Uniting Global Law Enforcement

Pearls in Policing | Sydney, Australia | 2016

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What is Pearls?

Pearls in Policing is an annual international law enforcement think-tank in which top police leaders and reputed academics participate. The key purpose of the initiative is to identify global emerging challenges in policing and brainstorm collaborative solutions.

Several year-long task forces 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 over the course of a year to examine the issue at hand and generate conclusions that are submitted at the next Pearls conference to their peers.

In addition to this, a special task force of up-and-coming police leaders known as the International Action Learning Group (IALG), or 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 principals upon nomination by participating Pearls agencies. 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 Pearls participants at the next Pearls meeting.

Pearls meetings are 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 among 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 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. This report distills the collective wisdom, insight and experiences of a broad cross-section of the world's participating law enforcement leaders on the 2016 conference subject of *Uniting Global Law Enforcement*.

Introduction

Introduction

The 2016 Pearls in Policing Conference theme – Uniting Global Law Enforcement – comes amidst a challenging time for internationalism. In the twelve months since the 2015 Pearls conference in Copenhagen, the quest for global unity has faced challenges not seen for decades.

The resurgence of nationalism and emergence of an anti-globalisation agenda has meant that political forces once on the fringes of society have burst onto the main stage of global politics with dramatic results. The United Kingdom's vote to leave the European Union, unthinkable even a decade ago, was a stunning rebuke and popular revolt against the integration agenda that Europe has pursued for many decades. Dramatic rises in the popularity of anti-EU and anti-globalisation parties have been seen across Europe. In the Netherlands, Italy and France, polling suggests possible electoral triumphs for nationalist forces not seen in those countries for many decades. The Syrian refugee crisis has hardened resolve and polarised politics in many countries, with some like Hungary taking unprecedented steps to close its borders, provoking intense political debate across the continent. Anti-immigrant politics has fed nationalist party popularity in other nations like Denmark, Austria and Switzerland. Adding to the already significant economic challenges and lingering popular resentment created by the Greek debt crisis, the European project is no longer on sure footing.

But Europe is not the only region facing these challenges. Nationalist politics has remerged in the Philippines, India and Japan, which have all taken bold new steps to rearm and reassert themselves in the region. Confrontation over territory in the South China Sea has worsened community relations between many of the biggest players. The continuing fallout over ISIS and the Syrian Civil War has, instead of drawing together a united front against terrorism, served to deepen rifts between Russia, the Middle East, and Western Allies. The unexpected success of the presidential candidacy of Donald Trump in the United States on the back of nationalist, anti-globalisation and anti-immigrant sentiment has stunned his detractors. So long the lynchpin of internationalisation and once the driving force behind bodies like the United Nations, the United States' election of Donald Trump now places a question mark over its place in the world and whether we will see a return to its more isolationist stance of nearly a century prior.

Yet there are also rays of sunshine amidst the darkening clouds for international cooperation. The Paris Agreements on climate change in late 2015 demonstrated that, even amidst rival economic interests, collective cooperation at the international level is not dead. The 2016 Rio De Janeiro Olympics in Brazil, even amidst domestic political troubles, remained a moment of international togetherness watched by billions the world over. And narrow electoral victories for populist and nationalist politics in some quarters highlights the need to make a better case for why our future is together, not in isolation, for the benefit of all.

So how can international policing be one of these rays of hope amidst the storm clouds of political turbulence? How can it resist the nationalist impulses of domestic politics and continue to build international relationships? Pearls in Policing has

UNITING GLOBAL LAW ENFORCEMENT

long represented the ideal that international cooperation, rather than nationalist rivalry, is the best and surest way to fight crime. Crime does not have a nationalist or isolationist vision, and so policing cannot afford to have one either. This report explores the ideas and discussions at Pearls 2016, concentrating on how policing can continue its mission to unite global law enforcement and stand as a rock of dutiful reason against a sea of populist turbulence.

Where Are We Now?

How united is law enforcement as it stands? Where are the successes and where are the shortcomings? Although every Pearls participant in 2016 had their own stories of success and failure in international cooperation to tell (and stories from each participating agency are spread across this report), the

overwhelming message to emerge from the 2016 participants was that international police had to push harder, smarter and faster to integrate the global law enforcement environment to combat growing transnational threats. From old enemies like global drug smuggling to new challenges like refugees and rising global inequality, combating crime and protecting public order is increasingly dependent on collaborative international solutions.

Such sentiments aren't new though – indeed, the mission of Pearls since its inception ten years ago has been to make this very case for international cooperation. So why isn't it happening as fast or effectively as it needs to? Why are there still significant gaps in the armour that haven't been filled? All thirty-five participants of Pearls in Policing 2016 were asked to specify what, in their

experience, were the biggest obstacles to further international cooperation. Their thoughts on the subject are captured in the world cloud below.

Foremost amongst responses was the theme of mindset. Police at every level, and the politicians, bureaucrats and legal fraternity that support their work, must believe in the mantra of international cooperation. For many participants, this mindset simply was not present in much of their leadership, and that truly cooperative arrangements with other agencies in other countries was still considered a 'last resort' or 'second-best option'. Although participants in Pearls are naturally those that believe most in the international vision of policing, they have the challenge of taking their colleagues along with them to achieve a uniform vision.

Related concepts of trust and culture repeatedly appear in the responses. Relationships between agencies and leaders needed to be developed and institutionalised into departmental culture. Police need to be able to place their faith in partners outside of their control and jurisdiction – a frightening concept for some, but necessary for genuine cooperation to be fostered globally. This includes greater trust of police in different cultures. Whilst cooperation and trust has developed very successfully amongst Western European and Commonwealth countries, a common language and cultural background has facilitated this. Yet it is with police in nations outside our usual comfort zone – particularly in East Asia, Eastern Europe and the Middle East and Africa – that are critical to develop in order to combat serious and emerging crime threats.

Politics and legal barriers were another frequent refrain. Here the police cannot walk alone – they need to make a stronger and more persistent case to politicians and lawmakers to work towards greater harmonisation of the laws, structures and procedures that govern global law enforcement. Cooperation that is hampered for technical or misalignment reasons are amongst the most frustrating and unnecessary reported by Pearls participants, and lead either to informal and unofficial arrangements out of necessity, or inefficient and hampered arrangements caused by structural limitations. Neither outcome is optimal to the future of global policing, but ultimately it is governments around the world that need to be made to see the importance of bringing down barriers to global law enforcement.

A raft of other obstacles such as capacity, finances, borders and technology were also highlighted by participants and must be part of any solution. However, the majority of responses from participants indicated that the technical challenges of cooperation, like technology and financing, were temporary and easily overcome with the appropriate

willpower. More difficult and slow will be the political, legal, cultural and philosophical changes. Those take time and effort over a sustained period, and they need strong leadership to foster success. Participants at Pearls in Policing represent some of the vanguard in this respect, and they must recruit fellow leaders to come along on the journey.

Reaching Wider and Seeing Further

Pearls participants in 2016 were also asked to identify which countries had the most impact on crime in their own jurisdictions. It was clear from participant responses that reaching out needs to be broader and more inclusive that ever before if the vital changes in mindset, trust and culture are to be achieved.

Although some factors like geography have a big impact on these responses, of all the countries and regions identified, very few of the most important were represented at Pearls in Policing. These regions have traditionally had weak or transient high-level relationships with international policing. Of the top four regions and countries identified by participants, North Africa, the Middle East, China and Turkey were not represented at Pearls and have rarely been so in the past decade. Other regions like Eastern Europe and Central America have been significantly underrepresented too in recent years.

Some barriers to cooperation with these regions are relatively easy to explain. Many are manageable. Differences in language, resources and networks are relatively minor problems that can be overcome. But some at Pearls feared the biggest problems were culture, trust, law and politics

Berlin Police
Berlin-Polish Cooperation

Getting the right relationships with the right international partners, and fostering a culture of cooperation, takes effort over a long period of time. Berlin Police, due to its proximity to the Polish border, is most affected by and most in need of cooperation with Polish authorities. Many barriers exist, including major legal and procedural challenges to cross-border investigations.
Berlin's Police cannot alone change these factors. Over the last decade however, the Berlin police have been part of efforts to encourage political and legal dialogue to facilitate cross-border crime fighting between the two countries. In 2015, a major new agreement of German-Polish cooperation was signed. Among other things, it increases the options for taking action in each other's territory, such as conducting joint patrols. It also contains allowances for taking preventive action and provides for mutual assistance on major events through the temporary assignment of each other's officers in their own operational units.

– problems that have created a significant gulf between those regions and the international policing community. With political, cultural and diplomatic relationships strained, it's all the more important for police leaders to build personal networks of law enforcement officials (like Pearls) which can bypass higher-level complexities and provide a viable platform for future cooperation between law enforcement. As conference director Anita Hazenberg also noted in her analysis of the responses of Pearls participants, there is a risk in focusing so determinedly on our own jurisdictions and the countries that immediately impact it, and

Unifying Global Law Enforcement Highlights
Throughout the report, examples of global law enforcement cooperation of different scales and sizes are offered for each organisation that was represented at the 2016 Pearls in Policing. Whether they are large, multinational agreements or just small examples at the local scale, they all provide insight into the benefits and opportunities that global cooperation offers.

Countries/regions identified as having the most impact on crime in participant countries

North Africa
Middle East
China
Turkey
Eastern Europe
Indonesia & Malaysia
United States
Cyberspace
Central America

Western Europe

Scandiavia & Baltic

we sometimes miss the greater conundrum of international policing and the very long chains now in global crime, many of which run through countries with very limited law enforcement reach.

And what of cyberspace? Despite an enormous shift in crime to the virtual world, its low rank in the responses received seems to indicate that the law enforcement mindset is still rooted in the physical, bordered world.
Pearls participants were further asked to identify the crimes and problems most problematic in their jurisdictions. Many of the top problems identified are somewhat at odds with the countries most frequently identified as problems for their jurisdiction. Drugs were the number one issue

identified by a fair margin, and yet almost no South American or Central Asian countries – often the starting point in global drug trade routes – were identified as key targets for collaboration. Fraud and cybercrime were also highly rated as problematic, and yet few Eastern European and no West African countries were nominated in the same survey, despite the fact that much of the growth in fraud and cybercrime has originated in those places. Russia and Nigeria, two of the largest contributors in this respect, were not mentioned at all in the previous exercise. Indeed, it seems that the countries identified by Pearls participants were most likely to be related to immigration, terrorism, and problems in their own backyard.
Other crimes on the list, like counterfeiting and human trafficking, also have potentially very long trails that are not well captured by the list of target countries identified.
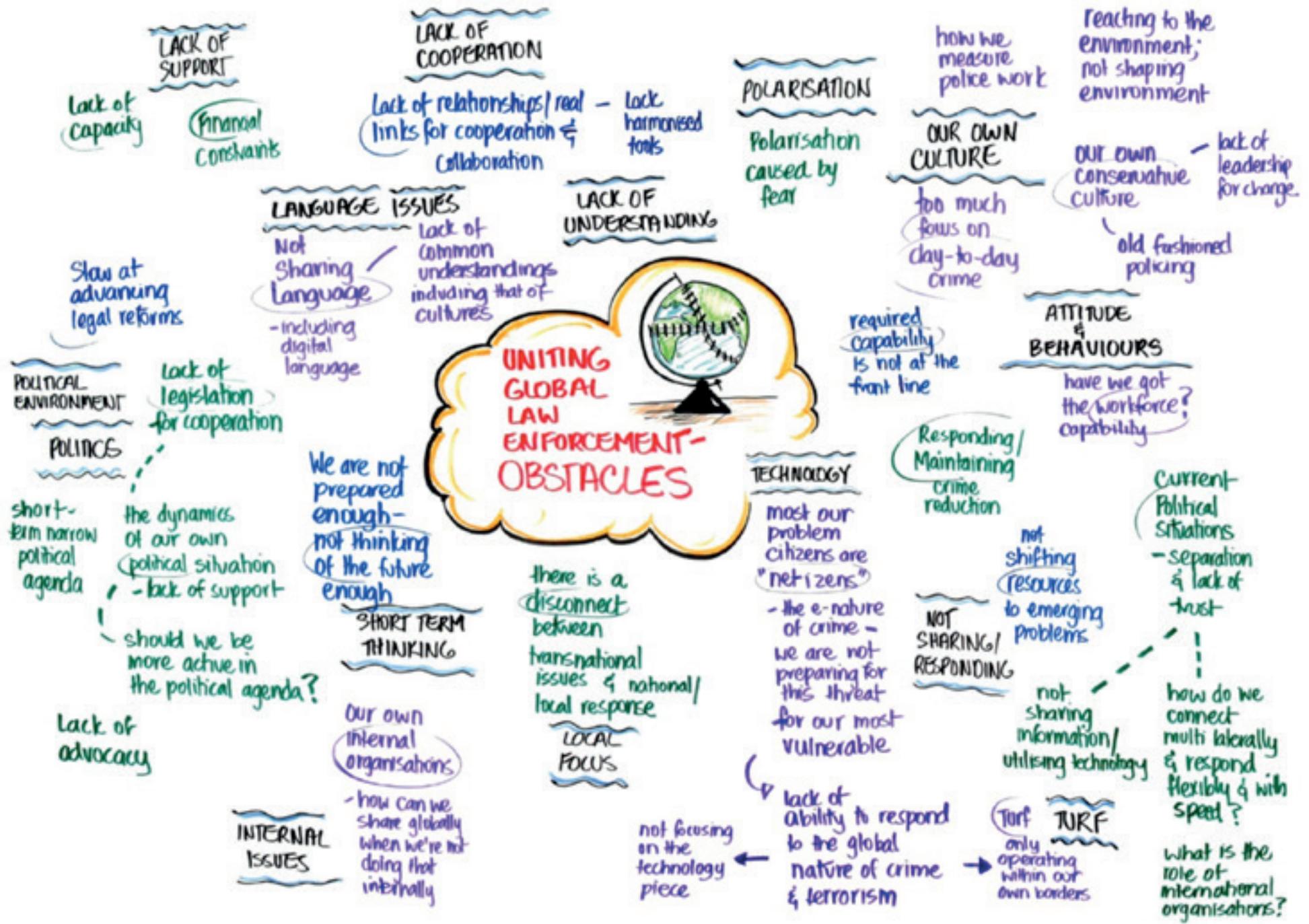
Though these are still extremely important issues, conference director Hazenberg challenged us to ask whether even the mindset of Pearls participants is broad enough and whether we really focus on where the true challenges for expanding the reach of international policing lie. Hazenberg highlighted the Fragile States Index, produced by The Fund for Peace, which rates countries based on the capacity and stability of government, law and order. Very few of those rated highly fragile were identified as problem countries and targets for cooperation by Pearls participants, and yet it is in these areas that international police outreach is arguably most needed. The fragile states of today may become the failed states of tomorrow. For example, Somalia's political collapse in the 1990s soon created the conditions in which the world's most problematic

piracy operations could thrive, and the implications of Somalia's collapse of public order have been felt in terrorism, trafficking and smuggling too.

These responses paint an interesting picture of where the vision of global policing is right now. Although there is widespread acknowledgement of the need for further unifying and collaborating at the regional and international level, are we truly international when we look at the job ahead of us? Or are we still blinkered by national, regional and local concerns? Do we have a truly international vision when it comes to addressing the biggest problems we face? Or are we still

Crimes/issues identified as the biggest policing problems in participant countries

Drugs
Fraud
Terrorism
Immigration
Cybercrime
Human Trafficking
Organised Crime
Transnational Crime
Weapons Trafficking

Counterfeiting

Theft

Gambling

Property Crime

LACK OF SUPPORT

Lack of capacity

Financial Constraints

LACK OF COOPERATION

Lack of relationships/real links for cooperation & Collaboration

Lack harmonised tools

POLARISATION

Polarisation caused by fear

how we measure police work

reaching to the environment; not shaping environment

OUR OWN CULTURE

too much focus on day-to-day crime

our own conservative culture

lack of leadership for change.

old fashioned policing

LANGUAGE ISSUES

Not Sharing Language

- including digital language

Lack of common understandings including that of cultures

LACK OF UNDERSTANDING

required capability is not at the front line

ATTITUDE & BEHAVIOURS

have we got the workforce? capability

Slow at advancing legal reforms

POLITICAL ENVIRONMENT

Lack of legislation for cooperation

POLITICS

short-term narrow political agenda

the dynamics of our own political situation - lack of support

should we be more active in the political agenda?

Lack of advocacy

We are not prepared enough - not thinking of the future enough

SHORT TERM THINKING

Our own internal organisations

- how can we share globally when we're not doing that internally

INTERNAL ISSUES

there is a disconnect between transnational issues & national/local response

LOCAL FOCUS

UNITING GLOBAL LAW ENFORCEMENT - OBSTACLES

TECHNOLOGY

most our problem citizens are "netizens"

- the e-nature of crime - we are not preparing for this threat

- for our most vulnerable

Responding/ Maintaining crime reduction

not shifting resources to emerging problems

NOT SHARING/ RESPONDING

not sharing information/ utilising technology

Current Political Situations - separation & lack of trust

how do we connect multi laterally & respond flexibly & with speed?

what is the role of international organisations?

not focusing on the technology piece

lack of ability to respond to the global nature of crime & terrorism

Turf TURF only operating within our own borders

thinking in old fashioned ways when it comes to the crimes we see as most important? Are we ready for the up and coming problems, and the political uncertainty, we will face in the future?

This report explores the questions to these answers and others as they were discussed at Pearls 2016 'Unifying Global Law Enforcement'.

National Police of Colombia
Triangle Cooperation Action Plan

Central America's Northern Triangle region (El Salvador, Honduras and Guatemala) has gained notoriety in recent years for its extreme levels of organised crime. The region has been dogged by the "balloon effect", in which any local attempts to fight the drug trade simply push the crime to another area where there is less resistance, jumping from place to place but never eradicated.

