

Pearls in Policing

Policing Fractured Communities

Modern policing is continually confronted with friction and conflicts resulting from societal changes and new developments. Migration, globalization and technology are at the origin of growing fragmentation and conflicting situations. All regions experience challenges, tensions and shocks related to diverse cultures, socio-economic problems, political fragmentation and evolving forms of criminality.

The task of the 2017-18 International Pearl Fishers Action Learning Group (IALG) was to work together to respond to global police issues by sharing local and regional challenges, initiatives and solutions. Through our presentation and discussion, we will:

- Identify and analyze the range of problems confronted by geographic regions,
- Define and discuss fractured communities and the impact that they have on policing, globally and locally,
- Share case studies from across the globe to highlight both problems and solutions, and
- Present solutions and best practices that include cross-sector representation and collaborative approaches.

Fractured communities, in the context of this paper, are defined as communities that are disconnected from part or all of the dominant community around them, or from the state and the police. While some literature makes a distinction between the concept of “fractured” and “fragmented” in the context of communities, the terms are offered interchangeably in this paper as there are significant similarities in the basic concepts of each.

Drawing on the experiences of the IALG members and presenters, a number of fractured community groups have been analysed based on their characteristics and attributes. In addition, the policing responses that have been deployed in working with these communities have also been analyzed. This resulted in the identification of a range of policing challenges that are evident in the regions of the world represented by IALG members.

Every community across the globe is different; however, communities are defined by common shared values and beliefs. Some are based on shared culture, economic status, technical capacity, political views, ethnicity, class structure, and other common interests. Most communities function within the rule of law. However, some communities, by virtue of their shared values and beliefs, are divided from “the State” and by extension, the police. This may be due to unshared language, poor education or a sense of victimization by their governments. As a result, these communities are fractured from the dominant society. It is important to note, that such communities may not necessarily be problematic for society or the police.

It is clear that many fractured communities have deep historical roots. However, the rate of change of the modern world has catalyzed historical rifts, which has resulted in the creation of new and emerging fragmentations. The dynamic and complex nature of today’s fractured communities suggests that the police response must be equally dynamic, in order to deal with the unprecedented complexity of our modern world.

I. Key Drivers of Fractured Communities

Social Isolation

Socially isolated communities have existed for generations in many parts of the world, providing police with unique challenges in terms of ensuring safety. In both Australia and Canada, indigenous communities are isolated socially, economically, politically and geographically. As mainstream societies become wealthier (a trend that is accelerating)ⁱ, these socially isolated communities become more fractured and disadvantaged.

Case Study: Australia

The Anangu Pitjantjatjara Yankunytjatjara (APY) is about 103,000 square kilometers of land in the remote northwest of South Australia. The region has a small indigenous population of between 2,500 and 3,000 people who live in small communities. Access to these communities is restricted and for the most part only basic government services are provided. There are significant crime problems including domestic violence, drug abuse, and crimes of violence. The crime rate is nearly four times greater than the rest of South Australia. These issues are compounded by poverty, poor health and education and lack of meaningful employment. Police are deployed across the lands in a “fly-in, fly-out” basis. Accordingly, this deployment makes it difficult for police to establish close ties with the community. These factors contribute to making it difficult to recruit police officers to work in this environment.

Migration and Population Movement

Globalization itself has benefited some individuals more than others and has contributed to an unprecedented movement of people in search of economic opportunity. Due to inter-state conflicts in places like the Middle East and North Africa, a significant refugee migration is occurring. In 2016, the U.N. High Commissioner for Refugees reported that there were 65.6 million ‘forcibly displaced people worldwide,’ 22.5 million refugees and 10 million stateless people, a figure greater than any time since World War II. This flow of people is putting a considerable strain not only on the public social infrastructure of many countries, but also on the political will for such nations to respond. The growth of diverse ethnic communities in some states exacerbates already existing divides and bolsters rightwing nationalist and populist movements, which further fragments societies. Furthermore, police services are resorting to policing tactics with migrants and non-nationals that would not be tolerated if they were to be used against citizens. Accordingly, differing policing strategies, tactics and procedures may be further amplifying such issues.

Case Study: Turkey

In 2016, Turkey was home to 2.5 million Syrian refugees displaced by war across the borderⁱⁱ. It is alleged that Turkey took no action while 850,000 refugees crossed Turkey into Greece and Europe. Turkey has since worked to reduce people smuggling, but this also brings Turkish police in contact with large numbers of refugees because they cannot leave Turkey. Significant numbers of refugees have been stopped on land, rescued at sea or arrested for various offences related to their presence in Turkey. These factors tend to alienate the refugee population from the police.

