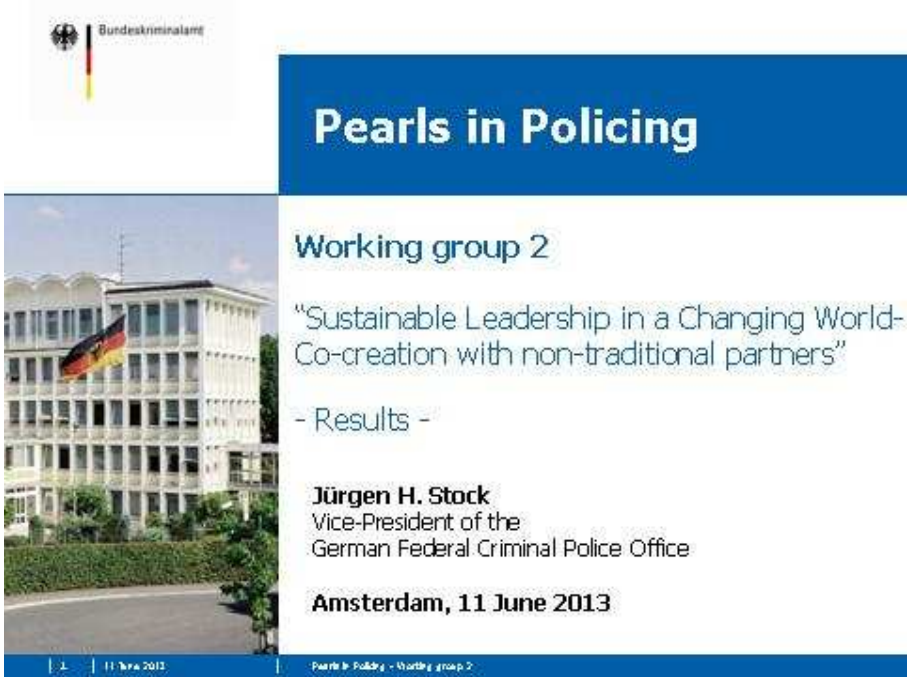


A. Introduction

In the Pearls conference 2010, we dealt with "International Collaboration" in a WG.

One of the conclusions was: „In the future non-governmental organisations and private partners will increasingly supplement appropriate functions in international police cooperation“.[1]

In continuation of the central subject "co-operations", last year we formulated the following, even more complex mission with a new focus:

These are, so to speak, the questions surrounding the central theme of this year's Pearls conference, "Sustainable Leadership". What consequences for the police leadership concept do result from the answers to our three tasks?

In the following 20-30 minutes I would like to present you the central discussions and results of our Working Group and put them up for discussion. Involved were:

- India (Central Bureau of Investigation),
- France (Police Nationale),

[1] Final Report, p. 39

- Canada (Waterloo Regional Police),
- United Kingdom (Serious Organised Crime Agency),
- The Netherlands (Dutch National Police),
- Belgium (Belgian Federal Police),
- Australia (Australian Federal Police),
- The International Criminal Court, and
- Germany (Bundeskriminalamt)

B. Subject matter

The co-operation and networking paradigm dominates the social, political and scientific debates about the solution of current and future tasks of above all global dimension. This also applies to the maintenance of security and order. We have realised that the big problems of our time do not do us the favour to neatly organise themselves according to our administrative jurisdictions. It is commonly known that those who want to fight crime really at the roots have to organise actions on several levels, comprising all parts of society. Keyword "comprehensive approach".

According to the DHL Global Connectedness Index 2012, Europe is the world´s most globally connected region.[2] Paradoxically, however, Europe also seems to be the most fragmented region. This also seems to apply to the security area.

According to this study, our host country, The Netherlands, is regarded as the most globally connected country in the world, followed by Singapore and Luxembourg. The UK, Belgium, Denmark and Germany are also among the Top Ten.

[2] Ghemawat, P./Altman, S. A., DHL Global Connectedness Index 2012, Analyzing global flows and their power to increase prosperity, IESE Business School, p. 4.

Police commanders - and we here, too, on several occasions in the framework of this conference - swear to the importance that the formation of co-operations has for the police work.

