

Pearls in Policing

Shaping Innovation through Partnerships

Copenhagen, 13 – 17 June 2015

Executive Summary

Thirty-two law enforcement leaders, academics, and special guests from eighteen countries and five international organisations met in Copenhagen between the 13th and 17th of June 2015 for the 9th annual *Pearls in Policing* conference. *Pearls* is an international think-tank event where participants share ideas, experience and knowledge in a purposely small-scale, collegial environment. Grounded in the present but with eyes to the future, *Pearls* has established a firm tradition as a unique forum where police leaders can discuss and debate the key challenges policing faces at all levels.

Hosted by the National Police of Denmark, the conference theme ‘Shaping Innovation through Partnership’ invited participants to engage in a discussion about the future needs of policing and how best to forge the collaborations that will allow law enforcement agencies to meet those needs.

Striving for Moonshots

At the outset of the conference *Pearls* participants were invited to share examples of partnerships, and the successes and failures at their hands. Self-service passport control at Schiphol International Airport in Amsterdam, joint patrol arrangements between army and police branches in Malaysia, multi-agency cybersecurity drills in Hong Kong, the Australian Federal Police’s ThinkUKnow program for community cyber-awareness, and the local-national law enforcement partnerships for increasing night time safety in Aalborg, Denmark were just some of the diverse examples that inspired participants to look for innovative solutions to complex problems. But the question always remained – are we innovative enough? What are the big leaps in innovation – the moonshots – that we should be striving for?

International Action Learning Group (IALG)

The IALG – a taskforce of senior police leaders from around the world – was challenged to answer the question: *how do you create a police organisation with the culture and conditions that foster innovation through partnerships?* To that end, the IALG researched the current and future needs for innovation partnerships and co-creation, the principles for law enforcement that should govern such partnerships, the challenges and barriers to their implementation, and how mutual interests, risks, integrity and confidentiality can best be managed.

Through in-depth research, facilitated discussions and intensive strategy sessions in Melbourne, Hong Kong and Copenhagen, the IALG unearthed a rich and detailed collection of theories, models and ideas relevant and useful to guiding law enforcement approaches towards innovation partnerships. Based on a simple pyramid heuristic in which culture supports partnerships which in turn supports innovation, the IALG presented seven key recommendations to the *Pearls in Policing* plenary. These recommendations are designed to drive law enforcement from a ‘burning platform’ to ‘burning ambition’ when it comes to innovation.

Culture and Conditions

1. Understand your organisation’s culture and sub-culture through structured conversations. How can you know what you need to change if you do not fully understand where you are starting from?

2. Nurture and develop the culture and conditions required for organisational sub-groups to best achieve their purpose. Law enforcement should strive for a positive feedback cycle in which bringing together the right *structures* and *people* will create cultures of *openness* and provide *supportive leadership*. Developing such a culture may require focusing on niches within your organisation in which creating innovative and partnership-orientated sub-cultures that can, over time, create small-scale successes that will influence the larger organisation.

Partnerships

3. For issues that are complex and call for shared responsibilities, resources and expertise; consider partnerships as a solution. The ever-increasing complexity of society and the tasks of law enforcement means that partnerships can no longer be ignored. Starting small and securing early wins can help create a receptivity within agencies and ability to attempt larger partnership arrangements.
4. Be open-minded when considering potential partners and allow them to be more intimately involved in the policing process. Namely, focus on co-ownership and co-creation. Co-creation, whereby partners come together to define the agenda and address challenges through innovation in situations of uncertainty, and where the expected outcomes are ill-defined, is the next step in transitioning towards partnerships that create new knowledge and practices

Innovation

5. Make the organisational shift from managing innovation through partnerships to co-creation platforms. Make your organisation one that leads the change rather than is led to address future trends. Successful co-creation is a journey that requires the identification of shared challenges, developing a deliberate and focused approach, creating actor platforms, identifying value potential for partners, and creating coalitions of the willing to pursue co-creation.
6. Embed partnership, innovation and co-creation in your organisation's mission, vision, values and performance measurement. Such values need to be not just strategically identified but also codified into organisational management procedures.