Lead by Colombia and the United States in 2016 the Triangle Cooperation Action Plan was developed to help the region multilaterally end the balloon effect by working collectively simultaneously. The plan uses the decades of experience in fighting drug crime developed through the US-Colombian partnership, and will ensure that vital experience is passed onto new areas. Thus far, the US-Colombian partnership has worked to train both police and security forces in areas like border management, air and maritime interdictions, communications, joint operations, intelligence and trafficking interceptions.

What is the International Pearl Fishers Action Learning Group?

The International Pearl Fishers Action Learning Group (IALG) is an international programme for senior law enforcement leaders that is rooted in action learning. The action learning process includes a real problem that is important, serious, and usually complex. 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.

After each Pearls in Policing conference a group of senior law enforcement leaders are selected to participate in this collaborative effort to research and present on a question posed by one of the Pearls principals at the previous year's conference, and in the process take part in leadership development and training.

The programme is designed not only to generate answers to the important questions and 'wicked' problems facing law enforcement, but also to develop leadership capacities and networks amongst participants.

For the 2015-2016 programme, 19 participants from around the world came together to address a challenge put forth by Ms. Catherine De Bolle, Commissioner General of the Belgian Federal Police. She challenged the IALG with the following assignment:

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 with government, NGOs and civil society groups, will be essential.

The task of the 2015-2016 International Action Learning Group is therefore to:

1. *Establish the principles that should govern a preventative approach from law enforcement to combating radicalisation, as part of a broader holistic approach to the problem that includes de-radicalisation and rehabilitation.*

2. *Research and critically appraise innovative and emerging strategies for combating radicalisation that are preventative rather than reactionary.*

3. *Identify and examine the partnerships necessary to improve the success of such strategies, not only between agencies, but also at the local and community level in areas in which law enforcement has traditionally struggled.*

The IALG rose to the challenge and took their research around the world over the course of a year. Assisted by academic advisors Professor Edwin Bakker of the Netherlands, Professor Willy Bruggeman of Belgium and Professor Anne-Maree Tiernan of Australia, the group met together in The Hague, Hong Kong and Sydney over the course of 2015-2016, and taking part in seminars and leadership development whilst collaborating on their project and generating answers to the assignment put forward to them.

Part I:

International Pearl Fishers Action Learning Group

Counteracting Radicalisation through

Holistic Crime Prevention

Part I: International Pearl Fishers Action Learning Group
Counteracting Radicalisation through Holistic Crime Prevention

Righting the Ship and Defining the Problem

The International Pearls Fishers Action Learning Group (IALG) spent a year considering the thorny question of how global law enforcement can better combat one of the most pernicious problems of contemporary policing – radicalisation in our communities.

In presenting the result of their year-long search for answers around the world, the IALG likened their mission to that of a container ship in stormy seas. A container ship has a tremendous task of balancing its enormous burden across at times volatile and rocky oceans. However in the hands of a master pilot, the container ships can balance their load and prevent it from veering too far either direction. The righted ship takes everything with it and keeps an even keel. The IALG calls on the police to be the same – while it carries a heavy burden of responsibilities, it must steer a course that balances them and doesn't go too far either

we can right the ship

direction, and continue to find ways to find that balance even if amidst stormy seas. Radicalisation is a wicked problem that does not have a clear definition or answer. The IALG found over 250 definitions for radicalisation in their global search, and no one was able to agree on a single one as the best description of the problem. Although we know what it looks like and have felt its effects, the elusive definition of the problem makes creating a definitive solution challenging.

Because there are so many different definitions and relevant dimensions to the problem, and because of the diversity of law enforcement agencies that must deal with the problem, the IALG stresses there are no silver bullets when it comes to radicalisation. With growing budgetary pressures

and political scrutiny for law enforcement worldwide, the IALG also wanted to avoid easy solutions that simply threw money and resources wantonly at the problem.

The Partnerships and Capabilities Toolkit

The traditional law enforcement approach to radicalisation has been what academics often refer to as 'hard policing'. Arrests, search warrants, prosecutions – measures to prevent acts of terror occurring as a result of radicalised individuals. Measures that reassure the community, instil confidence and reduce fear. The IALG does not question the need or importance of such actions, as maintaining law and order, and the immediate needs and protection of the community, are of paramount importance.

However, the IALG argues that there is a significant opportunity to develop strategic depth in other areas that will tackle the problem from another direction. While hard policing is needed to deal with the consequences of radicalisation, other strategies are required to deal with the prevention of radicalisation in the first place. Moreover, hard policing tactics have their own unique consequences, sometimes worsening community relationships and inadvertently contributing to processes of radicalisation in marginalised communities.

There's no silver bullets

The IALG's strategies for combating and preventing radicalisation are focused around three core ares – **partnerships and technology, diversity and recruitment, and community outreach**. In the process, they produced a model for combating and preventing radicalisation – the **partnerships and capabilities model**. This section of the report will summarise their findings and the discussions and ideas surrounding the issues that occurred at Pearls in Policing 2016.

Through extensive examination of the problem, the IALG developed the partnerships and capability model for thinking about alternative, strategic ways to approaching the problem of radicalisation, with a focus on prevention. This model is a tool kit designed to assist police leadership with the development of options and ideas. It includes a diverse range of ideas and elements that can be loosely categorised under three headings – **technology and partnerships, diversity and recruitment, and community engagement**.

Such sentiments were shared with many other participants at Pearls 2016. As academic participant Professor Anne-Maree Tiernan of Griffith University, Australia noted in response to the IALG's work, there needs to be a shift from response to investment in prevention. "Whilst it's tempting to respond to media and political driven responses, what is required is long-term strategy that goes beyond the political cycle." Therefore, engagement with key voices and political influences is necessary to shape the narrative. It's important to note that the evidence base on de-radicalisation is limited. Success will have to come from the bottom up, through partnerships and trialling micro projects and sharing the successes. There is a need to look at mixed and evolving strategies at the local level, take risks and trial ideas to come up with solutions.

Partnerships and Technology

Partnerships emerge as a pivotal in the IALG recommendations, and the need for collaboration permeates much of their work. Many, but not all, of the partnerships suggested also take on a technological dimension – that is to say, the police

need to harness emerging and high-potential technologies if they are to effectively combat radicalisation and find smarter strategies for doing so. Although the number of potential partnerships for fighting and preventing radicalisation are endless, five were highlighted.

One of the foremost realities that the IALG confronted was the need for more resourcing in the area of radicalisation prevention. The IALG recognises that most law enforcement agencies globally are facing increased budgetary pressures and rising expectations of efficiency and performance from their respective governments and funders. Yet there is no escaping that any major new initiatives, even if collaborative and rooted in partnerships, will require additional funding from already stretched policing agencies.

The IALG notes that whilst not without risk, there is both precedent and benefit to looking outside traditional funding sources in government and expanding financial relationships with private and

non-government sources. Like all undertakings there needs to be a careful assessment of risks and a close monitoring of progress. Yet the rewards can be significant and mutually beneficial to all parties. The IALG notes that financial partnerships with private enterprise have worked in cases where the governance structures overseeing them were robust, conflict of interest was carefully controlled, and relatively small caps were placed on the scale of the agreements. Although large-scale financial partnerships present very significant risks that are harder to manage, the IALG pointed to small-scale partnerships at the community and local level that have been undertaken by the New South Wales Police Force (for example, non-government sponsorship of motor vehicles) that can be useful. Being innovative and modest in the ambition for opening alternative funding streams can make a significant difference without creating large risks for the organisation as a whole.

Such sentiments were shared by numerous Pearls participants. There was agreement amongst several Pearls principals that private sector engagement was missing in many respects, and that a few high-profile cases of police-private partnerships that had mixed outcomes had perhaps unfairly distracted from the real benefits that can be gained in this area. As one participant in particular noted, this is also an area where meetings like Pearls can play a role – there needs to be more engagement at the informal and networking level with private players to build trust and a shared mission.

One potential platform for partnerships that the IALG raised was crowd-sourcing. Though inimical in many respects to the traditional ethos of policing

New Funding Streams
IALG Recommendation: At modest scales, with proper governance and risk management, private partnerships can provide much needed alternative funding streams. Crowd-sourcing platforms also offer a potential opportunity for the police innovative partner with their communities and find new funding sources.

TORONTO POLICE SERVICE
Tackling Financial Crime

For metropolitan and municipal police services, despite local and regional jurisdictions, the evolving nature of crime in the 21st century has rendered many of the old borders meaningless, and the crimes that most affect citizens may come from across the country or across the world.
Toronto Police Service has recognised this, and one of its major initiatives of recent years has been to broaden and deepen its fight again financial crimes and fraud. To do this in the contemporary law enforcement environment requires the embrace of partnerships and coordination with financial institutions and government agencies across the nation and well beyond national borders. The Toronto Police Service's strategic partnerships have done this, seeking to draw city into the world of law enforcement with partners across Canada, the USA and Europe that are both government and private.

(as the sole provider of law enforcement solutions), technology and public participation in the creation of new services and products has demonstrated a powerful way to activate enthusiasm, ideas and even finances to create innovative solutions to old problems. The IALG challenges the police to consider the potential of emerging platforms like crowd-sourcing to effectively create 'partnerships with the public' that might be useful in a range of

areas, particularly those related to radicalisation. Could the police crowd-source ideas or donations to create new community programs or engagement strategies? Could crowd-sourcing be used to create security and order solutions in areas where police resources are stretched and there is community concern? To some extent, police have always used the 'crowd' for information and leads to help police the community. Crowd-sourcing platforms now provide a new way for the police to potentially engage at another level.

Bio-Tech and Emerging Technology
IALG recommendation: Bio-security technology is advancing rapidly and into areas that unlock huge potential for policing and countering radicalisation. Emerging technologies in other areas will greatly shape the nature of radicalisation and our strategies to prevent it. Law enforcement should partner with technology firms to stay ahead of the curve.

Emerging technologies provide the greatest uncertainty going forward, as the rate of technological change has dramatically changed the nature of crime in recent decades. Partnerships with technology companies, particularly those in new and emerging areas (rather than simply established major firms) was highlighted by the IALG as an important resource.

The IALG research found that of all the emerging technologies coming into the marketplace in the 21st century, it is bio-technology that may provide the most unique and important opportunities,

particularly in areas like combating and preventing radicalisation. Bio-technology protocols and techniques are being developed that may in the near future be able to help predict those in communities most at-risk of radicalisation or forming extremist views. Other areas of biotechnological potential include better methods of screening, detecting and finding patterns that will help isolate radicalisation processes or understand how it works. Although still in its formative years, there's no doubt that the potential is enormous in this field, particularly as genetic, biochemical and neurological technologies continue to advance in leaps and bounds. Though it sounds the stuff of dystopian science-fiction at times, we can't ignore that it may become the norm in the not-so-distant future. Law enforcement cannot afford to be a late adopter of such technologies, and should work to

NETHERLANDS NATIONAL POLICE
No More Ransome!

Ransomware is a type of malicious software that is installed covertly or unwittingly on victim's computers and then inhibits its operation or encrypts its data until the user pays the programmers. Ransomware has increased in prevalence in recent years, with some strains of the software netting millions in proceeds before being shut down.
The "No More Ransom" website is an international cooperative initiative by the National High Tech Crime Unit of the Netherlands National Police, Europol's European Cybercrime Centre and two cyber security companies. Its goal is to help victims of ransomware retrieve their encrypted data without having to pay the criminals, and is an example of high-level cooperation between state and business actors to fight a growing problem that is truly transnational in scope.

help shape their development so that they serve the public good.

In other areas of emerging technology too there are significant opportunities. Radical and extremist elements have proven their ability to use the emerging technologies and platforms of the digital age to conduct programs of radicalisation and recruitment, from social media to drones. As new technologies emerge, like 3D printing which may soon allow anyone to create sophisticated firearms and munitions, law enforcement risks being in the catch-up position once again if they are slow to recognise the potential of these technologies to do harm. The IALG believes that to effectively prevent radicalisation and extremism in the future, law enforcement needs to start partnering with emerging technology firms now so they do not find themselves surprised in 2026 with the implications of technologies that had started to appear in 2016.

As Erik Akerboom, Commissioner of the National Police of the Netherlands, noted in his opening remarks to Pearls, one of the biggest questions law enforcement must ask themselves in the years going forward is what kind of technology environment they will be facing. Will it be a highly regulated or a virtually unregulated one? And will the police be prepared come what may? Or do they have an opportunity now to help shape the technological world we will find ourselves in? The IALG group of 2007 predicted the answer may well be a scenario called 'the jungle' – a complex and largely unregulated world of sophisticated technologies that provides enormous opportunities but also untold potential threats to the public good and unpredictable changes in the

nature of crime. How police position themselves in that world is hard to foresee, but it becomes clear that it risks its own relevance by not getting in on the ground floor with the technologies that will define that new world.

As one Pearls participant concluded "law moves slowly, crime moves quickly, and technology moves at lightning speed. There has been a complete globalisation of terrorism where the mouse is now the weapon. But there has not been a globalisation of law enforcement. We need to find grass roots solutions but also recognise that technology is driving crime and that criminals are exploiting that technology to collaborate better than law enforcement."

Telecommunications Partnerships
IALG Recommendation: Embed executive level police officers within major telecommunication and technology companies, and work to partner with social media giants like Twitter and Facebook, to improve police ability to detect and combat the spread of radicalisation online.

VIRTUAL PLATFORMS

We need to meet our communities in this space–
- social media
- avatars
- security APP
- proactive APP

ability to connect with anyone, any-where, any time

One low-cost but highly effective strategy identified by the IALG to build capacity and improve the prospects of mutually beneficial partnerships is to embed executive level police officers into telecommunication and information technology companies, as well as internet service providers. The opportunity to leverage technological capabilities has never been more open than it is now. The IALG argues that if better relationships and partnerships had been established with some of these entities, they would not face the prohibitive costs they currently do in trying to work with these companies post-incident to conduct critical checks and investigations. Because the internet and social media has proven to be one of the most pervasive means by which radicalisation and extremism is fomented in the community, particularly with isolated individuals, only working smarter and harder with the providers of this technology will allow the police the depth of insight and strategic reach to better find these individuals before they become radicalised and potentially carry out acts of extremism. The IALG suggests that Interpol and Europol can be a starting point for encouraging major companies like Twitter, Facebook and WhatsApp to partner with the police and find common ground in detecting and preventing the spread of radicalisation.

In the virtual world however, we might need another approach to engaging the community, and our emphasis on technological solutions might be overemphasised. As many participants at Pearls in 2016 offered, there was a great need too to offer a counter-narrative to extremism from government and the police that would effectively speak to those feeling marginalised and for whom an extremist

ideology provides self-worth and validation. As one participant added, the counter-narrative is less effective with extreme groups, but more effective at the grass-roots level. In their jurisdiction, the police relationship with the public has been damaged because of the way authorities were using intelligence. These extreme groups give individuals a sense of valour, belonging and empowerment. On the other hand, police give rules, prosecution and jail. "We need to have more on the table in terms of a counter-narrative if we want to be successful."

Thus the solution to combating radicalisation still incorporates the tools of working through social media, but it cannot come only as an emphasis on technological proficiency – the message that social media is being used to spread is also powerful and important to those on the margins, and the police and government need to find alternatively powerful ways to bring those on the edge back to the mainstream.

Community Engagement

The second plank of the strategies outlined by the IALG in combating and preventing radicalisation concerned community engagement. Their fundamental proposition is that community involvement in counterterrorism cannot be underestimated in terms of potential effectiveness, and particularly for 'home-grown' terrorism which has been illustrated dramatically across the world in recent years.

Community outreach is rooted in more than simply a police presence, and should be understood in terms broader than thinking of the community as simply an information-gathering too. Law enforcement must partner with the community to implement effective prevention strategies and to build up the resilience of society to defend against radicalisation.

The IALG argues that part of this requires a change in the way law enforcement thinks about policing radicalisation. Traditionally, they argue, policing of radicalisation generally focuses on aspects like deterrence, disruption and prosecution, and generally this is targeted towards groups considered to be at-risk. The IALG argues that focusing this narrowly misses out a much bigger preventative picture that involved a whole community, and that both the online and the offline portions of that community need to be seen. This is the crux of a bottom-up approach to radicalisation and community engagement. Accordingly, the IALG sees effective community engagement for combating radicalisation to be based on five principles:

The IALG developed a series of recommendations based for community engagement based on their research, across four different areas: co-creation, connecting hybrid groups, cultivating long-term relationships and creating community engagement online.

Co-creation is a wider concept than co-responsibility. It is necessary for different partners to work together, starting from the shaping of a common goal to the formalisation of strategies. Each police organisation will have some community outreach programs already. But the IALG challenges police leadership to ask how many of these are genuinely co-created exercises. Are the police leading these efforts solely or do they genuinely try and map a pathway with others?

