

# Pearls in Policing

## *Fragile States, Fragile Communities*

Toronto, 10-14 June 2017

### **Executive Summary**

Thirty law enforcement leaders, and academics from 16 countries and 3 international organisations met in Toronto between the 10<sup>th</sup> and 14<sup>th</sup> of June 2017 for the 11<sup>th</sup> annual Pearls in Policing conference.

Pearls is an international think-tank where participants share ideas, experiences and knowledge in a purposely small-scale, collegial environment. Participants have the unique opportunity to participate in deep, concentrated discussions of global police issues while building and nurturing their global network.

Hosted by the Toronto Police Service in cooperation with the Pearls Curatorium, the conference theme this year was 'Fragile States, Fragile Communities'. Global upheaval including mass immigration and radicalized terrorism and modern day cyber-crime is on the rise and presenting two of the biggest reasons for the fragility of states and communities, and challenges to global police forces.

As they do each year, Pearls participants engaged in discussions on the future needs of policing and how best to forge the collaboration that will allow law enforcement agencies to meet those needs. Grounded in the present but with eyes to the future, Pearls has established a firm tradition as a unique forum where police leaders from around the world can discuss and debate the key challenges they face at all levels.

### **International Action Learning Group**

The IALG participants – a taskforce of senior police leaders from around the world – working conjunctively with three academics were presented with the following assignment for the 2017 conference:

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

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

- 1 Rapidly integrate lessons from international experience and emerging best practice*
- 2 Plan effectively for future known and unknowns*
- 3 Establish partnerships and strategies with the private sector to achieve these goals*

### **Reflecting on our capabilities**

In a joint presentation with the academics, they told the Chiefs of Police it was seen as a given that among participants shocks will continue and that they will hit harder. Shocks can and will include a wide array of

events originating from terrorism, natural disaster, protests, riots, cyberattacks, internal problems and many other trigger points. Police must be ready. Police must learn how to deal with changing global conditions, to adapt, and to leverage technology and collaborative partnerships.

In preparing to address the assignment challenges, it was important to first understand the perceptions of police on their level of preparedness and ability to respond to future shocks. The IALG conducted a poll of nearly 20 chiefs and almost 200 officers. The results indicate mixed findings. A vast majority of chiefs, executive and frontline personnel believe that in 2030, public confidence in policing will either increase or remain the same. Chiefs, executives and frontline personnel are quite confident that their organisations can react effectively to terrorists and public order shocks. But while there is confidence in meeting those future shocks, there are concerns about gaps in police forces to succeed. In particular there is significantly less confidence about the ability to respond to the increasing number of cyber shocks. As well, there is concern with recruitment and training strategies, the commitment of resources to innovation and learning, the strength of stakeholder relationships to assist meeting future shocks and ultimately the police ability to prepare for the unknown.

So how do the police create the shock-resistant organisations of the future? How is that gap in the bridge - in both perception and reality - to be closed?

## The Wheel of Shock Resistant Policing

Through in-depth research, facilitated discussion and intensive strategy sessions the IALG created the Wheel of Shock Resistant Policing. Eight foundational tenets, each with specific supporting recommendations that over the coming years will not only address future shock, but embrace the change necessary to be successful.

- 1 Culture of Innovation and Learning:** A shift in traditional culture is required. Learning organisations should support their employees to take reasonable risks and to learn from their mistakes with a view to moving toward a culture of continuous improvement.
- 2 Prevention and Preparedness:** Establish a professional culture of pro-active risk reduction in order to raise consciousness within organisations and the wider community. This should be a continuous cycle of events of action, reflection, preparedness, prevention and then pro-action.
- 3 New Professionalism:** Requires organisations to be able to recruit and retain people that are forward thinkers to ensure the workforce is ready to cope and respond to shocks and change, and who can break the mould of traditional policing.
- 4 Collaborative Partnerships:** A collaborative approach with the public, government, academia and private industry on a local, national and international level.
  - *Fusion Center for Cybercrime* - a multi-stakeholder environment that brings together law enforcement specialists and industry experts with integrated information technology, cybersecurity, and cybercrime prevention, intelligence and analytic capabilities. This will allow for small scale start-up that over time can scale up.
  - *Partnership with Academia* - policing organisations should build or extend partnerships with universities to facilitate research opportunities to assist in identifying innovative approaches to dealing with cyber-attacks and cyber related occurrences.
  - *Partnership with Computer Experts* - police organisations can offer scholarships and internships to students who are computer experts/white hat/ethical hackers to fill Cyber unit positions. These individuals are needed to provide an alternative approach to protecting critical infrastructure from cyber-attacks.
  - *International Framework and Cooperation* – armed with new legal norms, the police community needs to address the issues of impunity, anonymity, access and storage of information, disruption activities and policing the internet.

