

A NEW POLICE,
A NEW GENERATION

PEARLS IN POLICING
SAN FRANCISCO, 2014

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PREFACE

When the police of the future are portrayed in the media, the image that usually comes to the fore is that of a police force dominated by sophisticated technology. There are a litany of films and books that depict future law enforcement featuring high-tech weaponry, transportation, armour and intelligence capabilities. It is often assumed that the ideal future for law enforcement is one of technological solutions to 21st century problems.

Yet whilst the public imagination might be fixated on daring technical feats, the reality is that the next generation of police will face problems much more mundane and limiting than the layman imagines:

- Will law enforcement organisations have the skills and talents in their ranks to actually develop, implement or even operate the high-tech solutions people imagine? The speed at which technology is developed and implemented by criminals has generally outpaced law enforcement thus far.
- Will law enforcement organisations have the resources to staff and fund high-tech future forces? Thus far, the 21st century has seen increasing limitations in police funding in the Western world despite ever-present concerns about security and public order threats.

- Will the threats to public order and safety require so much gadgetry and equipment? With the explosion in the growth of cyber and transborder crime, there is every indication that the ordinary police officer of the future may look more like an intelligence officer and computer programmer than Robocop.
- Will the public even accept such a future vision? As the public increasingly demands transparent and democratic approaches to collective security and policing, will a high-tech army be the acceptable face of law enforcement?

In truth, the ‘new’ police of the future powered by the next generation of police officers will probably bear little resemblance to the technology-orientated forces that have captured the public imagination. Limitations on resources, whether they be human or financial, are the challenges most pressing when it comes to meeting future needs, and those overwhelmingly selected for attention by police leaders. And in the absence of a clear framework or narrative surrounding the police of the future, there is a deep ambivalence over the direction a new generation of police will take.

The 2014 *Pearls in Policing* conference set the theme of ‘a new police, a new generation’ to bring together some of the best minds in police leadership to intensively study these conundrums and peer into the future of policing.



INTRODUCTION

A New Police, a New Generation

From June 14th to June 18th of 2014, thirty law enforcement leaders and academics from seventeen countries and four international organisations met in San Francisco for the annual Pearls in Policing conference, hosted by the FBI. 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, since its beginning in 2007 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.

In 2014, crises from the local to the international in scale have demonstrated all too clearly the increasingly complex and multifaceted roles that contemporary police are required to play. The search for the missing Malaysian airliner MH370 stretched the Royal Malaysian Police to the limits, requiring exceptional efforts in search-and-rescue, intelligence analysis and public relations simultaneously. The Ebola outbreak in West Africa has demanded local forces play the role of not just the maintainers

of public order but increasingly counsellors and public health educators in a system on the verge of collapse. The FIFA World Cup in Brazil presented an unprecedented challenge for traditional police management – managing protests in excess of a million participants nationwide, all the while under the watchful gaze of the international media and the global public.

Yet despite the ever-expanding duties police forces local, regional, national and international are being asked to assume, intense scrutiny of police practices continues unabated. Debates over the right to privacy in the West have nothing if not intensified, and use of domestic intelligence by law enforcement has undergone several rounds of intense criticism in 2014. And highly publicised criminal acts, like the shooting spree committed by Elliot Rogers in the United States and the cyber-attack on retail giant eBay, has seen public attention directed towards a perceived lack of police capability in handling the landscape of modern crime.

Increasingly, the collective attention of police forces has been upon the need to renew not just the mission and operating procedures of law enforcement, but the necessity to attract the right human resources to police organisations in the 21st century. Time and again, police leaders have cited the cruciality of building a force of women and men who will be better able to understand and meet the evolving expectations of the police, and to combat the changing nature of crime. The next generation of police will face daunting challenges and need to be equipped with skills and talents that were not a priority for the generation previous.



We will need to reassess all sorts of aspects of our job that we currently take for granted, and hold them up against the measure of flexibility.

*Mr. Gerard Bouman, Commissioner,
National Police of the Netherlands and
President of the Pearls Curatorium*

A CLOUD OF WORDS OFFERED BY PEARLS PARTICIPANTS: WHAT COMES IMMEDIATELY TO MIND WHEN THINKING ABOUT A NEW POLICE, A NEW GENERATION?



When Pearls participants were asked to nominate a single word that summarised their vision of the police of the future, words like ‘flexibility’, ‘adaptive’, ‘cooperation’ and ‘collaboration’ were the largest clusters. Police leaders at Pearls have already embraced the need for a new generation of police that has its emphasis on adaptability and agility – a generation that is able to change course and respond to emerging threats and constraints much faster than the previous generation has been able.

Doing this requires in many cases an enormous paradigm shift in police culture and training, from one which has historically been rooted in traditions, proceduralism and a well developed *esprit de corps*. So how can the generation currently sitting atop law enforcement organisations help shape the new generation so that it can meet the requirements of the future and fulfill the promise of desired flexibility? How can that be achieved when there are so many constraints on future human resource capacities?

Half of the participants at Pearls in 2014 felt that their organisations would either shrink or maintain parity in terms of personnel over the next 15 years. For these organisations, the new generation will be expected to accomplish more for less. And more than three quarters of Pearls participants stated that their agencies struggled to attract the right people to join the ranks. How can the current generation of police leaders make a value proposition to the next generation that will resonate and appeal? Pearls in Policing in 2014 was an opportunity to step back from the legal-technical focus of police

What is Pearls?

Pearls in Policing is an international law enforcement think-tank in leaders in which top police leaders and reputed academics participate. The key purpose of the initiative is to identify emerging challenges in policing and brainstorm collaborative solutions. Several year-long taskforces are created from willing and interested agencies at each conference to study topics of collectively identified importance for the next year's conference, at which the findings will be presented. These working-groups engage throughout the year to study the issue at hand and generate conclusions that will be presented at Pearls to their peers. In addition to this, a special taskforce of up-and-coming police leaders known as the International Action Learning Group (IALG), or alternatively the pearl fishers, are assembled to intensively study and provide practical solutions to a problem posed by one of the commissioners each year. The annual composition of the IALG is determined by the Pearls Curatorium upon nomination by participating Pearls agencies.

work and return back to the basic principle that law enforcement is first and foremost only as strong as its people.

The purpose of Pearls in Policing in 2014 was to provide a pause in the everyday working schedules of international policing and focus on what this new generation of policing will look like. This was accomplished through presentations, structured workshops, peer to peer consultation, the work of the international action learning group and academics, and open discussion.

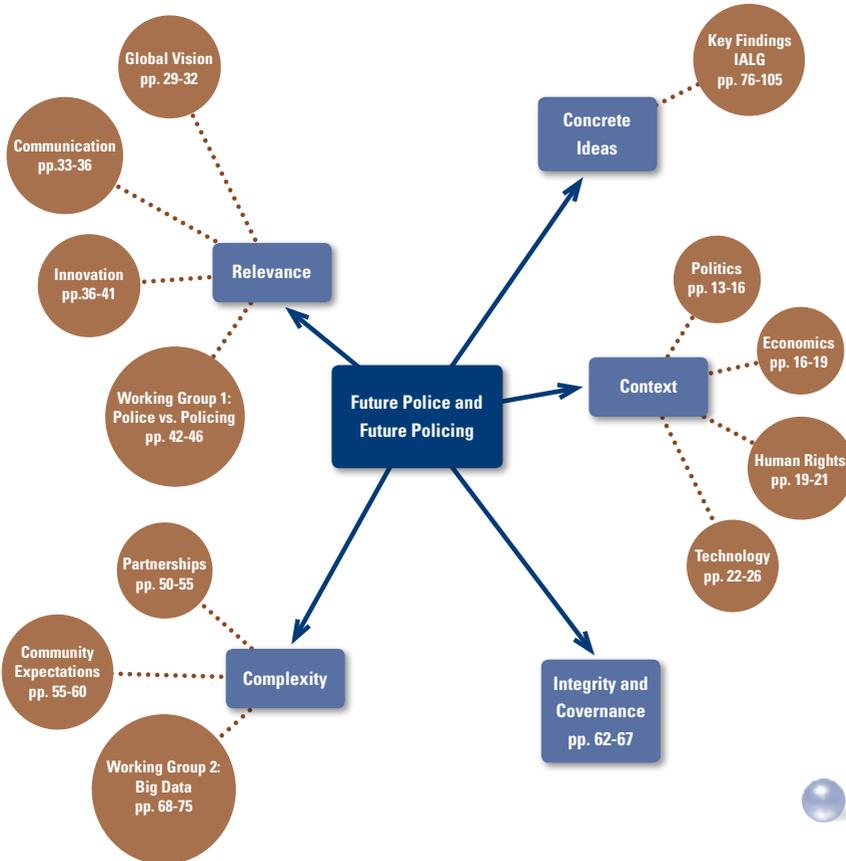
This report distills this collective wisdom arising from the conference and offers the ‘pearls’ – both the theoretical and the practical - that police leadership can draw from the work of the 2014 cohort.

MIND-MAPPING

At Pearls 2014, a new method of charting the discursive course of the conference was used by the facilitator and academic team – the mind-map. Listening carefully to the discussions, both in the plenary and working groups, the mind-map team observed clear themes emerging from the conference. This report will be organised along the lines of those themes, using the mind-map as a framework through which we can better understand the concerns and opportunities presented at the Pearls in Policing conference.

The IALG is assisted in their task by several mentoring academics, and the group meets three times during the year in the lead up to the conference. Their findings are then presented and discussed with the assembled commissioners at the next conference. Pearls is purposefully kept small-scale and attendance is only permitted by invitation. It is inspired by the Bilderberg principles: off-the-record international forums where leaders can discuss matters of importance without fear of public scrutiny or media coverage. This is intended to allow for honest, frank and useful discussion between executives. It also allows for interactive and open discussion between peers – there are no formal barriers to interaction or protocols that interfere with individuals getting to know one another. Each year a medley of those familiar and new to Pearls are selected in order to foster both continuity and renewal within the process. Since the first conference was held in the Netherlands in 2007, Pearls has emerged as a leading initiative for international police collaboration and peer-support amongst police leaders.

MIND-MAP: THE RELEVANCE FACTORS CONCERNING THE PEARLS PARTICIPANTS

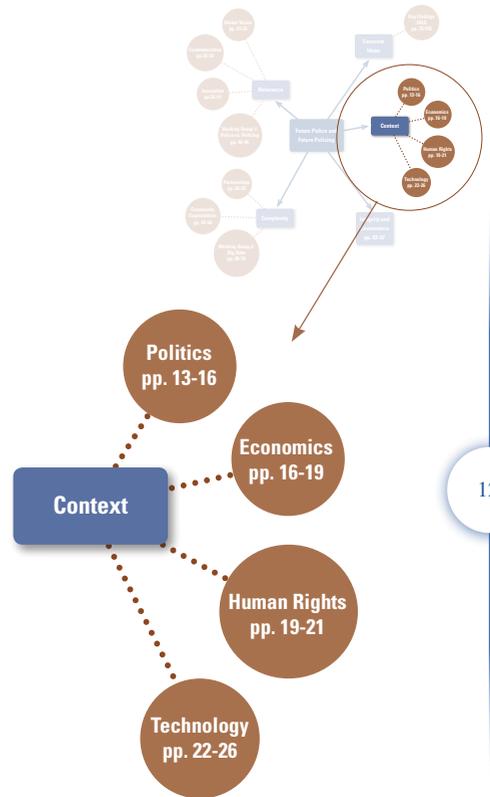


NODE ONE: CONTEXT

Contemporary policing is a story of constraints, both external and internal. A simple poll of Pearls leaders' concerns revealed that not only do their organisations have to rapidly prepare for an uncertain future, but they are greatly constrained in adapting to the future by boundary values outside of their control.

Externally imposed contextual factors are the most frustrating, in no small part because police leaders are generally beholden to them without having a capacity to directly influence them. Though police leaders can and have tried to involve themselves in politics, economics and human rights debates; opinions from participants in Pearls are divided as to the value of this, and whether law enforcement can even legitimately engage in such debates without compromising their credibility and mission. "Police sometimes forget whose interests we are supposed to serve. It can be frustrating but we must accept the constraints society chooses to place on us" was the comment of one Pearls participant.

Yet police leadership is faced with distinct choices on how it manages and adapts to the constraints placed upon it. For some, the solution is to get



better at communicating the value of the police and working harder to secure the trust and credibility it needs to increase the leeway it has in political, economic and legal arenas. For others, the solution is to be leaner and more agile – instead of resisting or moulding constraints you must be better at adapting to them. Adaptability is not merely a synonym for flexibility but actually being able to change yourself and your organisation as the context and situation demands. Law enforcement has become increasingly flexible in what it can manage, but has it become similarly adaptable and able to reshape itself quickly as new challenges arise? Fewer of those at Pearls believed that was the case.

Although the debate might continue over the right tone and approach when dealing with context, the working groups and peer-to-peer discussions at Pearls raised a suite of pertinent examples and strategies for managing contextual constraints.

POLITICS

There is no avoiding the fact that *policing* is political, even if the police themselves try their hardest not to be. As a representative arm of government, invariably policing will be interpreted through political lenses, and police action has a way of being subsumed into broader political debates, with police leadership often unwilling participants. Managing political constraints and impositions on law enforcement remains one of the oldest and most difficult challenges facing police leaders – amongst Pearls parti-



If you had a blank sheet, how would you design a police system? Too often we work out plans and designs as if this is the case. You can't always mould institutions to your own means. They are always a product of past and present.

*Mr. Hans Leijtens, Commander,
Royal Netherlands Marechaussee
The Netherlands*

cipants there was wide agreement on this point. Peer-to-peer stories shared at Pearls very often had significant political challenges involved – several in fact were centred squarely on managing the politics of policing.

As Robert Reiner observes in *The Politics of the Police*, the political expectations placed on law enforcement and its leadership have shifted quite significantly since the ‘golden years’ of the mid-20th century, and these expectations largely reflect broader social and political trends. During the counter-culture movements of the 1960s and 1970s police leaders needed to play to public and political demands for greater ethical standards, transparency and adaptation to changing social values regarding law and order.

However since the 1990s those debates have quietened and been replaced by demands for greater accountability, risk management and investment justification. Public and political expectations thus change – the standards police are expected to embody in one decade may be different in the next. As one of the most visible and important pillars of modern society this cannot be avoided. As British academic Tom Cockroft notes in *Police Culture*, although the politicisation of police is not new, in contemporary politics police leaders will be increasingly drawn into political battles one way or another in the 21st century as information proliferates and both the internal and external workings of law enforcement become publicly transparent.



ETHNIC PROFILING

The Open Society Foundations, directed by 2014 Pearls participant Chris Stone, have long examined the intersection between police procedures and their political consequences.

Ethnic profiling is a major issue not just of criminal justice and human rights, but also a major issue in the political narratives and trust attached to policing. Even methods justifiable from a law enforcement perspective require a new generation of police to better justify and explain these methods within communities.

Key conclusions drawn from numerous studies of this issue across the world have suggest that:

- a) Openness is key. Even simple modifications to stop forms or procedures requiring narrative explanations of why a person was stopped is a major step in changing behaviour and generating understanding.
- b) Police training to better understand the meanings associated with their actions.
- c) Improving community-police dialogue by creating productive spaces and initiatives where political issues can be openly discussed and new relationships formed.

<http://www.opensocietyfoundations.org/voices/police-profiling-global-problem>

How do police leaders better position themselves in the political realm and keep their departments above the fracas? With great difficulty it seems, but consistent themes in the discussions of participants emerged as the need for unity, restraint and communication skills:

Positioning police leaders in the political realm, a need for:

- **Unity:** Police leaders need to work collectively amongst themselves to present a unified front on issues with government. National and sub-national political rivalries can drag in law enforcement, but retaining a focus on the citizen rather than the government is essential for law enforcement.
- **Restraint:** Three well-publicised cases of clashes between politics and policing were discussed in working groups and peer-to-peer sessions at Pearls. In all three cases, police leaders faced strong temptation (and even encouragement by media and the public) to become political figures in their own right through their leadership of law enforcement agencies at the centre of crises. However, as one participant remarked after protracted experience, that temptation must be avoided at all cost. For although there may be a benefit in the short-term by becoming a publicly political figure, the long-term risk of losing legitimacy in the eyes of the public is too great.

- **Communication:** The next generation of leaders will need to develop more savvy media skills as increasingly media-police interactions are critical to political narratives. Many events of 2014, most notably the riots in Ferguson, Missouri, have demonstrated the difficulties of navigating political narratives and how clumsy communication of the police narrative can seriously jeopardise public and political perceptions around policing. The next generation of police more than ever before will have to make the case, both to the public and the politicians, justifying their actions and place within society.

