

Pearls in Policing

Sustainable Leadership in a Changing World Amsterdam, 8 – 12 June 2013

Executive Summary

Thirty-two law enforcement leaders and academics from twenty-one countries and three international organisations met in Amsterdam between the 8th and 12th of June 2013 for the 7th annual *Pearls in Policing* conference. *Pearls* is an international think-tank event where participants share ideas, experience and knowledge in a purposely small-scale, collegial environment. Grounded in the present but with eyes to the future, *Pearls* has established a firm tradition as a unique forum where police leaders can discuss and debate the key challenges policing faces at all levels.

Hosted by the Commissioner Gerard Bouman of National Police of the Netherlands, in 2013 the conference theme - 'Sustainable Leadership in a Changing World' -invited participants to imagine leadership capable of not just tackling these challenges but doing so in a way that is sustainable over the long-term.

International Action Learning Group (IALG)

The IALG – a taskforce of 17 senior police leaders– was set a task in 2012: *To establish the key functional and leadership competencies (both in a national and international scope) that will be essential for the future senior leadership of policing and law enforcement organisations, drawing up a framework for assessing how such leadership can be developed and systematically sustained.*

Conducted during three week-long sessions over the course of a year and in concert with their own organisations, IALG participants conducted exhaustive research and interviews with over a hundred law enforcement leaders and specialists to draw out the factors most desired in modern police leadership. The IALG narrowed down the findings to a heuristic model composed of five elements:

- **Authenticity**, which speaks to the notion that police need to be genuine and honest in their engagement both internally and externally. Building public trust, a functional organisational culture and engagement with stakeholders is premised on authentic engagement.
- **Future Orientation**, which underscores that modern police leaders need to stay focused on the horizon if they are to prepare their agencies for the 21st century.
- **Collaboration**, highlighting that contemporary and future policing challenges will increasingly be met through strategic partnerships and co-creation. Leaders need to possess the skills to create and maintain these partnerships more than ever before.
- **Performance**, a reminder that all leadership has a bottom line – to deliver on key objectives and the core mission of the organisation. Performance incorporates many dimensions: financial, accountability, prevention and technology consideration have transformed the environment.
- **Values**, underlying every dimension of leadership identified by the IALG is fact that values are the essential foundation. Without internalising the core values of moral leadership and embracing diversity, police leaders will not be able to meet internal and external expectations of their role.

Succession Management for Sustainability: Police leaders are already mindful and well-progressed in arming themselves with the skills and techniques that will be required in the future. But the IALG posed a provoking question – if the leaders listening were to be taken out of the picture, how well placed would their organisations be to replace them? What plans were in place to develop upper-echelon human resources with a view to future leadership needs? For the IALG, too often the organisations they studied could not answer those questions, and they established that the next critical step for developing the leadership capacity of law enforcement agencies is not to focus on the current generation but to focus on the next. Succession management is about future-proofing police leadership and preparing it to meet future requirements. To realise this, police leaders must:

- **Take personal responsibility** for shepherding the next generation of leaders. Mentoring and careful stewardship by top leaders have been proven across a variety of contexts, and retaking the responsibility from HR departments must be the first step for police leaders.
- **Adapt available models.** Although each organisation will have its own unique operational and structural contexts, both public and private enterprises have developed comprehensive and effective models of succession management that law enforcement can take a lead from. The Shell model was identified as one of the most inspiring.
- **Account for future needs** by identifying the qualities desired in tomorrow's leaders and actively identifying where they exist in the organisation. Adaptations to advancement policies should be made to account for the skills and talents necessary for the future. And rethinking recruitment is necessary to bring in the leaders of the future – even if that means drawing talent from outside at the higher levels normally the exclusive domain of career officers.
- **Codify the plan,** as even in those organisations identified as having a succession model in place, too often that model was informal and under-described. Make it standard operating procedure and part of the organisation's strategic planning.

Working Group One – Joint Global Vision on Law Enforcement

Europol Director Rob Wainwright (driver of the working group) identified the global mega-trends that will challenge international law enforcement over the coming years. The main significance of these trends lies in the growing complexity of social systems and the increasing interdependence of markets and communities. More than ever before, the consequences of events in one corner of the world will have consequences elsewhere. The most important global trends identified included:

- The **impact of the internet and technology** which has dramatically increased the mobility potential of information, resources and people themselves. Crime is increasingly unrestrained by borders, **transcending traditional physical and commercial limitations.**
- **'Global cities'** have emerged as the lynchpins of the global economy. As prominent targets for economic migration, terrorism, and criminal traffic these cities now face especial law enforcement challenges beyond the reach of traditional local police forces.
- **Social exclusion and the unevenness of economic opportunity** have created an unpredictable policing environment. Facilitated by technology, mass rioting (e.g. Arab Spring) to lone wolf (e.g. 2011 Norway attacks) scenarios can emerge with little warning and dire public consequences.
- The increase in the **resources and capacity of organised criminal groups** has the potential to overwhelm developing states, creating under-policed global crime hot-spots.

