

Pearls in Policing

A New Police, A New Generation
San Francisco, 14 – 18 June 2014

"The future is not an empty space, but like the past an active aspect of the present"

Professor Ivana Milojević, as quoted in Al Gore's *The Future* (2013)

Executive Summary

Thirty law enforcement leaders and academics from seventeen countries and four international organizations met in San Francisco between the 14th and 18th of June 2014 for the 8th 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 Federal Bureau of Investigation of the United States, in 2014 the conference theme – 'A new police, a new generation' - invited participants to engage in a discussion about the needs of modern policing and how to best position the next generation of police leadership to meet those needs.

International Action Learning Group (IALG)

The IALG – a taskforce of senior police leaders and academics – was presented with a series of three near-future scenarios based on the global trends identified by the *Joint Global Vision* working group in 2013. The IALG was challenged to put itself in the place of its leadership and to 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.

Conducted during three week-long sessions over the course of nine months and in concert with their own organizations, IALG participants conducted exhaustive research and consultation with experts to paint a picture of the future of policing and develop concrete proposals to meet the challenges ahead. The IALG foresaw a policing future defined by the following challenges:

- **Technological change**, including a continuation of the arms race in cyberspace, an explosion of 'big data', and novel technologies such as 3D printing.
- **New media** that encompasses peer to peer fluid networks and social media, outside the reach of traditional methods of command and control. The world becomes much smaller in the process.
- **Private policing** will evolve and continue to challenge traditional state-based policing.
- **Attitudes** towards life and defining the well-being will shift away from traditional career and money goals towards purpose and meaning.
- **Austerity and limited resources** will be the norm rather than the exception, and along with that the police will struggle to maintain their workforces and traditional capacities.

- **Politicization** of policing will become a greater threat, and with it more stringent legal frameworks that define the mission and operational capacities of the police.

In the context of these changes, the focus for law enforcement organizations must be on the empowerment of its people and its leadership. The IALG developed a framework for action and a series of five concrete recommendations for implementation in two clusters, one focused on improving governance and partnerships; and the other on human resource and leadership development.

Governance and Partnerships

1. Create an international police white paper that articulates a vision and a blueprint for international policing cooperation and coordination for the next ten years.
2. Initiate a global policing think tank for research into policing policy and development, using a public-private partnership model.
3. Develop a framework for sharing information regionally and internationally through fusion centres and clearing houses.

Human Resources and Leadership

1. Establishment of a fully-funded international and multi-disciplinary training centres that will achieve: a physical and virtual hub, a common recruitment system, a pool of registered subject matter experts on international policing issues, delivery of courses from an international policing perspective, produce subject matter experts to help address international policing issues, and investment and participation from private, public and not-for-profit organizations.
2. Implement a *revolving door* human resources strategy by establishing cooperation on a local, national and global level with partners from public, private and academic realms. This would allow organizations to: support flexible employment relationships for temporary and permanent staff; and be adaptable to change by bringing in, or developing, the skills, talents and capabilities required. These capacities will stretch to short, medium or longer term bases.

The IALG challenged the police leadership of the current generation to work towards transforming vision into reality and move faster rather than slower. Police leadership needs to have the ability to adapt and respond to a rapidly evolving context.

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 monopoly erodes? How do you position yourself and develop a strategy for this multi-agency environment?

These were the questions addressed in working group one, beginning with a presentation by Chief Constable Patricia Zorko and Professor Bob Hoogenboom of the Netherlands, which looked at the historical trends in policing in a 21st century law enforcement environment that is increasingly fragmented between public and private; traditional and digital; strategic and tactical; external and internal. The working groups examined these dilemmas through the lens of four distinct and concrete case studies:

Corporate Sponsorship of Public Policing, led by Chief Constable Patricia Zorko, looked at a potential case of corporate sponsorship of policing in an area which suited its business interests. The key conclusions of the group were:

- Working through the delicate issues of *conflict of interest*, recognizing that public perception can be dangerous. No matter what, you are dealing with a 'compromised situation' – managing the issue with integrity, accountability and transparency is the key.
- The need to acknowledge that public-private partnerships are essential and part of the future of effective policing – it can be dangerous to avoid them due to the difficult issues they raise.
- Law enforcement must first determine the goals before receiving the funds – funds should not dictate priorities, and protocols are needed to manage relationships.