**5 Embrace Technology:** The pervasiveness of technology in society will mostly disrupt, and sometimes enhance policing. The pace of development in this digital age is unprecedented.

- Most police organisations still have a traditional way of adopting technology, which takes a long time and is based on fixed contracting. It is recommended to have a bi-modal strategy for adopting technology, so we can keep the right balance between human policing and technical policing.
- Create a joint digital platform made up of law enforcement agencies, tech companies and higher-learning institutions. The joint platform could facilitate the scanning of new technologies and contextualising its impact to policing, and the subsequent crowdsourcing of possible solutions.
- Leverage on the digital-savvy officers (permanent or temporary contracts) within the police service, we can place them in positions where their contributions can be maximised and their skillsets harnessed.
- Identify ways in which to secure new technologies. Implement or influence the necessary policies and legislations needed to minimize the impact of new technologies. E.g. define and implement security baselines on all major operating systems.
- Prevent your organisations from engaging too easily in new hypes and non-proved technologies.

**6 Social Contract 2.0:** Public consent for policing has evolved gradually over the decades but rapid developments in digitalisation and the online environment mean that there is less clear consensus in these areas. Citizens therefore need to accept that the expansion of some police powers counterbalances their ability to move around freely and safely.

- Within the framework of the society they are policing, police organisations must find a balance between the level of security one wants, the respect for human rights and the way in which policing is done, especially during and after shocking events and when combating cyber crime.
- Police organisations must educate and partner with community and civic organizations to co-create a common ground of the purpose of law enforcement and encourage community support, with a particular focus on the digital world.
- Police organisations must continue to ‘lead by example’, even under extreme conditions, by respecting the evaluating and social legal framework themselves.
- The collection of police data has a huge impact on the respect of privacy in society. Collection, use and retention must be subject to regulation, supervision and accountability to reassure the public.
- The collection, use and retention of police data should be adequate, relevant and not excessive also in pre, during and post shocking circumstances.
- Police professionals and citizens co-create a mutual understanding about balancing the rights and responsibilities in society and collaborate together in societal security with a particular focus on the eventual exceptional conditions related to above mentioned events.
- Special attention must be given to the time and space dimension for which society is ready to accept exceptional ways of policing.

**7 Future Visioning:** Predictive policing is the exception, reactive policing the rule. Visioning in a policing context should focus primarily on threats (probable and possible) and risks, and should include information, organisation and culture/attitude.

**8 Transformational Leadership:** As leaders the police have to accept and even embrace shocks. They are the reality and that means adapting leadership styles.

- Trust and empower your people to implement good ideas based on clear boundaries of responsibility.
- Create a no-blame culture and accept that decisions have been made in good faith, with sound rationale and concern for the protection of the public at their core, especially after having been involved in shocking experiences.
- When mistakes are made, share the lessons learned to prevent them of being repeated and maintain a checklist for future improvements for the post shock period.

## Working visits – Monday, June 12

Toronto is a city that provides a unique lens into the changing demographics of cities world wide and the stresses and conflict that police must work to address. Toronto and its surrounding region has a population of six million residents and is growing rapidly. Remarkably more than 100,000 new residents move to the Toronto region each year and a majority are immigrants. In this respect, Toronto stands above its global-city peers when it comes to population diversity. Recent studies show that an astounding 47.9 percent of the Toronto region's population is foreign-born. This growing cultural mosaic presents significant challenges to the police.

To further explore the concept of Fragile States, Fragile Communities, Pears in Policing delegates had an opportunity to gain perspectives and insights at the community grass roots level in Toronto. Delegates were divided into three groups with each visiting a Toronto Police station. At these working visits, delegates learned how police and community based organisations are working cooperatively to address the growing fragmentation of society. This included issues such as poverty, homelessness, mental health, drug abuse, crime and a variety of other social issues. An example of the challenges faced by police, one community organisation, the West Neighbourhood House works with 60 cultures that speak 40 different languages. Delegates also spoke with representatives from the Ontario provincial government, the City of Toronto and the mental health care community that represent mental health and addiction care and MCIT's mental Health Crisis Intervention Teams. Building trust within the various communities was often mentioned as a big challenge due to barriers posed by language and culture.

### Presentation Working Group 1:

#### Weathering the political and media storm

Presentation by Mr. Jens Henrik Højbjerg, National Commissioner of the Danish Police

Driver: National Police of Denmark

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

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

The police have always been scrutinized by the media but it has become more intense in recent years. Despite a significant fall in certain crime rates and reduction in acquisitive crime, terrorism, mass migration and cyber-crime are increasing. Police are expected to respond. In order to weather the media storm, police need to bridge the gap between public expectations and what it considers to be the most effective way to conduct police work.

