

Pearls in Policing

Future policing, policing the future

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“The only certainty you have is the fact that the future will be uncertain”

A fluid society

Dynamics and change are the new status quo in modern societies and there is no need to underline that our world is changing rapidly. What happens in the world necessarily impacts upon the police. Clear oversight, hierarchy and structure are being replaced by what has been called by the Polish sociologist Zygmunt Bauman a ‘fluid society’. The effects for public and private organisations all over the world are now beginning to come to light. Just to mention a few, organisations are confronted by a world of vastly increased complexity. Knowledge and information are everywhere and can be exchanged by almost everyone. Lives and ways of living are more and more interwoven with new technology. More assertive customers expect ‘tailor made’ solutions and a flexible and sensitive approach. New ways of (inter)national cooperation between parties (via fusions, alliances or virtual organisations) are no longer the exception, but an essential to survive. The main questions are therefore: are the police ready to cope with these changes and the impact that they will have on their ability to contribute to safety and security?

Policing in this changing world is no longer solely carried out by governments at the national level. Police services have to participate in relevant multilateral and bilateral cooperation initiatives. This, however, always has to comply with standard national and international good governance requirements and a respect for the basic rights of each individual and the rule of law. The *Pearls in Policing* initiative seeks to support executive police leaders in their quest to effectively fight crime and terrorism, both now and in the future.

At the first *Pearls in Policing* conference in 2007 an ‘outline for discussion’ was presented to the participants as input for discussion. This background paper serves the same goal for the 2008 conference.

Future policing, policing the future

The police are a unique organisation: they represent law and order, they should embody democratic legitimacy, possess legal rights to use force and are societies first point of call against risk, danger, crime, civil unrest and terrorism. The police should symbolise objectivity, transparency and decency. Act as a protector, not for certain groups only, but for all citizens. Be present wherever and whenever necessary, 7 days a week, 24 hours a day, for the benefit of societies at large. These are the traditional values of any police organisation. However, listening to the presentations at the first *Pearls in Policing* conference, Professor Fijnaut shared his observation that the developments in policing and police research can be put under three headings: 1) clashes (the gap between theory/ideology and their implementation) , 2) balances (between for example neighbourhood policing versus organised crime/terrorism), and 3) shifts (how will the police further develop in the years ahead?).

The basic question is: can police remain one of security’s anchors or is policing in the traditional model simply a thing of the past? To answer this question we need a genuine change of paradigm: novel ways of thinking about the nature of policing and law enforcement, as well as the place of crime, social order and the community within this. That is the challenge we must face together.

Two defining aspects of our changing world need to be borne in mind. The first is that these changes are occurring on a global scale. The second is that change will be continuous. The police must not only find ways to adapt, but continue to develop in a way that allows them to thrive in a turbulent world. The current speed and acceleration of developments in the world asks for changes and adaptations that can give content to the direct interaction with civilians by 'front liners' such as school teachers, police officers, nurses, people at helpdesks and other care-givers. A non-thinking, stationary police is a risk to society.

Policing traditionally has been essentially reactive focussing primarily on local affairs. Both anchors have come loose. Many new strategies, tactics and operational procedures have been introduced over the past three decades (for example community, problem-oriented, intelligence led and reassurance policing). All part of a so called 'police nearby' approach. There is ample supply of new concepts, policies and visions, but which of them actually make a difference in policing? And what is exactly policing? The function (and structure) of police systems differ, with political policing and centralised organisations at one end of the continuum and community policing and decentralised, self organised teams at the other end. Of course there are all sorts of combinations in between, but one of the basic differences is, whether the extent to which political interests or public interests determine the agenda.

We can derive three imperatives. The first is for policing to become truly global. The second is for local policing to be continuously aware of how global trends impact on the local situation. The third is that we have to learn from best national and international practices. In this line we must ask the following questions: how to best utilise the powers we have been entrusted with without jeopardising the trust of the wider communities. How can we simultaneously focus on both local and global (glocal) issues, as mentioned by BKA Vice President Professor Stock at the 2007 Pearls conference? However, in order to answer such questions time is needed, and already last year during the first Pearls conference the lack of reflection time for senior leadership was recognised.