These trends are occurring in the context of widespread changes in law enforcement: rationalised police forces with limited resources, encroachment of the military and private actors into traditional police domains, and a north-south divide in terms of policing capacity.

Based on these trends and limitations, this session determined that a global policing vision would necessarily be premised on several key planks:

- **Policing where it is most needed**, and the reallocation of resources to meet the most pressing threats. Unevenness of police services, particularly over urban and socio-economic divides, needs significant efforts to reverse.
- **Consent, consensus and legitimacy** remain key concerns for law enforcement globally; however dichotomies emerge between most effective and most popular allocations of police resources. Public narratives need to be used by the police to better achieve consensus on the police mission.
- **Holistic response models** are essential. Fighting crime not just at the level of investigation and prosecution after the event, but also prevention and disruption as a means of nullifying or minimising the impact of criminal activity as it unfolds.
- **Data and technology** are essential to the global policing response. Concerns over privacy and security for this information are complex problems that cannot be solved by police alone.
- **Global coordination and consistent agreements** on law, sharing and cooperation in all areas must continue to be a major part of the international policing agenda. This includes better division of responsibilities between law enforcement at different levels and more resources allocated to mutual assistance programs.

Working Group Two – Measurement of Effectiveness

After the presentation of Danish National Commissioner Jens Henrik Højbjerg, measurement of performance was felt by most present to be a double-edged sword – on the one hand measurement is an essential part of modern policing in capturing the impact and value of what police do. On the other hand, measurement is often misused or turned against police in political or media arenas, or tied to the imposition of performance targets that can actually be counterproductive to police effectiveness. Thus the session concluded that while measurement was a reality of policing, the task had to be moving from **outputs to outcomes**. Managing performance to meet this challenge was expanded on by the working group:

- **Acknowledge the core of performance management:** employees have a right to know what we want them to do, and a right to know how they are performing.
- **Set goals and assess where to go:** Do this acknowledging at the outset the difficulty of doing so with so many objectives and the inherent complexity of setting the right goals that have operational relevance.
- **Link strategic priorities with available resources**, and create integrated operational performance management systems as a result. Particular efforts are needed to motivate staff to work and put resources into areas that the organisation underperforms in.
- **Define Key Performance Indicators** that drive value and are meaningful and relevant to officers in the street. Link those indicators to recognition.
- **Engender ownership in middle management:** these key members of the policing team have traditionally been most resistant to buying into previous attempts at measurement and performance management programs.
- **Strengthen internal communications** to ensure that everyone is working towards the same goals and understands the progress being made.

The session identified however that many challenges in the area of performance management exist.

These include the relationship between police performance management and political imperatives, difficulty of convincing staff of the validity and usefulness of performance management programs, and the need to develop more accurate methods and information systems to effectively implement performance management indicators.

Working Group Three – Co-Creation with Non-Traditional Partners

Bundeskriminalamt Vice-President Jürgen Stock emphasised that the biggest problems of modern policing are rarely arranged in line with existing law enforcement jurisdictions. Cooperation, and more important *co-creation*, is not just optimal but increasingly required as part of intelligent law enforcement. The working group examined the issue of law enforcement partnerships, and identified a range of relevant factors. Critical to partnership success were information exchange, trust, performance measurement, a clear financing model, a common course of action, and the sharing of risk. Major barriers to cooperation were a lack of political will, lack of understanding of the problem being addressed, unclear plans and goals, domination of the partnership by ‘police-thinking’, competitive behaviour, legal barriers and a lack of trust. Particular attention was given to the question of cyber-crime, and additional factors that fostered or impeded successful partnerships were identified. Bringing this research together, the working group arrived at a series of concrete issues:

- **Leadership** that is fit to the purpose is critical. Police leaders need to adopt the appropriate style and mind-set when embarking upon partnerships and potentially joint leadership structures are appropriate, requiring trust, legal and political will.
- **Co-Creation** rather than just cooperation needs to be strategic vision. Participants need to feel equal partners in the creation process in order to function better and become emotionally invested in the outcome.
- **Traditional vs. Non-Traditional** is not a particularly useful distinction because of the great variation in how partnerships are pursued. A far better vision is co-creation with ‘new partners’.
- That there is **No Vertical Dimension** of co-creation was an important realisation. Because of the barriers and success factors identified, it was established that there is no vertical dimension of co-operation as the differences between all levels of policing are too significant.
- **No prototypes – just mind-sets** was the ultimate conclusion of the working group – because of the significant variation in situations there cannot be a common model of co-creation either in general or even with regards to any single crime phenomenon.

Taking a theoretical foundation rooted in pre-existing models, the working group distilled the successful mind-set for co-creation as one of five processes: defining the problem → identifying gaps and finding partners → co-creating solutions → doing → control, improvement and expansion. This becomes a cycle, which engages in risk management at every step.