For the Future

7. Consider whether the police organisation of the future is even an organisation. How could we organise to engage the community in public safety in a way that recognises that we are just part of the network and solution, rather than providing the entire solution? What conditions would support such an approach?

The academic contributors challenged the Pearls participants to take the IALG recommendations and use them to guide future thinking. In a contemporary environment in which you can do shopping without shops and banking without banks, what will be the role of law enforcement going forward? The academics outlined three challenging models for future policing – policing in isolation, policing without the police, and policing through co-creation. These scenarios and the challenges of reaching an outcome of policing through co-creation guided much of the discussion on the conference theme going forward.

Working Group One –

Meeting Future Needs: A Worldwide Vision on Policing in 2025

Driver: Belgian Federal Police

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

Presented by Commissioner Catherine De Bolle of the Belgian Federal Police, Professor Willy Bruggeman of Belgium, and Commissioner Odd Reidar Humlegård of the National Police of Norway, the working group established that as the role of police becomes increasingly complex in an ever-changing world, so too do its needs become more complex to both identify and satisfy.

Policing is not limited to the 'public' police but also to the proliferation of other actors, both state and private, in the security space. Critically important then is for public policing to define itself within a broader security context. To assist in this task, the working group posed a conceptual space in which future policing might define itself, on one axis between 'hard' and 'soft' policing methods, and on the other between a theoretical maximum level of policing (over-policing) and a minimum level of policing (under-policing). How public policing positions itself within this space and the strategic choices it makes to do so will not only define its future needs, but also its relationships with citizens and stakeholders going forward. Framing the limits of policing then is a critical task for law enforcement, which in turn will inform its legislative, strategic and economic imperatives, and its attitude towards professionalism, other security actors and social paradigms. Having given some space to consideration of the space in which public policing exists, three common future needs for policing reoccur: the need for flexibility and pro-activity, pro-active communication, and integrity and trust-building.

Flexibility and Pro-Activity

Broadly speaking, all policing agencies must manage organisational compromises within a triangle bound by three points – time, resources and objectives. Harmoniously managing these trade-offs in the context of rapidly changing conditions requires not just flexibility but a proactive attitude towards organisational development. Yet objectives are closely tied to the mandate of public police, hence the key trade-offs within a policing organisation must necessarily be between time and resources. The mandate of law enforcement is closely related to social expectations, however more thought about the specific scenarios in which future policing will be involved, including *environmental*, *situation-specific*, and *organisational* scenarios.

Emerging strategies that have been identified with the potential to create flexibility include *predictive policing*, which already has demonstrated utility in several law enforcement jurisdictions, and *foresight*, a program run by law enforcement in Germany. The optimisation of time schedules and resources in view of changing conditions is usually a reactive process, but use of the aforementioned strategic programs can make a decisive contribution to building up proactive competencies, and can constitute facilitate the step from flexibility towards being proactive.

Proactive Communication

Social cohesion is increasingly a product of technological interactions than personal reactions. New generations have less demand for police in the street: they need them online. In this respect, law enforcement has demonstrated, whether it be riot control through twitter or citizen alert services like Burgernet, that communication partnerships with the public are a key avenue for innovative solutions. Crowdsourcing solutions, by giving data to the public in order to solicit engagement or solve crimes, demonstrate the potential of proactive communication strategies to handle other looming challenges for law enforcement, such as big data. Citizens are no longer passive recipients of information but expect to be actively engaged in conversations with and about law enforcement, whether online or in-person. To deliver on this need, police leadership needs to be better trained and attuned to the necessity of proactive communication and engagement with their communities.

Integrity and Trust Building

Respect, dignity, fairness and the treatment of citizens is essential. It is not always a question of efficiency or solving crime that determines the trust given to law enforcement. The public's trust in police leaders themselves is essential as well. Strong leadership has to be based on bedrock of integrity and principles, and is much more important than just the training you provide.

Public trust in the police relies not only on the ability of the police to solve crime once it has happened, but also in the ability of the police to maintain order and community safety. The *procedural justice* model predicts that when officers treat people with respect and dignity, use neutral and fair decision-

making processes, and allow people a voice in the interaction, people are more likely to view the police as legitimate. And as with proactive communication, police gain voluntary cooperation of the public not through aggressive control but instead by building a close social connection between the police and the public. As such, it is vital to understand how public perception of crime affects the willingness of the public to trust the police. But just as important, police leadership must confront the vulnerabilities to their integrity profile – for example corruption, politicisation and ethics.