ECONOMICS

Intimately connected in many ways with the political debates surrounding the police is the increasingly pervasive problem of tightening budgets. No Pearls participant was unaware of the fact that the new generation of police would have to look, as the current generation has, at how to do more with less. No matter how well the case may be made for police funding, the fact is that, particularly in the developed world, there have been waves of belt-tightening intensifying over the past decade. With developed economies predicted to grow only modestly (if at all) over the next decade, there is every indication that there will be no quick turnaround to budgetary constraints.

Yet these increasing constraints come into conflict with the fact that law enforcement faces significant costs if it is to modernise and transform itself into the adaptable and capable force it desires. Working groups examining

Corporate Sponsorship and Public Policing

A scenario given by Working Group One asked Pearls participants to consider Corporate Sponsorship and Public Policing. Plans for cooperation with the pharmaceutical, sports- and tobacco industry, have resulsated in lively debate. Focus of the discussion has been the ability to safeguard the independence, neutrality and integrity of Interpol in these public-private partnerships. When a reputation like Interpol's is at stake, and reliability is crucial for all member states, it is vital that the activities concerning public-private partnerships should always be compatible with the principles, aims and activities of Interpol. Therefore, the partners must ensure full public disclosure and transparency regarding the origin and use of the respective funds.

Pearls working group, in light of this example, was tasked with discussing the ramifications and the future of private-public policing partnerships.

issues like cybercrime, data, public relations and human resources recognised that one of the major issues facing current forces is that they lacked key skills in their workforce to adequately address them.

Acquiring those skills can be a significant undertaking – several participants shared experiences of the high cost of bringing in specific talents to their agencies. In some cases these high costs caused dissatisfaction and resentment amongst the wider department. However, whilst the temptation may be for police leaders to ‘batten down the hatches’ and focus on core business when under financial pressure, the emerging wisdom from Pearls was that this attitude risks causing law enforcement to fall even further behind in the long-term. Significant investment is needed now, particularly in developing law enforcement staff with a wider and more versatile skill-set and bringing in those experts needed to set-down the structures capable of combating growing issues like cybercrime and data processing. Police leadership needs to sell the value of this to their governments. But even if they cannot, such investments should not be delayed or dismissed in favour of ‘traditional policing’ imperatives. The long-term cost of falling behind in emerging problem areas is much higher than the temporary pain of making cuts to traditional areas of policing.

Increasing economic constraints highlight more than ever the need for law enforcement to develop more sophisticated cooperative networks that can share resources. Law enforcement has traditionally lagged in these kinds of

Key Conclusions:

- Recognise and accept there will almost certainly be conflict of interest issues with corporate sponsorship, but this should not automatically close the door on possibilities.
- Consider the potential cost to public perception of corporate sponsorship. Law enforcement needs to carefully consider cost-benefits of such partnerships *before* engaging.
- Be proactive at setting the strategic goals for partnerships – corporate sponsors will do so for their own benefit, but law enforcement has to be equally clear in establishing its own benefits and goals other than simply vital funding.
- Work harder on governance structures to better resolve conflict of interest issues and potentially mediate the relationship. Independently managed funds and intermediary structures were suggested by participants.

relationships. As one *Pearls* participant noted, even innovations as simple as joint procurement across police departments are not nearly as common as analogous relationships in other areas of government. In a review in 2013, the UK National Audit Office noted severe under-utility of cost-saving partnerships between UK police forces, despite significant potential and relatively modest barriers.

Significant reform of police structures and services in nations such as Norway, the Netherlands and Russia points unequivocally to future law enforcement structures that are increasingly centralised and streamlined around core business. Most *Pearls* participants agreed that the trend was inevitable, and some embraced these cost-cutting measures as opportunities to gain greater leeway in developing new directions for their agencies. Some recurrent themes from the *Pearls* discussions regarding managing tighter budgets concerned turning cuts into opportunities, maintaining an attitude of frankness and honesty, and resisting the temptation to become too inwardly focused in the process:

Recurring themes in managing tighter budgets

- **Opportunity for Improvement:** As one delegate noted, “although we always complain about budget cuts, somehow each time they come we find somewhere where we can combine and reduce.” The right frame of mind, according to this delegate, was to see it as an opportunity to eliminate inefficiencies.



If you think competence is expensive, then try incompetence for a while. Incompetence is very expensive.

*Mr. Odd Reidar Humlegård, Commissioner,
National Police of Norway*

- **Frankness:** Most leaders at Pearls agreed that straight-talking was vital. Although easy to defer honest discussions about budgetary restraints until it was absolutely necessary, most Pearls participants agreed that certainty and forthright admissions were important for organisational morale.
- **Stay Connected:** One Pearls participant cited the temptation in tight periods to sacrifice community programmes, outreach and communications budgets in order to preserve what is perceived as ‘core business.’ “What some police leaders don’t understand is that being in our communities is core business. We can’t let budgets compromise our mission to the public.”

HUMAN RIGHTS

An often visited contextual factor in the work of police is the framework of rights and how police negotiate it in an increasingly complex society with changing expectations. Pearls participants, regardless of their origin or the size of the organisation they worked for, were acutely conscious of changing mores regarding rights and justice. Several Pearls participants however felt that although many law enforcement leaders pay lip service to the ideals of human rights and justice, in practice they tended to engage insufficiently with them in their day-to-day practices and underestimated the importance of aligning their goals with the expectations and rights of the broader public.



SINGAPORE POLICE POLICE

THE SURVEILLANCE STATE?

Singapore has become one of the largest adopters of digital surveillance, CCTV cameras having been installed in a wide range of locations from residential apartment blocks to public infrastructure, transportation services and commercial districts.

Numerous studies of the implementation have shown that Singaporeans express a high level of trust and satisfaction with their law enforcement and government agencies, and are willing to make the trade-off of privacy of security.

Part of the success has been a well-cultivated justification of the system in public communication – a whole of government effort has made clear to citizens the difficulty to administering a country with high population density and migrant populations through traditional police patrols.

www.foreignpolicy.com/articles/2014/07/29/the_social_laboratory_singapore_surveillance_state

Particular interest and contention amongst Pearls participants in 2014 was the issue of privacy, and how to strike the balance between the right to privacy and the need for data collection by law enforcement. High profile cases in recent years have highlighted a need for discussion and debate over where the balance lies. However, the issue is more complex than simply drawing a line when it comes to the use of data. As one commissioner highlighted in working group discussions, some societies are far happier to accept a degree of intrusion into their lives and relinquish some privacy for the sake of security and crime reduction. Each community will have different priorities when it comes to balancing privacy with security. The difference in part is cultural, but it is also about trust. As another Pearls participant remarked in response, “the main problem in [my jurisdiction] is that the people don’t actually trust the government and law enforcement to have their data. They mistrust our handling and what can be done with it, even if in principle they agree with data collection to fight crime.” Another participant observed that people are willing every day to give up vast amounts of personal information to private companies like Facebook, Google and marketing schemes – some soul searching is required by police as to why mistrust of the state has risen so much higher than corporate distrust.

Most discussants agreed that a fundamental missing link in striking the balance was the lack of a clear and coherent effort by governments and law enforcement to sell the case for data collection. This narrative must be constantly updated and demonstrated as relevant to the public. We need to



We must work harder to position our department to fit with evolving social expectations. We cannot take the public trust for granted any more. We must earn it.

*Mr. Tamasak Wicharaya, Inspector General,
Royal Thai Police, Thailand*

“show and tell” was the comment of one participant, to bring the public in on the reasoning for data collection and how it increases the effectiveness of law enforcement.

At the same time, law enforcement needs to develop more consistent and detailed plans for the collection of data with regards to rights. Part of the problem that has emerged in recent years, many participants offered, was that law enforcement had started to collect indiscriminately without sufficient consideration of the implication on the balance between rights and responsibilities.

The exponential growth in data collection may have stemmed from legitimate need as a tool for 21st century crime-fighting, but its growth was little explained in many societies and undertaken sometimes even without a demonstrable need. As one Pearls observer commented, much of that data, some of which was very sensitive within the context of the privacy and rights debate, had rarely if ever been used or processed by collecting agencies. Law enforcement, many agreed, needed to review and develop better guidelines on data collection. In short, law enforcement needs to be more careful in selecting which data it collects, and more proactive in communicating the reason for those selections to the public.



If we gather data and don't do anything with it, we're held more accountable than if we never gathered it in the first place.

*Mr. Andrew Scipione, Commissioner
New South Wales Police Force, Australia*

TECHNOLOGY

It does not matter what future scenarios you imagine will become reality, they all involve technological progression that will redefine the nature of crime. Technology is an environmental hazard that policing has little power to influence but nevertheless will be responsible for controlling in certain respects. As one police leader pointed out, “as much as one third of all technology becomes obsolete in any given year”. 3D printing, discussed extensively at the Pearls conferences of 2013 and 2014, may allow everything from weapons to drugs to be synthesised in domestic circumstances, rendering obsolete decades of policing in a paradigm of physical logistics. The port of Rotterdam, one of the busiest in Europe and one of the most important centres for policing operations against smuggling, drugs and illegal importations, may in such a future be become virtually irrelevant through 3D printing or aerial drone delivery, requiring relevant police protocols to be completely rewritten.

Accordingly, police leaders need to be able to quickly adapt to new technology. However the task for the current generation of police leaders is not simply to ensure that current technological advancements are implemented in their organisations (though this is certainly important). A further challenge is to create law enforcement organisations that are not confined to the technologies they were implemented with but are flexible and adap-



With so much focus now on efficiency, technology is the key to squeezing productivity while keeping effectiveness.

*Mr. Peter Ng, Commissioner,
Singapore Police Force (SPF), Singapore*

table enough to incorporate new technologies as they become available, removing the need to for constant activism on the part of leadership to generate uptake.

The former challenge is gradually being mastered – most Pearls participants responded that they were confident that their organisations were now keeping up with technological innovation, and there have been numerous examples of success in this regard. What remains, however, is the challenge of making future-thinking and adaptability a core part of the police organisation. In other words, making sure that the second challenge – the challenge of the organisation being able to quickly change itself in the face of paradigm-shifting technologies – is addressed. This is about creating a culture and a mindset in the next generation of leaders, giving them the skills to learn and adapt rather concentrating on the more traditionally prized skills of discipline and focus.

How can police leaders create organisational structures that encourage the right sort of thinking and adaptation when it is needed? A number of practical recommendations came from various Pearls participants and discussions – namely instituting better technology networks, creating skills exchange programmes, building capacity and developing flexible technology platforms.



Creating organisational structures: practical recommendations

- **Technology Networks:** Currently police organisations around the world concurrently work on similar problems, encountering new technologies individually and only occasionally collaborating on solutions. This culture is starting to change, but slowly – examples like Europol’s EC3 and Interpol’s Global Complex for Innovation need to be made to work so that new technologies are more broadly understood across international police forces so adaptation can be planned and prepared faster. Many of the cyber-threats are so complicated because of the dispersal of the network. Traditional policing operates very effectively in concentrated areas, but diffusion must be adopted to some degree to tap the collective resources of law enforcement towards a common threat.
- **Skills Exchange and Capacity Building:** Programmes that bring in external expertise in technology and emerging issues was mentioned by several leaders as effective. Essential skills in new technology sometimes takes too much time to develop in-house, and relying on this approach may cause the police to be a late, rather than early, adopter. Building networks with organisations that are involved on the front lines of relevant technologies are key to getting the information and skills required to adapt quickly to new challenges.
- **Flexible technology platforms:** Often operational platforms in large organisations fall into the trap of being designed around a specific



INSTITUTIONALISING MOBILITY

In mid-2013, the last of New Zealand Police’s 6,259 officers received an iPhone as part of a sweeping shake up of police operations and infrastructure. The Police Excellence programme made major changes to just about every aspect of police-work in the nation, but of particular importance was the technology rollout, with all officers receiving iPhones and half of all officers receiving an iPad as well. These new devices incorporated dedicated NZ policing applications that allow paperwork and reporting to be done in the field, link together previously fragmented information databases and networks, allow faster and more efficient communication laterally and vertically within the department, and allow real-time response to crime from both preventative and response standpoints. The system redesign is not simply about making the current generation of police better equipped, but building a platform for mobility that can continue to be improved as new technology emerges.

<http://www.police.govt.nz/sites/default/files/publications/policing-excellence-overview-to-30-june-2013.pdf>

technology or modality. This makes change difficult, as a great deal is invested into the old system, making updating an enormous task and one that is often prone to new problems. Modular systems may be more complex and expensive to initially set up, but pay themselves back in the long-run in terms of adaptability and flexibility.



Cybercrime remains a key concern to Pearls participants – indeed, when asked to list the top three challenges their organisations face, half of the respondents cited cybercrime specifically or technological change more generally. Clearly, law enforcement cannot continue down the path of assuming they can internally develop the skills and know-how necessary to combat these threats alone. This was elaborated at length with the recent announcement of the Joint Cybercrime Action Taskforce by Europol, which will attempt to align at even more senior levels strategic and operational activity regarding cybercrime. But as one Pearls participant warned, the pace is currently too slow, and most national law enforcement agencies are only gradually coming around to the need to participate openly and without restraint in trans-national cybercrime programmes.

Even so, trust and capacity are major issues. One Pearls participant demonstrated this in striking contrast when discussing a major crisis facing their organisation in recent years which involved technology with which the police had little to no direct experience. The corporations who had

Law enforcement is a world of its own, but we need to ask whether it is good for us to be such a closed society.

*Mr. Alexander Prokopchuk,
Head of Interpol National Central Bureau,
Ministry of the Interior, Russia*

the experience and the knowledge of that technology were slow or even resistant to trust the police and share relevant information – investigations continued in isolation until external political and media pressure forced collaboration.

Yet even when that collaboration had begun, it took a significant amount of time – too long – for relevant officers to get up to speed with the nature of what they were dealing with. Law enforcement lagged days and weeks behind new developments. The reflection was that despite all the modern technology at police disposal and the supposed interconnectedness of modern information networks, most of the bottlenecks and failures in the subsequent investigation were the fault of human limitations and cooperative breakdowns.



We have to get to know each other better to face the future. We have to foster more international communication... In a crisis, we need to trust that we can pick up the phone to our international colleagues.

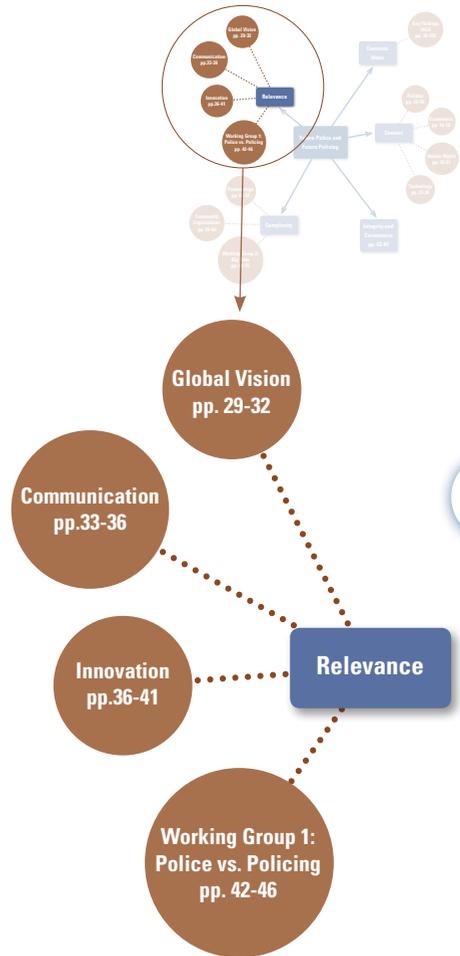
*Mr. Khalid Abu Bakar, Inspector General,
Royal Malaysia Police Force, Malaysia*



NODE TWO: RELEVANCE

A branch of the Pearls mind-map concerns the various ways in which law enforcement struggles to maintain its relevance into the 21st century. The four main ideas stemming from this node includes the global vision of law enforcement, the way it interacts with the community, how it can continue to be innovative, and the ongoing divide between police and policing as two diverging concepts.

Staying relevant in the 21st century is about aligning competing visions of future law enforcement and keeping up with changing contexts. But more than simply having a vision for the future of policing, law enforcement needs to be better at communication and interaction with the public and political system in order to ensure that its ongoing relevance is understood. As one Pearls participant opined, “we are great at telling stories to each other, but not so good at telling stories to our communities and stakeholders.” Telling the story and staying relevant to the lives of the public is as much about working with the traditional bread-and-butter of policing presence – community interaction and visibility – as it is about adapting to new forms of communication that are relevant to the next generation.