Meanwhile police work is undergoing a massive transformation. Officers patrolling the streets are still important, but technology specialists, more centralized units and new officers with skills are required to match new types of crime. This calls for larger departments, more specialized teams and employees with new skills to complement traditional police work. In order to respond effectively, police need to recruit for the force that it needs – in some cases this means not the force that exists today.

When police publicly respond to an issue, there is a need to calibrate expectations by presenting a strategic public narrative. Media, the public and other stakeholders need to understand the strategic choices from a police perspective. The purpose of the strategic narrative is to maintain public legitimacy and a license to operate. Every day police make tough choices and put forward their solutions to community issues. Police forces want to ensure their strategic priorities are based on professional assessment rather than political or popular demands. They must explain their strategic priorities to the general public, to politicians and media.

At the same time police must acknowledge public concerns and present remedies. If legitimacy is lost, political control and regulation will tighten, and professional strategic priorities will suffer. Police must not be distracted and go off-message even when there are shocks. If you go off message, do so purposely.

There is a need to accept and embrace media and online presence as an integral part of being a modern and visibly present police force. This entails recruiting leaders who have a knack for media handling and emerging digital and social media. From a leadership perspective police need to focus on strategic communications, ensuring its leaders throughout the organisation understand the narrative, feel comfortable in conveying it, and have a career incentive to do so.

There is also a need to consider how to approach other narratives. If global trends render the general public, politicians and media with a sense of insecurity, the police must show that our narrative and strategic priorities resonate with these concerns. One cannot weather a media storm by sailing directly against the wind. To stay on the right course, the police need to be able to tack and jibe. There are always other narratives out there – and often these cannot be overcome by sailing straight into the wind.

## **Presentation Working Group 2:**

### **Effective policing for mental health**

Presentation by Mark Saunders, Chief of the Toronto Police Service

Driver: Toronto Police Service (Canada)

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

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

### **Person in Crisis**

In order to deliver on the promise of best practices for people with mental health issues, it is essential that police officers be psychologically healthy and equipped to meet the demands of their new and evolving roles. As police leaders, it is our responsibility to pay attention to and provide for the psychological needs of our people.

The Toronto Police Service recently endorsed a Statement of Commitment to the Psychological Health of Our Members which has been framed and posted in every police facility. This commitment to mental wellness applies to all members of the organisation. This statement makes a commitment to be there for our people from the day they are hired to the day they retire, providing the supports required by members and their families, regardless of the challenges. It is more than providing support after critical-incident events or crises, an intervention that the police have learned to do well.

An integrated and comprehensive approach to meeting the mental health needs of our employees must be pro-active as well as reactive. When someone has suffered a psychological injury or illness, it is our responsibility to provide work that is meaningful and productive and it is our responsibility to provide a work environment that is respectful and supportive. This integrated approach to mental health will only work if there is integration and collaboration among the various components of the support system. Finally, and perhaps most importantly, the police must actively work to remove those artificial barriers in the police culture that can keep people from asking for help when they need it.

### **Community in Crisis**

A healthy, resilient and compassionate workforce will serve us well as the front-line to responding to people experiencing mental health issues in the community. It is difficult to remember a time when police did not interact on a daily basis with people in the community with mental health problems and people in crisis. Police are generally seen as a de facto 24/7 social agency and gatekeepers to the mental health system.

There are, however, a couple of significant changes in policing mental health. First, the frequency of these interactions has increased year over year and continued increases in the future are expected.

Researchers estimate that between 3% and 7% of police encounters involve people with mental health problem. Secondly, and more importantly, the desired outcome of police encounters with people with mental health problems has changed. The police must ensure the best outcome for the person in crisis, with a view to minimizing the likelihood that such events repeat or escalate.

When talking about developing better responses to people with mental health problems there are some things the police must keep in mind. Encounters with people in crisis:

- generally involve only a minor or ‘nuisance’ offence;
- often no offence has been committed;
- encounters typically involve repeat contacts with the same individuals who have unresolved mental health needs.

This point is critical because the growth in police encounters with people with mental health problems is two-fold – number and severity. About 70% of encounters with people with mental illness are resolved informally by the police, providing a short-term solution to a long-term problem. In the past, police have focused on containing the crisis/event rather than providing a long-term resolution or prevention

The nature of police encounters with people in crisis is cyclical. Providing a long-term solution for these individuals can break this cycle and, in turn, decrease an ever-increasing demand.

Our current approach is now informed by the experiences and expectations of mental health survivors, community stakeholders, and mental health professionals. Our objective has moved away from enforcement to a focus on a successful outcome for the person in crisis, while ensuring the safety of all involved.