Trust-building and integrity are not just imperatives for their own sake – increasingly they are the cornerstone of most effective law enforcement strategies, from crime prevention to creating effective law enforcement partnerships, and joins flexibility, proactivity and communication as the pillars of meeting future policing needs.

Working Group Two –

Vision on International Policing Cooperation and Coordination

Driver: Interpol and Europol

Co-Drivers: National Crime Agency (United Kingdom)

Institutional Dynamics of International Policing

Presented by Secretary-General Jürgen Stock of Interpol, and Deputy Director Wil van Gemert of Europol, working group two underscored some of the key necessities and challenges facing international law enforcement cooperation. They highlighted the shift towards multilateral cooperation and well-established regional policing organisations, including secure architectures, but cautioned that the landscape remained intricate, and the complexities manifold. To abolish multiplicities, do we need to deconstruct and rebuild or can we adapt existing structures?

Underlying legal frameworks don't always keep pace with rapid societal developments, creating loopholes for criminals and vulnerabilities for cross-border policing cooperation. And the recent global downturn of policing places a focus on optimisation of resources, priorities and strategic planning. At the same time law enforcement needs to innovate and invest in new technology and expertise. This threatens to leave law enforcement behind the curve. Public private partnerships are widely believed to be the most efficient crime fighting model, involving interdisciplinary synergy globally and cross-sector. The benefits however are offset by the risks to the integrity and reputation of police forces, and careful management is needed.

Policing, Technology and Tactics in the Digital Age

The need for international norms and standards for cooperation, enabling legal frameworks, future funding models as well as the selection, vetting and governance of partnerships were discussed. Technology shapes policing and potentially transforms police operation while generating cost-savings. The efficiency gains may differ enormously however on the short, medium and long term as the result of a variety of business management factors. New and future technology, generating vast amounts of data, suggests a growing role for predictive policing through discovery of patterns in big data, but also hides potential perils. Substituting well-established policing practices by technological 'fixes' should be avoided. The line where content breaks the law is still blurred. Law enforcement has a difficult choice between takedown or harvesting intelligence on the source and users of online material.

Policing Abroad: International Cooperation in Post-Conflict and Developing Contexts

There are distinct patterns that link post-conflict and economic development contexts with transnational criminality. Such nations are more likely to be exposed to transnational threats or be themselves hosts to transnational criminal operations. The challenge of international policing is that these areas are critical targets for engagement and partnership to combat transnational crime, whilst

at the same time they represent the weakest link in the chain of international law enforcement. International policing efforts must provide support and capacity-building within these contexts, filling urgent gaps whilst helping countries in the long-term to improve their security institutions and policing responses. International policing efforts must now strive to develop globally accepted standards and common political understanding to better facilitate and coordinate improvement in law enforcement in post-conflict and developing contexts. Intensified engagement focused on building basic policing responses abroad and connecting them to a larger international policing network could generate high-impact, low-cost returns.

Strategic Directions for International Law Enforcement Cooperation

Political will: Although there have been many historical attempts to define and combat cross-border threats at a transnational level, progress in this regard is still relatively modest. Law enforcement will remain a national responsibility, but much more can be done to foster international cooperation to raise awareness, set standards and coordinate responses.

Legislation, standardisation and common practices: Reconciling national sovereignty with the exigencies of international policing cooperation remains a challenge. Even the way crimes are legally defined may vary between nations - variations which allow criminals to exploit those variations and may hamper cooperation in areas such as evidence-handling and information-sharing. Complex international legal structures are not necessarily required as the solution – much can be achieved through harmonisation of national laws, which in turn will better facilitate standardised platforms for law enforcement internationally.

Networks and partnerships: International police cooperation cannot continue to be organised by geography only, as crime is no longer bound this way. A parallel inclusive approach is needed, through multi-disciplinary partnerships with civil society and the industry, as well as targeted engagement with sector-specific actors. The cooperation environment must reduce unnecessary competition and jurisdictional conflicts, whilst still respecting sovereignty and national primacy.