C. Theoretical context of the questions

- The police have always co-operated. Francois Vidocq, one of the ancestor of today's investigators, co-operated in 19th century France, at the birth of criminal police work, with prisons and prisoners in order to penetrate the criminal scene and achieve investigative successes. Today, the spectrum has grown to such an extent that it is sometimes a problem, at least a resource problem. Some time ago my agency tried to establish how many forms of co-operation we were involved in at a national and international level. Final figures aren't yet available but we are talking in terms of 300 incident related or institutional forms of co-operation.

- Today, there exist numerous types of horizontals and verticals police cooperation at all levels: At local, regional and national level there are, for example, crime prevention

councils and fusion task forces to counter terrorist activity, at international level peacekeeping and nationbuilding missions.

- A particular impetus for creating new forms of co-operation seems to be given by cybercrime.
- Basically, this development can be described as scientifically well-founded. In all modern governance and policing concepts deemed evidence-based the creation of co-operations is a pivotal element:

Given the importance of co-operations, a theory of ensuring security through co-operation should be aspired. After all, there are some approaches in this respect. I do not intend to make an in-depth analysis but rather highlight briefly the success factors of individual approaches.

1. Concept of Problem Oriented Policing

The basis of this approach is the identification and analysis of specific security problems. Based on this, counter-strategies - in particular crime prevention counter-strategies - to solve

these problems are developed. Apart from police and criminal law-related measures, especially effective alternatives by means of co-operation with other municipal or private organisations are characteristic features of Problem Oriented Policing.

2. Concept of Community Policing

Community Policing is also based on establishing strategic relationships between various public and private actors to combat local crime phenomena. The contact to the population, the high degree of trust in co-operation on-site and the tackling of problems perceived locally are considered significant success factors of Community Policing. CP is a very good example of delegating responsibility. Analysing regional problems and involving private actors, including citizens, plays a decisive role.

3. Intelligence-Led Policing

Gaining police knowledge by analysing and managing risks is the main objective of Intelligence-Led Policing. When it comes to identifying and analysing criminal and terrorist circles, the intelligence services are of particular importance. In this context, however, the main focus lies on a general, regional crime prevention aspect.

4. Concept of networked security

The concept of networked security – which is mainly a military approach – provides for various co-operation forms: This ranges from a problem-oriented situation management to the establishment of common, inter-agency and even inter-state organisation forms.

I have already mentioned governmental co-operation networks such as the Joint Counter-Terrorism Centre and the Joint Internet Centre that are examples of this concept.

There is an ongoing debate on networked security that is also of interest to us; if, for example, means of power (resources, ability to define problems and solutions, leadership function), a

differentiation between autonomy and voluntariness in an alliance and the need to have mediatory entities within and outside a network are concerned.

5. Networked Governance

The ideas regarding Networked Governance are part of the overall concept of Anticipatory Governance. The underlying considerations can be summarised as follows:

- Complex governmental structures compel the relevant actors
- to apply foresight in the decision-making process,
- to set up appropriate networks and structures in the sense of a Networked Governance in order to prepare and implement such decisions,
- to establish a feedback system in order to review the performance of the overall system and to learn from the information gathered.

Best practice approaches, however, often do not suffice to meet the complex challenges of today's world. It is rather recommended to apply a strategic approach (management-to-mission) and a strategic use of resources (budgeting-to-mission). In this context, inter-agency networks, for instance, play an important role as co-ordination and control entities.

- These concepts may result in a theory of a co-operative safety and security guarantee - which is not yet on the horizon, though - to find answers to our initial questions No. 1 and 2. Classification systems for categorising co-operation forms, for example, are still of a rudimentary nature. Such categorisation or typification would, in turn, help to find co-operation models suited to tackle specific/new problems.
- During our conference in Singapore last year these initial questions were linked with the feeling that, on the one hand, our police authorities have quite a number of different co-operative relations but that, on the other hand, there is a need to establish contacts with new partners and create new organisational forms of co-operation.

D. Method

- Our Working Group activities started with an analysis of literature, in particular on theoretical co-operation concepts warranting safety and security.
- To gain an overview of existing forms of co-operation and their respective structure we then sent a questionnaire to the participants of the Pearls in Policing conference.
- Subsequently, the results of the questionnaire were dealt with during a workshop held in Berlin last April, where the results presented in writing were also developed.
- Let me now present the essential results:

E. Results

I. Written questionnaire

1. We initially asked for the framework conditions of co-operation based on the assumption in our question no. 1 that economic dislocation, reorganisation and technological trends produce new types of crime.

