



SUMMARY REPORT

INTRODUCTION

The Australian Federal Police hosted 27 executive law enforcement leaders and academics from around the world at the fourth annual *Pearls in Policing* conference in Sydney from 13 to 16 June 2010.

Pearls in Policing is an international 'think tank' event, where participants share ideas, knowledge and policing experience in an informal and interactive setting.

The event operates under the Chatham House Rule and is closed to the public and media to encourage the delegates to participate in open discussion without fear of consequence.

This year's conference theme of 'Navigating the Way Ahead' had participants exploring ways in which police and law enforcement agencies could identify and prepare for future challenges.

The International Pearls Fishers Action Learning Group (IALG) and a group of academics conducted the event's feature presentation on the topic of enhancing police legitimacy and public trust.

Their findings included analysis of past trends in trust levels and identification of key influencers and recommendations as to how best enhance police legitimacy and trust into the future.

Presentations on the topics of international collaboration, media management and managing organisational change by three separate working groups also informed discussions.

For the first time this year, the conference was attended by several external, non-law enforcement observers who oversaw the integrity of the proceedings and provided critical and objective feedback.

ASSIGNMENT (IALG AND ACADEMICS)

The IALG and four academics (Professor Willy Bruggeman, Professor Pieter Tops, Professor Chris Stone and Professor Hugo Fruhling) were tasked with exploring opportunities for enhancing police legitimacy and public trust, taking into consideration the dark side of police organisations, accountability, mutual understanding between law enforcement executives and politicians and the focus on public concerns and media relations.

IALG FINDINGS

Trust levels and influences

Police legitimacy was defined as being the lawful right to govern over what is right and proper, and the subsequent obligation for the public to obey. The level of public trust in police relies on the perceived ability, integrity and morality of that authority and governance. The public is also likely to lose trust in times of increased crime, but does not correspondingly gain trust when crime rates drop.

Gaining trust was found more closely related to the intangible feeling of safety in the community. That perception of being safe was dependent on public expectations, public safety incidents, new media influences and poor police process and police culture.

The IALG determined that while trust levels are not at crisis point, there is a need to achieve higher than 'status quo' levels. It was recommended this could be done by considering the main external organisational of environmental, social and economic factors as well as the internal organisation influence referred to as the nature of policing.

The nature of policing

The nature of policing was found to be the most critical influence in improving police legitimacy and public trust into the future. This is because the nature of policing is strongly dependent on the 'inner stories' of individuals and organisations and research showed declining trust is most likely to occur when a citizen experiences negative interaction with police. Examples of current negative inner stories of personnel within police organisations that need to be corrected in order to improve police legitimacy and public trust are:

- "leave it to us"
- "we know best"
- "we always have to be the leaders"
- "we are the good guys – it's us versus them"
- "you need to trust and respects us, but we don't have to trust and respect you".

It is only by adjusting the inner stories of individuals that an organisation can achieve improved culture.

Future mapping/scenarios

In considering main influences of environmental, social, economic and nature of policing, four possible futures were determined. They are:

- Firefighting/Business as Usual (gap between rich and poor, reactive, enforcement focussed, low tech capabilities).
- Orwellian/Police State (Big Brother, force oriented, fear, isolation)
- Patchwork and Self Service (fragmented, tribal)
- Preferred Future (flexible, adaptable, innovative, strategic).

Preferred future

The IALG recommended police organisations move towards the *Preferred Future* model. This model is about being adaptable, resilient, proactive, community-focussed, preventative and service-based. The group determined this model could be achieved by making changes in organisational structures, competencies, tools, learning opportunities, networking and partnerships. Strong leaders will be needed to transform their organisations for example by trusting in order to be trusted, offering a balance of service (proactive policing) and force (law enforcement) and leading to be followed. Using future tools and future mapping police leaders can facilitate an organisational culture change and ultimately achieve the vision of being a 'true' partner in public safety.

IALG DISCUSSION

There was a general consensus amongst delegates that policing would need to become more service-oriented into the future, although there were varying views as to whether the term 'customer' should be used. Challenges identified include the likelihood of conflicting expectations between different communities.

Delegates expressed agreement on the notion there was both an expectation and a need for policing to become increasingly preventative rather than reactive, although the need for enforcement strongly remained.

It was recognised that by engaging with key community leaders this would likely lead to higher levels of police legitimacy and public trust as opposed to using rules and an enforcement model. Delegates also identified both opportunities and challenges in using new technologies and social media as a communications means.

Highlighted was the need to have more dialogue and enhanced information sharing between managers and frontline officers, and police organisations and citizens. It was recognised police organisations also needed to interact more with each other at local, national and international levels.

Delegates strongly agreed training and recruitment practices would play an increasingly important role in renewing and improving organisation culture by way of individual inner stories.

It was also recognised that a diverse workforce would need to be recruited into the future to improve police culture and communications.