Culture, language and training: Transnational policing can be limited by the great diversity of law enforcement cultures across the world. Whilst such cultural diversity must be respected, each law enforcement culture must also embed the principles of international cooperation, whilst finding ways to break down language and training barriers.

Information-sharing, data-processing and interoperability: Intelligence sharing has long been a weak point in international policing, and reversing this state of affairs requires more investment into trust-building rather than furthering legal obligations. Better alignment of data-processing and information-handling standards are another bridge to better sharing arrangements.

Mutual dependence and international responsibility: Staying local or going at it alone is not an option anymore. International police cooperation organisations have a legitimate role and important duty in raising awareness and building capacity in a mutually dependent international law enforcement community.

Cybercrime – a catalyst for international cooperation: The virtual world is one not defined by geography, and crime in this space is a threat common to all nations. Combating cybercrime is fertile ground for international cooperation, and transnational efforts in this area are an ideal springboard for creating models for more sophisticated international police cooperation.

Going forward on International Cooperation

As articulated by participant discussion, thinking, acting and behaving bravely and innovatively must be the personal mission of international police leadership. Despite difficulties and challenges, the work of continuing on the path towards a platform for global police cooperation was paramount.

Many advances have been made, but there is much yet to be done. It was in keeping with this ethos for action and continuing cooperation that participants resolved to continue working towards a white paper for international cooperation, with a 2016 conference theme of “Uniting Global Law Enforcement.”

IALG 2015-2016 Assignment

In November 2015, IALG participants will gather from around the world in The Netherlands where assignment giver Commissioner Catherine De Bolle of the Belgian Federal Police will present an assignment on the topic of combating radicalisation through prevention and community partnerships.

The rise of violent extremism, whether through ultra-nationalists, anti-globalisationists, religious fundamentalists or lone actors, has underscored the critical need for law enforcement agencies to become more effective in combating radicalisation. As established at the 2015 Pearls in Policing conference, more effective strategies will likely entail a shift in focus from the de-radicalisation of already radicalised individuals to addressing and averting pre-radicalisation within at-risk populations. Broad and inclusive partnerships, particularly with governments, NGOs, community organisations and civil society groups, will be essential.

The IALG will have the task of establishing the principles that should serve as the foundation of a preventative approach to radicalisation, of researching and presenting on innovative and collaborative prevention strategies for radicalisation, and of identifying effective potential partnership through which such strategies can be best implemented.

Pearls in Policing 2016

The 10th *Pearls in Policing* conference will be held in Sydney, Australia from the 11th to 15th of June, 2016 and hosted by the Australian Federal Police and New South Wales Police Force. The theme of that conference will be *Uniting Global Law Enforcement*. Through collective discussions at the plenary sessions of the conference, the Pearls participants concluded that on top of an ongoing working group that continues to tackle the challenges of international policing cooperation, two working groups addressing critical and complex problems were articulated.

Working Group One: *An integrated strategy to protect the most vulnerable (such as domestic violence and child abuse) that incorporates: 1) A vision and best practices to broaden the approach, with co-creation as a method to innovate and cooperate with partners. 2) A strategy to illuminate and analyse the trends of these crimes to address their political and public profile. 3) A balance between freedom and security, especially in private environments like the home and family units.*

Driver: National Police of the Netherlands

Co-Driver: National Crime Agency (United Kingdom), National Police of Norway, Toronto Police Service (Canada), Tanzania Police Force, Myanmar Police Force, National Police of Colombia