### **Community Hubs**

Every innovative, promising, and best practice for responding to people with mental health problems lies solidly in an intersection of service providers. The Toronto Police Service, like many other police agencies, is in the process of developing a Mental Health Strategy. The police are now a committed partner in local Community Hubs, this partnership with community service providers has expanded exponentially, including housing, employment, nutrition, companion/sponsor/respite, skills development, youth workers, seniors’ services specialists school boards, etc. As a group, at the Hub table, the police identify the root cause of the cases presented and potential solutions, and the agency best suited to guide the solution to success. The cycle of ‘same people, same place, same reason’ is breaking.

When the police find the increase in mental health related calls begins to slow, and less and less of the encounters are with the same people, in the same place, and for the same reason, the police will have the evidence that we are finding long-term solutions, and are not only reacting to crises.

### **Working Group 3:**

#### **Quantifying prevention and invisible success**

Presentation by Mr. Odd Reidar Humlegard, National Police Commissioner of the Norwegian Police Service

Drivers: National Police of Norway

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

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

Police services and police organisations all over the world, either national as in the Nordic countries, or locally founded, aim for developing good strategies and methods for preventing and combating crime. As expected, there are substantial demands on the police to succeed, but how do we measure success?

When it comes to measuring crime prevention, it is necessary to develop indicators that provide knowledge on best practice. These indicators must provide knowledge on efforts in such a way that police leadership can adjust its activities when needed. Evaluations can cover both the effect and the process.

Some researchers question the rigidity of a scientific approach to evaluation and that this might be overambitious and time consuming, and actually hinder evaluations. Inputs and outputs are easier to measure because they are easier to count and this is generally within the direct control of the program manager. However, while inputs, processes and outputs matter, measuring outcomes (or the crime prevention impact) is vital.

**Quantitative activity goals** - number of empowerment conversations, number of dedicated officers (crime prevention officers), pre-planned activities on the background of analyses, completed cooperating meetings, number of pre-planned information campaigns etc.

**Process goals** - strategic and specific analyses where the goal is to prevent crime (generally or specifically), agreements on co-operation between the police and other actors like NGOs, etc.

**Quantitative effect goals** - crime development generally or within specific crime areas, measured by the number of reports, solved crimes, etc. where crime prevention has been a part of a holistic strategy to achieve the wanted effects.

**Qualitative measurements/evaluations** - proper evaluations provide more information and presuppose a more thorough analysis than what normally can be done during the consecutive result measurements. It is perfectly possible to test crime preventive efforts, provided that the activity has been time limited, is a result of good planning, and is founded on analyses and solid decision-making.

**Research** - it is also necessary to allocate funds towards research on for example highly complex processes, serious phenomenon's etc, to get an assessment of efforts.

It is hard to envision that crime prevention solely can be measured quantitatively. To measure what has been hindered or what has not happened due to good crime prevention, is not feasible. Consequently, one cannot omit qualitative measurements in the form of evaluations, analyses and research as part of measuring the effect of good crime prevention.

Research shows that it is a highly complicated matter to measure what is the decisive factor when it comes to police operations, either alone or when the police work together with cooperating partners. This particularly applies to the part of the business that aims to prevent crime or increase the safety of the population. The police measurements are currently largely quantitative, but to demonstrate the effectiveness of crime prevention there is a need to use qualitative evaluations.

The Toronto police executed a special program to evaluate the effectiveness of neighbourhood policing. Conducted in close cooperation with Humber College, the evaluation consisted of surveys with members of the police and the community. Starting with a pilot project, the survey became more broadly used and integrated in the overall strategic management of the Toronto police. The plenary discussion illustrated that measuring the effectiveness of policing remains difficult. Some possible alternatives included interviewing incarcerated criminals to better understand what drove them to act, and what might prevent further crime. When researching this issue, the police must explore better ways to measure the impacts of less visible and victimless crimes.

## **Pearls in Policing 2018**

The 12th Pearls in Policing conference will be held in Medellín, Colombia in June 2018 and hosted by the National Police of Colombia. The theme of the conference will be:

### **Policing fractured communities**

#### **IALG 2017-2018 Assignment**

Over the next year, IALG participants will meet three times, in locations around the world, to work on their assignment. Their assignment giver will be Benjamin Tucker, First Deputy Commissioner, New York Police Department.

#### **Working group 1 (Driver: South Australia Police, co-drivers New South Wales Police Force and Belgian Federal Police)**

Can the police find the right balance of maintaining their autonomy from government while being subjected to a growing politicization of the police?

#### **Working group 2 (Driver: Brazilian Federal Police, co-driver Federal Office of Police of Switzerland)**

Corruption; the impact on policing in vulnerable times.