If the answer is no, then the challenge first is to identify key partners to build a shared vision with,

Five principles for effective community engagement for combating radicalisation:
1. The approach should be decentralised or local, matching with local characteristics and interests, with support from the central or national level to facilitate an organised coordination.
2. The relationships should be of a long-term basis, which require time, commitment and patience, and to avoid the search for 'quick wins'.
3. The scope of the outreach should be wide, covering different sectors, identities and groups of people in the community and covering different issues.
4. The objectives of community outreach should be clear, and separated from intelligence collection or enforcement purposes.
5. The work of community outreach requires joint effort. It cannot be pursued alone.

and to pursue different strategies in community outreach. This, the IALG argues, requires boldness and innovative thinking. While some traditional partnerships the police have felt comfortable co-creating with include other police, government agencies and public institutions, there are community groups, religious groups, social workers, media outlets and even de-radicalised people themselves who present ideal partners in co-creating for this issue. As Professor Edwin Bakker of Leiden University, Netherlands noted in his commentary on the work of the IALG, **"it's obvious that police shouldn't and can't deal with the problem alone. There needs to be clarity on what the role of police is and what they should and should not do. Police also need to decide when they step back and let others play a role, and make that space so that others can play a role."**

NORDRHEIN-WESTFALEN LKA
Criminal Money Management

Criminal money is an area of increasing complexity for police in the 21st century, as methods of transfer increase and become more difficult to trace. From 2005 to 2012, the Landeskriminalamt of Nordrhein-Westfalen (Germany) embarked on a sophisticated project of analysis to develop scenarios and forecast future changes in criminal money management, as well as develop appropriate strategies and recommendations to handle these changes. This was an international project which drew in academic partners (University of Ghent, Belgium), policing partners (Turkish National Police), and transnational partners (Europol). Projects such as tis show that international cooperation is of equal importance in strategic, research and analysis exercises as it is for tactical and operational outcomes.

Connect Hybrid Groups
IALG Recommendation: Establish multi-faith and special interest dialogues in the community, both with each other and with the police. Focus on a diversity of interests.

The second recommendation of the IALG concerns the development of more meaningful dialogues between law enforcement and religious and special interest groups, as well as police acting as a facilitator for improved dialogues between the groups in question. It is necessary to mix groups who have different perspectives and beliefs but still have common concerns through an open and respectful dialogue. Creating the forums that will facilitate such dialogue can be a challenge, and neutral parties like the police may be ideal for creating spaces where dialogue between such groups, particularly religious groups, can occur. But the police can also facilitate much broader meetings of minds and interests when pursuing a common goal like de-radicalisation, meetings that can involve community organisations, religious institutions, schools and universities, social workers and youth groups, and so on. Sometimes the focus too can be placed on simply facilitating better dialogues within large groups in the community as well, such as ethnic or religious communities which may not routinely speak collectively and amongst themselves about some of the most pressing issues facing their community.

An essential aspect of this approach, as noted by the IALG, is that these groups and dialogues and fora must not be focused exclusively on the

short-term interests of law enforcement. Building trust and genuine dialogue takes time and must cater to a broad range of interests that are likely to come to the table. For the police to use dialogue as a quick means to an end will undermine the chances of such channels staying open in the long run. **Hence law enforcement needs to engage in these processes of dialogue before a crisis occurs, rather than simply the aftermath of one, so that the relationships and trust are in place when they're truly needed.**

Cultivate Long-Term Relationships
IALG Recommendation: Involve the 'right' people, set up dedicated teams and working groups to keep 'them' in the circle, and set up sustainable projects, not short-term operations.

Law enforcement must think carefully about who the 'right' people are to involve in community outreach and build long-term relationships with. There is a temptation to simply pick the highest-ranking, or those with strong academic, communication or operational skills to be brought into the inner circle of community outreach. But the IALG argue that for combating radicalisation, the best people to develop relationships may not be the obvious ones. Religious leaders and community leaders themselves may be far detached from those marginalised and tending towards extremism in their own communities.

The right people to reach out to may be those with particular languages, cultures or experiences that allow them insight into vulnerable groups

and who are sometimes better at reaching broadly over a diverse community. The IALG point out that it is sometimes the grocery store owner in a neighbourhood that knows more about the community and the issues facing it than the political or social leaders.
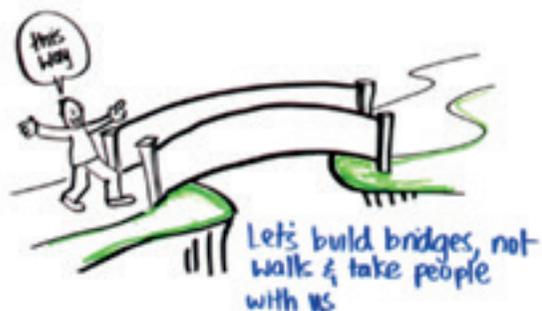
Moreover, the IALG argues there needs to be a continuity of relationship-building. Frequent changes in law enforcement efforts and strategies is counterproductive to a long-term vision of community engagement. And these projects need to be resourced and set-up for the long term and to provide continuity. Too often law enforcement projects that have lofty goals to engage with the community end up being sporadic and inconsistent, with energy invested only when there are clear and present needs.

However, as some participants at Pearls noted in addition, there needs to be a consistency and regularity in the image and ethic that law enforcement projects to the community too. As one participant noted, at a previous Pearls conference, a participant had showed pictures of a police person in their everyday uniform and then their tactical uniform. It was acknowledged that the officer in the tactical uniform was seen as more hostile.

"Police need to be approachable and friendly when they are engaging with the community, they need to see themselves in their police forces. However, this is undermined by what they choose to show in the media, which is generally only the hard policing measures. So how do we manage the message and the way it is portrayed? We need to define our role, but also, we need to be realistic – if not the police, then who? There needs to be a credible and consistent response."

Community Engagement Online
IALG Recommendation: Facilitate interaction with law enforcement via web-enabled apps. Create a platform for seeking advice. Fight the message of the extremists online and provide an alternative voice and fight fear with facts, whilst still sending key messages.

As the IALG point out, virtual platforms have no defined boundaries or governance. It never sleeps, and you can connect anywhere, at any time, with any one. Networks extend across the world and throughout all of our communities. Statistics show that by 2030 everyone could be connected to the internet. Social media can assist law enforcement to reach more people, build their brand, recruit new people, educate and inform, and build trust with society. However, law enforcement generally connects with the community only at the critical times, and not during business as usual. We need to be more pro-active and engage with the community at the ground flood. We need to provide safe and clear channels for people to communicate with our organisations.

One means to accomplish this is through developing more sophisticated and intuitive apps and platforms to facilitate communication between the police and the public. The IALG demonstrated the potential of various emerging technologies to accomplish this, in particular the development of a safe platform for people to seek advice from law enforcement. At the conference in 2016, the IALG demonstrated the concept of 'virtual commissioners' who can speak any language and connect directly with members of the public, smartly respond to their concerns or direct them to relevant resources. Using technology can help spread the reach of law enforcement and break-up the problems of isolation and marginalisation that are a major aspect of radicalisation.

We cannot predict, the IALG argues, what events will happen next, but we can influence what preventative actions we can take locally, nationally and globally. As one Pearls participant noted, "it's very difficult to predict what the challenges will be in 10 years. Ten years ago, for example, the people-to-people technology platforms, such as Uber, did not exist. It's likely the challenges will be in the cyber domain." This sentiment has proven to be particularly true in the area of radicalisation, in a way that was not predicted ten years ago.

Diversity and Recruitment
IALG Recommendation: Analyse your community make-up. Take an inventory of your existing human resources. Make good use of your meaningful partnerships. Use an innovative recruitment and selection process.

DIVERSITY & RECRUITMENT

The IALG's third and final area of recommendations surrounds the issues of embracing diversity and developing recruitment strategies to combat radicalisation. As they point out, the communities police work in are now firmly 'glocal' in scale – business, education, migration, radicalisation and terrorism alike are interconnected and operating simultaneously at the local and global scale. Along with that comes dramatic and rapid changes to the nature of the community that the police must operate within. Demographic, cultural and linguistic change is a fact of life in many societies, and as borders become increasingly permeable and we move towards more heterogeneous communities. The beliefs, identities, customs and languages that were once considered central may no longer be shared by all members of the community.

The question that must be asked by all police leaders – do your forces accurately mirror the communities you police? And what does accurate representation actually mean? It is more than simply race, faith and gender. It incorporates a very wide range of factors, like backgrounds and experiences, skills and physical abilities, age and sexual orientation, thinking styles and perspectives. Diversity means not just looking like your community, but also thinking like your community. The IALG note the example in 2016 of the influx of refugees from Syria and the Middle East which represent a policing challenge. Yet they argue that adjusting to this new reality is not simply a case of hiring more officers that speak Arabic or are familiar/adherents of Islam. It is also about having officers who understand the feelings of loss, anxiety, dislocation and anger amongst refugees. It is not sufficient to simply look like or talk like a refugee – indeed this may be the most superficial aspect of mirroring. More important is to be able to think like, understand and empathise with all sections of your community.

As one Pearls participant noted, community outreach and policing is important in dealing with radicalisation, and their jurisdiction does it well. But they were keen to point out that another aspect of the police role is to promote and adjust their own communities to diversity as well. As leading civic institutions, law enforcement have a responsibility to reflect their changing societies and promote them harmoniously. In an era of rising discord over immigration and diversity, and significant unease in some communities over its impact, more than ever the police need to demonstrate their ongoing commitment to diversity and equal justice in their jurisdictions. To this end, the IALG gives four basic recommendations for pursuing diversity and improving recruitment as part of a broader strategy to build the capacity to combat and prevent radicalisation.

Firstly, the IALG believes good analysis of your community is vital to start with. In order to understand diversity you need to accurately measure it. Moreover, the police must be cognisant of the demographic trends in their communities and set their recruitment strategies to broadly match – after all, long term investment in people is required and careful planning is needed to make those investments match future needs. Secondly, the IALG wants law enforcement to take stock of the human resources they have. There is a much untapped potential with many organisations that could be

better mobilised to provide diverse interactions across the organisation, provide insight into some of the unique problems presented by radicalisation, and provide ideas or experiences that can help others in the organisation to understand those problems too. Thirdly, the IALG suggests that diversity and recruitment can already take advantage of meaningful partnerships law enforcement has established. There are resources outside of the organisation as well that can be better used to help provide that insight and experience when confron-

ting the radicalisation problem. But finally, the IALG recommend that to fill gaps and build necessary capacities, more innovative and diverse recruitment planning and procedures are needed to ensure that the right mix of people and talents come into the police and are promoted to where they can do the most good. This can be controversial and complex at times, and there is no doubt that hiring practices can be a fraught issue. However, police leadership needs to recognise the criticality of diverse forces that mirror their community if they are to speak credibly and ably to all sections of their jurisdiction, and that will have the right capacities – from linguistic to experiential – on hand to provide insight and guidance to strategies to combat and prevent radicalisation.

For several Pearls participants discussing this issue, there was a general sentiment that part of this challenge is for the police to ask society what that role is, instead of answering it themselves. **As one noted, "for example with recruitment, we asked the question of how we raise the number of applicants from various cultural and ethnic groups not well represented in our department. The reason given back to us for them not wanting to join the police was they were sick of being stopped by the police because of racial profiling." Clearly the image and role that the police project into their communities will thus be reflected in who volunteers for the police. Police thus cannot simply wave a wand and diversify their forces – they need to carefully craft an image and role in society that will encourage and incentivise all walks and types to feel equally needed and wanted within law enforcement.**

Conclusions

For many of the Pearls participants, in discussing the work of the IALG, there were some clear themes that emerged regarding the role of police in the solutions going forward. As one participant noted, "It's important that police do what is required by police in this space rather than what we are merely used to – police should be thought leaders and also thought facilitators. There are some good examples where solutions have been identified outside of the police, but come back to police for implementation. And there are good examples where the solutions have been created or facilitated by the police, but implemented by others."

> As the IALG surmise, a major challenge in preventing terrorism is to find the right balance between short-term and long-term prevention strategies, and between the repressive and constructive measures. Developing a comprehensive strategy with multiple preventative mechanisms, instead of focusing on a narrower range of mechanisms and measures, may reduce the pressure on each individual measure.

Although there will be an ongoing research and development of the various operational and tactical approaches to combating radicalisation, the purpose of the IALG recommendations is to help law enforcement think about the broad capacities and strategies they should be using in order to get ahead of the curve when it comes to implementing various tactics in the fight against extremism. From developing strategic partnerships that will position law enforcement to better combat radicalisation through emerging technologies, to diversifying the

NATIONAL POLICE OF DENMARK

POLITI

The Nordic Network

In 2014/2015, political and government representatives from Denmark, Sweden, Norway and Finland decided to establish a Nordic network for countering radicalisation. The network consists of representatives from the relevant ministries and law enforcement agencies in each country, which meet regularly at high levels to coordinate activity over four areas: 1) policy and role coordination, 2) intelligence and networking, 3) research and knowledge, and 4) method development.

The Nordic network will supplement and support existing networks on the prevention of radicalisation and extremism within Europe by taking the close ties and the common values between the Nordic countries as a starting point. The network will provide the Nordic countries with a forum for common debates and discussions on policies concerning the prevention of extremism. The ambition is for networks like these to gain trust and credibility, and spread further to broader regional and hopefully global scales.

forces they have so that the right image and right capacities are in place to credibly engage against radicalisation. Ultimately, as the IALG stresses, the approach is a tool kit rather than a 'one size fits all' answer. But part of the key to success in this area is having the platforms in place to make the solutions, and having a clear and credible brand and strategy. And as summarised in this report, the IALG provides some food for thought on how to do this in 2016 and beyond.

Further material from the 2016 IALG can be found at: http://www.pearlsinpolicing.com/ialgs/

DISCUSSION: RADICALISATION PREVENTION

We Need clarity

OUR ROLE

Find the new role as the future changes/ shifts

need to understand what we are good at & not good at

Create space for others .... do as little as possible

The problem is wide & complex

causes are socio-economic

ROLE OF COMMUNITY/ SOCIETY

POLITICAL CHALLENGE

moving to prevention poses political challenges

- it takes longer than the average political cycle to make an impact

☐ law enforcement needs to be politically astute & influence policy upstream

solutions are found outside of Police

EVIDENCE OF WHAT WORKS is limited

So:-
- need to share strategies
- find micro examples of what's working well
- have a tolerance for experimentation

DATA

THE RADICALISATION MESSAGE

Comes with the promise of
① valour, heroism, bravery
② belonging - part of something
③ empowerment - you matter

(?) What is our promise that competes with this?

☐ Listen more:
☐ Ask:

What are your kids worried about?

What can we do?

What do you expect of us?

How can we help?

☐ get the conversation started

SOFT   HARD

POLICING

☐ we need to find a balance

If you do it right, you can do hard

a lot of the community wants us to act

THE HERO'S JOURNEY

It's about telling a compelling story

TEENAGE ⟷ ADULTHOOD

How do you, in your culture get the hero journey?
&
How do you get support as you go through a critical phase in your life?

☐ facilitate dialogue
- be a thinking organisation

☐ be a network maker

☐ find moderating influencers

☐ not just "mirror" the community but be better than the community

- counter narratives

COMMUNITY MESSAGING

"Terrorism the beast" vs "Terrorism the virus"

When you get sick, you can get treatment & get better

(?) Can the community see themselves in who we are & what we do?

(?) If not the Police, then who?

URGENCY

It's an urgent security problem we have to engage in - hard & soft

The scale & speed is something we've not seen before

COMMUNITY INVOLVEMENT

It can be more productive to get local grass roots support rather than larger civil rights based groups

Part II:
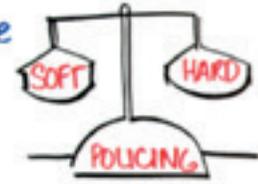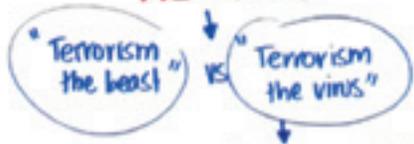# Pearls in Policing Working Group One
Protecting Vulnerable People

Part II: Pearls in Policing Working Group One
Protecting Vulnerable People

Driver: Chief Constable Pieter Jaap Aalbersberg, Amsterdam Division, National Police of the Netherlands
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

Protecting the vulnerable – for instance the physically and mentally disabled, victims of domestic abuse, children and refugees - has always been a concern of policing. In recent years however, protection for these groups seems to have become an increasingly important and complex aspect of police work. Whilst violent and property crime has been on the decline in many countries, the demand for police action related on issues like child labour, child sexual exploitation, domestic abuse and mental illness are on the rise. As a protective service, the public increasingly expects police not only to guard the streets, but also to keep them safe in their homes and online. The pressure on the police in this regard has been increased significantly – law enforcement is under ever greater scrutiny from the media, particularly social media, and the general public. Lapses in expected protection of the vulnerable can very quickly become major stories and place intense additional pressure on law enforcement. Protecting the vulnerable is undeniably part of the job of law enforcement. From a societal perspective, public protection is a matter for the police. Leaving vulnerable people without protection and support means allowing the rule of the jungle to prevail. Such a lapse would erode the foundations of society as well as the legitimacy of the police. From an instrumental perspective, it makes sense to protect the vulnerable to lower the risk of them becoming repeat victims at the hands of repeat offenders, at great cost to themselves and society as a whole. Moreover, for some types of exploitative crimes, those exploited have a higher chance of severe psychic trauma and becoming future offenders themselves. Breaking that chain of vulnerability and exploitation is thus a major opportunity for prevention. The crucial question then is how law enforcement can best place itself to deal with these growing expectations and important imperatives regarding its protection of the vulnerable, whilst at the same time dealing with even increasing expectations on police time and resources in other areas. This section covers the findings of the Protecting the Vulnerable working group at Pearls in Policing in 2016, and the subsequent working group discus- sions at the conference. Findings cover a range of topics, from better frameworks for defining and understanding the vulnerable and the nature of task in this area, to examples of best practice from other jurisdictions.