   The result is that - rather than new phenomena - respondents see well known phenomena which will also be of great importance in the future. Examples:

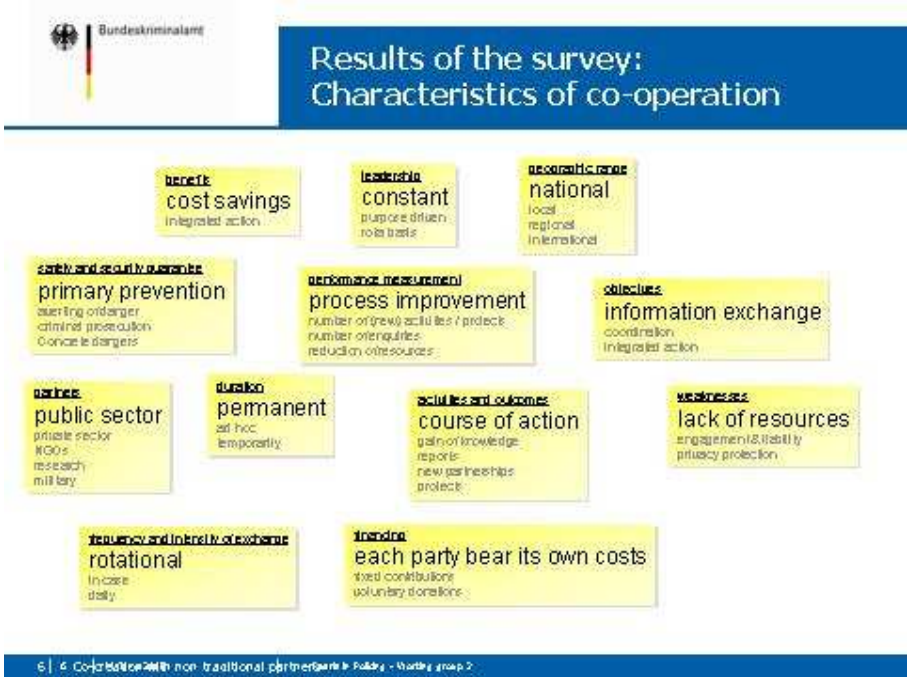
   - petty crime like social unrest, disruption of public order or protest movements,
   - property crime,
   - environmental crime,
   - terrorism / extremism,
   - cybercrime,
   - organised crime.

There are, however, phenomena already known to us which appear in the guise of new technologies such as the Liberty Reserve case (cross-border financial transactions by using

the Internet and e.money (Bitcoins and Liberty Reserve)). 12 million transactions amounting to 1.4 billion USD in total were annually carried out through "Liberty Reserve". In the period from 2006 to May 2013, 55 million transactions in total are reported to have been carried out and 6 billion USD in total laundered in this way.

New needs for co-operation evolve from these new forms of crime. Cybercrime for example: The economic sector operates both national and international analysis laboratories for cyber attacks. The Deutsche Bank, for example, has a malware lab in Frankfurt, while Deutsche Telekom has one in Bonn. The Financial Service Industry has set up a Financial Service Information Sharing and Analysis Center to jointly ensure a maximum protection level. In this context, it is necessary to co-operate with the security authorities, for instance by combining knowledge and information held by both the security agencies and the economy for joint analysis and joint situation reports.

2. We have made the following attempts and endeavours to categorise the reported forms of co-operation according to specific characteristics.



The characteristics in big letters are the ones most often named by the respondents.

As you can see, most of the currently existing co-operation forms are at national level and limited to the public sector.

The principal objective is the mutual exchange of information. In relation to the subject matter, it is mostly primary prevention that is concerned. This is not surprising in the light of the development of the community policing approach.

3. Furthermore, we asked for information about the standards for successful co-creation.

These standards, which our respondents judged most important, are thematically divided into three parts: law, organisation and information exchange.

Ultimately, behind all this, the conditions are communication, trust, reputation, reciprocal behaviour, the respect of jointly developed rules and regulations, a developing "we" identity.