Policing Cyberspace and Public-Private Partnerships, led by Commander Hans Leijtens, examined the role of cooperation between law enforcement and private companies in securing cyberspace. The key conclusions were:

- That you always need a strategy – not just a law enforcement strategy but a collective strategy to define collective social responsibility.
- Trust and integrity issues must be worked out and a culture of openness is needed.
- Potential partnerships must be multi-faceted – the focus should shift from bilateral towards that encompassing government and a wide range of private partners.

Policing in Big Cities, led by Professor Bob Hoogenboom, looked particularly at the duality of inclusive and exclusive policing and how it applies to the challenge of policing modern urban environments. Its particular conclusions focused on:

- A paradigm shift from police working exclusively – that is ensuring public safety without the public's regard – to ensuring that the large majority of police efforts are inclusive of the public and those actions that must necessarily be exclusive be appropriately managed.
- Creating inclusive law enforcement requires lots of communication and building trust and relationships with public stakeholders.
- Police must work to find a better balance: they enforce the laws yet they serve the public. Policing has evolved from its initial purpose to maintain order to building public trust and to serve and provide safety.

Multi-agency Policing in Ports and Harbours, led by Professor Willy Bruggeman, examined the specific role of partnerships in the future policing challenges for ports and harbours. Key proposals emanating from this working group were:

- To create one agency with an international vision for the policing of transportation hubs.
- Identify the key resources required to create such an agency and implement such a vision – from sources both internal and external to current policing capacity.
- Work towards greater inter-agency cooperation, including information sharing, joint leadership development and regional taskforces.

Working Group Two – From Big Data to Smart Policing

Led by a presentation made by Associate Deputy Director Kevin Perkins of the Federal Bureau of Investigation, working group two debated how police can bridge the gap between masses of raw data and information that is useful in an operational context. It was argued that video and digital imagery pose new challenges for traditional law enforcement data strategies. Data can be collected by virtually anyone in the digital age – for example, most people possess a mobile device that has both photo and video recording capabilities. The great increases in data quality has also caused a subsequent increase in data quantity. Thus with these massive quantities of data that are generated by contemporary data collecting, our ability to collect has outpaced our ability to exploit.

Video is central evidence in many of today's major events and crises. Recent incidents have shown the general public is more than willing to share its data in hopes of it helping solve a crime. This has forced police to update their infrastructure to provide sufficient possibility to make this technically possible.

It was stressed however that there should be a balance between the needs to protect the public safety and fair enforcement of the laws on the one hand, and civil liberties and legitimate privacy interests of citizens on the other. These interests are already served by minimization and reduction techniques, as well as retention management.

Working group discussions followed the notion that in many cases it may be best to put limitations on oneself before this is done in legislation, which is not always in the best interest of the police. It was argued also that new rights have recently been created because of new widespread technology use – and that these rights must be protected. Therefore, reasonable rules are needed, as well as transparency on the use of data.

However, as was revealed in the working group discussions, there are vast differences between the expectations of privacy across national and cultural borders. A critical component of how privacy debates are received is the more fundamental issue of how trusted civil and law enforcement institutions are. Overcoming privacy concerns rests in part in building-up the trust of those institutions in the public psyche. Being open and transparent about how data is used to safeguard public safety and demonstrating restraint and fairness are avenues towards building that greater sense of public trust and hence alleviating anxieties over data collection by law enforcement. There is also a growing sense that the public will have to work with police to strike the right balance between security and privacy.

The working group driver presented a framework for the analysis of video evidence challenges, called the Four Vs: Volume, Variety, Velocity and Variety. He further identified four phases in big data adoption, from Education to Exploring to Engagement to Execution. This general framework can be used to conceptualize organizational capability to handle big data.