Identifying Vulnerability

Vulnerability is an all-encompassing concept that includes a great many different groups, places or people within it. But developing a more precise understanding of the nature and dimensions of vulnerability is essential if police are to develop sophisticated strategies to deal with it. In the first instance, it is important to understand the vulnerability is a term that can be conceptually applied to many different areas of public protection, and these different areas require different thinking and approaches by law enforcement. The working group identified four key areas onto which the vulnerability label can be applied: vulnerable individuals, vulnerable groups, types of crime and vulnerable places

FEDERAL BUREAU OF INVESTIGATION
Violent Crimes Against Children Task Force

The Violent Crimes Against Children International Task Force (VCACITF) is a select cadre of international law enforcement experts working together to formulate and deliver a dynamic global response to crimes against children through the establishment and furtherance of strategic partnerships, the aggressive engagement of relevant law enforcement, and the extensive use of liaison, operational support, and coordination. The VCACITF became operational on October 6, 2004 and serves as the largest task force of its kind in the world. The VCACITF consists of online child sexual exploitation investigators from around the world and includes more than 69 active members from 40 countries. The VCACITF also conducts an annual case coordination meeting where task force members come together in a central location to share best practices and coordinate transnational investigations between members. The long running success of the program is evidence that for protecting the vulnerable against the worst abuses, international cooperation is critical.

1) Vulnerable Individuals: People with certain traits or characteristics that hinder their functioning in modern society, such as a mental illness or substance abuse, are typically the class of people most likely to be classified by others as 'vulnerable' and in need of special care and protection in matters of law enforcement. Law enforcement are called upon regularly to deal with this class of people. The police role in such cases is to assess the situation and to decide what the appropriate action should be that is tailored to their specific condition or state. In many instances, this means different procedures than those applied to the general public, such as referring the individual to social services. Special services, training and facilities may be needed to help officers better protect and handle those in this category.

2) Vulnerable Groups: Some particular groups of people are at increased risk of becoming victims of crimes and therefore they deserve our protection. That is to say, they are more vulnerable than the general population with regards to becoming a target of specific types of crime. For instance: children, refugees, women, minorities and other marginalised groups are all more susceptible to certain types of crimes. The role of the police here includes risk analysis, prevention of harm, empowerment and support to vulnerable groups with regards to risks they most acutely face. Modern technology and globalisation has amplified the risks to certain groups particularly, and policing needs to take this into account by developing new understandings of how technology has the potential to expose groups to increased risk.

3) Types of Crime: Here the focus of public protection is on combating crimes that have a particularly severe impact on the victims and specifically exploit vulnerability. For example, domestic violence, child abuse, and human trafficking. These crimes usually use and abuse trust, family and affection in order to succeed. In other words, their success often relies on the exploitation of special vulnerabilities within a private setting and have the greatest potential to wield psychic and emotional, as well as physical, harm to victims. The role of the police is thus not only criminal investigation in order to bring offenders to swift justice and to stop harm, but also the prevention of these crimes as they can and do create often irreversible damage in their victims.

4) Vulnerable Places: Vulnerable places can be disadvantaged neighbourhoods but also institutions such as care facilities for children, the mentally ill or elderly. These are places where inhabitants are exposed to particular risks of exploitation, especially from people in institutionalised positions of power. The police have a duty to identify and understand these places, and the role of the police in such places can be all of the roles mentioned above.

Dimensions of Vulnerability

Looking across these four areas in which vulnerability arises, there is readily identifiable two distinct dimensions that make up vulnerability. The first dimension is being an attractive target for abuse, exploitation or other crimes combined with low resilience. What determines an attractive target depends on the kind of crime being discussed, and understanding the nature of a crime and its perpetrators is critical to understanding in turn what kinds of targets are considered attractive. That attractiveness as a target is amplified by low resilience. Low resilience can be due to a range of factors, such as a low self-sufficiency or the relative inability of someone to cope with life independently of others. Low resilience thus might take the form of physical, mental, financial or situational limitations or incapacities.
The second dimension of vulnerability is the context. What makes people vulnerable may vary from place to place, and often vulnerability is created or augmented by widespread societal

PHILIPPINE NATIONAL POLICE
Operation Strikeback

A joint partnership between the Philippines, Hong Kong, Singapore and INTERPOL has culminated in Operation Strikeback, targeting a growing epidemic of sextortion in the region. 'Sextortion' is often defined as sexual blackmail in which sexual information or images are used to extort sexual favours and/or money from the victim. The Operation led to the arrest of 58 suspects from across the region and the confiscation of hardware and evidence. It also helped identify as yet unknown victims to provide assistance.
A follow-up - Operation Strikeback II - by the Philippines National Police in August 2015 led to the arrest of an additional eight suspects accused of running a sextortion ring in the country. The operation was supported by the INTERPOL Digital Crime Centre, the Hong Kong Police Force and the Singapore Police Force.

conditions within a certain time-frame. Certain minorities may be rendered more or less vulnerable depending on the societies they live in – in some contexts those minorities might be routinely misunderstood, discriminated against, or even persecuted by wider society, making their ability to seek help or support harder or even impossible. Even those with otherwise high resilience may be made vulnerable in contexts in which they have few options to seek help and resist exploitation.

Exploring Contextual Structures

It is helpful to further break-down the role of contextual factors in determining vulnerability, and where the police fit into the contextual picture.

In painting this picture, analysis of the context should focus firstly on the two immediate surroundings of the individual – the immediate environment and the society-at large. For the immediate environment, the household is the starting point, followed by characteristics of organisations and institutions at the local level, such as the neighbourhood, school, workplace, sport clubs and religious institutions. It is important to establish how these places are connected to, or are part of, wider networks of people, goods, money and information. This connection may influence vulnerability in several ways. In a neighbourhood, children might be at extra risk of exploitation when it is a node in a global network of child pornography. Or, the existence of slums providing cheap labour may be closely related to illegal economic activities elsewhere in a region or part of global chains of economic exploitation. Understanding how the immediate environment is structured, and its links to larger structures of vulnerability, is thus the critical first step. The wider context of society-at-large will also provide some understanding of how societal characteristics create vulnerability.

These can be political, cultural and economic characteristics, such as the structure of the welfare state, divisions between groups in society, and the level of economic development. These broader characteristics may directly impact upon the individual, or impact indirectly by acting on the immediate environment.

Increasingly, the international context and the media play roles in influencing the context surrounding the individual and patterns of vulnerability, even if indirectly. In terms of global factors, international treaties and international standards such as the Universal Declaration of Human Rights, and membership of international organisations, like the United Nations, are responsible for recognising and defining many classes of the vulnerable. For example, refugees and the stateless are incredibly vulnerable in the international system and rely heavily on international agencies and processes to confer status, protection and assistance.

The other major influencer is the media, especially social media. An important aspect of the current context is that we are living in an information age and a network society. Information and
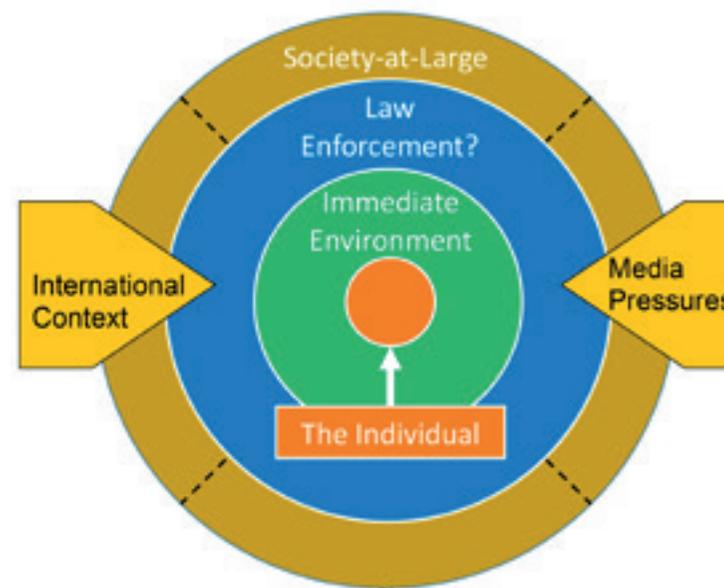
communication technology have an impact on both vulnerability and policing. This can be harmful as well as beneficial. As an example of how new social media may influence vulnerability, you may think of a child living in a safe home, but open to victimisation via the internet. Alternatively, on the positive side, information available on the internet that may help to increase the self-sufficiency of disadvantaged people in distant or closed-off places. More recent developments like the 'internet of things' may create new vulnerabilities and at the same time possibilities for enhanced protection.

So where then does law enforcement fit into this picture? Police and justice are a layer of an individual's context as well, but usually removed from the immediate environment and more influenced by the media and international pressures than the individual is. Yet how our organisations operate in society can greatly influence the opportunities for neglect, abuse, discrimination or exploitation.

The Role of Police

How the police see their role in working to protect the vulnerable depends on many factors, such as how they are positioned in society, how they conceptualise their role and, last but not least, how

their organisations actually operate and the mindsets they employ.

Should they condone exclusion, scapegoating, segregation, or insecurity as unavoidable societal phenomena, despite their role in

creating vulnerability? Or do they try to stop them? Do they ignore complaints from minority groups that they are 'under protected and over policed' or do they take a stand against explicit prejudice or subconscious bias in their work? Should the privacy and sanctity of the immediate environment (homes, schools, and families) be the first priority, or should the police intervene more quickly and proactively in protecting the vulnerable? Where does the balance of priorities lie in this difficult area?

In the first instance, how an organisation answers these questions may depend on the traditions and culture of the police organisation involved. Coming from a tradition in which the police have had a narrow mandate focusing on maintaining order, reducing crime and combating external threats, and in which the police operate at an arm's length from the public, protecting the vulnerable may be considered of secondary importance. Whereas for a police organisation working under a broad mandate and striving to reflect, understand and enjoy the trust and confidence of all the diverse communities it serves, public protection may seem as the next step forward. Regardless of the general outlook of a law enforcement agency though, the working group concluded that the social function of policing – next to managing crime and public disorder – is a fundamental and indispensable dimension of its core tasks. Strategies and tactics may vary significantly depending on the culture and traditions of an organisation. Some may be

more strongly associated with crime fighting while others are more properly located within social welfare and community outreach approaches. An examination of the diverse practices in place around the world that used to help protect the vulnerable is testament to the influence of local culture on the tactics and strategies used. Yet the working group believes in most cases these differences are relatively superficial when considered in light of the fundamental shared mission to protect the vulnerable as part of its social function.

Implications for Policing

To make good on the broad mission to protect the vulnerable, the working group concluded that law enforcement has before it a number of critical tasks it needs to undertake to better understand the nature of the job it has, and better develop the strategies and tactics that will suit the job.

Prevention Emphasis: To start with, the police must examine their own priorities. There needs to be a long-term transition in police thinking to place as much emphasis on preventing crime as has been traditionally placed on responding to and investigating crime once it has happened.

In the long run, proactive policing aimed at solving problems will lead to sustained reductions in crime and antisocial behaviour, and ultimately it will reduce the public's demand for reactive police services. It is a difficult transition to make initially, particularly given the pressures placed upon public policing when violent and property crimes often command much greater public and political

attention, but that transition must be made over time before protecting the vulnerable can become a true priority.

Understand Vulnerability and Context: The police furthermore should develop a better understanding of what constitutes vulnerability and what makes people vulnerable in a given context.

To do this requires intricate knowledge of the different dimensions of the context, particularly the contextual triggers which expose certain groups to increased risk, and how different types of crimes create different profiles of vulnerability for the individual. To apply the theoretical to real life practice, stronger knowledge of a vulnerable individual, group or place's immediate environment is needed. This implies that the police should operate from within local communities rather than from a distance, in order to really understand local contextual factors in the individual's immediate environment that may create conditions of vulnerability.

Building Partnerships: Public protection of the vulnerable is a task that naturally transcends the boundaries of traditional policing and requires law enforcement to engage with other agencies and to work more closely together in multi-actor part-nerships and strategies based on a shared goal.

Mindset, skills, leadership, training, human resource management, sharing information and so on should be reshaped to facilitate and promote cooperation between agencies. Which parties are to be involved in a given situation will depend on what generates the most added value, and there are variety of methods available to help police identify critical stakeholders and engage with them productively. Such partnership strategies must be targeted as well, and different vulnerable groups, places or individuals will require different constellations of actors to be involved in order to effectively protect and serve.

Evaluation and Accountability: To establish what generates the most added value in a given context the interested stakeholders involved should actively seek to engage local communities in the monitoring and assessment of their performance.

Just as important, adequate accountability is a necessary precondition for this approach to be successful. Both of these tasks require more than bureaucratic methods of measuring – an ongoing dialogue with communities must be opened so that feedback on protection of the vulnerable becomes a normal part of policing and so that a nuanced and useful, rather than purely statistical, picture can emerge and help guide future law enforcement efforts.

Accountability is of paramount concern for law enforcement when handling the vulnerable, and as the police themselves constitute a power structure within society, must take the utmost care not to create and exploit vulnerability themselves.

NORWEGIAN POLICE SERVICE
Fighting Domestic Violence

An established leader in the fight against domestic and gender-based violence, the Norwegian Police Service has been a key partner and driver in initiatives to combat the problem across Europe. Norway has forged partnerships with other European nations to combat these problems on a bilateral and multilateral basis, such as Romania and Lithuania. Collaborative projects range from the training and resourcing of officers to the revision of legal frameworks and the establishment of new institutions to help tackle the problem. Such collaborations also recognise that the protection of vulnerable people, from women and children to specific ethnic and cultural groups like the Roma, are imperatives for the international community, not just the problem of individual nations.

Dilemmas for Policing

All this said, there are number of potent dilemmas the working group identified that stand as potential obstacles to improvement and expansion in the handling and protection of the vulnerable.

Resourcing and Political Pressures: Police organisations in many countries are faced with austerity measures and shrinking budgets, and they might be under pressure as well to withdraw from engagement with other agencies and to narrow their remit to their so-called classic or 'core' tasks. Meanwhile, embracing public protection and coping with the growing demand to protect the vulnerable requires investment in organisational change, personnel, development and training, and to do all this in cooperation with other agencies. So the question must be asked, can these two

ROMANIAN NATIONAL POLICE
Combating Trafficking

Romania has partnered extensively, both regionally and internationally, in the fight against human trafficking, a major problem in Romania as a border state on the European Union. Romania has worked both within the European Union and outside it to develop partnerships and trust on both sides of the fence. Home to the Southeast European Law Enforcement Center (SELEC), Romania has coordinated regional strategies to combat trafficking and joined numerous highly successful joint operations in recent years with neighbouring countries. Yet it has also reached out beyond the region, working through European Joint Investigations Teams (JITs) and developing bilateral relationships with other EU members as part of its strategic, collaborative approach to fighting trafficking.

To pursue the protection of the vulnerable, the police must examine some of the moral and philosophical hazards that increased action in these areas constitutes. For example:

- Is it justified to intervene, whether it be to prevent or protect, in the life of citizens against their own will when we believe their circumstances might be harmful to themselves or to society?
- Should the police act on crimes that are not (yet) reported?
- Is it justified to invade the private space of households if we want to combat or prevent exploitation of the vulnerable, for example, in cases of domestic violence? What is the appropriate balance between privacy and protection?
- What mechanisms, legal and procedural, are needed to determine these balances and what actions to protect the vulnerable are justified? Who do we empower to make those decisions?

Participant Discussions

Invited to discuss two case studies from the Netherlands and Norway, delegates to the 2016 Pearls in Policing highlighted a number of relevant examples, tasks, implications and dilemmas regarding the protection of the vulnerable from their own jurisdictions that added to the points raised by the working group:

Outdated Frameworks: Traditional models of policing and the justice system have taken too little account of what's happened in technology. The legal and justice system has not kept up to date in understanding and developing countermeasures for new means by which the vulnerable have been exploited. For example, 'sexting' (the sending of sexually explicit images via the internet via mobile devices) has skyrocketed in popularity amongst young people. Whilst much of it is consensual and poses little real threat, this trend can and has been misused to exploit vulnerable young people for illegal purposes. Yet many of the laws relevant to this trend are antiquated and lack the nuance to appropriately handle such cases or recognise changing digital culture. Furthermore, in many countries courts are inundated with cases that deal with issues like sexual exploitation that involve some of these technological changes, but we have not really asked whether protracted legal procedures and incarceration are the solution to these issues and whether they actually help protect the vulnerable in the first place. Should there be other avenues for dealing with those crimes, like education, intervention and community justice?

Building a Big Tent: The role of law enforcement should be now to have more of a pre-emptive look

competing demands be reconciled? Where do the police find the balance in resourcing to pursue these strategies? What is more, with so much political, media and public attention routinely focused on traditional crime, how do the police get the free air they need to restructure and reorient towards the vulnerable and preventative policing?

Moral Hazards: To protect the vulnerable may sound a benign and attractive ambition. However, it carries the risk of curtailing individual freedom and privacy.

Managing Partnerships: If police organisations do choose to pursue multi-agency approaches, how can they cope with the growing number of agencies that might be involved? How do you manage issues like privacy, information sharing and processing, and other sensitive issues when there are many agencies involved? Furthermore, how do you evaluate and measure performance and how do you organise accountability, when different agencies working under different legal arrangements are involved? And who will lead these partnerships?

at the vulnerability of its citizens. However that goes way beyond simply engaging law enforcement agencies – that task also requires social services, the health and education sector, and public to contribute. This is particularly true in diverse communities. Immigrants and cultural minorities are made more vulnerable due to cultural norms or a fear of speaking out or reaching out to authorities. Police need to understand those

THE ROYAL MALAYSIAN POLICE

The Royal Malaysian Police has increasingly embraced international cooperation as a cornerstone of its operations, from high profile events like the search for MH370, to less known cases that nonetheless have a big impact on the lives of ordinary citizens. One such case in 2016 has been the arrests of nearly 100 involved in a so-called 'Macau Scam'. A syndicate of Malaysian, Chinese and Taiwanese nationals operating out of Penang operate the scam by posing as police officers and bank officers over the telephone, convincing victims to transfer large sums into the accounts of the syndicate. Appropriately, an efficient cooperation between Chinese, Taiwanese and Malaysian police authorities have meant that the real police have managed to quickly find and shut down these complex transnational operations, and several 'Macau scams' have been jointly shut down in China and Malaysia.

communities and find the community organisations that are best able to reach and communicate with those people if they are to truly understand the nature of vulnerability and how they are best able to protect those communities.