Globalization, Disadvantage and the Reaction

In addition to migration problems, economic disadvantage and the fracturing of communities along economic lines has led to high-levels of youth unemployment, homelessness and poverty. As a result, young people from communities are placed into extremely vulnerable situations. Social alienation and disaffection with a social system often leads to 'survival' crime, public displays of defiance and resistance to authority. Such factors make these communities particularly susceptible to organized crime and increased fragmentation.

Furthermore, the recent financial crisis, unrestricted movements of people, and the rise of violent extremism and terrorism have led communities in many parts of the developed world to respond anxiously to some of globalization's economic and social consequences. This unrest has resulted in mainstream political trends where communities' elect governments that attempt to reduce migration rather than building stronger mixed-culture communities.

The 'tyranny of the majority' is a reference to a potential flaw in democratic government, in which the majority of an electorate can place its own interests above, and at the expense of those in the minority. Should it be left unchecked, this practice, as well as the growing populism in many countries, has the potential for the state to further isolate vulnerable and fractured communities through discriminatory or inequitable policies and laws, or statements and platforms of populist politicians. This has the effect of increasing disadvantage and isolation as well as reducing trust in the state, which consequently complicates the work of police and others in building trust and connection. The current rise of populist movements in response to various political ills, both perceived and real, gives life to the 'tyranny of the majority.'

Case Study: Germany

Since 2015, mass migration into Germany has led to a new nationalism and the strengthening of right-wing populist parties. The use of violence against (presumed) foreigners increased along with an increase in right-wing and xenophobic acts of violence in almost all federal states in 2015 and 2016.

Organized Criminal Influence on Communities

Organized crime in many forms including gangs, have existed for a long time. Globalization, the internet, and economic disadvantage relative to others have benefited criminal groups to such an extent that they now pose a threat to national security. Illegal groups are now using fragile nations and fractured communities to hide, while exploiting the vulnerable by engaging in human trafficking, drug crime, firearms smuggling, art trafficking, and other related crimes. At its worst, organized crime is able to drive further fractures into already fragile communities through campaigns and insurgencies to disconnect communities from the state. Policing's inability to provide an answer to new and upcoming problems, such as cybercrime, identity theft and illegal money laundering is amplifying the problem.

Case Study: Colombia

Colombia has suffered from an insurgency since 1964, with the rise of guerrilla groups connected to an insurgency and drug cartels associated with cocaine production operating in the isolated areas of the country. The armed conflict has left more than 7 million people forcibly displaced. A total of 32% of the population lives in rural areas, of which 18% are illiterate and

up to 55% have not received technical assistance from the government. It is also in rural Colombia that the coca plant is grown to support farmers. This plant is ultimately turned into cocaine for illicit international markets by organized crime. Farmer communities related to coca growing are in the middle of a power struggle where many actors are influencing their lifestyles. The government, and particularly the police, have the mandate to eradicate the illegal plantations while trying to convince them to substitute them for legal crops. At the same time, criminal organizations offer money and pressure to pursue the extension of coca fields in areas where the state is not fully present.

Case Study: Myanmar

For decades, opium has been grown in large quantities in the Shan state area of northern Myanmar. The United Nations Office of Drugs and Crime (UNODC) noted that in 2017, 41,000 hectares of opium were produced.ⁱⁱⁱ While this represents a decline of 25% from the previous year, this is still a significant amount of opium. These communities of farmers are disconnected from the central government and are paid by criminal syndicates, who operate freely within the Shan state communities. This freedom of movement is with the support of an insurgency that further places these communities under criminal control. The UNODC noted that reductions in opium production can be achieved only through improvements in peace, the rule of law, and the ability for the police to work effectively in these communities.^{iv}

Religious/Political Extremism

In the case of Islamic violent extremism, many groups now subscribe to similar narratives of militant resistance against not only the physical occupation of Muslim lands, but also Western political values and culture. As outlined in a report by the International Crisis Group^v, “extremism in the Muslim world has ebbed and flowed over the past quarter century but has never looked as dangerous as today.” This struggle plays out in local communities within areas such as Belgium’s Molenbeek municipality and is apparent in many other countries to varying degrees.