4. Let me give you four short examples of the co-operation forms practised which were reported in the framework of the questionnaire :

a. Waterloo Region Crime Prevention Council as a local Community Driven initiative

- The Waterloo Region Crime Prevention Council
- 17 years existence
- started with a leadership of police, now it is one of 27 partners (Economic Development, Education, Youth, LGBTQ, Regional Government, Neighborhood Associations, Police), 9 Ex-Officio (Health, Crown Attorney, Social Services, Child Services) all at the same table.
- is funded by the Regional Municipality of Waterloo ($750,000/year)
- Currently many such Councils in province and several across Canada.

b. Global Player als national initiative mit new partners aus der Wirtschaft

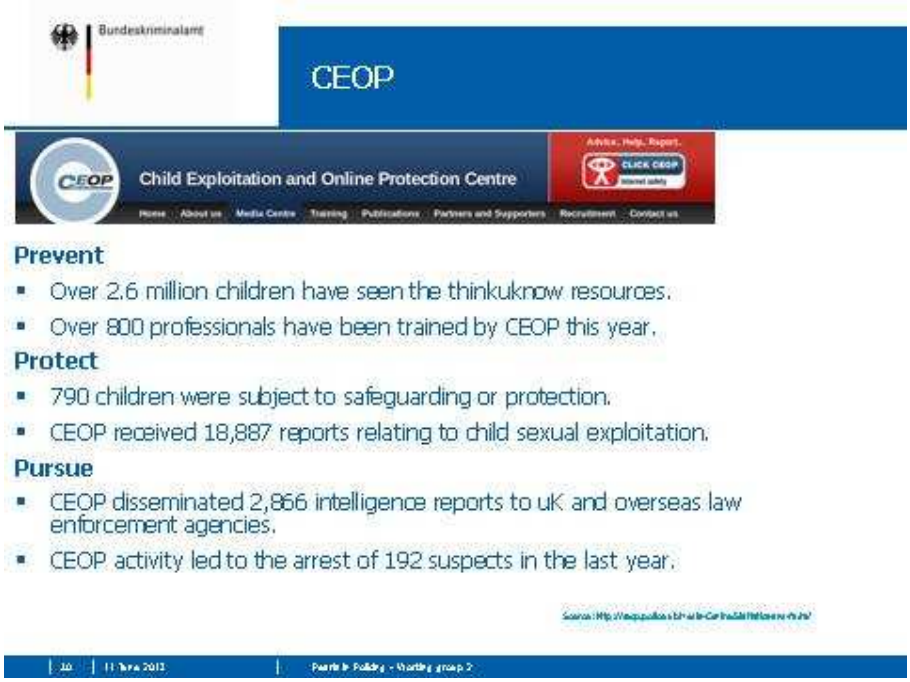
The Bundeskriminalamt regularly exchanges information with meanwhile 55 representatives of the private sector within the Global-Player-Initiative.

- have existed since 2006
- Admission criteria:
    - German corporation with considerable activities abroad or internationally, operating corporation whose activities abroad impact on essential German, security interests
    - Own corporate security
- The aim is mutual assistance in the form of information for assessing and evaluating the security/threat situation
- Achievement of goal by promptly and immediately sharing information with regard to
    - The crime/security/threat situation (above all at international level; at national level only if of nationwide importance)
    - The general situation/life circumstances abroad in terms of security

- Particular events of security relevance both at home and abroad and their assessment

- Daily exchange of information possible via Single Points of Contact at Germany's Federal Criminal Police Office [BKA] (IK11-SPOC GP) and the corporations (corporate security)

c. <u>The British initiative CEOP (Child Exploitation and Online Protection Centre)</u>



Prevent

- Over 2.6 million children have seen the thinkuknow resources.
- Over 800 professionals in education, child protection and law enforcement have been trained by CEOP this year with a range of subject areas relating to preventing and detecting sexual crimes against children.