Reporting Vulnerability: How do we encourage people to go to law enforcement and report crimes that are difficult to detect? Some offences have established protocols, but many others don't, and arguably the police have not been proactive enough through modern communication methods or partner organisations in encouraging reporting. In some cases, this might involve encouraging people to go to trusted community organisations before going to police, once police relationships have been established with those organisations. Law enforcement must also do more to encourage or mandate other professions to report crimes that they observe.

With many crimes against the vulnerable, only the most serious cases are reported. In Malaysia, in order to encourage reporting, specialist officers have been established who try and provide a holistic approach, working in partnership with social services and NGOs. In several American cities there are specialised domestic violence officers, and similarly specialist officers often work though the case with or without the victims.

Proactive Management: Though the political focus is elsewhere, there needs to be a police focus on preventing vulnerability emerging as soon as new potentially vulnerable groups emerge. For example, refugees are a significant political issue in Europe, the Middle East, South-East Asia and Oceania, but they are also an emerging vulnerable

group. In some countries there has been identified sexual abuse and trafficking amongst refugees and children in the camps, particularly with security guards as offenders. The police need to very quickly identify new at-risk groups like these and develop strategies for protecting them as they arise, before widespread abuse emerges.

Upstream Investment: Many participants were keen to highlight the importance and feasibility of socio-economic cases that justify long-term shifts in police outlook from reaction to prevention, especially when it comes to the vulnerable. Many of the vulnerable who fall victim to serious and exploitative crimes risk becoming offenders themselves or develop long-term physical or mental disabilities as a result. The cost of caring for that person will often fall on the state, perhaps for a very long time, so preventative measures in this space need to be justified as long-term investments in caring for the public. The upstream investment case has been made in places like Denmark, where police try to identify vulnerable families and communities and have developed a close relationship with the education system in order to better understand and monitor

EARLY DETECTION IS NOT EASY and our culture is reactive

STEP AHEAD

ADJUSTING OUR TRAINING & METHODS based on who we are dealing with reshape/rethink our structures

vulnerability. Significant investment has been made into specialist officers and training to tackle this issue and remain on a preventive footing. The real challenge though is to maintain that focus, even amidst shifting political winds and reactive pressures after high-profile crimes (like terrorism). Another key challenge is to find ways to measure return on upstream investment and better quantify the long-term benefits observed.

Clarifying Responsibilities: Many vulnerable groups exist because of inadequate funding, resources or attention elsewhere. For example, the problem of mental illness in many societies has grown to such a degree that primary care agencies are overwhelmed and have insufficient resources to handle all the cases. Vulnerable people fall through the cracks in the system and often end up becoming law enforcement's problem. In other areas, for example illegal immigration, for various reasons politicians can be unwilling to make clear decisions and fail to put in place policies to deal with the vulnerable groups created, like unaccompanied immigrant minors who are at extreme vulnerability for exploitation. With no clear policy on what to do with these groups the police are put in the very difficult position of having to handle a huge problem that politicians are not keen to officially acknowledge. These issues only highlight further the need for the police to actively collaborate with partners to clarify roles, develop

system-wide solutions, and pressure government to establish clear policies on the vulnerable. Often this means planning for the police to play a facilitating, rather than assuming the leading, role in getting parties around the table to talk about the vulnerable.

Bringing Together Law Enforcement and Justice: One of the most important partnerships to cultivate in the protection of the vulnerable is that of the police and the courts. Many pearls participants had examples of emerging partnerships that were better able to reach successful outcomes in what can be legally very difficult cases. Domestic violence, for example, is a major problem that is vastly underreported in most jurisdictions. But even when reported, creating a sustainable case is often challenging as victims are often pressured or feel obliged to recant testimony, withdraw charges or fail to give evidence in legal proceedings. In Australia and Canada, more holistic approaches to criminal justice in such cases has revised the evidence collection methods and legal procedure for what has traditionally been a poorly prosecuted area. Specialist teams operate to construct legal cases based on evidence collected that does not necessarily rely on victim testimony, look at the most appropriate remedies to protect those in danger, and to more proactively identify repeat offenders who should be higher priorities for prosecution and severer penalties.

NATIONAL POLICE AGENCY OF JAPAN
International Capacity-Building

The National Police Agency of Japan has for decades been a major partner in international capacity building programs.
Through the Japanese International Cooperation Agency (JICA), the National Police have worked to build capacity in three areas abroad: (1) the democratisation of police organisations, (2) koban community policing designed to promote crime prevention and deterrence based on trusting relationships with the public, and (3) criminal investigation skills as represented by expertise in criminal identification.
Recent international capacity-building projects for the National Police include developing community policing in Timor-Leste, training police leadership in the Democratic Republic of Congo, and judo and sensitive training for police in Afghanistan.

What kind of Police are we if we are not there for the Vulnerable?

How will our organisations deal with the growing demand of protecting the most vulnerable?

This is critical

PROTECTING THE MOST VULNERABLE

POLICE LEADERSHIP
Needs to include ability to develop sustainable relation-ships & cooperation

USE OF SPECIALIST POLICE STAFF
- Accredited
- Liaison officers
- Embedded in procedures

- use of online/ chat tools

- Complex area requiring skilled discretion & judgement
- having intelligence when go to DV situations

ENSURING PROSECUTION FOLLOW THROUGH
- dealing with DV as if it is murder

REPORTING
How to encourage people to come forward / report / speak out

DISCUSSION THEMES

RESOURCING
- funding cuts can present reprioritising opportunities
- need flexibility to optimise funding

CREATING AWARENESS
Its NOT OK

HOLISTIC APPROACH WORKING WITH OTHERS
→ Complex
→ multi-agency

Challenge: sharing data/ information between agencies

Informal arrangements are not sufficient ⇒ need a structured approach:
- tasks
- responsibilities

Need to ensure NGOs are doing their work properly

REFUGEE MIGRANT people/groups
- issue: unaccompanied minors
- issue: displaced people - no where to repatriate to
- issues in camps eg sexual abuse of minors

WORKING WITH DIVERSE COMMUNITIES
- to understand their cultures & manage issues in a way that makes sense to them
- Connection with local networks, neighbourhoods

HIGH RISK OFFENDERS
- an area to focus on / target

INVESTMENT IN PREVENTION
- Can identify the cost of crime over a life course & identify who we should be intervening with
- use of actuaries to do modeling

UPSTREAM INVESTMENT
- focus with vulnerable families

MEASUREMENT
How can we measure preventative work?

It is not transactional

How are we doing?

Part III:
Pearls in Policing Working Group Two
Exploring the Boundaries: Striking the balance between hard and soft policing, over-policing and under-policing, in modern law enforcement

Part III: Pearls in Policing Working Group One
Exploring the Boundaries: Striking the balance between hard and soft policing, over-policing and under-policing, in modern law enforcement.

Drivers: Commissioner Stephen Lo, Hong Kong Police Force (China)
Professor Willy Bruggeman, Benelux University and President of the Federal Police Board (Belgium).

The police are a unique organisation. They represent law and order, and as such should embody democratic legitimacy, possess legal rights to use force, and stand as a society's first port of call when it comes to danger, crime and public protection. The police should symbolise objectivity, transparency and decency. They must act as a protector for all citizens, be present wherever necessary, and be on call every hour of every day of every year.

These are the traditional missions of law enforcement that are common to just about every agency and police department. Yet how these missions are implemented can vary significantly across times and cultures. As law enforcement undergoes reform in many areas of the world, it is useful to explore the possible directions for its future and the principles that will underlie that process. This working group did so by exploring law enforcement across two dimensions – between hard policing and soft policing on the one hand, and between over-policing and under-policing on the other.

The Evolving Role and Position of Public Policing
Articulating where exactly law enforcement sits on these axes starts with the challenge of how the role of police in society is understood. The police serve a variety of masters and purposes, which means that it often eludes simple classification in practice. Policing is neither social service nor law enforcement only, and the balance between those two functions varies within police forces from jurisdiction to jurisdiction. With each society defining the role of their police differently, naturally there is no emergent singular vision of the role of policing in a society internationally.

There are some general global trends however that were identified by the working group. In many countries policing related regulations tend to follow the concept of policing becoming broader and moving beyond the institutions of the public police to include other security and regulatory agencies, ideally all working together in partnerships. Moreover, policing is not limited to the public police. Especially in recent decades, many

other actors are becoming active in the area of security. Governments must devolve power and share the burden of social control with official and private organisations, as we move toward a world in which the state will have less dominance than it has traditionally enjoyed. Any mapping of future police models has to be done against the broader background of political, economic, social and cultural developments that, in turn, will have their impact on security thinking in general and policing in particular.

THE WORLD IS CHANGING

How do we respond?

Over-policing versus under-policing

Minimum levels of policing include worldwide access to policing activities as defined before in the so-called basic policing responsibilities. All citizens around the globe should be offered a minimum and therefore equal level of basic public policing. This means that there should be no exclusive situations or regions without any assurance of public policing. In many countries this is far from reality. Under-policing occurs when those basic policing functions are no longer exercised or cannot meet those minimum standards.

The maximum level of policing shows the limits of policing, particularly when it comes to the use of power, exploiting privacy, and/or exercising other policing activities. With rising public expectations of policing, the expected maximum level of policing is expanding, often beyond policing capabilities. Appetites for security could be fanned indefinitely, as there are no real physical limits for how much
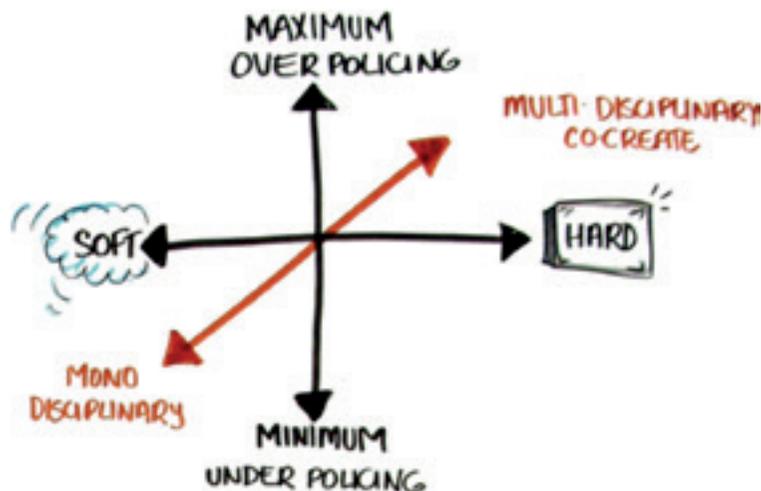
"security" a human being could hope to consume. Tending to maximise safety policies has had far reaching implications. Sceptics think that this includes new forms of social control, disciplining and stigmatising, often generating new anxieties. For example, it is an open question as to how fair it is to make dramatic changes and expansions to security laws and police powers to deal with organised crime or terrorism. Indeed, the spectre of terrorism is seen by some as having been exploited to diminish liberal norms and civil rights, with marginalised communities being the first victims.

Hard and soft policing

Hard policing refers to the more traditional, visible, and authoritative aspects of the work of the police. Arrests, seizures, prosecutions, imprisonment, raids, and 'cops on the beat' epitomise the hard policing tool-kit, which relies on the police's monopoly on the use of force in civil situations to create outcomes and combat crime. Soft policing on the other hand is more likely to use diplomacy, negotiation, outreach, prevention and education to reach its goals. Neither hard nor soft policing applications can suit every situation. However, there is a definite scale on which police forces operate with regards to a general philosophy, with some law enforcement organisations operating like a branch of the military in some countries and pursuing almost exclusively 'hard' tactics to get results, whilst in other jurisdictions there have been law enforcement officers operating without weaponry and function almost as civilians within their community to achieve outcomes.
Law enforcement may be situated theoretically anywhere along these two axes. But who decides the ideal position of law enforcement upon these

axes within a community? Usually, law makers and judiciary, the public, and the police themselves all work to create a philosophy of law enforcement, though not always equally or fairly.

What impacts where police organisations sit on the spectrum?

The limits of policing differ very much from country to country. This is not only the result of the evolving impact of insecurity on our society, but it's also intrinsically linked to specific contextual factors. Policing is not shaped and influenced only by the nation's laws and justice system – many extra-legal factors influence police decisions and actions.

Policing has always been driven too by governments and the social, economic, cultural and political systems that shape them. Policing has observable trends, which influence public safety, perception and fear of crime, and concerns for the legitimacy of policing as a social institution. Such tides are represented at macro-level by social, economic and political changes, as well as the structures and functioning of current governmental efforts to control crime and social disorder. The working group identified five highly relevant impact factors in the current context worthy of examination:

1) Legislation
2) Strategies and Philosophies
3) Economics and Finances
4) Technology
5) Global and Local Politics

MYANMAR POLICE FORCE
EU-Myanmar Taskforce

In 2013, the establishment of the EU-Myanmar Taskforce opened a new chapter in Myanmar-European relations and created a platform for interchange and cooperation that will assist Myanmar to develop its law enforcement capacities and provide a means by which the Myanmar Police Force can access training, equipment and support to assist its transformation as the country itself undergoes a period of extensive reform.

The partnership has produced programmes in traditional areas such as the provision of supplies and training in the use of non-lethal equipment and techniques, like helmets and riot shields. But it has also provided training in less traditional areas such community policing, media relations and communication strategies. The availability of EU funds and training is both valuable and relevant to the MPF's transition to a professionalised police force within the context of an emerging democratic nation.

Legislation

The legal framework has always been the most important factor that shapes law enforcement. In many respects the official limits of policing, and its ability to deploy hard or soft approaches, is enshrined in law. But legal systems differ conceptually in their notion of justice across jurisdictions and cultures, as well as their rules governing legal processes, the production of evidence, and the relationship between the police and the judiciary. The purpose of the police is to uphold the norms and values in society and in this sense police are also norm enforcers. But frequently, in combining the (theoretical) judicial order with social reality, police find themselves in a somewhat contradictory position.

This has become more acute as public values around punishment, justice and crime have evolved and changed significantly, often leading to situations where legal codes and traditions developed in one period jar with evolving community expectations in another period. Legislation can be infrequently updated or remain in place because of political sensitivities, yet the police charged with enforcing them may take a different stance, leading to situations of non-enforcement or alternative methods of enforcement undertaken the police unofficially, perhaps in the spirit of the law but not following the letter.

The fact that the police have legislated powers does not mean that they will feel comfortable using them. Many participants at Pearls, as police leaders, frequently acknowledge the dilemma of recognising the broad legal powers they have on the one hand, but trying to pursue discretion and tact in the application of those powers to meet with community expectations on the other. No matter how carefully prescribed legal rules are, inevitably laws cannot and perhaps should not provide a formal answer to the diverse and idiosyncratic range of circumstances and settings that the police encounter. Without this flexibility the law would be a blunt instrument which may be unnecessarily rigid and harsh. This also means that discretion is the inevitable corollary of the law and legal rules.

As many Pearls participants will attest to, and as the Working Group argues, increasingly police agencies are subject to overregulation. Overly detailed regulations harm flexibility and personal initiatives. And unfortunately, in some countries, neither the rule of law, nor human rights standards play (at least not obviously) an active determining factor in the conduct of operational policing. Many developing nations frequently consider human rights as a hindrance, rather than the basis of their work. And for that reason, human rights have increasingly encountered conceptual challenges, leading to a sense of hesitancy, more especially concerning the claim of universality and their actual use in developing nations and failed states.

Now and even more in the future, policing organisations have not only to respect the policing legislation, but also to advise the law makers in a constructive and future oriented way and avoid provocative strategies and activities by policing beyond the laws in place. Although legislation sets the general framework for our understanding of the limits and nature of policing it cannot in practice be the sole factor in influencing how police operate on that plane.

Strategies and Philosophies

Policing operations are guided not only by legislation but the broader philosophies and strategies surrounding law enforcement that police

CONTEXT /SITUATION

DRIVER: our values

it's an ART, not a science

leadership and political leadership seek to implement. They vary significantly from country to country, and in some jurisdictions that strategic and philosophical outlook for a government and its police are far more influential than the formal laws and regulations that have been enacted.

As the working group found, two major dilemmas can be encountered when designing policing strategies. On the one hand, whether a proactive versus a reactive approach is taken to police tasks. On the other, a preventive versus a repressive style of policing is also possible. Although community oriented policing in its many guises is still the dominant philosophy guiding public policing reform in recent decades, other policing strategies (problem oriented policing, zero risk policing) do have a growing influence. And as witnessed in many countries, it is also clear that corporations and the public do not feel that the police on their

own can meet the full range of their security needs in all forms of collective space – to some degree private security and other non-police institutions therefore play some role in determining what the overall strategy for public order is in a society, legislated norms and powers notwithstanding.

Policing strategies and philosophies are constantly evolving and being shaped by new developments. Terrorism and the rise of violent extremism has created a significant challenge for the balance between hard and soft policing. As one Pearls participant noted in discussions, whilst often the public and government alike feel more reassured by displays of 'hard policing' in response to terrorism, the nature of the problem is such that 'soft' policing strategies are usually more effective in the long-term to reduce the threat of further radicalisation and extremism.

Police leaders face a huge challenge in finding out how to best incorporate new threats into their strategies, and often make difficult choices about whether to go towards the soft or hard pole, or the over- or under-policing pole. The traditional barriers between internal and external security and policing and military operations have been eroded. So there is an increasing overlap of functions and capabilities required for military and non-military security purposes.