A New Generation

For the first time, in 2014 three members of the next generation of police leadership were invited to participate in Pearls in Policing. Over the course of the conference they participated in the discussions and debates, and offered their observations to the assembly at the conclusion of proceedings. They challenged the current generation of leadership to prepare for the future by:

- **Remembering the Human Factor** in the work of the police. Investing in people must be the central focus of police leaders, not just to prepare their eventual successors for the challenge of leadership, but also to reach beyond those serving at all levels. They want to know more than the 'what' of their orders – they also want to understand 'why'.
- **Taking strategy to reality** remains a major challenge. The commentators from the next generation exhorted their current leadership to build links and trust, not just their colleagues but also with those traditionally outside of law enforcement. Criminals network freely as they have a unity of purpose, and the police must find ways to overcome traditional barriers to do the same.
- **Maintaining relevance** was the final challenge presented by the next generation. As the police monopoly on security erodes and social attitudes change, the current generation must create a foundation for future leaders by creating organizations that are flexible and adaptable enough – change must become the norm and not the exception. Maintaining relevance is also a challenge for Pearls in Policing itself going forward.

IALG 2014-2015 Assignment

In October 2014, IALG participants from around the world will gather in Melbourne, Australia where assignment giver Associate Deputy Director Kevin Perkins of Federal Bureau of Investigation will present an assignment based on the issue of creating partnerships and fostering innovation in law enforcement as identified in the final plenary session. They will meet again in 2015 in Hong Kong and Denmark.

The participants of the San Francisco Pearls in Policing Conference 2014 agreed to better explore the possibilities of cooperation between police and the community. Following up on the *Joint Global Vision* working group in 2013 and the IALG 2013/2014 recommendations, an assignment question was developed to challenge the conceptual and practical thinking of the 2014/2015 IALG, based on innovation and partnerships.

The assignment for the 2014/2015 IALG and Pearls academics is:

How do you create a police organization with the culture and conditions that foster innovation through partnerships?

- *Research the need for partnerships in innovation, both public-public and public-private, as well as co-creation (public, private and academic).*
- *Describe the principles that - from a police point of view – should govern those partnerships and how they can be implemented, bearing in mind the existence of ethical, legal and cultural boundaries and challenges.*
- *How do those partnerships develop mutual interests and share risks, whilst maintaining integrity and confidentiality?*

Concrete and challenging ideas, examples and recommendations are expected.

Pearls in Policing 2015

The 9th *Pearls in Policing* conference, hosted by the National Police of Denmark and the Peals Curatorium, will be held in Copenhagen, Denmark from the 13th to the 17th of June, 2015.

The theme of that conference will be *Shaping Innovation through Partnerships*

Working Group One – Vision on International Policing Cooperation

Driver: Europol and Interpol (to be confirmed)

Co-Driver: National Crime Agency (United Kingdom)

Present what principles should guide a future-oriented vision and a white paper blueprint for international policing cooperation and coordination for the next ten years, following up on the Europol paper presented at the 2013 Pearls in Policing Conference. Focus specifically on the added value of Interpol, Europol and other regional policing bodies.

Such a blueprint should assist police chiefs to coordinate investments, support police positioning that will create local and national policing visions on international policing, and lead to the creation of standard operating procedures on strategic, tactical and operational levels.

Working Group Two – Meeting Future Needs

Driver: Federal Police of Belgium

Co-Drivers: Berlin Police (Germany), National Police of Norway, Transport Security Administration (USA), Professor Willy Bruggeman (Belgium)

How should public police organizations create the environment to meet the future needs of policing over the next ten years in a period of a significant social, economic and political instability and volatility? Elaborate on the following themes:

- Flexibility and proactivity
- Integrity and trust-building
- Proactive communication (internal, external, media, social media)
- The limits of policing: minimum and maximum

Mind Mapping the Pearls Conference

For the first time, the 8th Pearls in Policing Conference used a mind map to chart the emerging issues and help guide future discussions. On the final day of the conference, the mind map had expanded into a tree with several main branches based around the emerging issues of managing context, complexity, relevance, governance and innovation; as well as concrete proposals for future action stemming from the suggestions of the IALG.

