in policing, protect human rights and secure a fair use of biometric data. Finally, a participative approach where citizens are involved in defining under which circumstances AI tools can be used has been strongly recommended.

This work contributes to WP4, and feed the White Paper presenting recommendations from stakeholders, and recommendations formulated for the benefit of citizens, which can help nurture their trust in the use of AI technologies in the security domain. At the same time, these recommendations will trigger guidance on how to use AI tools in policing in a safe, ethical manner that corresponds to citizens' values and expectations. Case studies and solutions extracted from the Stakeholder Policy Labs have also helped formulating foresight scenarios under task 3.5.

Results of the activities reported in this deliverable will be disseminated in the framework of WP5 actions.

7   Bibliography

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Legewie, H and Böhm, B (2015), *Moderation of Teamwork : basics and techniques*, *Technishe Universität Berlin*

Puttick, R. (2014) Innovation Teams and Labs, *A practice guide*, NESTA (innovation agency for social good)

8   Annexes

8.1   Inclusion Checklist

Stakeholder Policy Labs – Inclusion Checklist

Inclusion checklist has been introduced ahead of each Stakeholder Policy Lab to provide guidance on how to make sure the audience is as diverse and as representative as possible.

Bias in AI is seen as:

1. Incorrect outputs/predictions for certain populations
2. Discriminatory output/predictions for certain populations

Inclusion Measures Question:

What inclusion and diversity measures should be taken into consideration to mitigate biases in AI and its use? What measures should be considered, in relation to the:

1. **AI system** – its aim/design, data, algorithm, use, etc.?
2. **LEA Teams** – deciding to use AI systems and using them (i.e., decision makers (taking decision to use AI systems – LEA Boards), users of the AI systems in their daily activities, etc.)?
3. **Society itself** - Civil Society Organisations, NGOs, Researchers, Policy makers?
4. **Any Other important perspective**?

Fill in the table below based on the responses of the participants to the above questions

Diversity Aware (Reducing Bias)		Inclusion Measures so as to reduce AI bias
		Community-driven: STAKEHOLDER POLICY LAB x
AI System	System Aim	
	Data Sets (data generation/collection, etc)	

	AI Algoritms (purpose, etc)	
	Use of AI system (context (*), repurposing, output etc)	
Teams	LEA Boards	
	Users of AI Systems	
	Other	
Broader Ecosystem/ Society	Communities (Civil Society organisations, etc)	
	Researchers	
	Policy makers	
Other		

8.2   Ethics toolbox presentation

The popAI ethics tool box is being used to show its goal and features, and serves as a basis to enable LEAs and participants to have a clear understanding of what is at stake and how such a tool could be concretely used in the future.
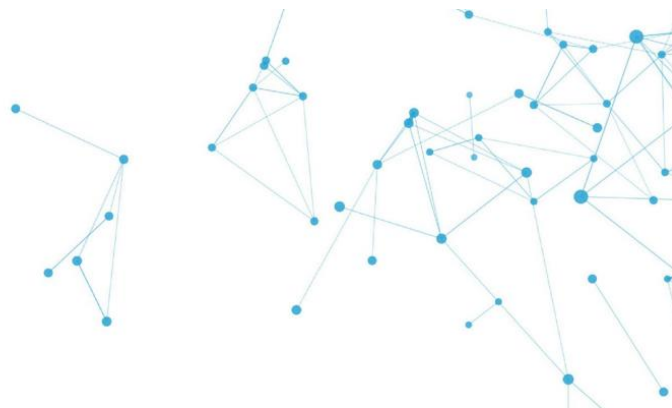
Why do we need an ethics toolbox?

Why do we need an ethics toolbox?

Lack of trust by citizens and concerns raised by civil societies:

- Human rights
- Transparency
- Lack of accountability
- Human oversight
- Bias
- Training

Why do we need an ethics toolbox?

Trust

Awareness

Ethics toolbox

Provide actionable points.

Information about the efficiency, security and ethics of the technology considered and how to best use it.

Ethics toolbox

The ethics toolbox will be divided into three main components:

- Educational videos on AI
- Technology ethics briefs on predictive analytics, natural language processing and image recognition
- Interactive web page on the four AI taxonomies: ethics, legal, functionalities and social controversies

Educational videos' content

- What is AI? What are the current capabilities?
- Is AI currently used in policing? In which areas? Where?
- What in detail does 'ethics' mean?
- Who defines the meaning of ethics?
- Is there any fixed definition of ethics and of how to behave ethically (in policing)?
- Doesn't our legislation completely reflect ethical standards?
- To what extent should ethical issues be considered beyond the legal framework?
- Is dealing with ethics the task of the police at all?
- Are there any examples? When and how would the use of certain software (including AI) in policing be ethically ok or not ok?