The rhetorical transition from 'crime-control' to 'war on crime' and 'war on terror' also reflects to the transition of routine activity into a state of crisis. An illustration can be found in the special

paramilitary units that have been formed in police organisations around the world, such as the SWAT units. Units like these incorporate not just military-style technology and tactics, but also military-style symbolism and rhetoric.

It becomes important then to ask the question in these cases, and in some societies, what the fundamental difference is (or should be) between the police and the military, and whether the police can successfully balance such 'hard' imperatives with their still vital 'soft' role in the community in the mind of the public. Indeed, participants at Pearls themselves struggle to answer this question and often switch back and forth between praising the need for a softer, more inclusive role in the community that looks to non-coercive means to achieve its outcomes, whilst acknowledging and presenting a tough front against violent crime, terrorism and extremism. Can law enforcement work at both ends of the soft and hard spectrum convincingly and effectively?

Furthermore, different societies require different strategic approaches. Policing strategies in 'high trust societies' (where the police have a long and trusted role in a society) require different policing strategies than 'low trust' societies (where the police and other civil and government institutions are still developing a trusting relationship with its citizenry) like transitional states, developing states, weak states and failing states. Even where laws, principles, problems and crimes are the same across jurisdictions, the strategic approach taken, and subsequent consequences for hard and soft,

over- and under-policing that follow, will often be different to best fit with the immediate public order needs of a community.

Economics and Finances

The challenges of public policing posed by current budgetary and fiscal pressures are frequently resulting in restructuring of public sector institutions like the police. As the working group notes, "we are currently in a period of great political and economic transition. Our policing philosophies, institutions, and practices are not only increasingly expensive, but are also imperfectly suited to current and future policing needs. Public police agencies are increasingly pressured to reform to find efficiencies to meet government budget shortfalls."

The financial aspects of policing can often be powerful drivers of the direction policing and taken. Economic pressures on policing have led in some areas of security to a retreat of the police and a surge in private firms. It is not inconceivable that continued budgetary tightening over many decades may lead to an increasing push towards under-policing or minimum policing, in which only the most important core security tasks are handled by the police and many areas of public life are privately managed. Yet what will be the implications for the poorest stratum of society in this scenario? Will market-driven security imperatives provide a level of service that meets community values and does so in a way that is just and equitable? Similarly, hard and soft policing have different

fiscal profiles, and budgetary pressures can sometimes be a major factor in determining what tactics and strategies the police can use. Soft policing initiatives may require significant long-term investment before the results are seen, and even when they are seen they are often harder to measure due to their preventative or dispersed nature. Short-term, hard tactics can produce more measurable and immediate results, which can help justify government investment. As has been discussed at numerous Pearls conferences, creating metrics that can accurately measure the results of long-term investment in soft policing is very important, not least because it may be able to demonstrate the long-term economic costs to society and government of inaction or short-sighted strategies.

Technology

Many contemporary changes in the global security environment and the technology landscape have led to subsequent adaptation and change in police strategies, and often these pull in different directions on the plane between over- and under-policing, and hard and soft policing.

For example, the digital revolution has enabled unprecedented capacities for government and police to collect data from its citizens, from the monitoring of the internet to CCTV and public surveillance. Some countries have pursued these opportunities with gusto, creating strategies around a surveillance society model. Yet in other communities, cultural and policing values around privacy deem such strategies examples of over-policing. And there can be real debate about whether such methods constitute soft policing (using non-violence means to pursue prevention) or whether the

intrusiveness into personal lives might more conventionally be considered 'hard' policing. Technological developments and militarisation are also interlinked in many respects, as the working group argued. State police and security forces have been equipped with more and more military equipment made possible by technological advance. Global surveillance systems, biometric identifiers, RFID, electronic tagging, satellite monitoring, paramilitary equipment for public order and crisis management and the militarisation of border controls are just illustrating that technological advances in law enforcement are often welcomed uncritically, but rarely are these technologies neutral, in their application or their

ROYAL NETHERLANDS MARECHAUSSEE
EUROGENDFOR

The Royal Netherlands Marechaussee is a participant in the European Gendarmerie Force (EUROGENDFOR). EUROGENDFOR is a multinational cooperative body of police forces with military status from countries including France, Italy, Spain and Portugal. It consists of around 800 military police personnel, operates under the aegis of the European Union and is mainly deployed after conflict situations. EUROGENDFOR can also be deployed when required to assist other international organisations, such as the United Nations and NATO, or for an ad hoc coalition.
The Royal Netherlands Marechaussee has been a major contributor to EUROGENDFOR missions, including critical deployments to Afghanistan and Mali in recent years. Such contributions are a commitment to its mission to help protect and defend order beyond its borders, which in turn helps keep order at home.

effect. Technology is opening up new frontiers for policing that may pull it in various directions on the hard/soft, under/over spectra without it being completely realised or acknowledged.

Global and Local Politics

The police are not the only ones to be engaged in discussions about their appropriate role and position in society – indeed, they must adhere to and be part of much broader discussions in political realms, both nationally and internationally. The currents of political opinion in recent decades have changed significantly and unexpectedly as new challenges unfold, and even though forces with a clear and committed position on the over/under, hard/soft spectra may soon find themselves having to revise based on political pressures.

Working Group Case Study: Hong Kong

The Hong Kong Police Force (HKPF), as part of its contribution to the working group, provided a case study from its own recent operational history that highlighted some of the challenges in exploring the boundaries of hard and soft policing, and over- and under-policing. The HKPF has grappled with a significant debate in recent years when it comes to the handling of public order events (POE). There has been a steep rise in these over the last decade, and though the majority are conducted and concluded peacefully, confrontational scenes and occasional rioting has become more common. Two in particularly, the 'Occupy Central Movement' in 2014, and the Mongkok Riot in 2016, were offered as exemplars by the working group.

The first case involved a large-scale politically-motivated protest that developed into a prolonged occupation of public areas in the city. The second case was a

This poses one of the most severe problems for many Pearls participants – police leaders who have a clear vision and philosophy for policing they believe will produce the best results, and yet must bow to public and political pressure when shocks emerge or unexpected developments arise. Increasingly too they must be cognisant of international developments in law enforcement – moving towards a more interlinked and collective international security environment means to some extent the attempts to harmonise the philosophy of policing at a global level. While we remain a long way from this, even interactions at Pearls often highlight significant differences between leaders from various jurisdictions, and robust debates regarding the soft/hard or over/under balancing act. Part of developing a unified and global law enforcement vision will be finding ways to resolve some of these differences and move forward with strategies and philosophies that can come into alignment.

HONG KONG POLICE FORCE
Operation SOGA

Operational relationships, once they are successful across numerous countries, tend to endure and expand over time. For over a decade, the Hong Kong Police Force has been a major partner in the SOGA operations. SOGA is short for 'soccer gambling', and the operations are directed towards massive illegal gambling operations that are often connected with the European soccer markets and usually involving organised crime outfits.

Though starting small, the SOGA operations have achieved quick wins and repeated success which has substantially disrupted criminal networks and seized millions in illegal assets. They have also served as a platform for local and regional coordination efforts, and helped cement trust and faith in the ability to successfully operate together in the region. The latest operation in 2016 saw nearly 4,000 raids across China, Italy, Greece, France, Malaysia, Singapore, Thailand and Vietnam during the Euro 2016 tournament. The immediate success of SOGA has led to more partners and greater scales every incarnation.

more violent outburst prompted by a confrontation between government inspectors and illegal street hawkers. The former prompted a highly-restrained response from the HKPF, which tolerated aspects of the occupation and avoided a violent

confrontation, whilst still providing emergency services and ensuring disruption to the public was minimised. The latter prompted a more direct response to protect property, yet tolerance and disciplined restraint was again a significant aspect of the tactics used.

The HKPF notes that the two incidents and the way they were handled engendered some debate over whether the right balance between hard and soft had been found in handling POEs. The public was itself polarised over the incidents, with some praising the police for their professionalism and restraint, while others criticised the HKPF for being too tolerant and not acting swiftly enough to disperse protestors and end disruptions to public order.

There were ramifications too for staff morale. With frontline officers often being attacked during the course of events, there was reported frustration that hard tactics available to the HKPF were not being used to send a clear message against attacking police. Thus, the debate over the balance between hard and soft echoed throughout the police itself, as well as in the public and media.

UNITED KINGDOM COLLEGE OF POLICING
International Leadership Training

As policing increasingly requires an international vision and focus, so too does police training, and the police leaders of tomorrow will need the skills and contacts to work internationally as well as domestically.

The UK College of Policing has developed two programs, the International Leadership Program and the International Strategic Leadership Program, as part of its mission to support the development of professional and accountable policing throughout the world by delivering effective learning and training assistance in the fields of operational policing and police leadership. This mission extends to international assistance and capacity-building through the UK Foreign Office and other government agencies.

The HKPF have pursued this on several fronts. Police professionalism and integrity management has been a high priority since 2009, with comprehensive procedures to manage citizen complaints and officer training, to ensure the HKPF is transparent and maintains high integrity standards. This is matched by renewed efforts within the HKPF to ensure that leadership understands and speaks regularly to officers about their concerns, and staff associations are playing an increasing role in the policy and review processes within the HKPF so

that internal trust is also high within the force. Overall, the HKPF does not see the challenges of the POE examples given as unique to its jurisdiction, and the cases highlight important debates that are being had both inside and outside of the police that will continue to be contentious for some time. However, the working group believes the best solutions lie in effective, transparent and forthright communication, with stakeholders both inside and out, to create and maintain trust and integrity regardless of the specific decisions taken.

Participant Discussions
In group sessions Pearls participants discussed the work of the working group and the case study presented by the Hong Kong Police Force. Several key themes and messages arose from this process that augmented to the insight offered.

Political Pressure: Many pearls participants added additional emphasis on the political dimensions of the debate, particularly the hard/soft

The HKPF has incorporated several strategies to handle the conflict, but recognises one of the biggest challenges is not necessarily to maintain the trust of the public, but to foster goodwill with the politically and socially disaffected who are at the core of the problem.

Significantly, the working group believes that one of the best investments in such situations is trust-building – ensuring that no matter what decisions on tactics or strategies for law enforcement are made, that the public maintains a high level of trust in the police's motivations and professionalism, and thus a credible and trusted voice in the debate that inevitably arises due to differing expectations around the use of force and the fighting of crime in modern society.

dichotomy. Pearls principals from Western and Eastern jurisdictions alike noted the rise of populist 'law and order' candidates in contemporary politics. They noted there was increasing political pressure for the use of hard tactics that look decisive and effective on camera, but can be counter-productive in the long-term. Public demand in some sections of the community for 'tough on crime' policies can be very difficult to argue against.

Although various participants had insight into this dilemma, one participant summed up the experience very well – "We are supposed to fight crime and work in the public good. But how do we tell the public that they don't always know what's good for them?" Some will see this comment as elitist, others as refreshingly frank. Yet in a volatile political landscape in which populist politicians are mobilising sentiment against experts and power structures, how do the police prevent themselves from being caught-up in the maelstrom? As several participants noted, again the issue likely comes back to maintaining a direct trusting relationship with the public that will hopefully sit beyond the vagaries of political tides.

Flexible Tactics, Stable Values: As one Pearls participant surmised, what was really needed was high flexibility with regards to the tactics and strategies law enforcement is comfortable with using, but a highly degree of stability on the core values that guide their use. Although there was a lot of discussion regarding police values in a general sense, some participants were challenged to clearly define what they were and how close they were to community expectations. Although it is easy to speak of core values, again how do you justify those if the public demands are elsewhere, as was revealed in the cases presented by Hong Kong in the working group reports?

For some, this means the police simply must weather the storms – if they are liable to changing their values quickly on public whim, then they are not really values. "Values evolve, but they don't revolve" was a quip given by one of the participants. Yet tactics and strategies can be rapidly changed and sufficiently flexible to meet all circumstances and needs in the community.

Clarity and Communication: "Say what you're going to do, do it, and then tell them what you did." This was the summation by one Pearls participants on the dilemma. And it comes down to clarity and communication. For them, the essential aspect of maintaining trust and credibility was ensuring that the procedures and guidelines on hard/soft and over/under were crystal clear and well-communicated by leadership. Although the debates will continue to rage on in the community, and over time these positions will evolve with public sentiment. It was vital, in this participant's opinion, to present clarity and consistency to the public with regards to the police position. Capricious or unexpected changes in tactics or strategies were liable to damage the police image and anger the public.

Training and Investment: Many Pearls participants agreed with the example set by Hong Kong and could see parallels in their own forces when it came to training and investment in their own people. That is, creating a culture of integrity and trust within the police force to ensure that, regardless of the nature of tactics and strategies used, there is a foundation of good will and skills to ensure that the values of law enforcement and the balance between hard and soft, over- and under-policing is maintained in practice. Some participants noted the importance of sharing the nature of this debate with their own officers, so that they too feel like they are part of the conversation and better understand the complexities of modern policing when it comes to their own day to day roles.

Community Relationships: Fundamentally, all Pearls participants agreed that maintaining a strong and ongoing relationship with the community underscores the debate and ensures

that police have a trusted voice in that debate. In an era of uncertain political and legal climates, both domestically and internationally, the best investment police can make is in genuine conversations with their communities and find out where the right mix of tactics and strategies are. Sometimes the story is complex and challenging – media reporting and political debate can distort or over simplify the issues. Only by having a trusting and ongoing relationship directly with the community that isn't mediated by the media or politics will ensure that the police can have a nuanced and sustainable position on the issues. On the one hand, the public need to be able to trust the police to make the right calls when the time comes, but on the other the police need to constantly be in touch with community sentiment and ensure their values evolve with them over time, and adapt their strategies where needed.

One participant offered a metaphor of the egg, the carrot and the coffee. The egg goes hard with hot water. The carrot goes soft with hot water. But in the case of coffee, the two mix together and produce a desirable result. Instinctively then, police need to not instinctively go hard or soft in response to community pressure, but to take on the flavour and ensure the result gets the balance right.

Part IV:
Pearls in Policing Working Group Three
A Vision for International Police Cooperation

Part IV: Pearls in Policing Working Group Three
A Vision for International Police Cooperation

Drivers: Mr Jürgen Stock, Secretary General of Interpol and
Mr Rob Wainwright, Director of Europol

What is the need for a global vision?

One of the great challenges of recent years has been the struggle to articulate an international vision for law enforcement that can be flexible enough to account for the enormous diversity of cultures and politics surrounding law enforcement internationally, yet rigid enough to provide guidelines and norms that are useful for coordinating and bringing together international policing. Although a truly global vision remains somewhat elusive, the working group noted that there were increasingly salient imperatives driving the development of one:

Firstly, the exponential increase of mobility. Voluminous flows of people, goods, money,

information and ideas are swiftly shifting around the globe. Secondly, the trend of high density and high-speed communication. Almost everyone is connected through (mobile phones) and the internet. And thirdly, the rise of the internet, blending a whole new virtual reality with its own governance structure into the physical world.

For law enforcement, all these trends point into the same direction: a high volume of crime and security issues that no longer originate in the same country where they manifest themselves. Connectivity across borders is the new organising principle for crime. This connectivity is chaotic, so the nature of the new security landscape is equally erratic. The same source of criminal activities may manifest itself in different forms and jurisdictions at the same time, merging with facilitators of crime in other geographical areas.

However, the solution is not necessarily to throw out the playbook entirely or push for radical reform. As one Pearls participant representing a transnational police agency noted: "We don't need to change our structures, we need to change the way we use our existing structures. A radical rethink how we use our current

structures and also what bilateral relationships we need will work. But we need to ask an important question to each other: if we were to be a global enterprise, how would we organise ourselves?"

International law enforcement has not adjusted to the new global paradigm of connectivity. The current paradigm is rooted in a territorial approach. Police have been traditionally organised on a territorial basis: the levels of policing are decentralised – in cities, municipalities, neighbourhoods – and at the national level, with the nation state marking the limits of their jurisdiction. International cooperation in this paradigm means that local and national levels work with other countries through their national agencies. The working group argues that international policing needs to complement this nation state centred paradigm with a model that allows us for a more 'open' practice. International law enforcement should accept that the connected and chaotic nature of security and crime threats requires a fundamentally different approach of international police cooperation.

What are the obstacles to a global vision?

Despite the recognition of the imperatives to develop a global vision on law enforcement, there remains significant obstacles, both within law enforcement and outside of it, that have impeded development thus far. The working group identified several of the most salient.

Internal Obstacles

1) Trust: An issue that remains central to the lack of a global vision and comprehensive platforms for strategic coordination is trust. Building-trust between organisations and officers has proven to be a significant issue, and covers a range of concerns, from trust that intelligence and information shared will be handled properly and securely, to trust that other agencies will genuinely help rather than usurp authority or jeopardise cases. Part of this, as noted by participants, its also about risk management. Do law enforcement organisations trust their potential partners not to create problems for them?

2) Cultural: Another frequently mooted obstacle is the different policing cultures and philosophies, an idea explored in more depth by the second working group. Where values and visions vary, clashes rather than cooperation may follow in international fora.

3) Organisational and Technical: Interoperability between agencies is another major stumbling block when it comes to international cooperation and creating the foundation for a global vision. The staggering variety of frameworks, systems and procedures used internationally has meant that even on a practical level cooperation can be difficult. If police agencies cannot easily share data, case information or evidence due to incompatible systems, how can they hope to share a vision and strategic outlook?

4) Skills and Capacities: As the nature of crime is changing so too is the human resource needs of global policing. The traditional 'generalist' police officer is facing a challenge from the specialists and outside experts who have skills that are vital to fighting new forms of crime. Yet these further complicate the push for a unified vision, creating more heterogeneous organisations.

External Obstacles

1) Governance: How can international policing secure public legitimacy and accountability? At a time when there is a resurgence of nationalist politics, how do local and national political structures govern and act as a check on regional or international law enforcement agencies? There is a complex political shift that must occur too if there is to be more powers transferred to global policing, and national governments have proven reluctant to sacrifice traditional prerogatives for the sake of an international law enforcement vision. All the more reason why law enforcement needs a united voice in pushing for more international cooperation in policing to their political masters.