WORKING GROUP 1 TASK

International collaboration

The first working group was asked to consider possibilities for international cooperation; from mapping to organising international collaboration worldwide and investigating the gap between international offer and operational demand.

WORKING GROUP 1 FINDINGS

The need for cooperation

The working group identified police cooperation as two or more police agencies interacting to achieve goals that cannot be reached independently. This may include the pooling of finances, resources, knowledge, intelligence and experience.

The group determined cooperation was becoming increasingly essential in the combating of transnational crimes such as public theft, terrorism, organised crime, illicit drug trafficking, human trafficking, people smuggling, weapons smuggling, money laundering, high tech crime and corruption. This is because globalisation has permitted criminals to become increasingly transient and the crossing of international borders has traditionally allowed them to evade pursuing, jurisdictionally-bound police. The emergence of new technologies and cyber crime are also borderless crimes which often require international cooperation to pool resources and intelligence.

Beyond combating crime, the group also recognised enhanced cooperation could potentially lead to saving time, money and resources by preventing double handing of investigations and operations occurring across multiple jurisdictions. Cooperation could also potentially allow for the sharing of training techniques, technical support, ideas, knowledge and experiences.

Mapping

This year's working group continued the mapping of international cooperation, revising and updating the working group's previous year's findings.

A law enforcement agency qualified to be listed as a cooperative organisation if it was institutionalised, had strategic direction, had at least two different types of crime in the mandate and employed at least four permanent members. Some non-government organisations and private partners that were deemed of considerable importance were also incorporated into the mapping.

The different regions mapped were Africa, the Americas, Asia and Oceania, Europe as well as worldwide. Within each region, law enforcement agencies were mapped according to key areas of focus; the exchange of operational data and strategic information, support of operational work, technical/forensic cooperation, training/leadership techniques, innovation / research / future thinking, enhancing police effectiveness and self reflection.

Network analysis

The working group recognised that the cooperative agencies and organisations on the list vary in terms of the quality of cooperation. Listed agencies and organisations were therefore divided into the following categories:

- Basic needs (information exchange upon request)
- Enhanced needs (supports operational needs and requirements of partners, participates in technical/forensic collaborations and shares leadership/training techniques)

- Comfort needs (enhances police effectiveness and is self reflective).

Challenges with cooperation

Political agendas and prejudices between countries, language and cultural barriers between agencies, and the reluctance of organisations to share due to an untrusting police culture are some of the challenges of international cooperation.

The working group further identified that information sharing was hindered by the lack of a standard practice and time consuming processes.

WORKING GROUP 1 FEEDBACK

There was consensus amongst delegates that international cooperation was an area of policing that requires further improvement. It was agreed current communication opportunities were being underutilised and formal communication processes were often slow and cumbersome. This is problematic at an operation level more than at the strategic level due to frontline work requiring faster information turnaround times to be relevant and effective.

Delegates agreed a best practice model would be useful but most acknowledged the challenge in identifying a singular model due to political, cultural and legal differences between international law enforcement agencies. It was therefore suggested the onus should be on individual organisations to develop information sharing guidelines and incorporate these into their own business models.

There was recognition amongst the delegates that attitudes about information sharing within law enforcement agencies needed to change because traditionally police culture meant protecting information.

WORKING GROUP 2 TASK

Media management

The second working group was tasked with investigating the impact of modern communications on safety and security, and identify the positive and negative strategic implications on police responsibilities.

WORKING GROUP 2 FINDINGS

Emerging media

Rapid advance in technology over the past two decades has resulted in significant shifts in the way the world produces and consumes media. The world is becoming increasingly connected and new communities are being formed.

The working group reported the public has open access to large amounts of information enabling them to become producers of their own knowledge. Information is also increasingly mobile with the incorporation of internet connectivity into mobile phones.

Challenges and opportunities

Technology and cyber crimes present ongoing challenges for policing due to the anonymous nature of the internet and the sheer quantity of information it hosts. Virtual communities are unrestricted by geographical boundaries and criminal exchanges can take place rapidly and often go undetected.

The working group identified that the changes in technology are difficult to keep pace with and there is a need for police experts in the fields of computer science and forensic to continually update their skills and be aware of emerging applications of technologies.

The working group also highlighted the significant benefit for police of using social media, the majority of which are free to use, such as improved management of publicity, rapid information dissemination and direct engagement with the community.

Future views

International cooperation between law enforcement partners will become even more important for collecting evidence and identifying criminals who operate in the online environment. The emergence of portable recording devices as well as the emergence of social media will likely increase the levels of police accountability. There is also a real need for police to consider ways of preserving evidence for court, particularly if there is a likelihood of information, such as the identification of an offender, being released on the internet. Police may also need to put greater emphasis on having a generationally diverse workforce in order to stay aware of technological trends.

WORKING GROUP 2 DISCUSSION

Delegates agreed the ongoing technological revolutions were inevitable and this was likely to present both challenges and opportunities for policing. It was recognised world crime followed opportunity and that vulnerabilities were best addressed by a collective force through international policing cooperation.