Law enforcement has been a relatively late-comer to the latter, and needs to improve its efforts over the coming years in order to stay connected with an evolving society.

Creating a vision, communicating that vision, and aligning what the *police* are with the changing nature of *policing*, are critical tasks that law enforcement leaders must engage in for the sake of the next generation. And finally the police need to structure themselves for the future to be a learning organisation – an ability to innovate and adapt must be woven into the fabric of law enforcement rather than simply a priority that is recognised every few years.

A major theme of the IALG presentation in 2014 was the need for international policing to attend to the broader problem of its relevance going forward and take a more proactive role in shaping its own story of its mission to the community and how to ensure that both the police, and policing, meet the expectations of the 21st century.

GLOBAL VISION

An ongoing theme of discussions at various Pearls conferences has been the general need for law enforcement to better define its core principles and mission on an international scale. This responds to the fact that policing is rapidly evolving whilst many aspects of the police itself are not. The case for the relevance of the police within the future law enforcement landscape is assumed yet poorly articulated. Strategic level thinking regarding inter-



Like it or not, we are society's primary problem solvers. We are the ones on the street 24 hours a day, seven days a week. We not only represent our government, we represent our community and their hopes for a safe a secure life. We are the front line. What we do makes a difference.

*Professor Anthony Ribera, Director,
Institute of Criminal Justice Leadership, University
of San Francisco, United States of America*

national policing has only been cursorily addressed when compared with tactical and pragmatic issues, which are more routinely discussed. In 2013 the Europol Working Paper on *Creating a Global Vision* for law enforcement concluded that the key areas upon which a vision for international policing would need to focus – managing priorities, internal and external balancing, public consensus, holism, privacy and trust, global cooperation and mutual assistance.



Key areas vision for international policing

- **Policing where it is needed most:** The police of the future need to regain authority over those areas which have become socially and economically more isolated. This is not simply a matter of coercion however, but must be multidisciplinary and involve improvements in other public services and a restoration of trust between those communities and police.
- **Balancing internal and external demands:** There is a widening gulf in modern policing between what the public demands or expects from the police in the work that they do, and what the police themselves see as the best investment of their resources. Striking the right balance between democratic and technocratic inputs into policing must be central.
- **Narratives and public consensus:** The police of the information age have very high standards of legitimacy applied to them and their actions. Therefore, the police need to be better at creating narratives to achieve consensus

We have made some significant advances in the past ten years, but even borders in Europe are still very real and new legal and strategic frameworks are needed to overcome our differences.

Mr. Oldrich Martiň, Deputy Director, Europol

on their priorities in the public domain, and engage more intensively to bring stakeholders along.

- **Holistic response models:** The traditionally dominant approach to crime fighting of investigation and arrest is labour-intensive and complex, and far from the most efficient way to fight many types of modern crime. Disruption, such as intercepting proceeds of crime; or prevention, through education and regulation; stand as much more effective tools for some crimes and need to be more consistently integrated into the modern policing arsenal.
- **Privacy and trust:** With the proliferation of means to collect and scrutinise data, there needs to be a public trust and legal framework that matches technological potential. Important questions need to be asked and decisions made as to finding the right mix between privacy and security for future policing.
- **Global cooperation:** This is essential given the enormous growth in cross-border crime and the future trends in criminal activity. International frameworks are needed so that consistent legal and enforcement approaches are possible across borders. Enforcement of these frameworks must come from much closer cooperation between agencies.
- **Mutual assistance:** The globalisation of crime naturally means that it has and will move to states that lack the capacity to fight it effectively. Fighting it internationally is not just a story of external intervention, but also of ca-



capacity building and mutual assistance in those countries to help build their domestic policing capabilities. The vision for international policing should include a duty to assist nations who do not have the means to deal with crime effectively.



The topic of the Europol paper was raised again at the 2014 conference, but the major problem lies not necessarily with articulating the vision but getting political leaders and stakeholders to endorse it. A pressing problem perhaps is the lack of authoritative voices in the international policing sphere who might be able to assemble a sufficiently broad consensus to endorse one. A global vision, therefore, seems vitally necessary and yet there is a major problem identifying what the starting point would be for creating one. Even amongst the collegial atmosphere of Pearls, there was little consensus forthcoming as to who or what institution could take command of this task.

Yet lurking deeper is the underlying issue of whether the police are truly ready to take the steps required to forge an international policing vision. It sounds good in theory, but on the hard questions of sharing resources and information, developing holistic responses, and abrogating some local authority in favour of global entities; it is far from clear whether police, the public or politicians alike are truly ready to take the steps required to work in a meaningful way towards a global strategic framework for policing. As one Pearls participant commented “the cybercrime crisis has shown me how bad things need to get before the politicians, police and public are ready to give up something to get international policing truly functional.”

These are the hard yards of international cooperation - to be honest about what you are willing to compromise on. Are we ready to make the difficult sacrifices required?

Professor Mónica Serrano, Center for International Studies, El Colegio de Mexico, Mexico

COMMUNICATION

Staying relevant means evolving in the way police communicate its mission and its value to its stakeholders, whether they be the public or the political elites. Discussion at Pearls in Policing 2014 never strayed too far from the topic of communication strategies – from how the police communicate their value as a strategic vision to how they convince the public to maintain their trust in them. As expectations about public order-keeping change, police need to change their operations but also change the way in which those operations are communicated to the public. A major aspect of this is transparency and accountability – major shifts in community expectations mean that to stay relevant and credible, law enforcement must relate to their constituencies in a more open and direct way than has been previously done.

Discussions in working groups regarding the ‘big data’ question returned to this subject several times. For although one aspect of the challenge of handling the rise of digital order-keeping was technical, another entirely different one was convincing the public that the police were the right organisation to keep that order. In the absence of a clear and compelling narrative from law enforcement about the necessary balance between privacy and security, the public and media commentators will simply fill the empty space. The issues raised over high profile cases regarding management of private information, such as those raised by Edward Snowden,



24H POLIZEI

From 7pm on June 6th 2014 to 7pm the following day, the Berlin Police gave an example of the power of using social media to help the traditional media and the public-at-large understand the depth and complexity of everyday police work. For 24 hours, the Berlin Police tweeted almost every call the department received from across the city. The diversity was at the same time serious and amusing – the most retweeted alerts were those regarding entertaining or trivial incidents. However the overall diversity of the work of the police was communicated and the attempt at transparency received significant attention in the German media, as well as generous responses from the general public. The department received scores of new recruitment applications in the weeks following as the public gained some insight into the diverse, interesting and important work the department was engaged in. Though the initiative was only in place for 24 hours, it highlights the kind of innovation in police communication that can have a marked impact on public perception.

<http://venturevillage.eu/german-police-sets-excellent-example-on-how-to-use-twitter>

required a better response from law enforcement and a more transparent discussion about the realities of security in the digital age.

Many of the peer-to-peer discussions at Pearls described significant challenges regarding how the police related to the public and their political masters – once more, issues of communication and how the police developed narratives of their own work were vitally important.

- **Traditional Media:** Managing the traditional media is one part of this challenge to stay relevant. The relationship with the media is fraught with complexities, as few Pearls delegates would deny. But some prominent examples discussed during the 2014 conference raised some of the salient benefits and pitfalls in media relations. In terms of benefits, one police commissioner spoke at length about a case in which a mentally-ill member of the public brandishing a knife was shot by one of his officers in a public place when he could not be subdued. The incident set off a wave of negative press coverage, but in response the commissioner invited the reporters inside police training facilities and to give them a sense through training scenarios of the actual dangers posed to police in situations similar to those that occurred. Although not all reporters responded positively to the invitation, the outcome was overall a constructive one and began a process of better communication and shared understanding between local officers and the local media. Using incidents like this one as opportunities for teaching moments was an experience cited by several Pearls participants.



*There is a difference between
the public interest, and what the
public is interested in.*

*Mr. William Blair, Chief of Police,
Toronto Police Service, Canada*

However with such experience came warnings – close media relations can cut both ways, and law enforcement has ample experience of operational constraints that can be caused by media attention. The 2014 Cliff Richard case in the United Kingdom, in which police gave a news outlet privileged access to information about a high profile investigation in exchange for it embargoing a story until operations had commenced, highlighted once again the problematic negotiations between the police and the media sometimes required to preserve the effectiveness of an investigation.

As one Pearls participant surmised, the fact that the media is interested in what the police are doing can lead to problems in maintaining the integrity of the police mission regardless of what action you take – there are no perfect strategies. The appropriate trade-off has to be found between operational integrity and agency integrity – sometimes you cannot have both.

- **Social Media:** Participants have been discussing social media at Pearls conferences for many years, however in 2014 the high profile use (and abuse) of social media in matters of public order came in for particular attention. There was a feeling amongst many Pearls delegates that the police were getting better at deploying their voice over social media networks. Innovative uses in a range of areas were cause for hope. Consensus had shifted to the notion that dedicated resources and a staff with the right skills and aptitude was required to adequately handle social media efforts.



To earn trust you must inform the public. With such a large audience watching the police and justice agencies, communication is critical to what we do. We must be constantly explaining what we are doing and why we need to do it.

*Ms. Michèle Coninx, President,
Eurojust*

Indeed, as one Pearls participant argued, social media allowed police to have their own voice and directly appeal to the public, rather than rely on the traditional media or political elites who often had their own agendas and were sometimes unreliable mouthpieces for law enforcement. Although traditional media would continue to be influential, investment in the staff and resources that could make social media initiatives a success now would be critical for maintaining the future relevance of police communications.

Part of this push is to recognise and be innovative in the use of this medium – social media is increasingly becoming the primary source of live information during major events and crises. Social media savviness thus is not just about maintaining an appealing public profile – it will ultimately be a tool in the arsenal of police to maintain public order, and has been used as such in cases like 2012 Montreal student protests.

INNOVATION

Everyone pays heed to the idea that the police need to be a flexible, adaptive organisation in order to accommodate emerging challenges and have the capacity to rebuild themselves as necessary over time. But how do you do it in practice? How do you make buzzwords like innovation and adaptation something you can actually use?



#MANIFENCOURS

A shakeup of the way social media was handled through the Montreal police Twitter account revealed how important use of social media can be to police operations. The SPVM police account was overhauled in 2012 to provide real information to the public rather than simply serve as a public relations tool. The usefulness of this change became evident during the 2012 Montreal student protests. Live Tweeting impartial coverage of the protests and police responses, whilst engaging in rumour control, led to the police's twitter hashtag #manifencours becoming the de-facto discussion stream over the protests and allowed the SPVM to become a trusted source of live information regarding the protests.

This new-found credibility was to be essential in the days following. On a night when over 10,000 students clashed with a police blockade, protestors towards the rear of the lines began tweeting misinformation, including that the police had started firing rubber bullets on the protestors (which was untrue). The SPVM account used its credibility to dispel rumours and redirect the protestors down another street, which was successful in defusing the situation.

<http://markblevis.com/social-media-in-public-safety-and-law-enforcement/>

This is a question that many Pearls participants were eager to grapple with. A frequent component of suggestions is better management of relationships between the leadership and the rank-and-file. A wide variety of different tools and structures were mentioned by Pearls delegates, from formal sessions that deliberately networked different parts of the department together to discuss problems, to highly informal methods such as requirements that senior officers spend a minimum time each year working within front-line units to get a sense of what is happening at the street level. These are all methods of attempting to improve the flow of communication within law enforcement organisations and come from the experience of many police leaders who feel that some of the best ideas they have seen have come as suggestions or questions posed from the rank-and-file. This can be tricky to accomplish in an organisation where hierarchy and discipline are critical elements of police training and culture, however some Pearls participants pointed to more horizontal organisations in other areas and opined that a lack of overt structures enforcing discipline and hierarchy did not necessarily mean that their organisations were either non-hierarchical or lacking in discipline. Police leaders do have to challenge some of the received wisdom of how the police are structured if they want to create environments in which innovations, rather than rote responses, flourish.

This issue speaks to a wider confrontation with the prospect of a new generation of policing. As one Pearls participant said, “the next genera-



Police leaders need to fulfil the roles of both a commissioner, who leads the men and operations, and a chief executive, who leads the organisation and the strategy. Traditionally, our leaders have been far better at satisfying the first role than the second one.

*Mr. Viv Rickard, Deputy Commissioner,
New Zealand Police, New Zealand*

tion will not just do what they're told, they will also want to know the how and why of what they're doing." There was an implicit recognition among many leaders present that the new generation of police were indeed far less likely to be inspired or interested in police work when it was shackled to more traditional structures of policing which prioritise hierarchies and discipline. Creativity and innovation are important and are very attractive components of work for the next generation, yet it remains a challenge for police leaders to create structures that will encourage the new generation within law enforcement organisations to actually innovate and be creative in the way their work is applied.

This imperative is important not only to encourage better information flows within departments and the spread of ideas throughout law enforcement – it is critical to get the new generation of police leadership into organisations in the first place. Major problems of human resources are emerging because the right people – the people the police will need to staff and run the innovative and successful departments of the 21st century – are increasingly less attracted to police careers. This is another side of the relevance story, and if not addressed now may have far bigger consequences in the future when the current generation of police leaders retire.

Hierarchies are part of the problem: the current generation, as several Pearls participants acknowledged, are not motivated by long-term loyalty to an organisation. They are not interested in “waiting their turn” – if they are successful and delivering innovation and yet feel not adequately rewar-



If you want to be a learning organisation, you cannot be preoccupied with ranks... Innovation very often comes from the field.

*Mr. Marc Parent, Police Chief,
Montreal Police, Canada*

ded, they will move to other organisations who will reward them. This is not just about financial compensation, though it does have some relevance. It is a larger problem of police culture and hierarchy, which has traditionally had more of a focus on experience and longevity.

These values are still valuable and shouldn't be sacrificed for quick gains, but room has to be made for inspiring the innovators of the next generation who will be less interested building a long-term career with an organisation and more interested in the freedom to find solutions to problems and a mission that inspires.

A mission that inspires theoretically should not be a problem, for police work is extremely important. However, it does require outreach that does something different than traditional forms of recruitment. Innovative programmes like Teach for Australia have attempted to recast the mission of teaching into ways that appeal to the 21st century workforce – the programme has targeted high-calibre university graduates into a system that streamlines their placement into schools – usually schools falling behind in national benchmarking. The success has surprised many, and few would have believed that the image of teaching could become so appealing to an important sector of the graduates market.



SMART POLICING

A partnership between Philadelphia Police and Temple University, known as the Smart Policing Programme, has become a standout accomplishment in institutionalizing innovation and adaptability in the United States by making data analysis a core function of police capabilities. Although intelligence or data-led approaches like this have been instituted in a wide variety of contexts internationally, a major factor in the success of the programme in Philadelphia has been the intimate relationship with Temple University, which has led to the creation of a centre for crime science focused on experimentation and results-orientated research. That centre and the police-academic relationship has reported success in capacity-building, data analysis and creating new strategies for addressing crime.

The success of the partnership has been part of the success in bringing Philadelphia's crime rates to the lowest in many years, and offers a blueprint of how partnerships for innovation can be made to the mutual benefit of both police and the academy.

https://www.cna.org/sites/default/files/research/Philadelphia_Site_Spotlight.pdf

Those kinds of initiatives are not only possible with law enforcement, but may in fact be even more necessary due to the overwhelming burden of media and Hollywood depictions of police work that have created an image of policing that precludes many of the elements that might appeal to the 21st century graduate – the community service, social work, cyber-crime and criminal justice aspects of policing are frequently supplanted in popular media by high-octane elements like car chases, shootouts, gang warfare and murders. Police can and need to be more proactive in defining their own public image rather than letting other mediums do it for them if they are to stay organisationally relevant to the aspirations and interests of the next generation of police.

Key strategies for institutional innovation in law enforcement emerging from the discussions at Pearls include breaking down hierarchies, innovation partnerships and narrative change:

Key strategies institutional innovations

- **Breaking down hierarchies:** Working towards flatter, more open environments in law enforcement is a necessary cultural shift over time to encourage more innovation and communication within police organisations. Discipline and hierarchy are still foundational to police operations and are an essential part of operational control, but compromises must be found to recognise the future needs of crime fighting.



It's very important to start giving the public, the media and the politicians a realistic impression of police work in the modern world. We have to correct the image of the Hollywood police

*Mr. Klaus Kandt, Polizeipräsident,
Berlin Police, Germany*

- **Innovation Partnerships:** Building bridges with non-traditional partners like universities and human resources firms were cited examples of partnerships that contributed greatly to the innovative capacity of law enforcement agencies if barriers of trust and capacity-limitations were overcome.
- **Changing the narrative:** Developing alternative narratives about policing that can appeal to new sectors of the community and the next generation of law enforcement officers and leaders.

