

# Pearls in Policing

*Uniting Global Law Enforcement*  
Sydney, 11 – 15 June 2016

## Executive Summary

35 law enforcement leaders, and academics from 21 countries and 4 international organisations met in Sydney between the 11<sup>th</sup> and 15<sup>th</sup> of June 2016 for the 10<sup>th</sup> annual *Pearls in Policing* conference. *Pearls* is an international think-tank where participants share ideas, experiences 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 Australian Federal Police (AFP) and the New South Wales Police Force (NSWPF), in cooperation with the Pearls curatorium, the conference theme 'Uniting Global Law Enforcement' invited participants to engage in a discussion on the imperatives for and obstacles to the creation of a closer and more integrated international policing environment.

## What's the Police Story?

Every pearls participant was invited to nominate what they saw as their greatest obstacles to uniting global law enforcement, as well as the issues and countries that most worries their organisations. When taken together, it was clear that most organisations still have a local and neighbourhood focus, nominated bordering or nearby countries as their largest problem. And the problem crimes nominated still had a heavy focus on the traditional, such as drug crime, money laundering, fraud and financial crime, terrorism and migration. Are the police then still too narrow in their focus? Are we still unable to see the need for strategies and action in states beyond our immediate vicinity? Are we still struggling to focus on the growing crimes of the future, such as cyber and environmental crime?



What's the Police story?

Technical, cultural, legal, language, confident and trust-building problems were amongst those most frequently nominated as obstacles to further international integration. And yet little attention was devoted to the problem of leadership, which may be the most pressing of all, as it will require leaders of law enforcement at all levels to make the case and clear the way for greater international cooperation. In many ways, these responses echo some of the issues raised in reflection on the 10<sup>th</sup> anniversary of Pearls in Policing. We are still struggling to articulate the law enforcement 'story' in the 21<sup>st</sup> century. Are we still the thin blue line, focused on containing immediate threats and maintaining public order in our jurisdictions. Or are we able to move beyond that to bigger roles, coordinating global law enforcement and responding to global threats like an orchestra director? Or will we be content to be simply part of the parade?

## International Action Learning Group (IALG)

The IALG – a taskforce of senior police leaders from around the world – was challenged to answer the question:

*How can law enforcement agencies 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 within government, NGOs, community organisations and civil society groups, will be essential.*

With a problem as wicked as radicalisation, with more than 250 definitions, the IALG stresses that there are no silver bullets when dealing with this problem. Moreover, the staircase model of radicalisation demonstrates that current police strategies generally engage those on the pathway to radicalisation far too late. Thus the emphasis must shift into preventative and early intervention strategies. The IALG suggest a flexible to achieve this, and a **partnerships and capabilities** model that serve as strategy for prevention and method for influencing partners to take on more of a role in combating the problem. At the same time, it is important for the police themselves to better understand and define what their role is in this community-wide, wicked problem.

### Partnerships and Capabilities

- ❖ **Community Outreach:** A bottom-up, decentralised focus on the community and its issues as a whole, rather than specific at-risk groups, is a long-term vision for police engagement.
  - *Co-Creation:* Identify key partners to build together for a shared vision.
  - *Connect Hybrid Groups:* Establish multi-faith and special interest dialogues that focus on a diversity of interests.
  - *Cultivate Long-Term Relationships:* Involve the ‘right’ people – those who share language, culture and interest traits that connect them with diverse communities. Set up dedicated teams for community outreach who have the ability to maintain long-term relationships with those people.
  - *The Web:* Facilitate interaction via the internet and smart applications with the community. Create a better platform for the community to connect to police. Produce-counter narratives and send key messages to combat radicalisation.
- ❖ **Diversity and Recruitment:** A diverse police force that more accurately mirrors the society it polices is a priority to combat radical narratives and create the credibility and cultural links to effectively engage with our many different communities:
  - *Analyse your community make up:* be ever conscious of the changing makeup and proactively reflect it in your organisation.
  - *Take an inventory of existing human resources:* better understand the assets you do have and their ability to engage with diverse communities
  - *Make good use of your meaningful partnerships:* once you establish the links – use them. Do not let them languish when focus is diverted away.
  - *Use an innovative recruitment and selection process:* ensure that requirements meet evolving cultural and linguistic realities, and seek-out those you need to better reflect the community beneath you.
- ❖ **New Funding Streams:** Essential for effectively combating radicalisation. Given government restraints, appropriately sourced private funds is a potential way to break the deadlock.
- ❖ **Crowdsourcing:** In tandem with new funding streams, crowdsourcing funds for tangible projects has potential, particularly for community outreach projects, to avert radicalisation.