Educational videos' design: an example

- https://www.youtube.com/watch?v=hjyuzRwMK1M

Technology ethics briefs

THE PREDICTIVE ANALYTICS EXAMPLE

- What is predictive analytics in policing
- Examples of how predictive analytics can be used in policing
- How is predictive analytics being used in Europe
- Ethical considerations

Interactive taxonomies

The four taxonomies that will be made interactive are the results of the the research conducted and reported into the following popAI deliverables:

- D2.1 Functionalities taxonomy
  - D2.2 Legal taxonomy
- D2.3 Social controversies
- D2.4 Ethical AI framework

Ethics Taxonomy: guidelines

The following guidelines are the results of the work done on the Ethical AI framework and the ethics taxonomy:

- Ensure and promote public safety, in both the physical and digital domains.
- Restraint AI intervention, especially forceful intervention and preserve autonomy
- Avoid AI bias, and promote Impartial and fair treatment of individuals
- Integrity and respect for the rule of law when using AI (e.g. Transparency & training as a safeguard against law-breaking)
- Protect and promote individual rights when using AI
- Community AI policing: Serve while building relationships
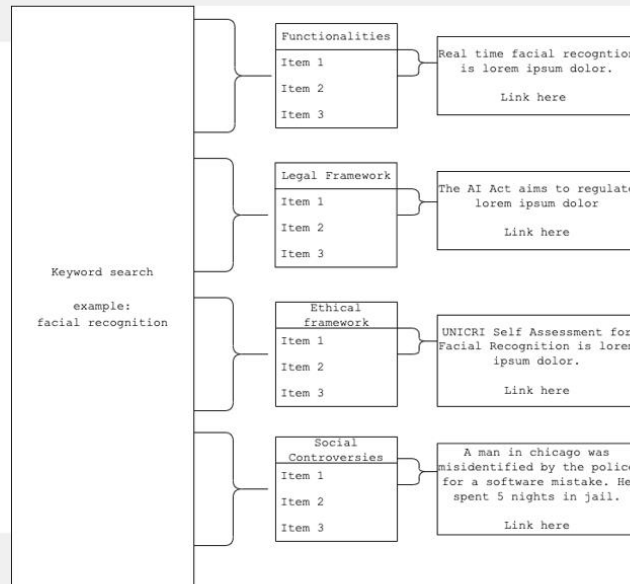
8.3   Sample Agenda (English version)

A EUROPEAN POSITIVE SUM APPROACH TOWARDS AI TOOLS IN SUPPORT OF LAW ENFORCEMENT AND SAFEGUARDING PRIVACY AND FUNDAMENTAL RIGHTS

popAI Stakeholder Policy Lab at the Police Academy in Bratislava (Slovakia)

DATE: 13th DECEMBER 2022 (TUESDAY)
START: 9:00 CET
END: 13:00 CET
PARTICIPATION METHOD: ONLINE participation via the ZOOM application **or** personal participation at the Police Academy in Bratislava (Scientific Board Room U-216, 2nd floor)

AGENDA

9:00 – 9:15	**Welcome : presentation of project, objectives and manners**
9:15 – 9:20	Tour de table of participating organisations
9:20 – 10:00	Presentation of the Ethics Toolbox
10:00 – 10:30	Key legal and ethical aspects of using the AI tools in the process of enforcing the law in Slovakia with emphasis on monitoring the social networks (discussion)
10:30 – 11:00	**Introduction of the Case Study: Monitoring of the social networks in order to prevent crimes**
11:00 – 11:30	**Break-out rooms**

> Potential of each technology (ensuring safety)
> Best practices (operational/legal/technical/ethical/societal)
> Risks/challenges it entails
> How could we overcome the challenges while keeping safety
> Balance between the protection of personality rights and the needs of public law in order to prevent crimes

11:35 – 12:30	**Plenary session**

> **Reflect upon collected feedback in the break-out rooms**

> ➢ **Discussion (additional comments by participants, connecting and comparing results among break-out rooms)**

12:30 – 13:00   Recommendations for police practice regarding the using of AI tools (legal, ethical, technical, sociological)
Conclusion remarks