WORKING GROUP ONE: POLICE VERSUS POLICING



Police versus Policing in an Ever-Changing World

The first working group for the Pearls in Policing Conference 2014, led by Professor Bob Hoogenboom and Chief Constable Patricia Zorko (The Netherlands), asked delegates three fundamental questions:

- What is the future role of the police given fundamental shifts in strategic and operational environments?
- What do stakeholders – political, private and public - want their police to be?
- What will policing look like as the traditional security monopoly erodes?
And as crime and social unrest are rising?

Central to answering these questions is an understanding of history, and whereas once police and policing might have been virtually synonymous, in the 21st century they are increasingly distinct. Policing in the modern world is a task being undertaken by an ever-increasing number of actors across the public and private sectors. The profusion of public regulators

Police leaders must be mindful of the fact that you are always working in someone else's garden.

*Ms. Patricia Zorko, Chief Constable,
Central Division, National Police
of the Netherlands*

and oversight bodies, combined with the precipitous rise in private security, means that the institutions created specifically to carry out the task of policing are now just one of many potential suitors for the public's trust to maintain law and order. The police cannot rely on the authority and supremacy they had in the 19th and 20th centuries – they need to be engaged in an ongoing dialogue and strategic thinking about the relevance of their organisation within a policing context that is much bigger than simply what the police are doing. Thus a key question put forward by Hoogenboom and Zorko was “how do you position yourself in multi-agency realities? Do you have a strategy?”

A key theme of the working group is that the police need to be proactive in making this case. Most police agencies are content to be observers and allow their role in policing to be shaped by events or the movements of other players. But the police need to become ‘movers and shakers’ in their own right if they are to stay as relevant as they are now to 21st century policing.

This is not always an easy task – as the working group pointed out, few if any of the original problems that the police were established to address have disappeared. Violence, robbery and maintenance of public order are still imperatives police will have to respond to, yet too often the police allow themselves to focus too intensely on traditional challenges, neglecting to plan for those that are emerging.

Multi-Agency Policing in Ports and Harbours

A scenario given by Working Group One asked Pearls participants to consider the Port of Napura, servicing a city of ten million and facing challenges such as illegal immigration, regulatory instability and political corruption. The discussants were asked to examine a policing strategy that took account of both the police and other policing providers within the scenario.

Key Conclusions:

- Create an agency with overall responsibility to coordinate policing of the port. Although partnerships and public/private arrangements can be beneficial, overall strategic planning is required and that necessitates a responsible leader for overall policing.
- Develop a scheme which prioritises and arranges responsibilities and functions into categories – the most important being finding out what simply cannot be privatised in order to maintain security and control, versus those that can be



Yet even in traditional areas, the jurisdictional boundaries between organisations are blurring. An example discussed at length is maritime security – an area where there are enforcement bodies of various types and levels who have moved into the space (e.g. national customs agencies, navies, immigration authorities, national and international police, and private security firms).

Even beyond these kinds of examples, the justice system as a whole has seen more and more private entrants, in every sector from forensic investigation to prison management. The exponential growth in the privatisation of policing has significant consequences for the traditional police forces that cannot be ignored or brushed away. Indeed, “when there’s a crisis, people look to outside resources.” The expansion of private security and the movement of policing responsibility into private hands is as much about ongoing crises and transitions that have been poorly managed by law enforcement, as it is about economic and social change in the 21st century.

This new world of policing has made the lines of responsibility increasingly difficult to untangle. What is public and what is private, and who is responsible for policing what? Should police be concerned with the waning of its authority over policing-at-large or embrace the fact that there are many more helping to carry the burden? How the police (and all players) interact in this space effectively requires much more thought into the strategy and relationships between players. Communication and interconnec-

contracted out to private organisations.

- Set up the port policing strategy with an international vision and work to integrate it closely with international policing agencies and other key domestic agencies. Build relationships, structures and lines of communication to integrate it into the global context.
- Get as many political and public stakeholders on board as possible to ensure the success of the mission. Ports are hot-beds for criminal activity and require intensive resources dedicated to maintain control. The political will behind the project must be strong in order for it to realistically have a chance of succeeding.

tion between partners in policing is essential to ensure that effectiveness is maintained.

Beyond the private sector, the increasing interconnection between citizens through social media has given rise to a trend of vigilante policing by amateur enthusiasts. Social media ‘man-hunts’ have been seen on a minor scale all over the world, and has become an especial ‘naming and shaming’ trend in China. But although the combined detection powers of thousands of interested citizens over a social media network can be extremely powerful and effective, it can also be highly destructive or even unjust in a policing context. It is imperative then that police maintain the trust of the public as keepers of digital order as well as public order – vigilantism online is similar to vigilantism in the real world. It is a reaction against the perception that the police cannot or will not deliver justice and do the job of policing.

How we deal with an increasingly uncertain environment is through strategic planning. Professor Hoogenboom was at pains to draw from the wisdom of Sun Tzu, who advised the would-be leader that “Strategy without tactics is the slowest route to victory. Tactics without strategy is the noise before defeat.” As has been commented elsewhere, the police obsession with tactical supremacy is understandable in the context of its historical mission, but it’s hurting the police as an organisation when positioning itself for 21st century policing. “The police need to move from case- and incident-driven conversations to strategic conversations.”



*Why are we a pillar of society?
We need to reframe what we do,
craft strategies to do it, and
develop narratives to win the
public’s hearts.*

*Professor Bob Hoogenboom, Forensic Business,
Nyenrode University, The Netherlands*

CONCLUSIONS OF WORKING GROUP ONE

- Be proactive in developing the strategic thinking of law enforcement to position itself within a broader policing context in which the police are just one of many different actors in that space.
- Those strategies must be designed to detect and respond to changes in the environment, and must lead to the establishment of new capabilities, competencies and collaborative networks that are agile and responsive.
- Law enforcement needs to come up with better answers regarding the difficult questions of its role and relevance in the 21st century. Traditional narratives are ringing more and more hollow as time goes on.



NODE THREE: COMPLEXITY

Many points of discussion at Pearls 2014 harken back to a central theme regarding how the next generation of police position themselves to handle the increasing complexity of maintaining law and order in the 21st century.

Handling the increasing complexity of crime remains a central priority, and many of the Pearls presentations and the work of the IALG in 2013-2014 was focused on providing answers to the question of how to build capacity to deal with that complexity. Yet for all the investment being made, there is a somewhat schizophrenic approach in contemporary policing towards the problem. On the one hand, organisations are investing significantly in building their internal capacities, and many Pearls leaders identified the ever widening array of skills and talents required in their recruitment strategies. Yet at the same time, there is recognition and advocacy from that same group that partnerships are the optimal way to handle complexity – information sharing, specialisation across different agencies, and joint-actions were a more efficient and more reliable way to handle crime. Movement towards the partnerships strategy for handling complexity is becoming more



and more popular – as experimentation in this area succeeds the faith that such mechanisms can be relied upon will increase. But law enforcement has to get to that level of trust first, and before it does, most leaders are hedging their bets so they have the capacity to tackle complex crime on their own.

Part of the success and the failure of the prevailing models of law enforcement is its parochialism. In the context of the discussions at Pearls of the evolution of policing, such parochialism was actually a vital part of the cohesiveness and effectiveness of local policing and the root of its important bond with community. With international and cyber-crime expanding so quickly in scope and volume, part of the complexity issue is how to maintain the faith with the local communities upon which the police were originally based and still be capable of fighting crime that has no local basis. In the context of limited resources (both financial and human), the inherent complexity stems as much from deciding what to let go as choosing what to take on board. In three key areas of this dilemma, the Pearls 2014 conference discussed extensively the implications for building partnerships, managing information and meeting the evolving standards of community expectation.



Looking at things from 50,000 feet is sometimes very valuable, and it can open your eyes to new concepts. But how do we operationalise them? How do we make it happen in reality? You have to understand the ripple effect a change is going to have in your organisation. Everything is connected to something else and reform can't be done in isolation.

*Mr. Charles Ramsey, Commissioner,
Philadelphia Police Department,
United States of America*

PARTNERSHIPS

Of perennial interest to the Pearls forum are strategies and tactics for creating and maintaining effective partnerships. Law enforcement tasks in the face of increasing complexity are almost always easier to address when the power of multiple agencies are combined and access to information, resources and support are not restrained across the network. In reality partnerships have progressed but at a slow and haphazard rate, and whilst good in theory often breakdown in practice due to recurrent issues of trust, jurisdiction and legality. No easy solutions to these problems have been found, but trial-and-error is a major factor in the learning process and over time the collective experience in law enforcement of collaboration efforts has led to gradual improvement and overcoming the long-held culture of parochialism.

The best strategies for dealing with increasing complexity generally involve creating partnerships in some form. Global law enforcement is in a gradual paradigm shift towards interconnectedness with both strategic and operational collaboration as the norm rather than the exception. Both working group and peer-to-peer discussions continually harkened back to the central dilemma of how best to develop and maintain relationships to the benefit of law enforcement. Some key suggestions to arise out of the discussions included clarifying responsibilities early, incremental rather than overly-ambitious visions, an emphasis on trust-building, open and frank



Building partnerships is a process. You're best to start with small initiatives and to sit together day-to-day. We have to talk to them and they have to talk to us.

*Mr. Peter Henzler, Vice President,
Bundeskriminalamt (BKA), Germany*

attitudes, more focus on non-traditional partnerships, and maintaining consistent leadership over the medium-term.

Developing and maintaining relationships to the benefit of law enforcement

- **Responsibilities:** A key challenge regarding functional law enforcement partnerships is assigning responsibility and authority. Insufficient focus on either of these has caused numerous problems in examples cited by Pearls participants – even if the resources, willpower and agreement is solicited; operationally the partnerships have a tendency to founder if the big issues of responsibility and authority aren't sorted. Sometimes these issues are avoided at the outset to forestall difficult political or legal debates, but eventually they need to be addressed. As one Pearls delegate commented, “you have to ask everyone the question, ‘OK if we’re going to go in together, how we will get out together?’”
- **Gradualism:** Several Pearls participants discussed the notion that some partnerships are too large in scale and established too quickly to really deliver on their promises. “Trust and reliability come over time.” Although there is a need to for large-scale effective partnerships, small-scale partnerships that can deliver quick, demonstrable wins run a lot less risk of failure and are easier to get to a functional state quickly. When discussing partnerships regarding international collaboration



Everyone has accepted the needed for cooperation and partnerships, but bureaucratic obstacles prevent genuine inter-action. Routine/official/obedience relationships with partners are not worth much.

Mr. Rohit Choudhary, Addl. Director General of Police, Punjab Police, Indian Police Service, India

on information sharing, some Pearls participants expressed the need for small, willing participants to get together first and build a working model in easier circumstances that can later expand, rather than attempt a full-blown international system right off the bat which has too many points at which agreement might break down.

- **Trust:** All too frequently, partnerships failed over time due to a lack of trust hampering key elements of the partnership, such as information sharing and inter-jurisdictional operations. Several Pearls participants commented that that this problem afflicted both sides, but that the police in particular had a distinct problem in “letting go” of the notion that law enforcement must be the managing partner in its relationships.

Some solutions were offered, and one of those was “quick wins”. As one Pearls commissioner commented on their experience of partnerships with the corporate sector, positive results (even on small matters) within the first six months were very important to turning the opinion of middle management around that the partnership could be gainful and that the police were not compromising their security to get those benefits. Now their approach is to plan for quick wins with new partnerships to foster the trust-building process. Another delegate commented that co-location and frequent interpersonal interaction with partners was important. Too often the partnerships are set up on a managerial and strategic level but on-the-ground

Policing Cyberspace and Public-Private Partnerships

A scenario given by Working Group One gave Pearls participants a ministerial mandate for law enforcement to create a national cyberspace security committee, along with collaboration arrangements with public and private entities.

Key Conclusions:

- Demarcation is essential – tasks like this involve multiple agency jurisdictions and clear “lines on the road” need to be set out in order for the initiative to work. Cyberspace has no borders, and patrolling cyberspace is not like patrolling the streets.
- The strategic approach needs to be whole-of-government – there is no point setting up the framework if there is not a comprehensive overview of the needs and obligations across all sectors.
- Private sector companies need to be engaged at the very top – strategic as well as tactical agreements between the private and public stakeholders.

interactions are minimal and as a result people won't make use of the partnership. As one participant said, "you need to know the people on the other end before you'll feel confident to pick up the phone."

- **Honesty:** Law enforcement agencies need to be honest with themselves about assessing their capabilities and weaknesses, and accept that partnerships do not exist simply for the benefit of law enforcement, no matter how noble the intention. Police organisations need to loosen their grasp on areas they've traditionally seen themselves as being the sole authority and trust others to move into that space. Especially in broad areas of prevention where the police bring only one dimension of the skills needed for success, law enforcement will also have to accept more consensus and deliberative leadership structures for those projects – the police will not simply be able to 'command and control' as might have traditionally been the case.
- **Non-traditional partners:** A theme from the Pearls 2013 conference re-occurred in 2014 – a growing sense that the most gainful future partnerships are there to be made with agencies outside the security community. Suggestions ranged from large corporations and universities to small groups that might never be traditionally considered. One Pearls delegate spoke of the benefit of an interaction with a 'hactivist' internet security group that were enthusiasts in combating cybercrime and could help provide intelligence to law enforcement about emerging threats. Networking with

- Private-sector relationships need to be managed carefully in terms of trust and competitive advantage.
- Even though there might be solid business incentives for private companies to join forces with the police, the basis of the relationship has to be focused on corporate-social responsibility in helping to combat /prevent crime.
- Incentives need to be structured at the strategic level to ensure accurate reporting of cybercrime from the private sector – too much of it is dealt with in-house.
- Employee exchange between private and the public sector is important.

non-traditional partners requires quite a bit of creativity and investment into bringing new people into what has often been a closed circle. However several Pearls delegates felt this was essential –most of the major crimes that concerned them like cybersecurity and transborder activities required a major rethink of standard approaches. This starts at the most basic level: police need to interact more frequently (and in one example offered, cohabit) with a much wider variety of community stakeholders. “We don’t need more conferences with other police officers, we need more conferences with CEOs and interest groups.”

- **Sustained Leadership:** Strong partnerships require the police to be proactive and lead by example, and that means a high level of buy-in from senior police leaders. Several Pearls participants commented that this was a common misstep made in the creation of new programmes or partnerships, particularly when it came to initiatives with non-traditional partners or those outside the usual ambit of police work. These partnerships looked good at the strategic level, but insufficient buy-in at lower levels meant in practice the partnerships were not truly functional. Functional partnerships require that senior leaders bring their organisations along with them to build the trust, honesty and accountability required. This takes time, and sustained effort is required to bring a partnership to a level of success that ensures it will continue beyond the tenure of its initial leaders.



COMMON RISK ANALYSIS

Former FRONTEX director Ilkka Laitinen cites the development and success of the Common Integrated Risk Analysis Model (CIRAM) as one of the leading achievements of his organisation, and one of the most important litmus tests for the organisation’s ability to maintain joint partnerships. CIRAM involves access to vast amounts of data from EU member countries and the distribution of analysis back to member states and entities – a process that not only involves sophisticated analytical capacity but critically the trust and agreement of member states.

As FRONTEX’s success or failure depends on stakeholder consensus, the leadership skills for the next generation of directors are that of the diplomat rather than the commander. For Laitinen, staying with FRONTEX over the long-term was critical – a stability of leadership was essential as only after several years of learning from mistakes, trials and errors was the survival of the project assured. “It took us three or four years to learn and develop the organisation, and demonstrate the utility and importance of projects like CIRAM to members, before we were an organisation capable of meeting expectations...and there was another five years of quality improvement to bring it to the level it is today.”

<http://frontex.europa.eu/intelligence/risk-analysis>

Pearls in Policing can be cited as an example of these concepts in practice – it works because of the level of honesty and trust that has gradually built up over time under the sustained leadership of a few key figures. As one long-time Pearls participant remarked, Pearls has now reached a critical mass whereby constricting formalities and ‘official speak’ have been overcome and genuine, honest interactions are possible. And yet this has taken significant time and investment to create, and it is only now discussing the possibility of expanding its role into a potentially more intensive and pragmatic support role for international policing. In other words, truly meaningful partnerships take years of investment and effort with high levels of strategic coordination.

COMMUNITY EXPECTATIONS

It is not only technology and crime that is changing – along with it comes social and political change. And it’s the transformation of the latter that is propelling police to rethink their most fundamental relationship – their duties and obligations to the public. The steady shift towards greater community participation and the ever higher demands of the public for democratic and transparent governance has traditionally skirted around matters of law enforcement and the military. But waves of public critique of law enforcement have only amplified in the 21st century with greater access to information about police activity and a far greater ability for it to be shared widely amongst the public.