- ❖ **Biotechnology:** Biotechnology provides a huge opportunity for the future ability to detect and prevent radicalisation. Partner with biotech firms now to focus their and our agenda.
- ❖ **Technology Platforms:** Broader collective partnerships with technology companies are needed, and higher level international-scale collaboration, through vehicles like Interpol and Europol, should be set up with large tech firms to understand and shape the technologies like drones which, in the hands of the radicalised, could inflict harm in new ways.
- ❖ **Telecommunications and ISP Partnerships:** Partnerships with communication companies is fundamental, and embedding officers within these companies more vital than ever. Barriers to and procedures for obtaining assistance from such companies need improvement.

## Working Group One

### An integrated strategy to protect the most vulnerable

Driver: Netherlands Police, Amsterdam Division.

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

### What is Vulnerability

- ❖ **Clusters of characteristics:** In looking at the diversity of contexts in which the concept is applied, four clear clusters of meaning emerge.
  - *State of the individual:* People with characteristics that negatively affect their ability to function in accordance with societal norms. E.g. mental illness.
  - *Groups:* Some sections of society are collectively classed as vulnerable according to specific risks or disadvantages faced by that group. E.g. refugees and women.
  - *Places:* Some areas are associated with increased risk and disadvantage that may engender structural vulnerabilities in populations. E.g. blighted neighbourhoods.
  - *Typologies of Crime:* Certain types of crime have a severe impact on victims due to their exploitation of unequal economic, social or personal relationships, such as child abuse, domestic violence and human trafficking.
- ❖ **Components of Vulnerability:** Examining the clusters, two dimensions that characterise vulnerability emerge. Firstly, being *an attractive target + low resilience* places specific persons, individually or collectively, into a risk category. Secondly, the *context* in which that individual or group exists is critical. Context can be simplified by breaking the concept up into a) characteristics of the society in question, b) characteristics of habitat, c) the international environment and d) the content, form and dynamics of the media. Though the first two factors have long been present, the second two factors are rapidly rising in salience. Global phenomena like mass migration and refugees have created new and growing categories of vulnerable, while digital and social media have interconnected everyone, creating new avenues of crime and new ways to make the public vulnerable.

### Why is Vulnerability a Police Matter

Protecting the vulnerable and defending human rights in general is undeniably part of the police mission. From a societal perspective, abrogating responsibility in this field will cause a deterioration in social conditions and in turn the legitimacy of the police. From an instrumental perspective, protecting the vulnerable lowers the risk of them being repeat victims, or become offenders themselves in turn. Distinctions between *control*-focused and *consent*-focused policing services have implications for vulnerability in the police mission. *Control*-orientations tend to place them as secondary to more immediate public order concerns, while the opposite may be true for consent. However, an ambition to protect the vulnerable is possible in both.

## Implications for Police Services and Partners

- ❖ **Targeted and Proactive Policing:** The police should place as much emphasis on preventing crime as it does on responding to and investigating crime once it has happened.
- ❖ **Identifying Vulnerability:** More sophisticated analysis, taking into account both resilience/target and context factors, is required to make finer grained distinctions about individuals and groups who are vulnerable or at risk of becoming so.
- ❖ **Partnership:** Vulnerability overlaps many jurisdictions, and multi-agency strategies and engagements are needed to address the problems.
- ❖ **Mind-set:** Capacity-building, training, leadership, mentoring and coaching, as well as new incentives and measuring success differently, including personnel pay and reward.
- ❖ **Outcomes:** Instead of agencies working separately towards specific goals, police and public services should be joined up around shared outcomes.
- ❖ **Sharing Information:** New policies and procedures are required to ensure that information sharing is re-thought from the perspective of protecting the vulnerable.
- ❖ **Added Value:** Determining partnerships to protect the vulnerable requires more stakeholder analysis through community and business engagement, as well as continuing to monitor success or failure of such partnerships and adjust accordingly. No 'set and forget.'
- ❖ **Police Accountability:** High accountability is a precondition, as strategies to protect the vulnerable enter sensitive private, instead of public, spaces; and sensitive information is handled.