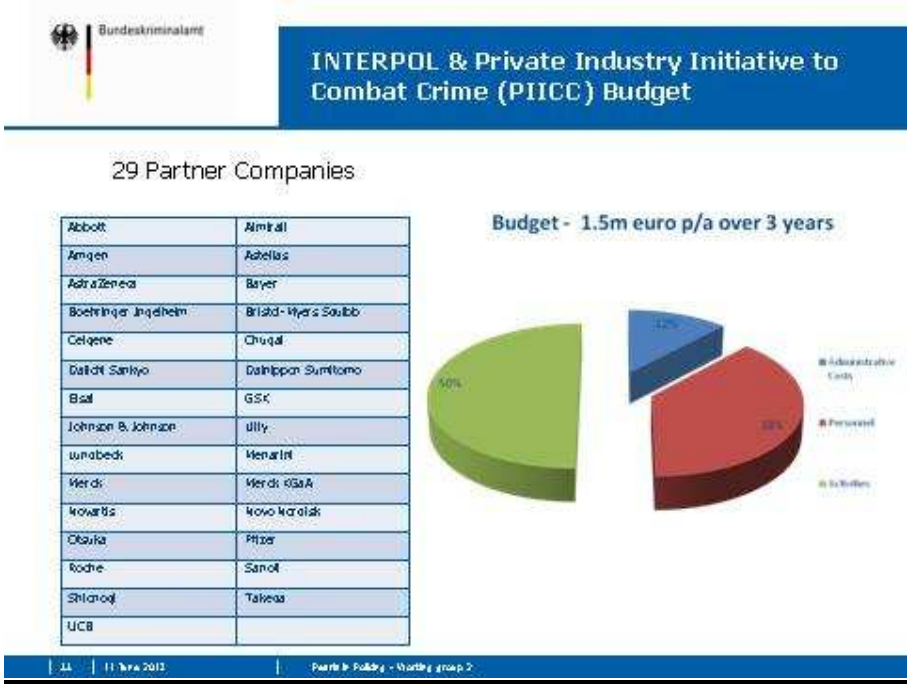
Protect

- 790 children were subject to safeguarding or protection as a result of CEOP activity.
- CEOP received 18,887 reports relating to child sexual exploitation.

Pursue

- CEOP disseminated 2,866 intelligence reports to UK and overseas law enforcement agencies relating to individuals suspected of being involved in child sexual abuse.
- CEOP activity led to the arrest of 192 suspects in the last year.

d. <u>INTERPOL & Private Industry Initiative to Combat Crime (PIICC) Budget</u>



A further example is INTERPOL as a multilateral player. In light of the fact that more and more enterprises see their responsibility in the solving of global issues, the Organisation has clearly expanded its co-operation with the private sector. The figure shows the currently 29

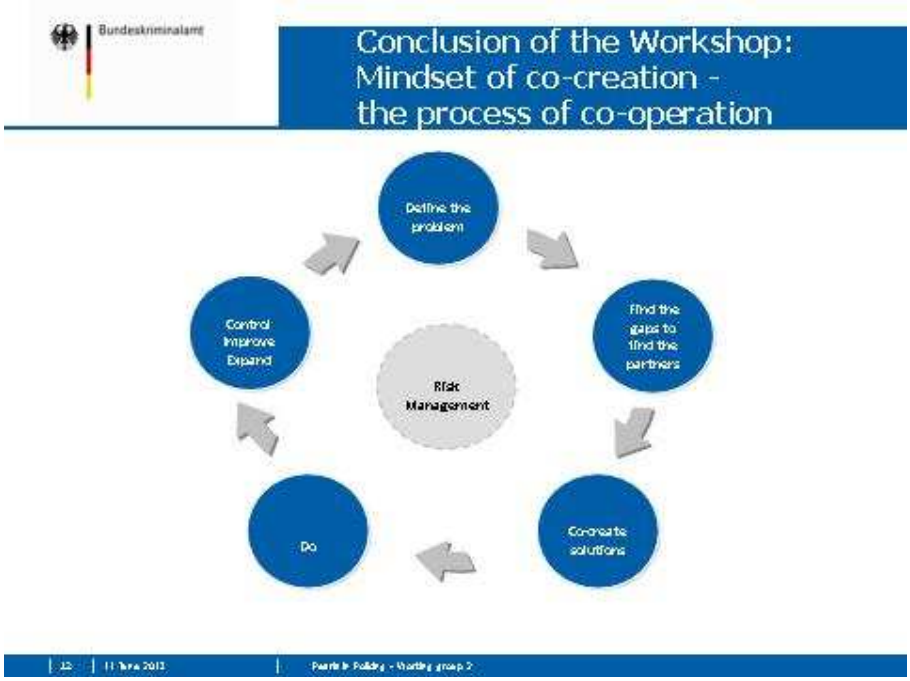
co-operations which Interpol has with non-traditional partners from the economy. Some of them are concerted actions; another objective of INTERPOL in this connection is to raise the rather modest annual budget of a globally acting organisation of about 50 million euros (background: the member states presently do not accept a raising of their contributions due to their own budget cuts).