2) Law: Legislative frameworks on crime and policing vary significantly across jurisdictions and remain an enormous structural impediment to greater cooperation and a unified vision for global policing. Some harmonisation takes place on a voluntarily basis and some international law and regulations are in place to help cooperation. However, national systems are often not compatible at a basic level and operational impediments are frequent. These barriers can only be removed by legislatures and political will, and thus the same issues of governance apply to legal harmonisation as well.

3) Resources: The further development of international police cooperation requires additional resources, which are scarce. With budgets tightening around the world, getting money directed towards international cooperation and harmonisation becomes difficult when the public

EUROJUST
Fighting Money Muling

In February 2016, law enforcement agencies and judicial bodies from eight countries joined forces in the first coordinated European action against money muling, supported by Eurojust, Europol and the European Banking Federation. Money mules are individuals recruited by criminal organisations to receive and transfer illegally obtained money between bank accounts or countries. They serve as vital links in criminal operation chains, but disrupting their activities requires broad cooperation due to their quick movement across borders and difficulty in tracing. Eurojust, as the peak body for judicial cooperation in Europe, sees legal cooperation just as vital as police cooperation if sustainable cases across different legal jurisdictions are to be made. The February operations resulted in the arrest of 81 individuals involved in money muling.

and politics often focuses on local and national priorities without necessarily seeing the larger picture.

Embracing Connectivity

The dramatic changes in the mobility and transnationality of crime is the most powerful argument for change to the nation-centric paradigm of law enforcement. A new paradigm should embrace interconnectivity as central to the nature of modern law enforcement. This entails a shift in the pursuit of interests - the criterion for police action should not be whether specific criminal activities are relevant to your territory right now, but whether you see the crime activities that might pose a threat to the global community. Every national agency will have to feel responsible for the broader international community and dedicate resources to work on a global level. Police forces need to work collectively on crime analyses, both strategic and operational, to better understand the new security landscape. At the same time, it should be clear that the new

paradigm of connectivity will not entirely replace the old paradigm. States and the national governance structures will continue to be of relevance.

Linking with Global Governance

The working group argues that the work police agencies are doing on a global level should be guided, supported and legitimised by a global governance structure. When national police forces accept the new paradigm and organise resources to do truly global work, the relationship with national authorities will be ambivalent. National governance models naturally focus on national interests and cannot legitimise global activities, which do not fit their mandates and responsibilities. Thus a 'legitimacy deficit' exists for international policing that must be filled.

This is an extremely complex and fraught issue, and it cannot be approached lightly. There is little agreement internationally as to the appropriate structures that could serve this purpose. Currently, truly international political and diplomatic bodies (like the United Nations) are variable in their influence and legitimacy. Regional clusters (like the European Union, African Union or ASEAN) have proven somewhat more successful, but those bodies too are facing new political challenges. The police cannot chart a course for global governance – that is something that must evolve through political and public forums.
However, global law enforcement can continue to articulate the need for better authorising structures for policing at an international level, and present the pragmatic imperatives for doing so that sidestep some of the thornier political questions.
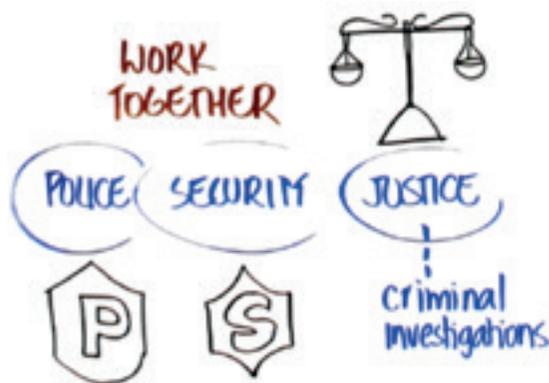
Participants at Pearls in 2016 themselves struggled however to conceive of the appropriate governance structures. Some participants pointed to the United Nations as the only pre-existing body with sufficient scope and nominal mandate to lead a charge. Others questioned whether the UN could muster sufficient resources or political will for such a complex task, and saw bilateral and multilateral bodies as a better starting point. Indeed, all options have strengths and weaknesses – the United Nations has more experience and presence in areas of most need for stronger international coordination, like Sub-Saharan Africa and Central America, yet regional organisations like the European Union have had greater success in

coordinating operations in Western countries on cybercrime and joint operations.

Building a Robust Architecture

Whatever the governance arrangements that arise, there needs to be a common agreement on a robust architecture for policing at scales beyond the local and national level – that is to say, the regional and international level. There are pre-existing models at both scales, with successful regional law enforcement bodies (like Europol, Ameripol, Gulfpol and Aseanapol) and Interpol at the international scale. However, roles and jurisdictions need to be clearer and more precise. A proper framework of duties, responsibilities and relationships must be established. This requires a comprehensive examination of current systems and looking at how each element should operate within the global system.

That architecture, as stressed by many Pearls participants, must involve discussion not just about how the police are structured and interact, but also how to work with and incorporate the security and the justice sector. The security sector poses unique challenges in some respects, as they are usually

privately-owned with for-profit motives, and thus may not align in values or philosophy with traditional law enforcement. Yet as one Pearls participant noted, they also offer a unique opportunity – private security firms can be more flexible, agile and mobile than state entities, and can move across borders and jurisdictions with more ease. And because they increasingly play a part of the global security architecture, whether we like it or not, it's better to pursue ways to integrate them into the story. And of course, the justice arm of law enforcement must also be better integrated. Though some models like Eurojust have emerged, there needs to be much greater effort in creating a global platform for prosecutorial and judicial cooperation.

One System for Information Exchange

The working group identified a pressing need for evolution towards a single system of information sharing amongst law enforcement, and felt the development of such should be a cornerstone of any global policing vision. The challenge will be to organise a system where information can be shared quickly without having to convert it and transfer it from one technological system to the other, and to ultimately cut back on the complex web of pre-existing information sharing arrangements, often engaged on a local or bilateral basis, that leads to duplication and parallel processes that are inefficient, and a proliferation of databases that aren't interlinked.

A global information exchange system, the working group argues, should be network based, and not hierarchical. National bottlenecks will need to be removed and all law enforcement

agencies will need to be connected into one system. Based on the needs of a specific case, an agency can use the system to share information bilaterally, regionally or even globally. The 'ownership' for the decision to share will stay with the individual police agency. Technological innovation will be key for this new system and applications are already available for a networked approach. An even bolder idea would be to use block chain; an information sharing and storing

The European Cybercrime Centre

The European Cybercrime Centre (EC3) represents a major international collaboration in policing to help combat a problem that is truly nationless in nature. Proceeds from cybercrime have increased dramatically in recent years, yet its perpetrators and victims are not confined by geographical borders. The EC3 draws together the expertise, intelligence and resources from the European Union in that process to provide strategic and analytical support to member states.

Working alongside EC3 is the Joint Cybercrime Action Taskforce, which works on the most important international cybercrime cases that affect EU Member States and their citizens. EC3 draws on Europol's existing law-enforcement capacity—but it also expands significantly on other capabilities, in particular by offering operational and analytical support to member states' investigations.

device that works in a decentralised way. The essence of block chain is that no one can unilaterally change the content and no single entity acts as the administrator, but everyone can share specific information with partners of his choice. In addition to technological innovation, the information handling codes in using this global system will need to be harmonised.

Organising for Operational Results

The working group also points out that a set of standard operational procedures that can be used for common action should be put in place as part of any broader platform for global policing. To boost international cooperation nothing works better than operational success. Jointly solving cases will build trust and an appetite to engage again in investigations where cross-border activities are needed. Apart from structures and rules, police officers across borders share a dedication to solve crime and arrest the criminals. This drive should be capitalised upon and facilitated by international police leadership. Procedures for setting up operational platforms and teams should be developed.

A relevant example is to be found at Europol with the framework of Joint Investigation Teams (JIT's). Member state police forces are free to decide whether they want to cooperate or not in operations, but if they do, they can follow the standardised framework for setting up a team. As soon as these standard procedures are in place, resources will be saved for investigating instead of organising. Similarly, the design and implementation of global standards to become references for law enforcement worldwide have shown enormous value in the past.

In addition, a toolbox for robust investigative procedures is needed. The international diversity of these operational methods is now an impediment for swift execution. Operational teams and platforms can focus on prevention or responses to crimes. They can be information-led or more action-oriented. They can choose long-term investigations or a series of quick arrests. These different options should be categorised. Case by case it should be decided what the best operational method is. Having a toolbox indicating which operational choices a team has to make and at the same time providing the new team with some standardised options, would be a condition for success.

Participant Discussions

As the working group themselves observed, the challenge for a global vision, and the ambition of such a project, is enormous. While many might agree that it's vital, there's still a far from clear path forward. The working group challenged Pearls participants in 2016 to reflect on what the first steps should be and what the biggest issues in need of addressing are going forward. Participant discussions on coming together on a global policing vision and answering those questions clustered around a few key themes and observations from participants.

Politics, Politics, Politics: By far the most important step and the most difficult one identified by participants was the political mandate and authority to pursue a global vision. For any realistic and comprehensive mandate to proceed. As one Pearls participant surmised "In our democratic society we elect politicians at the will

of the people. If we are unable to convince them of what we need to do, we still need to continue to try. A politician's mandate is years, but we as law enforcement have to have a long term approach. We need to work with them and educate them on the issues and play the long game." Despite some consternation expressed over potentially volatile changes in the current political landscape, the consensus was that the realities of crime will continue unchanged, and even if broader political agreements starts to break down (such as the European Union), the need to remain cooperating and integrated on law enforcement issues is still likely to be a persuasive argument it pushed by law enforcement leaders.

BE OPEN
we solve more problems if we face problems together

Openness: An essential component of getting a vision off the ground is greater openness amongst law enforcement leaders. Many Pearls participants raised the still somewhat secretive and need-to-know culture in policing that breeds mistrust and apathy on further cooperation. Police leaders need to be more open not just with each other, but with their key stakeholders and political auspices as well, to make a clear and compelling argument for international unity that neither overstates or understates the realities international law enforcement faces.

NEW YORK POLICE DEPARTMENT
International Liaison Program

The defence of New York City requires the NYPD to reach out for information and gain perspective from sources around the globe. The NYPD has developed one of the most extensive counterterrorism initiatives in the country. The International Liaison Program (ILP) is at the heart of these efforts.
These officers are stationed in 13 international cities, working with law enforcement agencies to provide firsthand, in-depth analysis to New York City. The world-wide presence allows NYPD officers at the scene of a terrorist attack to provide information to the NYPD's counterterrorism command structure.
The development of the ILP is indicative of the increasingly international aspects of metropolitan and city policing functions, and how international cooperation may now function between different levels of jurisdiction, not just between national police agencies. It is also recognition that global cities must have a vision of cooperation that extends far beyond traditional limits.

To some extent, this requires that global law enforcement make more effort to overcome traditional cultural and political barriers and reach out to counterparts in places like Africa, Eastern Europe and the Middle East with more openness to offer than there has been traditionally.

A United Front: Some participants noted the importance of global policing presenting a united front to the outsider world when making the argument for global cooperation. Informal forums, like Pearls, offer an opportunity to develop values and trust on key issues and they should be intensified. Any program for systemic adoption of a global vision will need to have global leaders in law enforcement already broadly supportive and willing to engage in the process. If too few leaders are ready, or there is not enough diversity in the leaders willing to push the issue (there need to be representatives from every corner of the globe), then the project can be defeated fairly easily and the status quo will prevail. Any global vision project, these participants argued, need to start from a truly global foundation, not just a European or an Anglo-Saxon one. However, this view was not shared by all participants. Pointing to the success of regional organisations like Europol and Aseanapol, those participants argued that perhaps the starting point is at the regional level, and that if the ambitions are too great at the outset (which some would argue is the case if a truly global front is to be assembled from the beginning) then the project will easily fail.

Use Opportunities: Several participants noted that the windows for opportunity on pushing for greater international cooperation and finding a global

vision needed to be exploited better. Particularly when it comes to major crime incidents, like acts of terror, there is a short but immediate response from the public and politicians alike, and in those moments major reform can be possible. Because the police are usually so engaged with their duties to handle the incidents in question and restore order and security at these times, there is a degree to which the bigger picture is ignored until long after the incident and business-as-usual resumes. Some participants argued that law enforcement must be better at making their case for greater integration at these moments of crisis, and to look to best interests of the long-term vision rather than be overwhelmed by the short-term realities at those times.

TRAGEDIES OPEN WINDOWS FOR IMPROVEMENT

PROMOTE PEOPLE PROMOTE RESULTS BE LESS CRITICAL OF EACH OTHER

Peer-to-Peer Sessions
As part of the regular Pearls in Policing conference program, participants engage in what are called the 'peer-to-peer' sessions. These sessions are designed to allow a participant to share their story and insight behind a specific and prominent incident or event that their organisation faced in the past year. In this way, law enforcement leaders are invited to share stories and experiences of similar events and learn from each other in an intimate and collegial setting.

In 2016, two peer-to-peer sessions were run – one by Emile Perez, Director of the French National Police's Directorate of International

TERRORIST ATTACK

BELGIAN FEDERAL POLICE

2016 Brussels Attacks

International cooperation is more than just a strategic or tactical tool, it is an ethic and an ongoing project that has much to be completed. Tragedies like the March 2016 bombings in Brussels, in which 32 died and another 340 were injured, highlight the great value of international solidarity and the work yet to be finished. In the aftermath of the attacks, pre-existing close and efficient relationships with other police agencies, particularly those in France and the United States, meant that trans-border investigations led to rapid apprehension of the suspected attackers.
Yet the tragedy also highlighted the need for greater cooperation in matters of intelligence and information sharing, and that police need to continue to advocate for greater international cooperation in previously no-go areas if they are to fight international terrorism effectively.

Cooperation on the November 2015 Paris attacks, and a second by Luis Miguel Carrilho, Police Commissioner of the United Nations Multidimensional Integrated Stabilisation Mission to the Central African Republic on policing in a failed state. Although the specific content of these meetings was and is always kept in the strictest confidence, nonetheless two powerful and important themes for unifying global law enforcement

arose that resonate with many of the ideas emerging from the working groups.

Firstly, both peer-to-peer sessions highlighted a major shortcoming of police cooperation – that it usually only moves forward when a crisis occurs. Whether it is in Africa or Europe, peer-to-peer discussions noted that the problems revealed in both sessions had long histories and many points at which they could have been prevented or lessened had international cooperation been further advanced prior. The poignant question was left then – are we only capable to making real steps towards global law enforcement unity when a tragedy occurs?

But secondly, they also highlighted some of the problematic myopia that afflicts international police cooperation. The difference in the offers of assistance to France versus the Central Africa Republic (CAR) in the wake of tragedies was marked and stark, yet is CAR who is in much greater need of international assistance if it is to get back onto its feet and maintain public order. There was a sentiment that politically and otherwise, there was still far too much emphasis on partnership with those culturally and socio-economically close to us.

VISION

INTERNATIONAL POLICING COOPERATION & COORDINATION

If we were to be considered one organisation, how would we operate?

openness to share information

Combining approaches

information provided to all

INTELLIGENCE
data & analytics

cross check of criminal & security data

People are prepared for cooperation

Nations ready for cooperation

Strength & Courage

Shared political vision

standard instruments/ platforms

ability to work more rapidly

Leadership

an architecture connecting existing regional initiatives/ hubs

best use of limited resources (not duplication)

closing security gaps

our Daily actions reflect spirit of cooperation

concrete investigations

public bureaucrats politicians

Effective engagement

Police Advocacy of what is needed in a cooperative way

finding common solutions

open transparent discussion

a focus on the points of connection

improved bilateral arrangements

a long term approach

a professional, rather than political solution

Networking

global exchange of information, innovation, ... best practice ...

CITIES

REGIONAL

NATIONAL

REGIONS

GLOBAL

Part V:
Emerging Issues

Part V: Emerging Issues

Pearls in Policing covers a broad range of areas in a short space of time. And every year, the work of the working groups and the International Pearl Fishers Action Learning Group provokes intense discussion and brainstorming that in itself throws up new issues or ideas. This final section captures those emerging issues and suggestions and looks at the opportunities that participants identified, and the burning issues they could see from where they stood that might not have been raised elsewhere.

What Are the Opportunities?

Many of the opening discussions at Pearls in Policing 2016 focused on the obstacles and impediments to uniting global law enforcement. And indeed, many of the working group findings highlighted a litany of challenges presented by such an ambitious goal, from the technical to the political and back again. Yet amidst all the discussions there was also plenty of cause for positivity and hope, for with each challenge came also opportunities. Participants were interviewed and asked to identify where they saw the greatest possibilities and leverage points for uniting global law enforcement. Their responses have been clustered here to highlight where the most gainful areas of concentration might be going forward.

Technology

Many participants saw technology as a double-edged sword. Though it has upended the traditional models of crime and has created an enormous challenge for the law enforcement community, it has already created a much smaller world, and one in which a truly global law enforcement vision can become practicable. With instantaneous communication and data transfer around the world, the technical boundaries for international integration are disappearing.

Yet as one participant noted, it must be used smartly. "The incoherent adoption of technologies by the police has meant we have hundreds of systems at a national or local level that basically do the same things but don't do them in the same way. We need to slow down a bit and make sure we're all adopting new technology in ways that makes it easier, not harder, for us to work together."

Several pointed to joint initiatives in cybercrime and innovation between law enforcement agencies that offer a great deal of hope for integration in other areas over time. Many noted the success of joint operations in cybercrime particularly across borders, and that continued success in these areas should increase the appetite for more cooperation in other areas.