There was discussion and varying opinion between delegates from different countries as to whether new media should be freely available to citizens. Popular opinion was that countries who had strict controls over internet access usually suffered from declining national wealth and prosperity.

The theme of being proactive and preventative featured heavily in discussions, with suggestions made about the implementation of internet safety campaign in schools.

Concerns were shared about how social media may impact on the integrity of witnesses in court cases and the possibility of images used on social media sites resulting in trial by media.

It was recognised policing is experiencing a quantum shift in the forensic discipline, with the need for traditional analysts declining and the need for computer forensics experts increasing.

WORKING GROUP 3 TASK

Managing organisational change

The third working group was tasked with the subject of navigating strategic and operational change. They were asked to determine past methods and approaches which may inform the change process in law enforcement organisations.

WORKING GROUP 3 FINDINGS

The need to change

The working group determined police agencies must continually change into the future in order to respond to evolving threats. Drivers of change can be internal to the organisation such as budget or resource constraints, or external to the organisation such as developments in technology, social trends and crime trends.

Elements of change

In order to effectively implement change the group determined five critical elements:

- Crisis mentality (the mass recognition that an organisation needs to change)
- Leader commitment (a core team is driven to implement the change)
- Communication (effectively sharing the vision within the organisation)
- Removal of obstacles (the need to address resisters or regulations)
- Enshrinement (the reinforcement of the change)

The group recognised organisational change was easiest to implement when a major incident occurred such as the 9/11 terrorist attacks. This is due to the situation evoking motivation and a strong sense for the need to cooperate. However, it was suggested, a crisis mentality could be instigated within an organisation given the right leadership.

Successful change

Following a review of a number of case studies on organisational change, several elements were common where organisational change was successfully implemented. These elements include management taking the time to consider the change strategy, long term challenges being recognised and addressed, the amount of resources required were identified and planned for, and achievable milestones were set and progress monitored with metrics determined prior to the change process.

WORKING GROUP 3 DISCUSSION

During discussions delegates acknowledged there are degrees of organisational change which vary from minor tweaks to organisational overhauls. Several delegates suggested implementing minor tweaks could be achieved without meeting all the essential criteria for successful change listed by the working group.

It was also noted during discussions that 'change for the sake of change' was difficult to implement due to staff being unmotivated by lack of necessity. Delegates indicated that it was most difficult to change the way of thinking within specialist divisions of law enforcement agencies due to their culture of 'we know better'.

Delegates were unanimous to the notion it was easiest to implement change in an organisation when it was the result of a major incident or event. It was agreed alternative leverages could be used to instigate a crisis mentality amongst staff in order to motivate change, but the challenge would be in identifying those levers.

Implementing large scale changes may be better achieved in stages and each milestone celebrated.

PEARLS IN POLICING 2010/11

The theme of the fifth *Pearls in Policing* conference, which will be held in The Hague, The Netherlands from 18 to 22 June 2011, is "*Charting the Course of Change*".

WORKING GROUPS

At this year's conference delegates agreed on two research topics for 2011.

The two working groups will explore the following research topics and each working group will present its findings at next year's Pearls in Policing conference:

Topic 1: Explore opportunities for cooperation in a globalised world

This working group will identify good practices and pitfalls to avoid in the complex world of international law enforcement collaboration. It will be required to map the best approaches used in connecting local, national, regional and international law enforcement efforts as well as assess major non-police players which have high potential for future cooperation such as the World Customs Organisation, International Organisation for Migration, World Health Organisation and security companies, military and relevant NGO's.

Driver:

- Interpol

Co-drivers:

- International Criminal Court (ICC), Tanzania Police Force, Ministry of Interior (Spain), Royal Malaysia Police, The Israel National Police.

Topic 2: Improve police services through contemporary professionalism

The Working Group will identify and explore the features of this approach, including but not limited to:

- Coherence
- Leadership

- Engaging communities (new and traditional)
- Diversity
- Professional competence
- Performance management (tools and techniques)

Driver:

- Federal Bureau of Investigations (FBI)

Co-Drivers:

- South Australia Police, Danish National Police, Singapore Police Force

IALG/ACADEMIC ASSIGNMENT 2010/11

The assignment topic for the participants of the 2010/11 IALG is to examine the evolving nature of social media and associated new technologies; the implications on crime and public safety/security and the associated challenges and opportunities for police to respond strategically; and make recommendations for the future. During deliberations the IALG/Academics may consider the following:

- Global cooperation
- Implications for new professionalism
- Implications on public perception and police legitimacy
- 'glocal' implications of new media
- Generational tensions
- Financial implications
- Citizen journalism
- Political implications

The 2010/11 IALG participants will convene in Toronto (Canada) in the beginning of November 2010 and the Assignment Giver, Vice President Professor Jürgen Stock (German Bundeskriminalamt), will officially task the IALG with their assignment topic.