8.4   Case studies presentation

Country	Case study 1	Case study 2
Greece	The system should use crime data (what, where, when) from an existing crime recording system, on the one hand to predict the commission of offences and therefore use it for the appropriate deployment of police forces, and on the other hand to investigate and solve offences, since the methodology followed by offenders in specific periods of time and geographical areas may constitute serious evidence.	The AI system will detect dangerous driving using video footage from traffic management cameras or other real-time footage
Germany	AI to support decision making in patrolling : An emergency call is received at the operations centre. Apparently there was a dispute between two neighbours. One person was injured by a knife.	AI to process CSAM material : • Various hard disks and data carriers are seized from one suspect • Within the framework of international police reporting systems, hundreds of suspicious online contents are reported to the German police every day. • All suspicious and seized material is individually visually inspected manually by the officers •
Slovakia	AI in support of monitoring the social networks (crime prediction): All suspicious and seized material is individually visually inspected manually by the officers	Use of ethics too box (see Annex 8.2)
Italy	Following a brutal murder where the murderer struck a random victim among passers-by, an AI system has been set up in your City in the video surveillance network, with the adoption of algorithms for data recognition, extraction and analysis, in real time from video streams, which allows the production of massive amounts of value-added information (metadata) in the domain of security, monitoring, analysis and planning. This will allow police, starting from information derived from witness accounts, which is fragmentary	Use of ethics toolbox (see Annex 8.2)

	and qualitative, and to the exclusion of using biometric data, to extract frames of interest that need to be validated. By way of example only, we mention in relation to vehicles: vehicle type; color, lettering, markings; license plate and country of registration; direction and speed etc.; and to pedestrians: distinction between adult/child; color of clothing and shoes; presence of objects such as bags, backpacks, hats, glasses etc. The system will be able to process the video streams acquired from the City's cameras and from unconnected private cameras and - once appropriately uploaded to the platform - will be able to metadatabase the information by comparing and integrating it with that present in the video streams generated by the connected camera system.	
Spain	In the field of security, CCTV systems are part of the tools used by the police in their daily work, both as crime prevention and as a tool for locating suspects. There is a wide range of CCTV technology on the market and the implementation of I.A. in these systems, exponentially increases their effectiveness in the scope of the public safety. We have a European legal framework that guarantees the rights and freedoms in these matters, in addition to the internal regulations of each country, which have to be in line with the common framework of the European Union. However, the ethical questions about its use and limitations are on the table of debate, both for its ethical implications and its impact on citizenship in the field of privacy.	A 75-year-old male is reported missing, suffering from episodes of memory loss. It is believed that he may have had access to his vehicle and could be driving it. Once the biometric data of this person is requested: age, skin colour, eye colour, etc., the data concerning the clothes he was wearing at the time of his disappearance: the colour of clothes, if he was wearing a hat, shoes, sneakers, etc. And the license plate of the vehicle, model, colour, etc.. Once the drone unit has this data, it proceeds to use the drones in different areas of the city in their search, so that, using the artificial intelligence software, they match the data entered to search for this person, while the data they have of the license plate of the vehicle

8.5   Participants per country

Greece:

LEAs	14
European Union Agency for Asylum	1
Municipality	1
National Commission for bioethics & techno ethics	1
National Technical University of Athens	1
Special Secretary for Long-Term Planning	1
My Data Greece	1
Ubitech	2
BYTE computer	1
CERTH	1
KEMEA	1
Shadow researcher	3

Germany:

LEAs	8
Logobject	2
Munich Innovation	1
Adesso SE	2

Slovakia:

Institute of administrative and security analysis of the Ministry of the Interior of the Slovak Republic	1
National security office	1
National crime agency	2
Department of computer Crime presidium of the police presidium	2
Kempelen institute of intelligent technologies	2
Comenius University Bratislava, faculty of law	1
LEAs*[9]	27

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[9] LEAs taking part in the Slovak Stakeholder Policy Lab came from very diverse backgrounds (departments of informatics, investigation, private law, criminal law, social sciences, criminology, public administration etc…)

Italy:

Think Legal	1
Ethic Solution	1
LEAs	8
Privacy Network	1
Studio Legale Ciccia	1
Member of Expert.ai	1
AI tech vision	1
Studio Legale Iafolla	1
Associazione Italiana per l'IA	1
University of Freiburg	1

Spain :

LEAs	24
CIDALIA	1
University of Alcala	1
City Council department	3
Ministry of interior	1
FUNDACIÓN SECRETARIADO GITANO	1
OBERAXE (government organization)	1
University Complutense of Madrid	1