As a result, we see a big variety of models: They all involve the exchange of information, transfer of know-how, compensation of resources, sometimes even operational action. Sometimes these are loose associations, sometimes in a firmly institutionalised framework. Sometimes they are phenomenon-related, sometimes they cover a geographical region across various phenomena.

II. Workshop

We thoroughly discussed the results of the questionnaires and the known models with experts from the field of science and economy here.

Results: The categorisation creates clarity and transparency when systematically planning forms of co-operation and seeking co-operation partners, but there is no "one-fits-all" solution. Ultimately, it is a matter of "clean" strategic planning which I would like to demonstrate based on the following Mindset of Co-creation.



This mindset of co-creation consists of five steps:

1) Define the problem

The awareness of a problem connected with safety and security and the police driven impulse to react instantly must be well-founded by a proper analysis of threats, crime and its causes.

2) Find the gaps to find the partners

A precise definition of the problem must be compared with the potential within the own police organisation and must lead to the question: Regarding staff, education, resources etc. - can the problem be solved by classic law and order approaches? The answer should be based on a clear knowledge of the strengths and weaknesses of the own organisation, its strategic goals and given framework of safety and security. An analysis should focus on the gaps to act appropriately regarding the identified problem, followed by the identification of relevant partners.

3) Co-create solutions

The main objective – in the sense of the term "co-creation" – is to generate an added value by finding solutions that couldn't be pursued by a single partner itself.

4) Do

Sustainable leadership by co-creating safety and security with new partners must be grounded by a commonly accepted course of action and an implementation that can be specified by the sharing of responsibilities and risks.

5) Control, Improve and Expand

With regard to the mentioned methods of process management it seems to be necessary to implement an element of controlling to sustain the success of the partnership or to find ways for improvement. It also might be worthwhile to assess whether a successful co-creation of safety and security can be used as a blueprint for similar problems connected with crime.

But also the fact that crime is often viewed as something in its entirety leads to the question whether a successful partnership can be expanded, e.g. to a national or international level. Therefore the process has to be restarted and the definition of the problem, causes and solutions be reviewed.

Reality - as we have also discussed - often looks different. In spite of the numerous significant co-operations, we are de facto still living in competing systems. Competition for success and public perception and reputation, competition for independence and, finally, competition for diminishing resources. This fact as well as presumed political constraints and symbolic actionism are often opposed to a pragmatic planning process.

I now come to the conclusions concerning the tasks of the working group:

F. Conclusions

I. How do we co-create public safety and security with our traditional and new partners in the public, private and civil sector, especially when economic dislocation, reorganisation and technological trends produce new types of crime?

After the discussions in our working group, the answer to the first question is, one the one hand, simple but also demanding and complex: In applying a strategic planning process, we need comprehensive situation reports on the current and future threats. In our collection of data we must involve and share information with all those who have relevant information on the matter; a localisation of partners who can contribute directly or indirectly to the individual elements of ensuring security (i.e., investigations, warding off danger, prevention).

With these partners we must conclude strategic partnerships in the sense of a joint target orientation and concerted action.

All those involved must trust in co-operation and networking.

The actors must be willing to come to an understanding about the strategic objectives, about the development of concrete actions and about the way to reach these objectives.

The actors must mutually recognise their roles and responsibilities, their strengths and weaknesses, their specific starting and framework conditions.

Our whole management must consider this: in the recruitment of staff, in the field of basic and advanced training, in the control of our authorities, including a co-operation and network management.

Strategic partnership, by the way, also means to enter into coalitions with the adequate partners at the respective levels. At the present time, in the field of cyber crime, we are rather confronted with the problem that a multitude of co-operations has developed, resulting in a duplication of work, unnecessary overlapping and, in the end, a waste of resources.

II. Do we need to develop new co-operative mechanisms within countries and across borders?

In view of specialisation requirements the networking of specialised agencies will be the future and not the fusion of players. This means that specialised police agencies will also exist in future. In addition, however, there will be an increasing number of new national and international co-operation structures to ensure security, which we will have to shape actively.