Police leaders always need to remember it's a two-way relationship with our citizens. We need the public to trust and cooperate with us, but we also need to be able to trust and work with the public.

*Mr. John Pistole, Administrator,
Transportation Security Administration (TSA),
United States of America*

As the police become increasingly international and focused on cross-border and cybercrime, there remain the traditional responsibilities for which the police need to be on the ground and visible in the communities they are charged to protect. As the focus of law enforcement shifts away from ‘cops on the beat’ to more tactically and strategically focused operations, there is the problem of how to reconcile this with a public and media that focuses disproportionately on traditional crimes – like assault and murder. The police have a difficult task ahead juggling these conflicting missions and priorities. Numerous studies over the past decade, from the NYPD to the Malaysian Police, have found that despite the rate of most types of violent and property crimes falling, the general community perception holds that the rates of these crimes have either stayed the same or increased over that same period. There is a disconnect between what the police are doing and what the public are seeing – community engagement and better articulation of the police mission and their evolving role is needed.

But beyond that, there is a sense amongst some Pearls participants when discussing the new generation of police that the focus has become too much on a path of technological and organisational transformation that will make law enforcement agencies even more remote from their communities.

This speaks to a broader conundrum – it is the job of the police to keep the public safe, but it is also the job (at least from the community point of view) to make the public feel like they are safe. These two tasks are not always

Inclusive and Exclusive Policing

A scenario given by Working Group One asked Pearls participants to consider urban unrest and riot policing in the 21st century from both the inclusive and exclusive perspectives of police operations.

Key Conclusions:

- Inclusive policing is a superior strategy, if it can be made to work. Collaboration and consultation with protests, for example, is far a better route in the long term than confrontation and aggressive tactics. This is particularly due to the close media scrutiny that is given to police tactics during a crisis.
- Strategy and planning is essential to have inclusive policing protocols and clear guidelines on the scope and nature of police action when inclusive methods prove insufficient. Inconsistent approaches to riot policing have been common but send mixed messages and hamper their own effectiveness.
- Relationships with protest organisers is a key plank of the strategy – develop a

as closely aligned as we might hope, but attention to both tasks is needed. The latter task is not a story about technology and strategy but about human connections and community presence - an important aspect of the police mission that is frequently overlooked in contemporary discussions. Four key themes emerge from the discussions: transparency, democracy, local versus global and the centrality of values.

Managing public expectations

- **Transparency and Openness:** As one Pearl's delegate commented, public expectations of the transparency of police operations are developing a lot faster than the police's capacity to deliver on those expectations. A long-held culture of secrecy and information-control does not disappear overnight. High profile cases in recent years however have revealed the scale and depth of the problem of reconciling security concerns with public demands for information and accountability. As was repeatedly reiterated in feedback sessions, privacy and rights has become an increasingly serious discussion, and one in which police need to take a more practical stance along with the legal profession, the public and the political decision-makers. Police are likely to need to hold themselves to a higher standard than even the law might require them to do – their legitimacy and image in the public mind is at stake, and thus the traditional attitude of doing only what is required may not be compatible with evolving public expectations.

protocol for engagement.

- Image is important – uniforms and tactical armoury send powerful messages that can influence the direction and tempo of protests.
- Social media is a key part of modern protest organisation and police need to be engaged with its message through social media and constantly aware of the information being channelled through it. Classes and training in its use should be a priority for response units.
- Exclusive tactics are an important recourse to maintain public order and suppress riots. Inclusive tactics cannot replace or supplant exclusive recourses.

- **Democracy:** Community expectations highlight transparency and accountability – but do the police need to be more open to the prospect of democratic or deliberative inputs in the work of the police? The question raises a host of complicated questions and responses. Some Pearls participants commented that democracy was either counterproductive or unnecessary – that the public misunderstood many aspects of the work of the police and would not be competent to pass judgement or make decisions on how it should be done. Another comment put it simply: “the public doesn’t care how we keep the peace, just as long as we do it.” But as another Pearls participant countered, there have been so few examples where police have genuinely sought democratic engagement with its citizenry that we don’t really know how effective it can be as a tool for building better partnerships with the public.

Although it does entail some surrendering of traditional areas of police control, the benefits might justify it in the long run if a more productive, trusting and outcomes-orientated relationship with the public is built. However in practice this remains an experimental area of trying to better deliver on public expectations.

- **Local versus global:** How do the police remain a community-orientated force for public order and the protection of its citizens while being able to extend its reach globally to fight international crime? In several Pearls discussions, the problem came back to lack of a clear vision for



“Human” must be our watchword. That is the one thing that will not change in our ever-changing world: we will always serve, protect and arrest human beings. The police must always preserve their human side.

Mr. Emile Pérez, Director Gendarmerie and Police International Cooperation, Ministry of the Interior, France



policing. With so many additional fronts on which police are expected to be effective, there hasn't been enough thought or discussion at the appropriate political levels about how responsibilities and obligations for law enforcement are to be weighed up in the 21st century. The problem, according to one Pearls participant, is revealed in something like organisational reform. Local police stations are closing all around their country in order to improve efficiency, conserve resources, and concentrate the focus on the crimes that require more attention, like cybercrime and smuggling. Yet the retreat of police from local communities has been met by anxiety, confusion and anger. This in turn has elicited a political response, in which the conclusion has been the impossible – a halt to the closing down of local police commands but no diminishment of police responsibilities or easing of budgetary constraints. For Pearls delegates, and many others, the need for hard decisions and public discussion over where the police priorities truly lie and where limited resources should be allocated is paramount.

- **Reflecting contemporary values:** Reflecting the values of the society it polices was a key issue for law enforcement for at least one Pearls delegate as he presented his vision for the new generation – “that it looks more like the general population that the current generation does.” Recruitment programmes to encourage women and ethnic minorities



COMMUNITY PARTICIPATION

Federal Police Commissioner of Belgium Catherine De Bolle makes the point that when it comes to democratising the work of police and opening up to community engagement, talk is easy. Implementation takes a lot more.

When the Belgian Federal Police began to trial a programme of asking the public where to set up speed controls in communities, the response was enormous – beyond the capacity of what the police could normally handle. “When you ask the public relevant questions, the response is overwhelming.” The message was clear – the public wanted to participate and collaborate with the police to make their communities safer. The challenge was not bringing the public along – it was bringing the police along. Many officers at all levels of Belgian law enforcement were resistant to being ‘told what to do’ by the public. Around half of the 196 local police forces in Belgium participated in the first run of the programme. And even though the programme can be considered by many accounts to be a success, there is still much work to be done to convince the police, rather than the public, that the expansion of the programme is the future.

into the police force have been in place in most jurisdictions for some time, but keeping and promoting those recruits is another challenge, and building an inclusive culture that genuinely accepts those contributions is a process not yet completed. However it is the responsibility of the current generation to ensure that the next generation is selected and even groomed to be one genuine diversity – affirmative action is sometimes required to ensure this.



One of our focuses should be teaching de-escalation and changing the image of the police. The uniforms we wear, the weapons we carry, attitudes we present – these all contribute to how society responds. We need to police the police too.

*Mr. Romain Nettgen, Director General,
Grand Ducal Police, Luxembourg*



NODE FOUR: INTEGRITY AND GOVERNANCE

Underscoring every meeting of Pearls is a central theme of leadership. How can police leaders be better at what they do? What steps need to be taken to ensure the right people become the next generation of police leaders?

Several presentations and discussions at the conference touched on the relevance of the IALG programme in 2013 to answering those questions, in that succession management needs to be better developed in order to provide pathways for good leadership development. But beyond that, a number of ideas – namely commitment, planning, symbolism and self-criticism – emerged over the course of discussions that highlight some important personal principles that the future generations would need to uphold to be effective in the digital age.

Principles to be effective in the digital age

- **Commitment** was one such theme. Although many discussions emphasized the transient, even fickle, nature of the modern workforce, many Pearls delegates agreed that the major reforms and programmes being undertaken by the police now and into the future required steady hands at the wheel.



Police leaders need to be committed. Usually leaders make reforms or develop initiatives and then move on before they are truly tested and refined. The buck needs to stop with the leader in police reform.

*Mr. Ilkka Laitinen, Executive Director,
Frontex*

A revolving door human resources policy might be beneficial for cycling skills and talents through police organisations as needed, but the strategic direction of law enforcement required dedicated leaders who were committed to making the change and seeing it through. This requires police to lead, rather than simply manage. The rise of managerial and bureaucratic culture, and the practice of New Public Management, may comport with desired efficiencies and create the flexibility needed in personnel. But it can sacrifice the kind of values and passion for law enforcement that turns police officers into leaders who can inspire their organisations and stick with them through the hard yards of reform and adaptation. There was concern that while police leaders and staff need to become more flexible and adaptable, they still have to preserve the core commitment and values that police officers have now in order to see their work not merely as managerial tasks.

- **Planning:** Good police leaders need to be planners. A core task in crafting the new generation of police is to plan for it – establish a vision and then plan how to get to it. Part of the strength of the Pearls project is its ability to help leaders identify future trends and create frameworks around which planning for their own organisations can be based. However, Pearls can be a self-selecting group that includes those who are already internationally-minded and future-focused – the challenge is not for Pearls leaders to become better planners but to take that attitude back to their organisations and entrench it in the mind-set of the new genera-



As police, we must always be preparing for the unexpected and the unknown. We must always be ready for the one-in-a-million.... And we need to get the right people who will be ready for that too.

*Ms. Catherine De Bolle, Commissioner General,
Belgian Federal Police, Belgium*

tion to ensure that they are planners and future-focused as well. Part of the legacy of the current generation may be that too few police leaders grasped change and planned for the unexpected, which has led to the current debate over how ready and how relevant the police are to 21st century order keeping. Programmes like the IALG need to be continued and to proliferate so that future leaders are exposed early and intensively to the challenges facing the global policing community.

- **Symbolism:** Police leaders are increasingly becoming some of the most publicly recognisable faces of the state and law enforcement. Several peer-to-peer discussions revealed just how personal and symbolic the role of a police leader can be in a time of crisis and uncertainty. As distrust in government rises in mature democracies, leaders from sometimes unexpected quarters of society have moved into the gap as more trusted voices and sources of information. Leaders in law enforcement have found themselves in this situation more and more in the past decade, and in response the future generations of leaders will need to be prepared to be not just important symbols to their own people, but symbols in the public eye as well. Ethics and integrity, honesty and trust – these are the qualities that the public need to see in their police leaders as they take more visible roles in their societies. The next generation will need to be better prepared as communicators and engagers in this changing social context. This is an imperative for all police officers – with social media and interconnectedness, how the police deal with their duties and present



No matter how bad your day is, no matter what is going on in your personal or professional life, how you interact with a victim may impact them and their opinion of police for the rest of their lives.

*Mr. David Armond, Director Border Policing,
National Crime Agency (NCA), United Kingdom*

themselves becomes visible not just to those involved but potentially to the entire world through the internet. Media training and awareness will only take police officers so far – more than ever the credibility of law enforcement means that every member of the organisation needs to be aware of the symbolic power of the work of the police.

- **Self-criticism:** Pearls participants from outside the world of policing recognise the value of the exercise. But it must always be asked, are we self-critical enough as police leaders? Do we challenge ourselves enough? Pearls can easily become a forum for mutual agreement and participants may step back from asking the truly hard questions of each other. Exercises like peer-to-peer sharing and discussion groups usually focus on the positive aspects of the work of the leaders, and rarely are critiques or disagreements about the approach of participants aired. As some outsider participants commented, this tendency risks becoming an overemphasis on collegiality at the expense of genuine discussion. And many of the key outsiders who might be able to expound different perspectives on policing get limited access. As one Pearls delegate noted, “a conference with businesses and politicians would probably give us some very different answers to our questions. Answers we might not want to hear.” Police leaders embarking upon the movement towards change and reform stand to benefit not just from the support and insights sourced also from other law enforcement agencies, but from the honest opinions of detractors and competitors.



Pearls has a critical mass of trust and sufficient openness to make the process worthwhile. But there is a definite danger when reflecting only within your own circles of colleagues and compatriots.

*Mr. Christopher Stone, President,
Open Society Foundations, United States of America*

VOICES FROM THE NEW GENERATION

For the first time at Pearls in Policing, in 2014 three young leaders of the police were invited to participate in the discussions and debates of the conference and offer reflections at its conclusion. Karin Lee of the Federal Bureau of Investigation, Gregory Tan of the Singapore Police, and Paulo de Campos Neto of the Netherlands Police, were the respondents for 2014 and provide some key insights into the thinking and concerns of the future generations of police officers. Their observations included:

- There are three key elements when it comes to building a positive future for policing – recognising the human factor, turning strategy into practical reality, and telling the story of why police is relevant in the 21st century. But more than that, police leadership needs to be a much more diversely skilled group that it has been previously – people who would never have normally considered a police career are the very people who the police need for the future. To make this happen, the method of appeal has to change: “the next generation won’t just do what they’re told – they want to know why. So how are we going to convince that generation?”
- Are the police moving too fast or too slow? Sometimes, it’s difficult to see the difference between those two states. The police should not be

afraid to move quickly and break things in the process if necessary, and the courage to make real and impacting change has to be mustered if the next generation are to succeed in being relevant to the 21st century. One of the most compelling needs is to tell the police story and retake control of the narrative around the work that law enforcement does: “the world around us will create a reality for us unless we get better at using media and creating our own story.”

- There is an urgent need to convert talk into action – too frequently great strategies and ideas are developed at conferences like Pearls but they are only very slowly implemented, if at all. The time for gradual introduction of new ideas is passing – the police need to move quickly now to keep up with the pace of a changing society. Knowing each other better and networking is key to the future of policing – not just talking about partnerships but forging them. Exchange programmes and face-to-face interaction can be the start of building a truly inclusive global policing community: “there needs to be trust and effort in getting to know each other.”

WORKING GROUP TWO: BIG DATA

Big Data Challenges with Video and Digital Imagery

Law enforcement agencies collectively manage the largest repositories of criminal information. Traditional law enforcement practices have been refined over the years to become excellent at working with two types of data: textual, like reports and criminal histories; and biometric, such as fingerprints and now retinal scans and DNA. These two types of data have been at the core of police work since it began. However video and digital imagery pose new challenges for traditional law enforcement in a number of ways: in terms of its quantity, quality, diversity and the issues of privacy that come with it.

With the advent of mass video data, two principal challenges have emerged. The first is that video is ubiquitous: CCTV cameras can and have been put in place just about everywhere, virtually every person has a cell phone capable of taking video and high resolution photographs, and social media enables and encourages sharing and rapid dissemination of this material. The second problem is that video is unwieldy: it requires extensive sto-



When it comes to data in the information age, our ability to collect has outpaced our ability to exploit.

*Mr. Kevin Perkins, Associate Deputy Director,
Federal Bureau of Investigation (FBI),
United States of America*

rage capabilities due to its size; it requires human intervention to review, tag and index; and significant computing power is required to analyse and manipulate video data efficiently. The latter problem has been exacerbated by the rapid progression of data quality, yet with high quality has come exponential increases in the computing space and power required to handle it.

Video evidence has become a central component of many contemporary police investigations, particularly those related to major events and crises. Associate Deputy Director Kevin Perkins of the FBI, the driver for this working group, gave the example of the Boston Marathon bombing of 2013, in which two bombs were detonated near the finish line of the annual event. Within just 72 hours, over 100,000 images and 10,000 videos were submitted from public and commercial sources, stretching the capacity of the FBI's evidence portal to the limit and creating a massive challenge for investigators to process all the data. Ultimately, it required 150 analysts working in 12 hour shifts to review all the information – capacity that many law enforcement agencies simply would not have, and even for large organisations like the FBI the process is expensive and unsustainable in the long-term. More sophisticated strategies are required for just about every aspect of data collection and analysis in this environment, from rethinking network capacities to establishing processes of triage to better pre-process incoming information. Subsequently, the FBI has established a *four V framework* for thinking about the specific challenges around big-data that need to be tackled:

Volume is increasing exponentially:

- Wider array of sources: CCTV, mobile phones, digital cameras, drones etc.
- Better sensors and higher-resolutions pushing richer data.
- Privacy issues increase as volume increases.

Variety drives increasing complexity:

- Evidence can come from our own repositories, publically submitted data, commercially collected data, and all potentially with different formats and legal implications.
- Proprietary formats particularly offer normalisation challenges.

Volume

Variety

Velocity

Velocity expectations are rising:

- We want video evidence collected, processed, analysed and reported on quickly and efficiently.
- Actionable leads can idle for hours or days if we lack the processing capacity to ensure analysis of data is quick.