## Working Group Two

### Exploring the boundaries: striking the balance between hard and soft policing, and over-policing and under-policing, in modern law enforcement

Driver: Hong Kong Police Force (China)

Co-Drivers: Professor Willy Bruggeman, President of the Belgian Federal Police Board

#### Striking a Balance

- ❖ **Beyond 'Just' Policing:** Placing an agency fairly on the spectrum of hard/soft or over/under is often simply described as just 'doing the right thing.' Yet this broad concept is difficult to operationalise, due to differing perceptions of rectitude in public policing in the 21<sup>st</sup> century. It also sets up false dichotomies – for example, between 'freedom' and the 'rule of law'. The working group believes that *freedom within the rule of law* is the desired outcome, not a trade-off between the two. 'Just' policing then has become too simplified a statement.
- ❖ **A Strategic Triangle:** The working group notes the exploring the balance and boundaries between hard and soft, over- and under-, can be done in part through Mark H. Moore's 'strategic triangle', consisting of the corners *Public Value*, *Operational Capabilities* and *Legitimacy and Support*. These three corner are mutually supporting if in place, but mutually undermining if not. All three corners of the triangle can be considered in the context of the hard/soft, over/under dilemmas, and can form the basis for an agency dialogue.
- ❖ **Framework for balance:** Internally, police agencies must put in the place the preconditions for effective navigation of the space between hard/soft and over/under. The working group notes that internal trust-building and understanding, as well as internal integrity management, are critical tools at the disposal of modern agencies to ensure its values and culture put their agency in the mind-set for seeing the boundaries and where balance is.

## Exploring the Boundaries

Working Group driver, the Hong Kong Police Force, provided two tangible examples that explored the boundaries of hard/soft, under/over, and highlighted dilemmas for policing that arise.

**Illegal “Occupy Central” Movement:** In September of 2014, a large-scale political movement in Hong Kong began a prolonged occupation of key government and business centres. Intense media coverage, a strong political element, and the futility of standard crowd dispersion tactics meant a highly complex situation. Early attempts at ‘hard’ tactics proved ineffective, and continuing or intensifying such efforts would have been inflammatory and potentially deadly. Subsequently, minimum force was applied and left as a last resort. The tactics succeeded, and won the hearts of many Hong Kong citizens, with order and security maintained by continuing emergency services to occupied areas when necessary over the 79 days of the protests.

**Mongkok Riot:** In February of 2016, an encounter between the city food inspectors and illegal hawkers led to raucous crowds and illegal assemblies. Protests, fires and property damage followed. In a reverse of the Occupy Central case, the police initiated with the ‘soft’ tactics that had succeeded in calming and ultimately defusing previously. However, the rioting and damage spread further to private property, and police officers were violently and persistently attacked, leading to the reversion of traditional enforcement tactics and the arrest of 54 of the rioters.

Both cases are highly *multi-dimensional* and raise complex questions. Two somewhat similar incidents experienced the over/under and hard/soft dichotomies in very different ways. *Public support* was a complex element and its highly polarised, with high praise and deep scorn being alternatively applied to police actions in both cases. Yet *internal support* emerged also as an issue – morale was affected by the limitations placed on officer actions during the Occupy Central case, as trained police were being restrained from doing what they perceived to be their job.