In conclusion, police organisations must become more adaptable and flexible and the need for a "thinking police" is clear. A police service able to not only focus on the visible forms of crime but also on the invisible, be creative and willing to explore the unthinkable. That is why sustainability is becoming a prime concern in policing. Therefore it is not enough to prepare future policing: policing the future is maybe even more important.

Are you prepared?

One of the questions during the 2008 conference will therefore be: do you, as a top level executive of a law enforcement organisation somewhere in this world, feel sufficiently prepared for the future in your steering role directing your organisation to success and sustainability? What does this demand of your 1) mental framework and capabilities; 2) personal leadership; 3) the knowledge and information you require; and 4) the methods/techniques that can aid you?

How are you and your organisation prepared for the future? Some more questions:

- Are national and international experts from a broad scope of thinking consulted?
- Are scientific reports and literature analysed and examined on their impacts on policing?
- Are you sensitive to identifying new trends?
- Are diverse ranges of forecasting methods used such as risk analyses, environmental scanning, threat assessments, scenario planning, simulation, futures wheels or the more experimental weak signals approach?
- Are you aware of the biography of your own organisation, in order to understand better certain irrational processes?
- What are your experiences so far?
- What works or does not contribute at all?

Scanning the future

But what is the future of (inter)national policing without an idea of the future nature and extent of (inter)national crime? This type of preparation goes beyond regular crime analysis and threat assessments. It belongs in the realm of environmental scans, scenario thinking and future planning. Not only on a national but also on an international level.

What makes *Pearls in Policing* unique is the fact that this concept offers not only an exclusive, worldwide and professional “think-tank” forum, away from daily business and politics but also a international learning opportunity. After last year’s conference a new International Pearl Fishers Action Learning Group (IALG) is given the challenge by AFP commissioner Keelty to identify scenarios relevant for law enforcement in preparation for the 2008 Pearls conference.

As one part of the scenario exercise the Action Learning Group made use of the so called PESTEL analysis¹. Below are some of the many interesting observations outlined by the IALG combined with the excellent work of researchers Klerks and Kop of the Police Academy of the Netherlands.

Political

Less trust in governments

The world is increasingly connected, citizens are more assertive but have less trust in their governments. They also expect to be better treated as ‘customers’. The complexity in societies is increasing demand from local and national governments to restructure and work with modern methods (e-mail, websites, call centres) resulting in less bureaucracy and more efficiency, transparency and flexibility. Governments are no longer the only partners but one of the many partners in a network society. Non Governmental Organisations (NGO’s) and interest groups will have more influence but decreasing regulating in conjunction with less government control can also easily result in more corruption and criminal opportunities.

Greater super national involvement

In the coming decades new institutions, both informal and formal, will be needed to manage the stresses and strains of globalisation, especially in the spheres of economics, environment and security; and to accommodate the rise of new powers. Especially in Europe the power of the European Union is increasing. National authorities have less influence. Laws and regulations are becoming harmonised. The opposite development is a growing focus on a regional, cultural and ethnical identity and calls for autonomy in certain areas.

Eroding and failed states as hiding places for criminal groups

Countries which lack an efficiently working governmental structure are an easy target for criminal, clandestine and extremists groups. The influence of these groups on weak governments can easily result in corruption, abuse of governmental structures, trade in weapons, black markets, tax evasion, money laundering, facilitation and harbouring terrorists and smuggling via diplomatic channels.

Polarisation

There is a tendency that both politicians and citizens take stronger and more radical positions in the public debate. Especially youngsters are more sensitive to radical subcultures which can result in violence and involvement in forms of organised crime. Blogs and websites, as ‘You tube’ and other new media are contributing to the fast and uncensored expression of opinion.

Strong focus on terrorism

Terrorism demands strong attention from law enforcement agencies. Politicians demand tough and visible measures. This can easily result in a reshuffling of available capacity from other safety and security topics. Political violence is another serious item. Guerrilla style attacks on main transport routes or vital parts of the infrastructure are putting more and more pressure on both decision makers and law enforcement.