Veracity

Veracity is critical in a law enforcement of big data context:

- We must maintain rigorous standards for evidence handling.
- We must devise new strategies to detect malicious content and filter out misleading or fake data.

Subsequently, the FBI has identified key strategies and enablers of success to put in place in order to address the challenges posed by big data and the four V's:

Enablers of Success

- **Culture:** Law enforcement agencies must build a culture of data sharing and better understanding of its complexities through education and leadership. Law enforcement culture in many jurisdictions limits restricting of evidence to 'case files', but a broader perspective on data collection and dissemination is required.
- **Trust:** Law enforcement must overcome the paradigm of 'data ownership' and the fear of losing control, and allow partners to take more of a role in big data strategies. Handling and working with big data requires working more with partners as a part of a chain of managing the complexity – centralised collection and 'ownership' of data is inefficient and puts too much of the onus on law enforcement to manage it.
- **Sponsorship:** Entrenched bureaucratic and cultural resistance is stymying efforts to modernise and open up data-handling procedures. Sustained sponsorship from leaders is required to ensure adequate resources and attention to overcome this.

Optimisation Strategies

- **Retention:** An important balance must be struck between quality and costs. Higher quality data produces more leads – more faces, license plates and other identifying features can be retrieved from higher quality data. In one FBI test, a high quality video file that be used to identify 25 faces and 74 textual leads when rendered in a low quality format could only clearly distinguish 8 faces and gave no textual leads. But the storage differences are stark – the low-quality file required less than 5% of the storage space of the high-quality file.
- **Network and Transportation:** The bandwidth required to transport big data is another major resource cost, and optimisation strategies have revolved around tools to pre-process or reduce data size. Face/text/motion detection tools can be used to create automatic reduction protocols that distil big data down to the most useful elements, reducing volume at the periphery whilst keeping the core of important data.
- **Privacy Management:** More vigorous protocols are required to ensure that privacy issues are better handled. This includes minimizing the data collected through automated techniques and identification so that only data relating to subjects of interest is kept. There also needs to be more robust management guidelines and rules for how and why data is retained.

- **Partnerships:** With trust, better partnerships and networks amongst law enforcement can be created to handle big data more effectively. Distributed computing power across law enforcement agencies is more likely to be able to handle large volumes for analysis rather than centralising that power within single agencies. Quick and effective data sharing amongst law enforcement increases the chances of useful identifications being made. Collaboration is required to ensure that common protocols for data are adopted, and that technical issues like format and size are addressed to remove bottlenecks and limitations in the processing system.
- **End-to-end approach:** Coordinated end-to-end approaches dealing with mass data should address six key elements – retention, transportation, processing, storage, exploitation and dissemination. A comprehensive approach to all of these will improve performance against the four Vs’ – volume, variety, velocity and veracity.

Working Group Discussion Conclusions

- **Social Media:** Something that also needs to be addressed is the need for better tools to handle social media data streams. Increasingly there are trails on social media before a crime occurs – several mass shootings over the past few years have had perpetrators active on social media and subsequent suggestions arose that law enforcement could have prevented crimes if only it had paid attention to indicators from social media. Pearls

participants agreed that action is needed to address how systems might be developed to better monitor patterns of behaviour on social media. This however poses huge challenges across all four of the V's – far larger even than video and digital imagery.

- **International Cooperation:** Current efforts are severely constrained by lingering authority and legal questions, and there are too few systems for sharing of data globally and receiving assistance in its processing. More intra-agency agreements and clearing-house structures are needed to catch the system to up with growth.
- **Narrative:** “Police need to step up and make the case for data collection.” Many Pearls delegates agreed that the police effort to make the case for data has been poor, and subsequently public debate on privacy and government mistrust in data handling has become problematic. Much more effort is needed to bring the public along with the big-data challenge – more transparency and explanation is needed.
- **Legal reform:** Legal codes are generally out of date when it comes to the key issues of balancing data collection with privacy and retention. Police need to press lawmakers to amend the situation and create a clearer public framework to resolve disputes. “Too much is going on in the shadows, and that is of huge concern to the public.”



The central issue is balancing security and privacy. Technology is still prone to mistakes and abuse.... Just because we can do it, doesn't mean we should do it.

*Professor Willy Bruggeman, Police Science,
Benelux University & President of the Belgian
Federal Police Board, Belgium*

NODE FIVE:

Key findings IALG 2013-14

As one pearl fisher commented in remarking upon the International Action Learning Group (IALG) assignment (see appendix 1), the scenarios offered were not actually all that futuristic – they were on the verge of occurring (or already occurring to some extent) in the present day. For some, this indicated that police leadership of today aren't actually challenging themselves to see far enough ahead – the capacities we need in the next 5 to 10 years will not be the same in the decade beyond that. Disentangling the assignment required even greater leaps of imagination beyond the horizon. Yet at the same time, several pearl fishers were quick to point out that many of the same issues recurred throughout the discussions of future scenarios, indicating that although circumstances could rapidly change, coping with them involved a cluster of core competencies and structures that the IALG could identify and offer suggestions for regarding implementation. Subsequently, the IALG established a series of trials that will face law enforcement at a number of levels going forward: namely challenges to the police as an institution, challenges to policing as a practice, and challenges specifically for police leadership.

WHAT IS THE INTERNATIONAL ACTION LEARNING GROUP?

The IALG is an international leadership programme for senior law enforcement leaders of the future that is rooted in *action learning*. The action learning process includes a real problem that is important, serious, and usually complex/wicked. It brings together a diverse problem-solving team through a process that promotes curiosity, inquiry, and reflection. And with it comes a requirement that talk be converted into action and a commitment to learning.

Known as the *pearl fishers*, at each Pearls in Policing conference a group of senior law enforcement leaders are selected to participate in a collaborative effort to research and present on a question posed by one of the police commissioners, and to take part in leadership development and training. The programme is designed not only to generate answers to important questions facing law enforcement, but also to develop leadership capacities and networks between the participants.

1. KEY CHALLENGES FOR THE POLICE

- **Better Strategic Planning:** Law enforcement was identified having weak institutions regarding strategic planning. Although plans were sometimes drawn up and even implemented, as a whole organisations needed to make strategic thinking the norm rather than the exception.
- **Modernising Organisational Structures:** The IALG noted that the organisational structures of the police were in many regards obsolete and antiquated by comparison with other modern institutions. Yet problematically, these structures were equally likely to be resistant to major change. Law enforcement was described as a rigid pyramid of hierarchies, responsibilities and skill distributions; yet future scenarios clearly pointed to law enforcement that is able to quickly adapt in the face of change and draw on a much wider pool of talents. This is a major paradigm shift for policing, and as such it needs a new organisational structure to meet these challenges – a more flexible network arrangement. This becomes increasingly salient as technology pushes our own communication and social networks into a distributed, peer-to-peer format that transcends traditional boundaries and hierarchies.
- **Accepting Distributed Responsibilities:** ‘Trust your own people’ was the refrain offered by the IALG in response to meeting future organisational challenges. Hierarchies and strict discipline had created a human

For the 2013-2014 programme, 20 participants from around the world came together to address a challenge put forth by Mr. Andrew Scipione, Commissioner of the New South Wales Police Force. This challenge set out three near-future crisis scenarios and asked the pearl fishers to consider the challenges that would be faced and the human resources – the skills, training and leadership – that would be required to cope with these emerging futures.

The pearl fishers rose to the challenge and took their research around the world over the course of a year. Assisted by academic advisors and programme coordinators, the IALG met together in Manly (Sydney), Rotterdam and San Francisco over the course of 2013-2014, and taking part in seminars and leadership development whilst collaborating on their research project and generating answers to the challenge put forward to them.

resource culture that did not distribute decision-making and responsibilities across levels of the organisation evenly or efficiently. Future challenges would demand quick and flexible responses through distributed rather than centralised leadership.

- **Reinforcing Values:** The IALG established that the most important asset for the men and women of law enforcement was their values and attitude. Enshrining a mind-set that continued the strongest traditions of law enforcement – for instance: integrity, service, commitment – would continue to protect what is best about the police. You can train your people to have the skills you need in the future, but it’s much harder to change their values. This will be especially important in a world where life attitudes are likely to change – transition away from traditional fixations like money and career-path towards ‘purpose and meaningfulness’. This

THE POLICETIMES

AN EXERCISE IN FORWARD-THINKING, THE IALG 2013-2014
PRODUCED A NEWSPAPER FROM THE YEAR 2024
– THE ‘POLICETIMES’ – DESIGNED TO REFLECT UPON CHANGING
POLICE PRACTICES AND CHALLENGES FROM THE STANDPOINT OF
THE NEAR FUTURE. (FULL NEWSPAPER AT
WWW.PEARLSINPOLICING.COM)

TOP 5 TRENDS IN CYBERCRIME IN 2024

- **Digital Identity Kidnapping:** Instead of holding a family member hostage, the trend is to hold personal payment systems hostage with encrypted currency. Victims had to provide a tangible asset – a new Audi – to regain access.
- **Embedded Bio-Electronic Tampering:** Police forces see an increase of bio-electronics tampering. The embedded chips that let us send text by thinking or enable us to see a video in our field of view were hacked to cause physical harm or even death.
- **Cyberstalking by 3D Hologram:** In the past year criminals attacked people with a 3D hologram that showed their actual whereabouts. Hackers tapped into connected homes, at work, and even tracked the victims at public events.
- **Hacking into your Car:** Car hacking has become more common in past months. A group of young men were arrested recently for a large-scale car-hacking scam on German built cars. They disabled

transition is one the police have to be ready to embrace and compete in, and fundamentally that is a story about values and attitudes.

- **Refocusing Priorities:** Declining budgets and increasing responsibilities are likely to remain the norm, so in that context law enforcement will need to be clearer in prioritising what it holds onto and strategizing over how it can keep its best resources. Real efforts need to be made to ensure that the talented next generation of police leaders are kept within law enforcement and not enticed elsewhere. Given limited budgets, this requires ingenuity in crafting a vision, but also reflection upon the need to consolidate values, responsibilities, structures and strategic thinking in order to best achieve this critical task.

2. THE FUTURE OF POLICING

- **Predicting the Next Trend:** No one can predict what the next trend will be with any precision, however what is certain is that “the arms-race in cyberspace” will continue into the future. Preparing for the future means preparing now for much greater demands on the digital age on policing. Particular challenges include 3D printing and big data – problems just beginning to emerge in the present will be much more prevalent in the next decade.

the engines, caused the car to swerve suddenly, took over the steering wheel and sped the cars up without warning.

- **Disabling the Power Grid:** As smart meters continue to proliferate, helping homeowners control heating and cooling via a smartphone app, the power grid becomes a target more often. Hackers recently caused mass panic when they disabled the grid for an entire city. We rely on ‘smart appliances’ in the home that connect over Wi-Fi, but hackers are able to disable them with one click – demanding payment to restore power.

*EXCERPT FROM THE IALG ‘POLICE TIMES’
NEWSPAPER*



- **Empowering your People:** The focus of policing will always be on people and service to the community. Empowering people needs to remain a key element of policing strategy. Police must engage with the population and continue to do so in order to stay relevant and enjoy the strength of community support it traditionally has. “Law enforcement has to be about more than just the enforcement of laws.”
- **Proactive Policing:** A major change in outlook will be preparing police forces to move from a reactive paradigm to a predictive and proactive paradigm. Major efforts are needed to ensure that policing adapts fast enough to changing conditions and ensure that it does not fall behind permanently in the digital age.
- **Cooperation and Partnerships:** Policing and security forces – both public and private – must find better ways to carry the responsibility for policing together, rather than see each other as competition. Both sides need to develop structures and networks to collaborate effectively in combating a common enemy rather than guarding territories and jurisdictions.

3. PREPARING FUTURE LEADERS

- **Make Changes Now:** Efforts are needed imminently to effect the change necessary for the future scenarios outlined – this means that the current

generation of leadership must be proactive in implementing the change rather than leaving it to the next generation.

- **Bold Strides:** The current generation of police leadership need to be emboldened to make rapid changes and remove obstacles as necessary. The change process can't afford to focus too much on resistance and the old-guard – change has to be ushered in over the top of a sometimes unwilling institution. “Move fast and if necessary, break things. Don't kill the action.”
- **New Emphasis:** There needs to be a recalibration going forward of the focus of police leadership, with more investment into strategic thinking to match efforts being put into operational thinking, the latter being one of the great strengths of law enforcement.



*Mr. Allaudeen Abdul Majid,
Royal Malaysia Police,
Malaysia*



*Mr. Steven Baldwin,
National Crime Agency (NCA),
United Kingdom*



Social media turns into social plundering

A global population explosion combined with the steady effects of climate change for the last ten years are the reason for the worldwide food shortage today. The despair caused by loss of income is meanwhile leading to clashes between the population and the massive police presence in the region, and to the looting of shops and petrol stations.

often a result of something that has long dormant, with uncertainty, unpredictability and a sense of urgency among stakeholders as key ingredients. Riots in the food shortage are a striking example of this. Messages on social media triggered the population, but the intelligence agencies ignored all kind of signals. The Dutch prime minister is surprised by the failure of the police in combating the Facebook riots. He did not know the shortcomings in the corps. He said that during a debate with his councilors. Officials should better prepare for the role of social media to provide public order and security. Also the commission subsequently ruled that the police were insufficiently prepared for escalation. So there was

The Hague – June 2024

In 2014 all kinds of messages on Twitter and Facebook were warnings that this would happen. Also publications, studies and reports in newspapers from 2014 took a look into the future. But worldwide organizations – including the Dutch police forces – ignored all kind of warnings. Also several groups, who warned recently on the internet they will plunder shops if nothing changes, were ignored. Probably the suffering could have been avoided if the police forces had responded on time to the messages in the social media.

Inadequately prepared

Crisis do usually occur suddenly, but are

insufficient capacity on hand and plans were not well developed.

Painful

Police has intervened in the organization after the failure in addressing the plundering. During preparations and the approach of the riots the police department failed on almost all fronts. A report provides a stunning picture and makes it painful clear that the police were not designed for this kind of unexpected disturbances. A large number of measures are announced, while a part of the improvements are being implemented this month. What certainly should be improved is the “mindset and alertness” of police officers, especially concerning technology and social media.

National Chief of the Investigation Department **(Department A: Investigation, prevention and coordination)**

Purpose of the post

As from 1 January 2025 the National Police of the United Kingdom will face a new structure. The new structure will create a more flexible law enforcement structure ensuring the necessary agility of our future police.

The new structure consists of one national police force, divided in 3 departments: Protection, Investigation and Administration.

This vacancy seeks the chief of the Investigation Department with specialized sections focusing on prevention, investigation, international police cooperation and cybercrime.

The new chief of the Investigation Department will

- ensure the implementation of the new structure;
- act as the Head of the new National Law Enforcement Cooperation (NLEC) consisting of partners from the National Police, Customs, Military, Health and Safety, National CERTs, Security Intelligence Service, the Private Public Partnership program, Academia and Environmental institutions;
- act as the Chairman of the Control Board for outsourced policing services;
- be responsible for international and global police cooperation and our partnership and presence in the regional LEA Fusion Centre: Europol, Africapol, Ameripol, Asiapol and Interpol;
- Further develop Public Info Tool (PIT) integrating online complaint, visualization of crime, successful prosecution, demography, hotlines, security advices, malware info – app protection etc.

Responsibilities

- By utilizing modern management and performance tools ensure maximal outcome of the new structure; reaching all KPIs in the Director's annual performance contract;
- Develop and maintain strong mutual cooperation with national, international and global stakeholders, advisory groups and networks;
- Continuously strengthen communication and cooperation with the public, media and Academia by making efficient use of all available social media;
- Ensure full implementation of the initiated Private Partnership program by establishing rules for exchange of information, intelligence and sensitive data;
- Maintain low crime rate and high crime solving success rate by focusing on prevention and making full use of innovative technological developments;

- Constant focus on increasing citizen trust and satisfaction by further developing the Private Citizen Volunteering Program (PCVP) and ensuring full transparency of national, regional and local crime statistics based on GIS/visualization tools;
- Ensure agility by establishing ad hoc task forces with private and public partners with the aim of preventing and disrupting cyber and cyber facilitated crime;
- Ensure flexibility and knowledge sharing by developing mandatory national and international secondment programmes with national and international law enforcement and private partners;
- Oversee the leadership succession program ensuring the necessary detection and development of future leaders of the police.