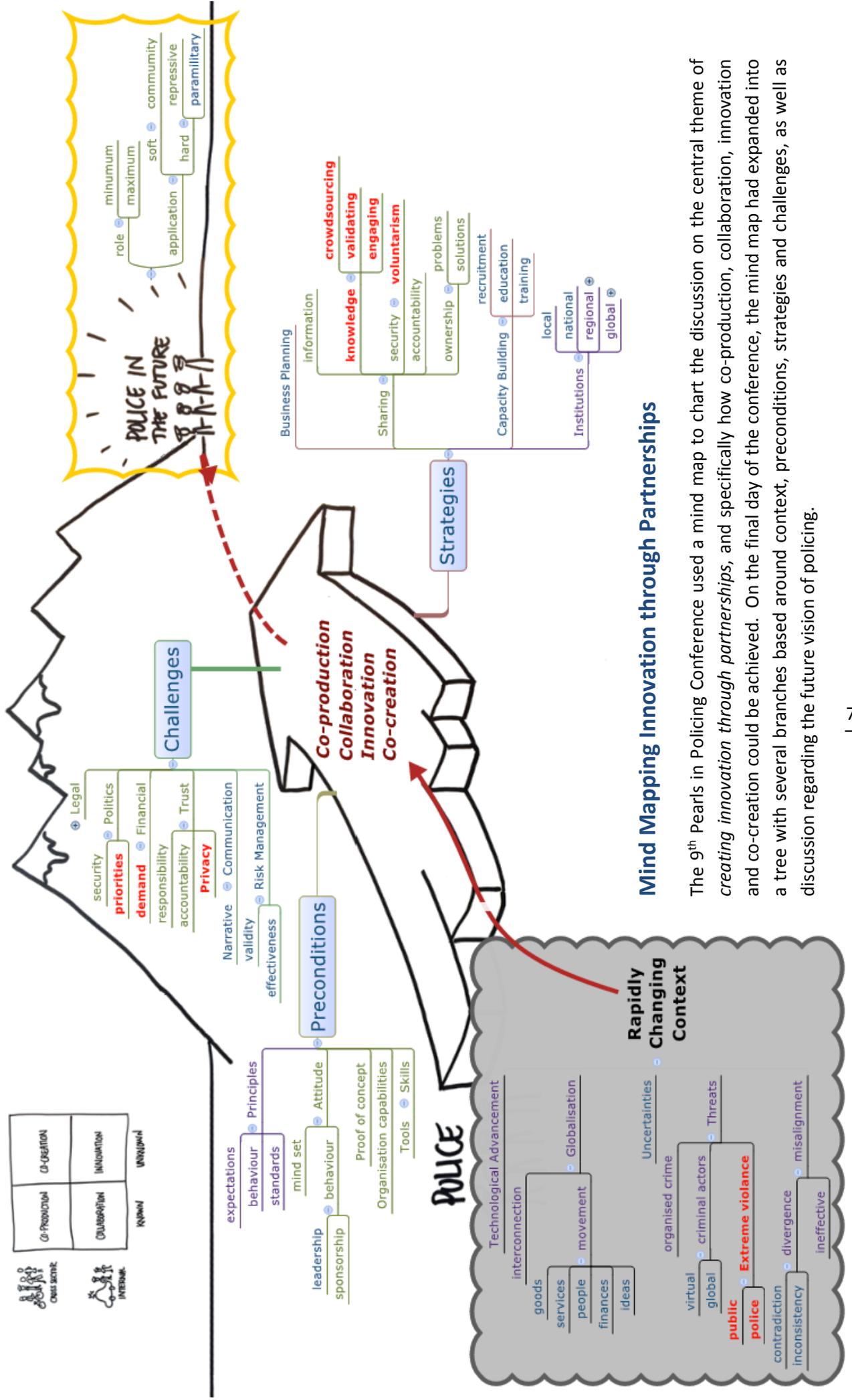
Working Group Two: *Exploring the boundaries: striking the balance between hard and soft policing, and over-policing and under-policing, in modern law enforcement.*

Drivers: Hong Kong Police Force, Professor Willy Bruggeman (Belgium)

Ongoing Working Group: *A continuation of the white paper discussion on international law enforcement cooperation and coordination.*

Driver: Interpol and Europol

Co-Drivers: Royal Netherlands Marechaussee, Belgian Federal Police, French Ministry of the Interior, Eurojust, Federal Bureau of Investigation (USA), New South Wales Police Force (Australia)



Mind Mapping Innovation through Partnerships

The 9th Pearls in Policing Conference used a mind map to chart the discussion on the central theme of *creating innovation through partnerships*, and specifically how co-production, collaboration, innovation and co-creation could be achieved. On the final day of the conference, the mind map had expanded into a tree with several branches based around context, preconditions, strategies and challenges, as well as discussion regarding the future vision of policing.