Economic

Globalisation

Economic powers are changing in the world. No longer are the United States of America or Europe at the top of the rank list of industrial world power and knowledge production. China, India (Chindia) and Brazil are about to take over this position resulting in changes in the world economic and power balance influencing trade, employment, knowledge exchange and transport. A multipolar world is emerging. Prices are changing. There is not only an increase in traffic of people, goods, services, money and information but also in social networks, knowledge and cultural circuits. Both the legal and illegal world are showing effective and innovative ways of exchange. Local incidents easily result in

¹ PESTEL is a strategic planning technique that provides a useful framework for analysing the environmental pressures placed on organisations. It stands for Political, Economic, Social, Technical, Environment and Legislative

global effects (e.g. Danish cartoons). Industrial espionage has become more lucrative. The speed, distance, scale of traffic, complex financial systems and the lack of control possibilities by government agencies make it hard to control.

Global inequality

Developing countries remain poor and the global unequal division of wealth will only change marginally. 2,5 billion people (40% of the world population) live on less than 2 dollars a day. In 1975 the difference between the rich and the poor countries was 14 times, in 2004 13 times. The world population of 6,54 billion in 2006 is growing approximately 1.14%. In 50 years time this will result in a overpopulation of more than 13 billion inhabitants. Poverty will remain the biggest engine for migration. The differences in the world between the rich (becoming increasingly more rich) and the poor (unemployed, non educated) can be seen as an important factor influencing crime. The rich and their possessions (jewellery, boats and housing complexes) form a potential target. The rich no longer know what to do with their surplus assets making them an easy target for dubious investment practices. For example carousel fraud, so called 'ponzi schemes' and questionable and opaque investments in for example real estate business. The way certain groups experience their neglect in societies – along side from objective reasons – can result in frustration, radicalisation, alienation and resistance. Opting for special lifestyles and involvement in (organised, extremist and religious influenced) crime can be a natural next step.

Increasing powers of international enterprises

Due to the increase of scale (especially on a global level) multinationals (often connected in network structures) are increasingly gaining power and cannot be easily touched by national rules. They are not only able to select their headquarters strategically on the basis of available economic, legal, political or fiscal conditions but also participate in virtual learning and new forms of strategic alliances (in which speediness, flexibility and the optimal use of new knowledge are key assets). National governments have less flexibility and are more bound resulting in a imbalance of powers and influence.

Concentration of innovation in major cities

Speedy internet connections and means of improved transport have enabled outsourcing to low production cost counties to occur on a huge scale. There is also a related development, which is that innovation and top management are increasingly allocated to major cities throughout the world. They become 'hubs' of innovation and full of economic activity. A darker side of this development is that the underworld gradually accesses the upper world, the lines between the legal and illegal domains have become more diffuse. The results of this are: cartels, fraud, corruption, money laundering and illegal transactions on the one side and an increasing call for more sustainable entrepreneurship and integrity amongst professional groups such as lawyers, real estates agents and notaries on the other.

Social

Migration

Due to armed conflicts, natural disasters and lack of natural resources streams of migrants will, on an unprecedented scale, move over the earth looking for new places to live. This will influence the social structure of societies resulting in multi-cultural environments and growing diversity, but also the possibility of polarisation, growing intolerance and unease among the indigenous population. Migrants on the other hand are vulnerable to human smuggling and fraud.

Ageing population

Population ageing is most advanced in more developed countries. Among the countries currently classified by the United Nations as more developed (with a population of 1.2 billion in 2005), the median age of the population rose from 29.0 in 1950 to 37.3 in 2000, and is forecast to rise to 45.5 by 2050. The corresponding figures for the world as a whole are 23.9 for 1950, 26.8 for 2000, and 37.8 for 2050. In Japan, one of the fastest ageing countries in the world, in 1950 there were 9.3 people under 20 for every person over 65. By 2025 this ratio is forecasted to be 0.59 people under 20 for every person older than 65. The sources of population ageing lie in two (possibly related) demographic phenomena: rising life expectancy and declining fertility. Asia and Europe are the two regions where a significant number of countries face severe population ageing in the near future. The risk for law enforcement is the protection of the elderly and problems in recruiting qualified personnel.