Eligibility criteria

- Be a national of United Kingdom
- Be physically fit to perform the duties pertaining to the position

Education

- At least 15 years of relevant professional work experience
- Professional experience and knowledge
- 10 years of managerial experience
- Experience with strategic planning at national and international level
- Sound knowledge of international police cooperation, preferably by secondment
- Sound knowledge of media cooperation
- Proven track record of achieving results in the area of prevention and investigation
- Desirable: Managerial experience obtained in the private sector

Social and technical skills

- Strong leadership skills
- Excellent written and oral communication skills, at least in two languages
- Highly developed cooperation skills
- High degree of integrity, authenticity, professional credibility and resilience. High degree of flexibility and innovation
- Strong understanding of cultural differences

Video applications are to be uploaded to www.unitedkingdompolice.global by using normal video format and digital signature. Your general presentation should not exceed 5 minutes; your vision on how to conduct the job should not exceed 8 minutes. Please attach your virtual public profile on your four most used.

Candidates who are shortlisted will be invited to a videoconference, which will include a psychological profiling and followed an interview in person.

4. ACCESSING THE CAPABILITIES FOR 21ST CENTURY POLICING: KEY RECOMMENDATIONS FROM THE IALG

Having identified the emerging threats and challenges to policing, and having seen through a variety of lenses some glimpses of the future, the IALG put together a comprehensive and ambitious plan for what police leadership could meaningfully do in order to achieve some degree of resilience and preparedness in the face of future scenarios. The IALG defined the mission for this task as:

Having the right people, in the right place, at the right time and with the right abilities and equipment to be effective in a dynamic, complex and inter-connected world.

The IALG recommendations as to how this mission might be accomplished revolved around five central implementations that would strengthen governance, partnerships, human resource capacity and leadership.



*Mr. Laurent Besse,
Ministry of Interior,
France*



*Mr. John Boles,
Federal Bureau of Investigation (FBI),
United States of America*

5. SETTING A VISION: AN INTERNATIONAL POLICING WHITE PAPER

Create an international police white paper that articulates a vision and a blueprint for international policing cooperation and coordination for the next ten years. This blueprint will assist chiefs and commissioners to coordinate investment and support the political positioning that will create local policing visions.

The IALG proposed first and foremost the creation of a white paper in order to bring together the disparate views of different law enforcement agencies and jurisdictions, and create a plan of action for international policing cooperation and coordination. This is the creation of a ‘vision’ – an essential starting point for international policing that has been sorely missing.

Beyond the manifest objective of aligning goals and methods, the additional imperative for a white paper is the need for the police – collectively – to be more proactive in setting down its own agenda in the political arena. As one IALG member commented, “Creating a vision isn’t just an exercise in intra-policing communication – it’s also telling other stakeholders, governments and the public what we are all about.” The lack of police control over the definition of their own actions and mission has been a recurring theme



Mr. Michael Federico,
*Toronto Police Service,
Canada*



Dr. Bettina Fehlings,
*Bundeskriminalamt (BKA),
Germany*

in previous Pearls conferences, and so the IALG proposal offers a practical step that might be taken in order for policing to have more input into the broader debate about the future of policing, and invite other sectors of the international community to contribute.

Yet how can this be achieved? Who has the authority and credibility to initiate such a project?

As one police commissioner noted, the starting point might necessarily be a select group of founders. A large, amorphous white paper project that strives to get all international stakeholders on board will become too broad to be meaningful, given the great diversity of law enforcement interests and methods around the world. A ‘coalition of the willing’ was nominated as the starting point – finding a structure and membership with sufficiently aligned ideals, interests and concerns might feasibly begin the project of creating a white paper that would distil a common vision.

Bridging between local and global policing visions, and between bureaucratic and democratic visions, can be a challenge. As most law enforcement leaders still acknowledge, their mission and their stakeholders are still overwhelmingly local in their vision and priorities for policing. Although the IALG identifies key challenges for policing collectively at the organisational and international level; domestically, political and community priorities are paramount. Thus another key challenge is how to make the

CONSENSUS:

- Development of a white paper along the lines suggested is a worthy goal.
- The most likely route is starting small with a group of likeminded jurisdictions and agencies that would expand over time.
- Some thought needed about how to bridge the gap between a global policing discussion and domestic policing obligations.
- Significant consideration required as to the format of the forum for creating this vision – if done too hastily, it won’t have the authority, good-will or credibility necessary.



*Mr. Michael Fuller,
New South Wales Police Force,
Australia*

police truly ‘glocal’ in their vision – a buzz word that is easy to invoke but difficult to operationalise.

And finally, what structures are needed to undertake such a project? What forum should a global policing vision be discussed through? Creating an environment in which there is sufficient trust, flexibility, authority and credibility to achieve this project is a complicated undertaking in itself. As one police commissioner noted, it is difficult enough “just to get everyone together for casual discussion. A white paper process would draw in so many other people and could become political – how do we shield this process from that?”

6. CREATING A FORUM: A GLOBAL POLICING THINK-TANK

Initiate a global policing think tank for research into policing policy and development, using a public-private partnership model.

In concert with the development of a white paper, the IALG proposed the creation of an ongoing think-tank to continue the work in cultivating an international vision and corpus of thought amongst the global police community. This is about strengthening the intellectual interchange between law enforcement leaders and building capacity so that better analysis and policy-options can be developed in response to the challenges identified.



Mr. Egon Hoppe,
*Royal Netherlands Marechaussee,
The Netherlands*



Ms. Charlotte Joergensen,
Europol

Perhaps the most obvious question asked by other participants was “who pays?” In the context of decreasing policing budgets and the insularity of domestic politics in the developing world, getting funds to support an ambitious international policing agenda is complex. However, part of this is ameliorated by the suggestion that public-private partnerships can be a major contributor to the impetus behind the proposal. International corporations, whether focused specifically on security services or simply working closely day-to-day with global law enforcement, stand to gain from better international cooperation and capacity. What is more, international business often has an outlook that is naturally more international than national governments. Making the case to potential private partners might be an easier starting point than looking to government or international non-government organisations.

Closer to home, the discussion of a global think-tank brought up the question: what is the future of Pearls in Policing? As an institution, Pearls now has the longevity and trust amongst its participants to give it the credibility and network that might allow it to expand into this kind of role. On this point the participants had a wide range of views – agreeing in principle an institution like Pearls might be expanded to convert some of its goodwill into firmer outputs and recommendations for its participants. Yet the great strength of Pearls so far has been as a private forum in which ideas and problems can be discussed without being held up to intense political, public or media scrutiny. Transitioning to a think-tank structure would be

CONSENSUS:

- Proposal had a lot of merit, but funding and authority to make it a reality would need more investigation and planning.
- Public-private partnership a fruitful potential source of stability and funding for an international think-tank.
- There is an important debate to be had about what role Pearls in Policing might play in creating a pathway to this proposal, either as a precursor institution or a driving force.



*Ms. Ana Cristina Jorge,
Frontex*

necessarily causing it to sacrifice one of its great strengths. As one long-time pearls participant noted, “we wouldn’t just be expanding pearls, we’d be completely changing it.”

However, the sense remained with many that Pearls did have the capacity to do more to shepherd some of the proposals of the IALG, and that Pearls was one of the few forums that might be able to get them off the ground. This could be done in tandem with organisations like Interpol or Europol.

7. CREATING PARTNERSHIPS: FUSION CENTRES

Develop a framework for sharing information through fusion centres.

The ultimate step in the progression of the IALG recommendations regarding governance and partnerships is the establishment of frameworks for fusion centres which can share information internationally. Undoubtedly, one of the biggest problems identified by the IALG in tackling future crime challenges, particularly transnational crime like smuggling, cybercrime and terrorism; is the siloed nature of international policing that is highly restrictive in the way it uses and shares information. The IALG recommended that the white paper could be a preliminary step to building a pathway to the creation of fusion centres that will be able to coordinate and process information better between national law enforcement agencies.



INTERPOL

FUSION CENTRE EXAMPLE: INTERPOL GLOBAL COMPLEX FOR INNOVATION

Opening in 2014, the INTERPOL Global Complex for Innovation (IGCI) will be a cutting-edge research and development facility for the identification of crimes and criminals, innovative training, operational support and partnerships. The IGCI recognises that the future of policing is in collaboration, information sharing, innovation uptake and responding to changing crime threats.

A central organ of the IGCI will be the Cyber Fusion Centre, which will coordinate information sharing and data flows between relevant agencies, and assisting national law enforcement agencies in the pursuit of international crime.

The IGCI has also demonstrated a capacity to build private partnerships with corporations like NEC (Japan), Kaspersky (Russia) and Trend Micro (China). Although the IGCI remains an experiment in international law enforcement that is yet to be tested, its success in getting established and the requisite support can be a blueprint for future endeavours.

However, this recommendation remains one of the most difficult to implement, and the obstacles impeding the realisation of this outcome are real and significant. Ultimately, few would question whether the outcome was worthy – indeed, fusion centres have been attempted repeatedly in various jurisdictions in the last decade. But as one Pearl participant stated in response to the IALG plan, “they are a great idea – but do we have any ideas about how to make them work?”

Several participants pointed out that there have been numerous attempts to create and run fusion centres, however generating trust and genuine sharing remained a very real challenge. Even attempts within the European Union – one of the best aligned law enforcement communities – have run into significant struggles with information sharing. Small-scale examples in cross-border environments where sharing was an absolute necessity were cited, but the overall picture was bleak.

Results of similar attempts in the United States to develop and run fusion centres had thus far been lacklustre. A review of the National Criminal Intelligence Sharing Plan (NCISP) in the United States in 2011 concluded that despite good intentions and the implementation of fusion centres around the country, there was very little evidence that they had been effective in improving communication and coordination. Apart from structural and operational constraints to achieving this goal, agencies also “possess a number of traits (like autonomy and

CONSENSUS:

- General agreement that effective fusion centres are a long-term goal for international law enforcement efforts.
- Thus far, attempts to implement these in reality have fallen far short of expectations, and significant issues and obstacles exist preventing them from reaching their potential.
- Larger issues regarding police mission, structure, privacy, data handling and trust may need to be resolved first.



*Mr. Andrew Kan,
Hong Kong Police Force,
China*

interagency ego) that hinder the effective and efficient sharing of information and intelligence.”

As another participant offered, credibility and trust are basic problems that have yet to be overcome. Offering the example of small-scale information sharing between schools and the police regarding truancy in Belgium, which stalled due to trust and privacy concerns, the suggestion was that law enforcement still had not sufficiently dealt with the issues of privacy, trust and national interest to be able to progress to full-scale information sharing.

To some extent the problem of fusion centres runs into the much broader problems law enforcement already has with data, whether that is its limited capacity to handle large quantities of it, or its problematic case to the public about its right to use it. Although there is some hope in light of a major attempt at international information sharing in cybercrime through the INTERPOL Global Complex for Innovation and Europol’s EC3, at the present time the fusion centre concept remains “difficult to realise in reality”.



The Cybercrime Centre is the focal point in the EU’s fight against cybercrime, contributing to faster reactions in the event of online crimes. It supports Member States and the European Union’s institutions in building operational and analytical capacity for investigations and cooperation with international partners.

EC3 officially commenced its activities on 1 January 2013 with a mandate to tackle the following areas of cybercrime:

- a. That committed by organised groups to generate large criminal profits such as online fraud
- b. That which causes serious harm to the victim such as online child sexual exploitation
- c. That which affects critical infrastructure and information systems in the European Union

The purpose of EC3 Strategy & Prevention is to make the citizens and businesses of the EU safer through increased insight, knowledge and awareness raising. The EC3 analyses large amounts of data from a variety of sources - both crime data and open sources - to understand how cybercriminals, child sex offenders and fraudsters think and operate. What we learn not only helps law enforcement target its operations more effectively: it also informs changes in policy and legislation and, most important of all, is the basis for our advice to citizens and businesses on how to protect themselves from online threats.

8. GETTING THE RIGHT PEOPLE: RECRUITMENT AND TRAINING CENTRES

Establish a fully-funded international and multidisciplinary recruitment and training centre that will achieve:

- *A physical and virtual hub*
- *A common recruitment system with complementary screening tools and processes*
- *A pool of registered subject matter experts on international policing issues, challenges and phenomena*
- *Develop and deliver courses from an international policing perspective and context*
- *Produce subject matter experts to help address international policing issues, challenges and interoperability*

One of the most far-reaching and ambitious recommendations offered by the IALG was the establishment of an international multidisciplinary recruitment and training centre. But the ambition of the project matches the size of the challenge: one of the greatest problems facing police now and into the future is finding and keeping the right people and getting the diversity of skills required to cope with the increasing complexity of police work. The IALG sees its training centre proposal as a logical progression towards a truly international policing culture than can share and maximise the use of limited resources and skills. It would also provide a critical nexus of inputs –



Ms. Kristin Kvigne,
*National Police Immigration Service,
Norway*



Mr. Rene Lindenlaub,
*Luxembourg Police Grand-Ducale,
Luxembourg*

expertise, training, government, private and NGO resources. Setting common standards and developing complementary tools and processes would greatly assist the interoperability of global police forces and create law enforcement officers a lot better prepared for fighting international crime.

An important element of this proposal, as agreed by several Pearls participants and IALG members, was to increase the availability of high quality training for officers on international policing. However, making this possible requires bridging wide gulfs in standards and procedures employed around the world, and the wider gulf still with respect to potential private and not-for-profit partners. Is this a realistic goal? What are the incentives for private and not-for-profit organisations to participate in this process? Unlike information sharing or crime fighting initiatives, police training and recruitment has only an indirect and long-term benefit for non-police entities, making it questionable whether outside investment could be realistically secured. Indeed, one observer commented that it might in fact cost money to have private partners – the police need the knowledge and training from private technology companies a lot more than the technology companies need better trained police. How to make the cost-benefit case for such a large undertaking is thus very challenging.

Another line of thought on this proposal concerned how to establish the credibility of this training and the organisation that provided it. Credential credibility is a critical issue for new educational institutions, and the value



KNOWLEDGE AND TRAINING CENTRE EXAMPLE: HOMELAND SECURITY CENTRES OF EXCELLENCE

The Homeland Security Centres of Excellence (COE) network is an extended consortium of hundreds of universities generating ground-breaking ideas for new technologies and critical knowledge, while also relying on each other's capabilities to serve the Department's many mission needs.

All COEs work closely with academia, industry, Department components and first-responders to develop customer-driven research solutions to 'on the ground' challenges as well as provide essential training to the next generation of homeland security experts. The research portfolio is a mix of basic and applied research addressing both short and long-term needs. The COE extended network is also available for rapid response efforts.

Established in 2002 and now working as entities in twelve different areas, the COEs may provide some direction as to how future collaborations between private and public partners to develop training for law enforcement might evolve.

of the training across borders is tied to whether is widely recognised as being rigorous and valuable. Police forces already have their own training centres or collaborate in limited ways with others to provide recognised standards. Creating a new standard and set of qualifications, and having those qualifications internationally recognised, is a huge effort on the part of a new organisation with no established reputation. Working with a more established institution and expanding it may be a more practical route forward (given likely constrained funds) than trying to set up a new centre.

This led some participants to constructively question how necessary such a step was when compared with the significant costs and great obstacles that would be overcome in order to make the proposal into reality. How practical is it to implement arrangements as broad as these when even limited attempts at police cooperation have been difficult to bring into force.

Yet in many respects such an idea is an extension and evolution upon the IALG program – a program and process that has been highly successful and is now both well regarded and established. The value of programs like the IALG is reputedly high and its perspective and opportunities relatively unique.

CONSENSUS:

- The proposal is difficult to conceptualise from a practical standpoint, due to the high costs and lack of incentive for people to invest.
- Significant work would need to be done to create a framework through which recruitment and training standards operate.
- How to establish such an organisation's credibility and buy-in from police forces was another challenge mooted.



*Mr. Oliver Lozet,
Belgian Federal Police,
Belgium*

9. RIGHT PEOPLE AT THE RIGHT TIME: THE REVOLVING DOOR STRATEGY

Implement a 'revolving door' human resources strategy by establishing cooperation on a local, national and global level with partners from public, private and academic areas. This would allow organisations to:

- *Support flexible employment relationships for permanent and temporary staff;*
- *Be adaptable to change by bringing in, or developing (in-house or externally) the skills, talents and capabilities required;*
- *On short, medium or long-term bases.*

Finally, the IALG recommended that for a future fraught with evolving and unknown challenges, a much more flexible mentality when it came to human resources was required. This was the revolving door – a different model from the tradition of life-service that the police often adhered to. This model allows a much more adaptable workforce through partnerships that allow freer transfer of personnel between organisations to the places they are needed at the times they are needed.

Many of the IALG were clear in their belief that strategic human resource management was one of the core problems at the heart of policing, and of all the issues presented finding a resolution to this was critical. “We’re great at the tactical and terrible at the strategic” was the comment of one group member. This belief was echoed by many of the Pearls participants,



Ms. Mandy Newton,
*Australian Federal Police (AFP),
Australia*



Ms. Lucinda Nolan,
*Victoria Police Force,
Australia*

who had struggled in their own organisations to find the HR frameworks that would allow them to be sufficiently flexible to draw in the people they needed.