Peer-to-Peer Sessions

During every *Pearls* conference a specific session is designed for Peer-to-Peer consultation. In 2013, this was facilitated through the format of ‘storytelling’ where five participants presented a professional dilemma by way of telling a story. In the sub-group sessions participants questioned the storyteller and drew out lessons based on the experience.

- **Mr Odd Reidar Humlegård**, Commissioner of the National Police of Norway, presented his experience of the 2011 Breivik Attacks. He discussed the personal and professional impact of the attacks and the struggle for the country and police to recover in the aftermath.

- **Mr Irakli Beraia**, Director of the Reforms and Development Agency of Georgia, shared his story of fighting corruption by dismissing 16.000 officers within the Georgian traffic police. He described the struggle to restore integrity and credibility to one of the most corrupted departments of the Georgian police.
- **Mr Yochanan Danino**, Commissioner of the Israeli National Police, talked of his experience as a district commander and how witnessing the struggle of his officers to make ends meet under poor pay and conditions inspired his human resources reform program as Commissioner.
- **Mr Kevin Perkins**, Associate Deputy Director of the Federal Bureau of Investigation (FBI), shared his story of the tragic events of September 11, 2011 and the aftermath in which he led the organisation's development of the FBI watch list. His story focused on the how he navigated the precarious balance between security and privacy in developing new terrorism protocols.
- **Mr Khalid Abu Bakar**, Inspector General of the Royal Malaysian Police Force, shared his story of the Sulu incursion in Sabah and how the complex combination of history, politics and police intertwined to create unique law enforcement challenges in a cross-border context.

Emerging Issues

Discussions in the plenary sessions, peer-to-peer sessions and working-group sessions raised, over the whole conference, a selection of pressing emerging issues:

- **What is the role of the police?:** engaging in the on-going discussion as to what the role of police was and its public value proposition against the backdrop of an ever-changing world.
- **Prevention is Key:** thinking innovatively about what the public role of the police should look like, the paradigm shift from response to prevention, and the partnerships needed to make that shift.
- **Capitalising on Human Resources:** how do the police break out of the traditional hierarchy model and what does it mean for leadership? How best to acquire and retain the talent needed for modern policing, and what does that talent look like?
- **Managing information and using it effectively:** How to manage the ever increasing volume of data and making sense of it in an operational context.
- **Capacity Building in Regions at Risk:** What should be the international policing response be to the emergence of 'weak links' in the global law enforcement chain, given global impact.
- **Combating Cyber-crime by Co-Creation:** What is required to make the transition from principles to practices in better preparing for and combating cyber-crime.
- **Police between the State and the Street:** The senior police executive's role as meaning-maker and how to better engage in a dialogue to shape public expectations and understanding.
- **(Re)engaging the University and Research Community:** How to bring back in the input of outside experts and use it more effectively in law enforcement contexts.

These communal concerns formed the basis for the 2014 *Pearls in Policing* Working Groups and the next IALG assignment.

IALG 2013-2014 Assignment

In October 2013, IALG participants will gather from around the world in Sydney, Australia where assignment giver Commissioner Andrew Scipione of New South Wales Police will present an assignment based on the issue of future human resource needs identified in the final plenary session.

The IALG will be presented with three scenarios set ten years into the future, based on the global trends identified by the *Joint Global Vision* working group in 2013. The IALG will be challenged to put themselves in the place of their leadership and consider the human, rather than technical, requirements of police to handle these scenarios, and how police will fit into the whole-of-community response in the future. Furthermore, the IALG will be tasked with looking at the problem from not only a response perspective, but also prevention and managing the aftermath.

Pearls in Policing 2014

The 8th *Pearls in Policing* conference will be held in Bangkok, Thailand (14-18 June 2014) and hosted by the Royal Thai Police. The theme of that conference will be '*A New Police, A New Generation*'.

During that conference, in addition to the peer-to-peer sessions, the following working groups will report and their findings intensively discussed.

Working Group One : *Police versus policing in an ever-changing world*

What is the future role of the police given fundamental shifts in their strategic and operational environment? What do stakeholders – political, private, and public – want their police to be? What will policing look like as the traditional security monopoly erodes?

Drivers:

- Chief Constable Pieter Jaap Aalbersberg of the Amsterdam Police (Netherlands) & Professor Bob Hoogenboom of Nyenrode University (Netherlands)
- *Co-Drivers:* Professor Willy Bruggeman (Belgium) & Toronto Police Service (Canada)

Working Group Two: *From big data to smart policing*

How do police bridge the gap between masses of raw data and information that is useful in an operational context? How do we manage volume and sharing? And how do we navigate the social, trust and ethical implications of big data?

Driver:

- Federal Bureau of Investigation (USA)
- *Co-Drivers:* Royal Netherlands Marechaussee, Europol, Former Interpol President Khoo Boon Hui (Singapore), Hong Kong Police Force, Bundeskriminalamt (Germany)

New Website

This summary, along with conference documents, reports and presentations from this year and previous years, can be found on the new Pearls in Policing website at: www.pearlsinpolicing.com.

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