## Dilemmas

- ❖ Do we see a need for universal standards in good policing?
- ❖ Marrying the fundamental right on security with new fundamental rights on police response and services: is there a global answer?
- ❖ With soft tactics liable to abuse by radical groups, yet hard tactics a dangerous risk to violent escalation and public disapproval, how do we as police approach the hard/soft spectrum?
- ❖ To what extent are trust-building and integrity management effective in addressing the issues in these complex, multi-dimensional cases?
- ❖ How effective are existing community engagement initiatives? How do we engage those dissatisfied with police conduct?
- ❖ What sort of policing mentality or tactics should be deployed to enhance the perception of political neutrality?

## Working Group 3

*Vision on international policing cooperation and coordination*

Drivers: Interpol and Europol

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

## Why the Current Gap?

**The New Security Landscape:** Global megatrends have radically altered the contemporary situation in national and global security – increased mobility of money, people, goods and information; the intensity of these flows; and the rise of global interconnectivity; has led to a high

volume of crime and security issues originating far beyond the jurisdictions they effect. **An Outdated Paradigm:** International law enforcement has not adjusted to this new global reality, and is still focused on decentralised structures, and international cooperation is still driven by self-interested interactions on the bilateral or multilateral level.

**The Gap:** The gap between ever-rising global security threats and the capacity of international law enforcement to adequately respond is widening. The gap cannot be closed with 20<sup>th</sup> century attitudes towards cooperation. There are bright spots of success in bridging that gap, but these need to be a starting point for further efforts.

### Obstacles to Change

- ❖ **Trust:** Trust is easier to build between people, but by nature harder to maintain between anonymous systems and structures. Trust is critical to effective international cooperation.
- ❖ **Cultural:** ‘Intelligence-led’ vs. ‘operational-driven’; ‘hard’ vs. ‘soft’ – there are divergent cultural perspectives on policing that make cooperation across nations difficult.
- ❖ **Organisational:** Differently organised forces have low levels of interoperability.
- ❖ **Technological:** Most forces work with yesterday’s technology, suffer from a low level of innovative spirit, and technology is often implemented at limited scales with little compatibility between systems used internationally.
- ❖ **New Capabilities:** Police forces lack the skills needed to change current trajectory.
- ❖ **Governance:** Transferring sovereignty and giving legitimacy to international policing efforts is politically fraught and state institutions are reluctant to sacrifice national prerogatives.
- ❖ **Legal:** Legal framework is primarily formed by a collection of diverse national frameworks.
- ❖ **Resources:** International policing requires more resources from states and regions, a major challenge during a period of austerity and budgetary contraction globally.

### Striving Towards a Vision

**Embracing Connectivity:** Police agencies around the world should embrace connectivity. A new connectivity paradigm means police should approach crime from a high angle that incorporates global policing elements at all levels and maintains communication and intelligence-sharing between them. The new paradigm acknowledges that there is a global common interest to combat diffuse crime that might hit any country – the focus shifts from not just national or local security needs but to global security considerations, and all nations feel that obligation.

**Linking with Global Governance:** The work that police agencies are doing on a global level should be guided, supported and legitimised by a global governance structure. Though this remains a highly sensitive and complicated political issue, and major impingement on national political sovereignty remains unlikely, transnational political entities with a mandate to make important decisions on global policing and jurisdictions is needed. It is not up to police to determine the forms these should take, but they should articulate the need more clearly to world leaders.

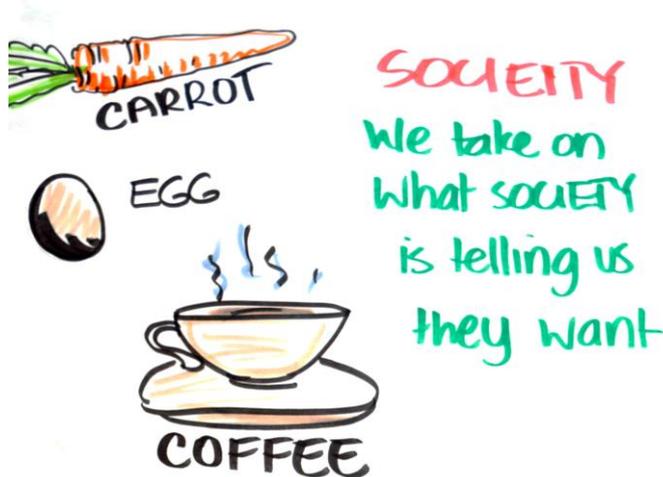
**Building a Robust Architecture:** Police agencies worldwide should agree on a robust architecture for cooperation and coordination that incorporates local, national, regional and international authorities. Some of this infrastructure has come into place at the regional and international level, some of it continues to develop. New regional and global infrastructure will not replace national and local forces, but complement it through clear role understanding, and with each level porous to one another, freely sharing intelligence and mutual support.