The general direction of change the IALG suggested met with near universal agreement, but the problems in implementing were of a different kind – namely they required concerted effort by police leaders to fend off resistance. That resistance came from a number of sources, but as one Pearls commissioner noted, “some of the biggest opponents in my organisation are my own deputies and middle managers. Changing the way we recruit and manage our people can be seen as a threat to the people who have dedicated many years to the old system.” Other leaders cited major problems in confronting unions or labour laws which are often tightly managed and politically influential in the case of police officers. An anecdote was recounted of the resistance encountered when a senior manager was recruited from a private enterprise to manage HR issues, at significant cost. The move was controversial and resented by some because it was perceived as breaking the commonly agreed upon rules. Yet these skills were vital to the restructuring of the organisation during a reform process. Law enforcement leaders will have to head off potential internal dissent to justify moving towards a more ‘revolving door’ style management system.

CONSENSUS:

- Broad agreement that the ‘revolving door’ strategy was persuasive and necessary as a future direction.
- Difficult to immediately implement, but leaders would be able, over time, to acclimatise and shepherd their organisations towards this end.



*Mr. Jack Phathanacharoen,
Royal Thai Police,
Thailand*

CONCLUSIONS



Open-ended forums like Pearls have a tendency to raise more issues than they address. Indeed, the very process of exploring solutions to complex problems tends to highlight problems located elsewhere that are also in need of solutions. Yet very quickly as the web of issues expands and the mind-map takes form, the scale of the task becomes bewildering and the starting point for any improvements becomes obscured amidst innumerable possibilities.

Out of the wide variety of issues and suggestions emanating from Pearls in Policing 2014, what then do we tackle first? To some degree, the answer to that question is simply “whatever necessity demands”, in the sense that most law enforcement agencies do not have the luxury of being able to set their own agenda and dedicate resources to problems that might only be theoretical. Windows of opportunity for reform do not come often and are often beholden to factors completely outside the law enforcement leader’s control. The resources and political mandate to make inroads into an issue like big data or inclusive policing may only come when a crisis brings them to the fore.



Mr. Gregory Tan,
*Singapore Police Force (SPF),
Singapore*



Mr. Arifai Tarawe,
*Royal Malaysia Police,
Malaysia*

However, to the extent that there are resources and spaces available to immediately begin on the task of better preparing the new generation for 21st century policing, three clear and immediate priorities emerge from the work of the conference and the IALG: recruitment, communication, and flexibility.

Priorities stemming from the conference and IALG

- **Recruitment:** The new generation of police are being forged now, and the investment being made today will determine whether the capacity and talent exists to deal with emerging problems in the future. Because the effect of recruitment policies will not be felt for some time to come, the imperative for addressing these issues now is very strong. This was underscored by the work of the IALG, who could foresee that of all potential problems facing the police, the foundation for addressing these was a more diverse, broadly skilled and flexible workforce than was currently available. Fighting 21st century crime becomes much harder if recruitment and training remain in 20th and 19th century paradigms. Financial, political or public resources may wax and wane quickly, but human resources require long-term investment to pay dividends.
- **Communication:** Many of the issues facing police will only amplify if the mission, value and relevance of the police are not better articulated for its key stakeholders. Quite a few of the challenges raised at Pearls



*Ms. Martine Vis,
National Police of the Netherlands*

were problems fundamentally related to communication – with the public, with government, with partners, even with competitors. From media relations to agency vision, communication is a uniting factor and investment now in better communication and articulation on several fronts appears eminently doable as well as both timely and necessary.

- **Flexibility:** Lastly, all these ideas and priorities only serve to underscore the vital need for law enforcement to emphasise flexibility above all else. A word map of some of the key statements from Pearls delegates about the challenges facing their organisations into the future reveals an extraordinary diversity of concerns. Some words recur frequently – adaptation, cybercrime, flexibility and efficiency to name the most prominent. But overall there are so many challenges that no police leader can ever hope to be able to address all of them. Most leaders may spend their entire tenure just trying to address a handful of these. This is perhaps why flexibility and adaption have begun to appear so frequently – it’s a recognition that the new generation of police will face extraordinary challenges in the face of rapid change in the 21st century, and the best skill they can impart to the next generation is not the ability to manage any one future challenge but to be flexible and adaptable enough to face whichever one is the more pressing at a given moment.

This remains a key part of the Pearls in Policing mission – to focus on the breadth, rather than the depth, of issues facing police. A quick glance of previous Pearls conferences is testimony to the extraordinary variety of issues that the group has examined. Exposure to Pearls is a kind of preview of the demands on future police leadership and a lesson about the flexibility that will be needed – tackling budgetary cuts one day and then data processing the next. Knowing that the issue you train to deal with today will not be the issue you need to deal with in a month or a year. The Pearls experience is a microcosm of the task of preparing the next generation of leadership: that the primary task of a future police leader will be to move nimbly from one issue to the next and follow the thin blue line wherever it leads.



Accessing the capabilities for 21st century Policing: To prevent, respond or recover from any emerging threat.

Key Statement

Our people are our greatest resource and greatest challenge.

Issue

Having the *right people*, in the *right place*, at the right time and with the *right abilities* and *equipment* to be effective in a dynamic, complex and inter-connected world.

Area of Focus

Vision

Governance

HR strategies

Leadership

Partnership

Global

It's a small world:
Worldwide presence,
Worldwide response

Accountable to govts
Dispersed locations
Delegated decisions
Harmonised standards
Interoperable systems

Global job market
Global competencies
Cross-cultural abilities
Focus on specialists
Access + employ skills

Systems thinker
Stakeholder influencer
Borderless perspective
Skilled communicator
Long-term/intel focus

Mix of private/public
National/local alliance
Formal agreements
Sharing of info/skills
Co-delivery of activity

National

One Justice:
Countrywide presence,
Countrywide response

Accountable to board
Dispersed locations
Delegated decisions
Harmonised responses
Owned + co-opted staff

Lateral entry
National competencies
National registration
Centres of excellence
Own + contract + co-opt

Skilled negotiator Politically aware
Cooperative/facilitator Identifies trends/issues
Strategic planner

Local enforcement
Non-law enforcement
Joint plans/operations
Coordinated R&D Funding contributions

Local

Think global, act local:
Communities of interest,
Broader array of harms,
Multi-level jurisdiction

Accountable to govt
Physical/online sites
Decentralised decisions
Fixed/mobile resources
Tiered responses

Recruit to workforce plan
Flexible deployment
Adaptive culture
Ongoing training/PD

Effective advocate
Calculated risk-taker
Collaborative operator
Strong business mgr
Trusted deliverer

Govt purchase agreement
Cross-govt protocols
Service delivery networks
Info/skills sharing
Informal engagement

Private

We're here to help:
Narrow focus/functions,
Frees up public police,
Spreads safety onus

Accountable to board
Oversight by regulator
Profit driven
Client focused
Minimal supervision

Recruit for set roles
May be licensed
May be screened
Varying training/PD
Responsive to demand

Stakeholder manager
Business developer
Risk/compliance focus
Productivity focus

Reporting to board
Liaison with regulator
Training arrangements
Contracts with clients
Supply chain deals





PARTICIPANTS AND CONTRIBUTORS

HOSTS OF THE CONFERENCE

- **Mr. Gerard Bouman**, Commissioner, National Police of the Netherlands and President of the Pearls Curatorium
- **Mr. Kevin Perkins**, Associate Deputy Director, Federal Bureau of Investigation (FBI), United States of America

LAW ENFORCEMENT DELEGATES

- **Mr. Khalid Abu Bakar**, Inspector General of Police, Royal Malaysia Police Force, Malaysia
- **Mr. David Armond**, Director Border Policing, National Crime Agency (NCA), United Kingdom
- **Mr. William Blair**, Chief of Police, Toronto Police Service, Canada
- **Ms. Catherine De Bolle**, Commissioner General, Belgian Federal Police, Belgium
- **Mr. Rohit Choudhary**, Addl. Director General of Police, Punjab Police, Indian Police Service, India
- **Ms. Michèle Coninx**, President, Eurojust
- **Mr. Peter Henzler**, Vice President, Bundeskriminalamt (BKA), Germany

- **Mr. Odd Reidar Humlegård**, Commissioner, National Police of Norway
- **Mr. Klaus Kandt, Polizeipräsident**, Berlin Police, Germany
- **Mr. Ilkka Laitinen**, Executive Director, Frontex
- **Mr. Hans Leijtens**, Commander, Royal Netherlands Marechaussee, The Netherlands
- **Mr. Oldrich Martinů**, Deputy Director, Europol
- **Mr. Romain Nettgen**, Director General, Grand Ducal Police, Luxembourg
- **Mr. Peter Ng**, Commissioner, Singapore Police Force (SPF), Singapore
- **Mr. Marc Parent**, Police Chief, Montreal Police, Canada
- **Mr. Emile Pérez**, Director Gendarmerie and Police International Cooperation, Ministry of the Interior, France
- **Mr. John Pistole**, Administrator, Transportation Security Administration (TSA), United States of America
- **Mr. Alexander Prokopchuk**, Head of Interpol National Central Bureau, Ministry of the Interior, Russia
- **Mr. Charles Ramsey, Commissioner**, Philadelphia Police Department, United States of America
- **Mr. Viv Rickard**, Deputy Commissioner, New Zealand Police, New Zealand
- **Mr. Andrew Scipione**, Commissioner, New South Wales Police Force, Australia

- **Mr. Christopher Stone**, President, Open Society Foundations, United States of America
- **Mr. Tamasak Wicharaya**, Inspector General, Royal Thai Police, Thailand
- **Ms. Patricia Zorko**, Chief Constable, Central Division, National Police of the Netherlands

ACADEMIC DELEGATES

- **Professor Willy Bruggeman**, Professor of Police Science, Benelux University & President of the Belgian Federal Police Board, Belgium
- **Professor Bob Hoogenboom**, Professor of Forensic Business Nyenrode University, The Netherlands
- **Professor Anthony Ribera**, Director, Institute of Criminal Justice Leadership, University of San Francisco, United States of America
- **Professor Mónica Serrano**, Center for International Studies, El Colégio de Mexico, Mexico

OBSERVATIONS FROM A NEW GENERATION OF LEADERS

- **Mr. Paulo de Campos Neto**, Team Chief, Flevoland Division, National Police of the Netherlands
- **Ms. Karin Lee**, Coordinator Strategic Intelligence and National Security Matters, Federal Bureau of Investigation (FBI), United States of America

- **Mr. Steven Schuetz**, Science advisor/ Physical scientist, National Institute of Justice, US Department of Justice, United States of America
- **Mr. Gregory Tan**, Head Technical Research, Police Intelligence Department, Singapore Police Force, Singapore

INTERNATIONAL PEARL FISHERS ACTION LEARNING GROUP (IALG) 2013-2014

- **Mr. Allaudeen Abdul Majid**, Superintendent, International Cooperation, Royal Malaysia Police, Malaysia
- **Mr. Steven Baldwin**, Head of Investigations, National Crime Agency (NCA), United Kingdom
- **Mr. Laurent Besse**, Superintendent, Head of research, analysis and cooperation Tools Division/Security Cooperation, Ministry of Interior, France
- **Mr. John Boles**, Deputy Assistant Director, Cyber Division, Federal Bureau of Investigation (FBI), United States of America
- **Mr. Michael Federico**, Deputy Chief, Corporate Command, Toronto Police Service, Canada
- **Dr. Bettina Fehlings**, Head of Unit KL32, Bundeskriminalamt (BKA), Germany
- **Mr. Michael Fuller**, Assistant Commissioner, Commander Professional Standards Command, New South Wales Police Force, Australia
- **Mr. Egon Hoppe**, Colonel, Commander Training and Expertise Centre, Royal Netherlands Marechaussee, The Netherlands

- **Ms. Charlotte Joergensen**, Senior Specialist in Human resources, Head of the Personnel Administration Team, Europol
- **Ms. Ana Cristina Jorge**, Head of Unit, Joint Operations, Frontex
- **Mr. Kai-Yan (Andrew) Kan**, Senior Superintendent, Deputy District Commander of a Police District, Hong Kong Police Force, China
- **Ms. Kristin Kvigne**, Chief Constable, Manager of the National Police Immigration Service, National Police Immigration Service, Norway
- **Mr. Rene Lindenlaub**, 1er Commissaire Divisionnaire, Regional Director Luxembourg City, Luxembourg Police Grand-Ducale, Luxembourg
- **Mr. Olivier Lozet**, Commissaire Divisionnaire, Head of Unit, Belgian Federal Police, Belgium
- **Ms. Mandy Newton**, Assistant Commissioner, International Deployment Group, Australian Federal Police (AFP), Australia
- **Ms. Lucinda Nolan**, Deputy Commissioner, Victoria Police Force, Australia
- **Mr. Kissana (Jack) Phathanacharoen**, Deputy Superintendent, Foreign Affairs Division, Royal Thai Police, Thailand
- **Mr. Gregory Tan**, Deputy Superintendent, Head Technical Research, Singapore Police Force (SPF), Singapore
- **Mr. Arifai Tarawe**, Deputy Superintendent, Royal Malaysia Police, Malaysia
- **Ms. Martine Vis**, Commissioner, Deputy Chief Constable Regional Unit Rotterdam, National Police of the Netherlands

CONFERENCE DIRECTOR

- **Ms. Anita Hazenberg**, Coordinator International Strategic Alliances and International Deployment, National Police of the Netherlands

CONFERENCE MODERATOR

- **Professor Michael Wesley**, Professor of National Security and Director of the School of International, Political and Strategic Studies, Australian National University, Australia

WORKSHOP FACILITATORS

- **Ms. Anita Hazenberg**, Coordinator International Strategic Alliances and International Deployment, National Police of the Netherlands
- **Mr. Rudi Lammers**, Assistant Commissioner, Chief Police Officer ACT, Australian Federal Police, Australia
- **Mr. Manote Tantratian**, Police Major General, Deputy Director Intelligence, Royal Thai Police, Thailand
- **Ms. Martine Vis**, Deputy Chief Constable, Division Rotterdam, National Police of the Netherlands

CONFERENCE REPORT WRITER

- **Dr. Matthew Laing**, School of Political and Social Inquiry, Monash University, Australia

CONFERENCE COORDINATION

- **Mr. Ken Hoffman**, Federal Bureau of Investigation (FBI),
United States of America
- **Ms. Theresa Spinola**, Federal Bureau of Investigation (FBI),
United States of America
- **Ms. Francis Stolwijk**, International Department, National Police of
the Netherlands
- **Ms. Gertie van der Vlugt**, The Hague Division, National Police of
the Netherlands

THE BOARD OF INTERNATIONAL ADVISORS

- **Professor Willy Bruggeman**, Professor of Police Science, Benelux
University & President of the Belgian Federal Police Board, Belgium
- **Mr. Saidi Mwema**, Inspector General, Tanzania National Police,
Tanzania
- **Mr. Tony Negus**, Commissioner, Australian Federal Police (AFP),
Australia
- **Mr. Peter Ng**, Commissioner, Singapore Police Force (SPF), Singapore
- **Professor Jürgen Stock**, Vice President, Bundeskriminalamt (BKA),
Germany
- **Mr. Rob Wainwright**, Director, Europol

MEMBERS OF THE PEARLS CURATORIUM (THE NETHERLANDS)

- **Mr. Gerard Bouman**, Commissioner, National Police of the Netherlands (President)
- **Mr. Herman Bolhaar**, President, Board of Procurators General, Public Prosecution Service
- **Ms. Frederike Everts**, Deputy President, Governing Board, Police Academy
- **Mr. Sandor Gastra**, Director General of Police, Ministry of Security and Justice
- **Mr. Arie IJzerman**, Deputy Director, General Law Enforcement and Administration of Justice, Ministry of Security and Justice
- **Lieutenant General Hans Leijtens**, Commander, Royal Netherlands Marechaussee

COLOPHON

Pearls in Policing Secretariat
P.O. Box 17107
2502 CC THE HAGUE
The Netherlands
Tel. + 31 (0)88 169 90 10
E-mail: info@pearlsinpolicing.com
Website: www.pearlsinpolicing.com

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Conference reporter

- Dr. Matthew Laing, School of Political and Social Inquiry, Monash University, Australia

Final editor

- Ms. Anita Hazenberg, Coordinator International Strategic Alliances and International Deployment, National Police of the Netherlands

Photography

- Mr. Davis J. Diehl
- Mr. Edward E. Letta

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