Learning

An interesting observation from a couple of participants centred on how international law

INTERPOL
Joint Action Plan with UNODC

One of the issues to emerge in discussions of uniting global law enforcement is how to create effective cooperation between those international bodies that already exist. With multiple layers of national, regional and international governance, navigating the tangled webs of jurisdictions and responsibilities world-wide can seem daunting even for the most ardent proponents.

To resolve some of these issues, international agencies themselves must partner with each other to provide clearer visions of global responsibilities and partnership. One example of this has been the increasingly close working relationship between Interpol and the United Nations Office of Drugs and Crime (UNODC). Despite overlapping missions and aims for decades, only in recent years, most notably in 2015 and 2016, have major strategic agreements been struck (most recently the Joint Action Plan) that have more explicitly defined roles, relationships and functions between the two bodies going forward. It is an essential step, however, to creating a framework for global cooperation.

LEARNING NOT BLAMING
- When we blame people get stressed, are afraid to make mistakes &, then
- Blaming can damage international cooperation that exists

enforcement learns from each other. Essentially, they argued that too often when a crisis unfolds or a crime that touches numerous jurisdictions occurs, there is often a blame game that's played and various agencies point the finger at each other for lapses in security or diligence that might have prevented that occurrence. There are sometimes political reasons for this too – it can be easy for political leadership to scapegoat other countries for certain types of crimes or crises.

However, as one participant stressed, doing this is often extremely counterproductive for unifying global law enforcement and erodes the trust that is so hard to win with partners. Instead, they argue, police leaders should encourage all international and transnational incidents to be valuable joint learning exercises that avoids unnecessarily angst or blame and focuses on collective measures that might be entered into to prevent the same happening again.

Funding

Despite all the rhetoric of pessimism surrounding discussions of funding at Pearls, one participant

Funding: DECLINE
a chance to do things differently

was adamant that police leaders needed to turn around their perspective on budget cuts, and frame them not as problems but as opportunities, particularly in terms of building the case for cooperation. International cooperation shouldn't just be

pitched as effective in crime-fighting terms (although it certainly is) – it should also be pitched as means of creating great efficiencies and saving money for governments. There is significant duplication and waste created by a world of law enforcement agencies that have common goals and tasks.

Jointly developing systems, sharing resources and collective negotiation are all means by which international or regional cooperation can cut costs without compromising service delivery. Thus, this Pearls participant wanted others to find ways to make that argument alongside the nobler vision, because the reality for many governments was that cost saving can sometimes speak louder than lofty goals.

Changes to funding can also serve as a catalyst for internal reform in a way other realities don't. Police leaders need to be able to justify reform, which can be extremely challenging when there is no obvious outward reason to change the status quo for rank-and-file officers. Many years can be spent building the case for change. However, hard realities like budget cuts can force the issue and give license to police leadership to make important changes when they otherwise would find political or internal resistance that can prove overwhelming.

Culture

One Pearls participant offered a commentary on police culture, noting that there tended to be many gate-keepers of tradition that resisted change within an organisation. They may have an important stake in the status quo, or they may be simply unwilling to countenance real change.
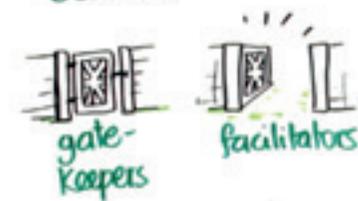
Culture:
gate-keepers   facilitators

NATIONAL POLICE AGENCY OF BRAZIL
International Police Cooperation Centre

With the World Cup in 2014 and the Summer Olympics in 2016, Brazil played host to two of the biggest events in the world and with it the enormous security and order challenges that come with them. In preparing for these events, the International Police Cooperation Centre (CCPI) was set up in Brasilia and first used in 2013 for the FIFA Confederations Cup. During the Rio Olympics, a team of 250 police officers from 55 countries operated at the CCPI 24 hours a day with two main goals: arresting foreign criminals wanted by police who may come to Brazil and sharing information to detect any potential terrorist plotting. Despite the enormous security challenges posed by the Olympics, particularly as a prime potential target for acts of terror, there were no major security incidents at the games. As the Brazilian Justice Minister observed "there's nothing smarter in combating crime and terrorism than prevention. Intelligence, information, and cooperation."

This participant argued however that police leaders spend too much time worrying about the gate-keepers and trying to win them over. They argue that you need to focus instead on building and using your facilitators – people who are open-minded and can help lead change within an organisation and be the opportunity-makers for a global policing future. Putting them into key positions and grooming them to be the next generation of law enforcement leadership that will make 'unifying global law enforcement' a reality is essential.

Secondments and the Informal Network

One participant was keen to stress the importance of exchange and secondment as an increasingly viable method of creating cross-organisational contact and building a platform for long-term relationships and cooperation. Newly popular programs like liaison officers can be easily expanded and power long term successes. Although not without costs and a need for justification, the informal networking benefits of these are high. One participant, a former IALG member, further noted that the contacts and relationships built during that process have endured over time and created goodwill that has replicated itself as more people from their organisation have signed up to the IALG in response to the early success. This is investment in the informal international network, and has to be part, according to a couple of participants interviewed, of any toolkit for building a truly international policing community.

Events and Crisis

Dovetailing from a peer to peer session, some participants felt that many modern events that the police have jurisdiction over, from the routine to tragedies, should be used to make the case for greater international cooperation. In almost all cases they could identify, international cooperation would help rather than harm. On the more routine scale, planned large-scale events like the World Cup or world expositions could and should be used to justify international police cooperating. As one participant pointed out, high profile events can be more easily used to justify interconnected efforts, and when they are successful can lead to more lasting arrangements. Others noted the importance of making the case in the aftermath of crisis for a global vision too. Public sentiment around the world has been unified in response to some of the tragedies of recent years, and in those moments global law enforcement also need to make a powerful case as to why cooperation and international unity in law enforcement can make a difference and help prevent these tragedies in the future.

What Are We Missing?

At the same time, there were several key issues raised over the course of the conference that weren't specifically covered by the working group discussions, but were raised in more informal forums, the Peer to Peer exchange and in interviews as being an important part of any mission to united global law enforcement. Several prominent

examples are listed here as 'emerging issues': industry cooperation, private security, managing the message and failed states.

Industry Cooperation

It has been a common refrain at previous Pearls, and it was reiterated by many in 2016 – where does the private sector fit into our story? Principals at Pearls were confident that insofar as a coalition had been assembled, there was adequate to excellent links established between law enforcement agencies and with the academic and university sectors. But there was still a big gap (or a missing 'leg') when it came to industry engagement. Several participants gave some examples of success in working with the private sector on specific problems, but these were often very limited and short-term collaborations. Large, long-term collaborations were harder to point to. Moreover, at the philosophical or values level, there was no sense that a vision or ethos to unite global law enforcement had much buy-in from the private sector.

How do law enforcement leaders deal with this? Is it time for forums like Pearls to start inviting private sector leaders from relevant industries to be part of working groups and discussions on the big issues? Do the informal networks that have succeeded in bringing law enforcement together in many cases need to be expanded now to incorporate private firms that have similar goals? Private sector interests in industries like aviation, shipping, telecommunications, trade, banking and insurance a re all very natural partners for law enforcement at a global scale, and yet are still engaged in an

ad-hoc way. Several Pearls participants wanted to engage the private sector more directly, rather than leave them as an afterthought.

Private Security Sector

By the same token, the need to engage with the private sector and industry applies even more to the private security sector. Where do they fit into the global vision for policing? Will they be part of the international alliance? How can we engage them more directly?

One Pearls participant opined that there was still too much hesitancy in engage may with the private security sector, and that too often police

NEW ZEALAND POLICE
Partnership for Pacific Policing

The New Zealand Police play a major role in building and fostering cooperation and capacity in policing in the Pacific region. A flagship program in this spirit is the Partnership for Pacific Policing (3P). This is a four-year programme for capacity development of the Pacific police services in the Cook Islands, Kiribati, Niue, Tokelau, Tuvalu, Samoa and Vanuatu. Outcomes targeted under 3P include increased public confidence in the police, more professional police forces in the Pacific and stronger links between Pacific police services and their governments. The Partnership for Pacific Policing programme delivers three types of support: technical policing skills, management support and leadership, and has three pillars: management and organisation, partnerships and communications and policing capability. These all work to contribute the programme's overall goal; safer and more secure Pacific island countries.

leaders saw them as a threat rather than as an opportunity. There are now large, international security firms with a global reach and resource pool that in some respects would be the envy of any modern police force. As this participant noted, "instead of just constantly talking about the private security sector, we should start talking with them. I think there are opportunities we are missing by not doing that." Should future informal networking forums like Pearls invite leaders from the world of private security, like Securitas or G4S?

Managing the Message

Much consternation arose in discussions when it came to the media and the message about crime and law enforcement that now echoes over dozens of platforms within hours, minutes or seconds of something happening. With the rise of 'fake news' and independent media, how do the police tell a consistent story about unifying global law enforcement amidst all the noise of the modern media? There is concern from participants that police aren't doing enough to create a credible voice for themselves in those spaces, and that it's an issue that needs to be addressed sooner rather than later. To this requires a hard look at how open and honest the police are with the public on key issues. Critical to success in modern media is the perception of openness and forthrightness – attempts to control, suppress or divert the message are increasingly

pointless in an era when there are microphones, keyboards and cameras pointed everywhere all the time. Attempts by law enforcement to hold on too tight to information risks backfiring and damaging the credibility of future messages. In an era of high public distaste for authority and officialdom, the police need to show that they are foremost on the side of the community and willing to be genuine with them. That means accurate, open and constant communication. This presents a huge challenge, given the need to balance the public desire for information with the best interests of police operations. However, it is vital that law enforcement engage with this issue, as the only way to counteract fake news and to have a powerful voice in key public debates is to establish credibility and a reputation for openness and trustworthiness with the community.
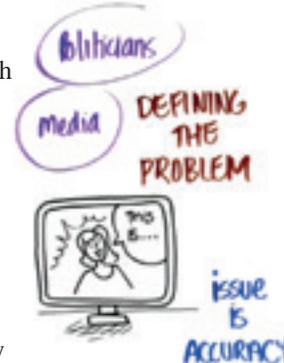
Policing Failed States

Finally, a major blind spot identified in Peer to Peer sessions was how global law enforcement engages with and handles the situation in fragile and failed states. Despite all the fervent discussion and planning for an integrated law enforcement future, such discussions usually engage only in a distant way with areas that are of vital importance to global security. Areas like Sub-Saharan Africa, Central and South America and Central Asia are of critical concern for global policing, as many of the world's most fragile countries are located there, and lack the basic structures and resources to effectively police themselves. Conflict and wars, financial collapse and low levels of human development can conspire to create conditions in which crime flourishes and law enforcement cannot manage. As several participants noted, there is still

far too little help and assistance to these countries from wealthier nations.

Yet there is no need to see such help as purely altruistic – it is in the best interests of seemingly distant jurisdictions to engage here. As one participant with experience working in fragile states noted, "An ounce of prevention in Africa is worth a pound of cure in Europe." Tackling problems where many of them have their origins – like failed states – will be far more cost-effective and humane than trying to combat the problem by the time it reaches its end in wealthier countries.

However, it was clear from discussions at Pearls in 2016 that in many respects this remains still a long way away from being realised in practice. There was a considerable interest, but also hesitancy, when it comes to issues of law enforcement in failed states. Resources, international mandates and political will are in short supply, and it is difficult for law enforcement alone to make any big changes in this area a reality. Despite the acknowledged importance, both morally and practically, of engaging more with fragile states and the areas where law enforcement is most needed, the reality for many agencies is that they are facing political pressure to scale back, rather than ramp up, any overseas operations.

AUSTRALIAN FEDERAL POLICE
Darknet Period of Action

The 'darknet' – the secretive subdomains of the world wide web that are hidden from normal users and often locked behind special software or encryption – pose one of the murkiest challenges to law enforcement as the location of many of the world's worst online operations. The first global darknet operation (Hyperion) took place in late 2016. The operation acted against the buyers and sellers of illicit drugs, weapons, fake and stolen identities and other illegal activities using darknet global marketplaces. Amongst others activities such as computer hacking, murder for hire and money laundering.

The Australian Federal Police, in partnership with seven countries and all of its state and territory counterparts in Australia took week-long 'period of action' as part of operations against the darknet, specifically using the information sharing protocols internationally to help track and intercept illicit goods being bought on darknet marketplaces and tracing illegal trade back to the source internationally.

Conclusions

Conclusions

What Have We Learned?

Although the IALG, each working group, Peer to Peer and discussion sessions at Pearls 2016 developed its own ideas and recommendations, there are four key learnings that might be taken away.

Turn Challenges into Opportunities: Obstacles and challenges are easy to find when discussing the topics at Pearls. But in challenges there are opportunities too. The tragedy wrought by terrorist attacks be turned into learning moments where real steps can be taken to change the future. Fiscal belt-tightening is an opportunity to find efficiencies through cooperation. Threats to the vulnerable can be used to motivate global alliances against the bad guys. The churn of events and crises will not diminish, so law enforcement needs to strategise on how to turn challenges into opportunities.

Leadership is Needed: In all areas discussed, from protecting the vulnerable to fighting radicalisation, there is a real need for law enforcement to step up to the plate and take leadership. Most of the areas discussed at Pearls in 2016 are areas where there is a clear gap in leadership and law enforcement needs to do more to fill the void. Amidst political instability, law enforcement leaders need to be willing to answer the hard questions.

Take the Long View: Police leaders need to prepare for a long game when it comes to the mission, and stick to the long game even when immediate circumstances dominate our attentions. The police need to be 'shock resistant' – able to stick to their plans and play the long game even when the unexpected occurs. This has to be a whole of organisation approach, and leadership at all levels needs to understand their work in the terms of long-term goals and results.

The Community is Key: And most important, the focus must always remain on the key stakeholder – the community. If recent events say anything, it's that the global community is craving genuine and honest connection with their government and law enforcement. To see uniting global law enforcement as a legal or political challenge misses the bigger picture – that ultimately whether it's protecting the vulnerable or finding the balance between soft and hard policing, the police must first and foremost understand and work with the community to go forward. There is more opportunity than ever to engage with the community directly, and the police should use those opportunities to create the credible and genuine relationship needed to take the agenda forward. The rest – politics, media and resources – will follow in due course.

Where Are We Going?

How united will law enforcement be in the future? What is our vision to make good on our ambitions? What is our plan to move from our current status of fragmentary, piece-meal integration to a truly united law enforcement community across the world?

SINGAPORE POLICE FORCE
Operation Pangea

In 2008, Singapore was one of just ten countries that for the first time joined forces in a major simultaneous police operation designed to strike at the heart of the sale of illegal medicines online. The market for counterfeit and illegal medication has expanded dramatically in recent years, not only defrauding customers but potentially endangering lives far from the point of manufacture or sale. As a global problem, Operation Pangea was designed to harness international cooperation to take down websites and merchants, raise consumer awareness and seize or intercept dangerous pharmaceuticals.

Seven years later, Singapore is still a leading participant in the program but was joined by 114 other nations in the most recent operation (Pangea VII), and is a good example of how just a few leading countries can establish an operation or programme that if successful will attract others quickly.

NEW SOUTH WALES POLICE FORCE
Informal Networks

Successful international cooperation does not consist solely of official projects and institutes. Indeed, some of the most powerful examples of international cooperation come as informal examples in the day-to-day work of long-running Pearls participant, the New South Wales Police Force. In one example, a sophisticated gun smuggling operation was disrupted after handguns discovered in Sydney were traced back to Europe, and using relationships established at Pearls the NSW Police were able to cooperate and coordinate with officials in Germany and Austria to disrupt the operation at both ends. In another case, a criminal who had fled Sydney was apprehended within days in the United States, with the NSW Police using high level contacts developed at Pearls to streamline a process that can take weeks or months. Such examples demonstrate that international policing is about relationships, as well as institutions.

For all our ambitions, our collective vision is not always clear, and law enforcement struggles to construct a clear narrative of its place in a changing world. The public has also expressed mixed feelings about a vision for the global future – recent events like the United Kingdom's 'Brexit' from the European Union and the Danish 'No' in a national referendum on accepting the Europol cooperation agreement have made it clear that many members of the public has not been taken along for the journey and are not entirely on board with a globalised vision of the future. How do the police tell a story about the need for international collaboration and integration when the public is simultaneously demanding such trends be rolled back?

It seems more than ever that law enforcement must reinforce their message as servants of the public whose responsibility and allegiances are foremost to them, not just to politicians or any particular agenda. And to fight the simplification of political discourse to tell the right story – that crime is global and borderless now, and the police must now also look increasingly to international, rather than national or local visions. Law enforcement must build and use the trust they have with their communities and the general public to continue to push for the policies and future vision that will best serve them.

Yet even as there is turbulence and uncertainty on the formal front, international policing, through bodies like Pearls, are also pushing on with the task of uniting global law enforcement without waiting for governments to act. Informal networks like those created through Pearls in Policing are powerful and useful ways of acting on the vision independently. This is where the real leadership of law enforcement comes into its own, pursuing a bold vision of international cooperation through interpersonal and interagency relationships that transcends the political and public uncertainties of the day. The networks that have been forged internationally between leaders are ultimately stronger bonds pulling us towards a united vision than the ephemeral roils and disruptions created by an uncertain and divisive domestic and global politics.

The value of these networks has been proven time and again in times of crisis. The police have been prepared, even when governments and the public have not been, to deal expediently and expertly to protect the public good and make use of their international networks to do so. This must continue.....

Pearls in Policing 2017

The 11th 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. 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, three working groups addressing critical and complex problems were articulated.

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.

Pressing Issues:

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.

UNITING GLOBAL LAW ENFORCEMENT