Depending on how strong the need for co-operation is, various models may be taken into consideration; that is: successfully practised and new models which we will have to test in an evolutionary process. The spectrum comprises

- Round Tables,
- close neighbourhood of players pursuing the same goal, modelled on clusters such as industrial parks or on university campuses
- and, last but not least, project-related or permanent Joint Task Forces or Joint Centers housed under one roof.

The players of the public or/and private sectors involved must tailor these in a way so as to ensure the proper handling of specific tasks (for instance, investigation, warding off danger or

crime prevention) taking into account the action level concerned (local, national or international).

Since, in general, such co-operation mechanisms cannot be controlled using classical hierarchy methods it will be necessary to develop a co-ordination mechanism based on negotiation and consensus. In this connection Crime Prevention Councils offer a good example at local level, whereas such mechanisms are still found rather seldom at national and international level.

What did FBI Director Mueller so rightly say during a cyber conference in San Francisco? „We need to shift to a model of true collaboration. A model of working side by side, as a matter of course rather than just outreach from one to another."

Once in a while, things are simple: Trust as an essential principle of co-operation - specifically shown by players, who traditionally did not co-operate - is built by encounter and contact besides a certain degree of affinity. Spatial proximity does more than just facilitate the exchange of expert information.

And finally a practical proposal concerning this issue: We still do not yet make systematic and consistent use of the chance to learn from each other. With regard to co-operation mechanisms this leads to the suggestion that a database should be set up at INTERPOL or EUROPOL where the discussed models of co-operation between the police and external partners are stored and queryable according to a specified pattern. Such an information pool may largely facilitate the development of appropriate concepts.

III. Can we develop common international standards to benchmark the value of policing as a public interest?

First of all, we have to address the following question: What is the value of policing?

The value of policing is reflected in a wide variety of success criteria which can be measured in different ways, such as:

- solving crimes / clearance rates,
- reducing crime rates,
- preventing and deterring crime,
- reducing fear of crime / enhancing level of perceived safety,
- reducing risk to become victim,
- police respecting rule of law and human rights,
- citizen satisfaction with police as an institution,

- citizen satisfaction with police service delivery (in specific cases),
- trust in police,
- reassuring the public,
- strengthening trust in rule of law,
- safeguarding public order,
- „bias-free policing“,
- cost-effectiveness („value for money“),
- police accountability to the public.

In the field of criminological research, above all, the following benchmarks for measuring the value of policing are common use:

- measuring trust in police, satisfaction with police work/service,
- reported crimes to the police,
- measuring fear of crime,
- measuring victim rates,
- measuring complaints against police.

Moreover, thought should be given to developing a "Connectedness Index" which might also be used as a benchmark for police work at different levels; a task, for example, for our police training and research institutions.

IV. What does it mean for Sustainable Leadership?

What do new forms of co-operation with new partners mean for our leadership concepts? Police executives will have to meet more requirements: besides operating in hierachical structures they will increasingly have to operate in co-ordinative structures where managerial tasks, decision-making and responsibilities must be shared.

A predominant role will be played by skills like:

- Dialogue orientation
- Creativeness
- Trust
- Understanding
- Willingness to share
- Accountability
- Creating new values
- Visionary
- Thinking out of the box
- Risk-taking

- Openness
- Exploration of new cultures
- Willingness to learn
- Being transparent
- Being an enabler
- Building bridges
- Being a strong communicator

There will also be consequences for the distribution of resources. Even in tense budgetary situations a co-operation-oriented leadership is required to make sure that the individual sectors of the co-operation management have sufficient resources at their disposal.

G. (Brief) conclusion

The questions were complex and, perhaps, our Working Group has produced more questions than answers. In any case, the question has remained unanswered who is meant by "we" as actors in our questions; you remember: "Do we need to develop…" it was said, for example. This leads to the question if Pearls - besides being a creative exchange platform - should also be to a stronger degree a creative action platform.

In any case, the members of the Pearls conference wanted to encourage us to pause for a moment and think about their respective strategies in the development of co-operations. If we were able to impart some information, a structure and some impetuses in this connection, we would be really content.

Co-operation issues will remain important at both political and police level. Our Pearls conference should continue to keep an eye on it.