**Using One System for Information Exchange:** One system is needed to guarantee the quick and smooth flow of information between law enforcement agencies. Technological barriers currently slow (or render impossible) interaction between multitudes of information systems, and many

parallel systems of information exchange cause duplication, inefficiency and confusion. National and hierarchical bottlenecks need to be removed in favour of a flat networked solution. Technological innovation, like block chains, will be key for any new system.

**Organising for Operational Results:** A set of standard operational procedures for common joint actions should be put in place. Nothing helps boost international cooperation and the political appetite for better than operational success. In addition, a toolbox for robust investigative procedures is needed.

### The Carrot, the Egg and the Coffee



Contemporary law enforcement often finds itself trapped between a dilemma of 'hard' and 'soft' policing, a dilemma made worse by the rise of extremism and cyber threats. Balancing between these two alternatives is difficult at best, particularly as the choices police make will be interpreted and pressured by the public opinion, media and politics.

Yet as one Pearls participant offered, consider the carrot, the egg and the coffee.

When hot water is added to the carrot, it becomes soft. When added to the egg, it becomes hard. But when added to the coffee bean, the water takes on its flavour. That interaction is the one that police should strive for – to take on the flavour of the communities it police, rather than adhere too rigidly to either hard or soft paradigms.

## IALG 2016-2017 Assignment

In November 2016, IALG participants will gather from around the world in Brussels, Belgium where assignment giver Rob Wainwright, Director of Europol, will present the following assignment:

*Modern policing is often trapped in a positive feedback loop, in which unexpected shocks and violent crimes lead to public anxiety and 'hard' policing responses, which in turn worsens the culture of fear around crime. This cycle draws public, political and police attention away from increasingly important but less-visible threats, particularly those in cyberspace.*

*So how do we create the shock-resistant police organisations of the future that defuse that cycle and can stay focused on preventative and proactive, rather than reactionary, policing? How do we create flexible, agile and networked police organisations that are able to:*

- a) rapidly integrate lessons from international experience and emerging best practice*
- b) plan effectively for future known and unknowns*
- c) establish partnerships and strategies with the private sector to achieve these goals*

## Pearls in Policing 2017

The 11<sup>th</sup> *Pearls in Policing* conference will be held in Toronto, Canada in June, 2017 and hosted by the Toronto Police Service. The theme of that conference will be:

### ***Fragile States, Fragile Communities.***

As with all Pearls conferences, the participants themselves collaborate to determine the issues that will set the agenda for the working groups for the next conference.

#### **Working Group One:** *Effective policing for mental health*

What strategies and best practices do we need to handle individuals with mental health problems, and their impact on our communities and crime?

Driver: Toronto Police Service (Canada)

Co-Drivers: College of Policing (United Kingdom); Netherlands National Police; New York Police Department (USA).

#### **Working Group Two:** *Weathering the political and media storm*

How do we craft political narratives, effectively influence the media, and manage political pressure in an increasingly politicised law enforcement space?

Driver: National Police of Denmark

Co-Driver: Netherlands National Police; Professor Anne Tiernan, Griffith University (Australia).

#### **Working Group Three:** *Quantifying prevention and invisible success*

What methods can we develop for measuring and incentivising prevention outcomes in policing?

Drivers: National Police of Norway

Co-Drivers: Berlin Police (Germany); New Zealand Police Force.

Also, for the first time in 2017, the conference schedule will also include a 'pressing issues' forum, in which space for discussion and reflection on the most important issues arising over the previous twelve months will be undertaken.