E-culture

Cultural diversity will no longer be along ethnic lines but also via local communities, style groups (using special services or 'cult' goods), groups with certain ideological ideas, internet communities etc. Contrast between (ethnic, political and subcultural) groups will increase. This can effect group thinking and acting and legitimise the use of violence. People will work, live, communicate, gain information, learn and spend their free time in different ways. There will be more interaction between the virtual world (cyberspace) and the physical world by using new public technology. The media will strongly influence the way people think and act in an increasingly audiovisual way utilising symbols, pictures and video (which may risk lack of nuance). In this way people's feelings of safety can easily be influenced. Through other means of information exchange in the public domain (making use of not only internet but also web logs and chat boxes) anonymous and manipulated messages can have a great impact. Identity starts to play a key role. Not only for e-shopping but also in connection to governmental activities. Vishing, phishing, using botnets, spamming, click fraud and spamdexing become lucrative and new forms of crime which could focus on attempts to disturb the operation of the internet (cyber terrorism). There is also a risk for a digital chasm between the 'connected' (the rich, educated, the wizzkids) and the 'unconnected' (the poor, less educated, elderly).

Religion plays a different role

The role of religion in societies will grow. Catholicism is on the rise in Asia. In South-Korea and South-Vietnam it has already become the most important religion. Protestantism is also on the rise, as is Islam. There are risks of clashes between different religious groups in many parts of the world and they are increasingly becoming the origin of radicalisation and religious related extremism.

Mobility is a must

Borders are becoming more porous. Not only in the minds of people. Due to Google Earth, cheap air flights, better road quality, higher living standards and changing mentality the world has become much smaller. The more movements there are, the more control of these flows of people, services, money, goods and information is needed, a nodal orientation. Mobile bandits can be found especially in a Europe with less borders. Tourism to nearly all places in the world is popular, with side effects such as the risk of more trafficking in human beings and (child) sex tourism.

Safety paradox

More and more citizens experience their personal safety at risk and demand more efforts and control from their governments. It has become an item high on many political agendas. A safety utopia with 100% freedom on the one side (with no government interference for example by CCTV cameras in the private sphere) and 100% safety on the other side (the opinion that governments should guaranty individuals safety). Anything should be possible, everything should be allowed, there should be no obligations. Mondialisation, increasing mobility, reduced social cohesion and the media are influencing these feelings. Feelings of insecurity no longer exclusively focus on the local surroundings (e.g. fear for burglary and traffic accidents) but also on issues such as terrorism, organic and computer viruses. These are factors over which the police has less control. In addition the infrastructure of societies is becoming more and more fragile. The collapse of energy supply, the communication infrastructure (both tele- and the financial sector), health care and/or important transport structures can have disastrous effects.

Tribalisation & Glocalisation

The fragmentation of societies is among the most visible consequences of individualism. But attempts at social re-composition are also visible: people who have finally managed to liberate themselves from social constraints are embarking on a reverse movement to recompose their social universe. They are increasingly gathering together in multiple and ephemeral groups, and such social, proximate groups have more influence on people's behaviour than either modern institutions or other formal cultural authorities. This process has been called the emergence of 'tribalism'. Examples of tribes are elderly people, singles, young families, gays, people with the same religion. As a consequence of the tribalisation the nation-state as we know it is disappearing. Feelings of nationalism disappear and make place for 'glocalisation': more and more citizens belong to a tribe with loyalties to various countries at the same time, but are in keeping with local elements. This requires networking and new knowledge within law enforcement.

The Role of Civilians

There are increasingly more contacts between people and groups of people which can lead to friction. There is a global trend that civilians are becoming increasingly more assertive. Crime rates are falling but aggression and violent crimes are increasing and that will probably be a growing trend. The self-

conscious, assertive civilian can be a valuable partner but when they find themselves treated unfairly, they can become hostile and aggressive. It is crucial for the police to move with the changes of society and to be an early-adaptor in order to stay on top of developments in society.

Increasing femininity

Especially in the Western world a revitalisation of feminine values is visible. Communication and connection skills are receiving more appreciation and men should no longer be only macho and strong but also caring and sensitive (androgyny). This brings forth the question, as to whether while the Western world becomes less patriarchal and other parts of the world keep their more masculine orientation, these differences in values in the longer term will lead to hostilities in the global arena. More over we should not forget the fact that more and more women are active in organised crime and radical, political and fundamentalist networks.

***T*Technical**

Information is everywhere

Books, telephone, computers, television, radio. There is an overload of information available via these mediums. An integrated virtual world. This overload can easily result in feelings of loss of control, estrangement, fraud and the risk of being cheated. Governments using data mining and text mining software techniques are able to compile databases and have more control. This provides opportunities for law enforcement but also risks of 'big brother watching you everywhere'. Each individual should have access to the Internet (but is this also the case all over the world?) and broadband internet makes the possibilities for videoconferencing possible. Meeting in person is less needed and new forms of social exchange are occurring. i.e. Virtual reality interviews and distance court sessions. Policing no longer means being there in a physical world but also within cyber space.