Case Study: Molenbeek, Belgium

The use of technology and social media by terror groups have driven fragments that reach local communities. Molenbeek, for example, has been described as a ‘melting pot of cultures’ with a large Islamic community drawing in migrants from across the Middle East. Unfortunately, Molenbeek was ultimately the base for terrorist attacks in both Paris and Belgium. According to social identity theory, when individuals are unsatisfied with their social identity, they will strive to leave the in-group and join a more positively distinct out-group. Furthermore, studies conducted in both the United Kingdom and Belgium, has revealed that a sense of non-belonging to the mainstream national group and an unclear national identity leads to a sense of non-belonging and contributes to fuelling radicalization.^{vi}

In response, there is evidence of a growing backlash among some people with the growth of right- and left-wing ideologies and extremism, which serves to drive deeper fragments into communities.

Case Study: Germany

Germany is experiencing a rise in both right and left-wing extremist activity, with over 41,000 politically motivated crimes in 2016, of which 57% were right-wing and 23% left-

wing related. Existing social conflicts are being exploited, driven in part by the recent significant increase in migration into Germany.

II. The Impact of New Technologies

Technology, particularly the internet and social media has had many positive effects on society. However, new technologies have also enabled the creation of fractured communities and have the power to influence and mobilize individuals through the use of digital mass communication. The internet can remove any geographic obstacles to drivers that fracture communities.

Social Media

It is estimated that every minute there are over 4.1 million YouTube views, 156 million emails, 16 million texts and 2.2 million terabytes of information downloaded by 3.7 billion social media users. Social media has become a powerful instrument in bringing people together. While social networks may be positive by creating and reinforcing community connections, they may allow misinformation to spread quickly. Social media provides an anonymous platform for abuse, bullying and harassment with real world influence and impact. For example, an increase of youth suicide can be attributed to bullying on social media.^{vii} Terrorists have also proven adept at using technology to communicate securely, publish propaganda, transfer funds and undertake reconnaissance remotely.

A recent study^{viii}, suggested that social networks can also push people apart and reinforce confirmation bias and the echo chamber effect where people are encouraged by peers, and by the technology itself, to consume only content that reflects those views that they already hold. These effects go beyond geographic obstacles to deepen social fractures and even provoke radicalization.

Case Study: The Netherlands

In the Netherlands, the 50,000 strong Turkish population saw political polarization in Turkey. Political actors reached out to the Turkish diaspora in the Netherlands, largely through the use of social media. This caused fractures within an otherwise peaceful community in the Netherlands. These fragments also affected the police force, with ethnic Turkish police officers being pushed by their own communities to take sides.

The Internet

It is estimated that 91% of all adults accessed the internet at least once in 2016, with people aged between 16 and 24 years old spending on average 27 hours a week on the internet. By 2020, there will be 50 billion devices connected to the internet, and the digital economy will be worth billions of dollars. The flipside is that the internet also facilitates crime, particularly against vulnerable people and communities. For example, a child is abused, on average, every nine minutes on-line. The global cost of cybercrime is estimated to rise above \$2 trillion by 2019^{ix}. Cybercrime provides for a borderless world which, for the most part, is unregulated and relies on private companies to determine what is right or wrong, and proves to be very difficult, if not impossible, to police.

The historical environment of human interaction is under attack. Social media, blogs, forums and news providers are increasingly becoming the domain of ‘haters,’ deniers, liars and other ‘trolls.’ They are creating an atmosphere where ‘truth’ is becoming fact-free and opinions are the new truth.

Case Study: Illegal Marketplaces on the Dark Web

In recent years, illegal criminal marketplaces have been burgeoning on the 'Dark Web,' utilising a hidden service on the Tor network to effectively mask user identities and server locations. Tens of thousands of buyers and sellers are exchanging illegal commodities, posing a major challenge for law enforcement authorities. In July 2017, two major law enforcement operations, led by the Federal Bureau of Investigation (FBI), the US Drug Enforcement Agency (DEA) and the Dutch National Police, with the support of Europol, shut down the infrastructure of an underground criminal economy responsible for the trading of over 350,000 illicit commodities including drugs, firearms and cybercrime malware.

III. Police and the State: Their Role in Fractured Communities

Inefficient and Unfair Policing Strategies

Police organizations themselves are occasionally the drivers of fractured communities. Strategies aimed at proactive law enforcement may drive greater fragmentation in already fragile communities. For a community to trust the police, it must be optimistic that law enforcement is competent and committed. Research shows that people are more motivated to comply with the law when they believe that they are being treated with dignity and fairness, rather than by the fear of punishment.