Virtual communities

The Internet enables other and new forms of exchange. Information is quickly exchanged between many parties. Every six months the number of web logs doubles in the world and creates new centres of power which can easily influence the public opinion about governments, public institutions and figures.

New technology

Mini robots and micro techniques will make it possible for every place to be observed from every distance or difficult position. The use of detection, tracking and tagging techniques, Radio-Frequency Identification (RFID), pervasive sensors and Near Field Communication (NFC) creates opportunities to track and monitor individuals and objects wherever they are. Human genomics and converging technologies, for example human enhancement may not cure all illnesses but will enable people to stay healthier for longer. This is not even mentioning the expected influence of nano technology (especially in relation to micro-electronics). Imagine a fly with a built in camera....! Law enforcement using specialised techniques could easily result in a ratrace with the criminal circuit. 'Who will be the strongest and cleverest?' Using nuclear and other natural resources could raise new risks. New technology will without doubt have a major influence on all aspects of the human environment.

Identity becomes a key issue

More than in the physical world identity is a key factor in a virtual world. Individuals can have different identities (think about Second life). Biometric means of identification will increasingly be used and also bio sensing-technology will make it possible in due time (in a relative cheap, simple, non traceable way) to track down biological identification traces. Computer and reproduction technology will become more accessible for normal human beings resulting in possible abuse of logo's and value papers (especially in combination with fake websites and phishing techniques).

***E*Environment**

Sustainability is hot

There is a clear trend all over the world that the care for our environment and surroundings is a concern of not only individuals but also enterprises. Actual questions are: "how are we able to produce in an environmentally friendly way both in respect to humans as well as animals. How are we able to create less pollution, noise and vibration, avert global warming and the exploitation of coastal and

marine resources, the exploitation of flora and fauna and illegal disposal of (hazardous) wastes committed both by major enterprises and individuals?"

Shortage of basic materials

The natural reserves of economically vital resources, like certain metals and minerals as well as fossil fuel, are being depleted. Prices are rising and heavily influence stock markets, the risk of theft, clandestine markets and illegal trade.

Food safety

Not only the increasing focus on a healthy life but also worldwide epidemics have caused an increasing awareness of food safety. At this time health risks are not accepted. The world trade in resources, products and food engineering have resulted in a more anonymous food chain. This has led to rising consumer distrust and fear of contagion, the use of medicines for animals in food (antibiotics, hormones) and the contaminations of animal food (dioxine). This has created risks of fraud in the ecological food sector.

Animal rights

In an individualistic society the need is growing for close relationships with animals (as possible replacement for social contacts). In developed societies, where nearly all people's needs are fulfilled, there is time and money to care for animals. Animal rights are therefore high on political agendas and there is a risk of extremism.

Climate change

Recent reports of the Intergovernmental Panel on Climate Change (IPCC) working under the auspices of the United Nations point out that the climate on earth will change dramatically due to human activities resulting in increasing temperatures, the rise of sea levels, melting polar ice caps and more frequent storms and floods. There will also be consequences for bio-diversity (such as illegal trade in endangered species) and the availability of water. In certain parts of the world there is a real risk for armed conflicts, migration and conflicts over scarce supplies. The British Ministry of Defence, for instance, considers climate change as one of the three most strategic issues for the coming 30 years.

Legislation

Need for a legal framework for combating trans-national crime

Trans-national crime is described by the Centre for Strategic and International Studies (CSIS) in Washington as the 'New Empire of Evil'. The major areas of trans-national crime are simply the same serious criminal activities which continue to occur at the state and national level but where some or most of the participants and elements of the offence will be located outside of borders. The core-business is often drugs trafficking. Three basic impediments stand in the way of more effective international responses: insufficient cooperation amongst countries, weak coordination amongst international agencies and inadequate inclination of countries to cooperate. In order to tackle this a world wide legal system reform is needed. International cooperation, bilateral or multilateral arrangements with other countries have increased over the years, but have failed to synchronise national laws to any great extent. In 1998, the United Nations General Assembly called for a convention against trans-national organised crime, which was signed by over 100 member states in Palermo, Italy, in December 2000. Without a timeframe for implementing the obligations of the treaty it is not clear when different jurisdictions will create new laws, or change existing laws or procedures, to bring countries into line with the spirit of the convention.

Place delict

In a globalised world it becomes increasingly difficult to determine the place of the crime (or even to identify the applicable law regime).

Other forms of control

Besides using criminal and penal law, more and more authorities are making use of civil and administrative law. This results in not only the establishment of new and specific governmental control institutions (e.g. in agriculture, tax, social fraud) but also control by non governmental institutions, so called 'third parties'. These (often private) 'third parties' are a result of an increasing cooperation between public and private institutions. The challenge arises for efficient cooperation, information exchange and fine tuning between these different enforcement and private organisations.

Adjustments due to new technology

Social and moral issues due to the application of genomics will demand a reform in legal systems in different countries, resulting in the need for new procedures for investigation, proof of evidence in court and the risk for coordination difficulties between law enforcement agencies around the world.

Pearls in Policing

Last year as a first step, a professional debate was created on the envisioned global societal and criminological developments. The participants of the *Pearls in Policing* 2007 conference experienced a strong consensus on the necessity of bringing in outside knowledge and experience into police organisations. The purpose was to search for *Pearls in Policing* and it showed that this search will be a never ending enterprise. The dynamic process of asking the right questions, challenging each other's view points, probing the answers given and deepening each others understanding was experienced as the real vehicle for change. Senior law enforcement executives need to join, focus in, or face these questions. The discussion continues and four working parties have been established. Besides the group on future scenarios, there are working groups on 'glocal' values and police leadership and it might be the first time that senior police executives from all over the world speak out with one voice regarding the illegal trade in small arms. Never before, senior police officers with such a wide geographical and cultural background gathered to discuss these matters in such an intensive and informal setting.

While it is acknowledged that there are risks posed by new developments, it is also important to keep our eyes open to the benefits proffered as well. This is another reason why the real solution does not lie in increased competition, but in partnership in law enforcement, nationally, internationally, publicly and privately. The development and implementation of any policy will always raise difficult dilemmas and stir complicated controversies, not only when it comes to policing measures, but also in relation to long term internal and foreign policies and politics. However, as the limits of traditional systems have led to a greater willingness to experiment with new developments (or modernised forms of traditional techniques) such as restorative justice and administrative sanctioning, public policing is becoming part of a broader, more complex and diversified new security architecture. Security must now be taken to refer to a whole range of technologies and practices provided not only by public bodies such as the police or local authorities, but also by commercial, international enterprises competing in the global market.

Global policing will have to be linked to a futuristic orientation in which future developments are anticipated, conceptualised and their effects predicted and modelled, in order to adjust both police practice and police training. Police executives participating in *Pearls in Policing* are able to support each other in preparing their own organisations for the future, involving and preparing the next generation of police leaders capable of policing the future as well. Police executives must think global and act local (the *glocal* approach). The question however remains: can a police executive act local and think global and if so, how can this be accomplished? Rather than rejecting either the global or the local, a police executive needs to balance the local and global when directing an carrying out policing in the short, medium and long-term. As the skill is in the balancing, this will certainly impact on future discussions.

The way forward

It is not good enough to share the fact that the future is uncertain and that we all have to deal with the uncertainty. This however forms an important starting point. It was agreed by all delegates participating in the first *Pearls in Policing* conference, that in order to achieve quantifiable success it is best to focus on a small number of important issues. These issues must meet a number of criteria. First of all, they must be both important and must be perceived as major issues across the world. In addition the topics selected must be of global calibre, relevant today, and increasingly so in the future. At the same time, delegates and hosts must ensure that these issues are not exclusively police concerns. Too often the police are accused of being inward-looking and overly concerned with matters pertaining to police organisations themselves. Every semblance of "navel gazing" must therefore be avoided. Thus the themes to be tackled must have resonance in the world, outside the confines of the police as part of our future agenda for international police leadership. Finally, the issues to be confronted must have the capacity to generate momentum and tap into the passion police executives have for them. This demands a focussed approach and a group of participating law enforcement executives ready and willing to make a difference.

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