Police may contribute to the fractures in communities in a number of ways. For example, community trust is compromised through police corruption and when police become politicized and beholden to the governments of the day, rather than the community. Incidents of racism and other untrustworthy tendencies further drive a wedge into the fracture between police and communities. Alternatively, police may be able to reduce fractures within communities through actions that build trust, foster partnerships and by reflecting the diversity of the community within its ranks. Finally, police are required to act impartially, and to have a sincere interest in the entire community as a whole, not only in parts of it.

Case Study: New York City

In New York City, reported crime has steadily declined over a period of 25 years. However, the widespread use of street stops and quality-of-life policing caused dissatisfaction in many minority neighbourhoods, building a level of distrust between these communities and the police. This dissatisfaction ultimately contributed to public demonstrations calling for police reform.

Case Study: Australia

The targeting of repeat offenders in the Australian Capital Territory (ACT) has been successful in reducing the incidence of certain crimes. The strategy, however, has resulted in a decreased trust in the police, primarily in indigenous communities. A consequence of the strategy has been an overrepresentation of indigenous people in the prison system, resulting in further alienation from the mainstream community.

Case Study: France

The French National Police and Gendarmerie resort to harassing techniques to prevent migrants and refugees from settling too long in the same place, by regularly destroying their makeshift camps, tearing apart tents and confiscating the sleeping bags provided by Non-Government Organizations (NGOs). At the border between Italy and France, a report from the General Controller for Detention^x published in June 2018, documented a number of unlawful policing practices by the French border police. They were accused of detaining migrant children as young as 12 years of age in cells without food or water, cutting the soles off their shoes and stealing sim cards from their mobile phones, all before illegally sending them back to Italy.

Loss of Police Trust and Legitimacy

For policing to be truly effective it must serve the community it protects. Sir Robert Peel, the first commissioner of the London Police, recognized that the power of the police must come from the consent of the community, rather than the power of the state. One of his key principles is as follows:

Police, at all times, should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police; the police being only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interests of community welfare.

Fractured communities, however, tend to be disconnected from the police, with police enforcement often interpreted as an attack by the state on their community. The intentions of the police are interpreted as being politically motivated and not based on the need to ensure and maintain broader public safety, further undermining trust. The divisive nature of the police/community relationship can be further aggravated by the actions or words of politicians, community leaders or commentators making the goal of the police to be accepted as trusted, impartial partners much harder.

Case Study: Norway

In September 2018, a former senior Norwegian police officer was sentenced to 21 years in prison for aiding drug smugglers and taking bribes in a case that captivated a nation accustomed to clean law enforcement. The officer was sentenced to 15 years imprisonment for drug smuggling and corruption. The crime had serious consequences on trust for the police and the rule of law, as police officers have a special position in society. Corruption undermines the public trust on the judiciary and institutional principles on which society is based.

Police Diversity and Consequent Inability to Communicate and Connect with Communities

Policing as a profession does not tend to attract officers who are reflective of the communities they serve. Minority communities and females are underrepresented in many police organizations. This lack of diversity in policing makes it hard to build trust with communities, if individuals and community groups do not see themselves reflected in their police services. Examples of the challenges faced by police services include the following:

Case Study: Australia/Canada

In the Australian Federal Police (AFP) only 2% of its workforce is indigenous, and only 26% of police are female. In Ontario, only 36% of the Ontario Provincial Police (OPP) is female with 22.40% in uniform positions. Furthermore, only 1% of the OPP has officers who identify as First Nations people.

Case Study: Luxembourg

To enter the police service in Luxembourg, a candidate must be of Luxembourgish nationality. As nearly half of the population living in Luxembourg are foreigners, the recruitment pool for the police force only consists of 50% of the population. Therefore, the capacity for diversity within the Luxembourg police is limited to historical migration (Italians in the 50s-60s, Portuguese in the 60s and former Yugoslavians in the 90s). This makes it very difficult to gather information, especially in communities with no direct contacts to the Luxembourgish police force. The main language spoken by police is generally German, although nearly 85% of the inhabitants primarily speak French. This results in problems for communication in general, and particularly in the use of social media.

Case Study: Iraq

In Iraq, a survey of the community found that most respondents considered that recruiting more members of their own communities to the police and army would improve security for them and their ethnic groups^{xi}.

Selectivity in the Judicial Process

The judiciary and court system may also have an impact on the level of fracturing and disconnection of communities. In spite of significant efforts to ensure the impartial and fair application of the law, there are indicators that the judiciary may itself reinforce the perception of unfair and unjust treatment of minorities or representatives of other fractured groups.

Case Study: United Kingdom (UK)

In one study carried out in the UK, black offenders were found to be 44% more likely than white offenders to be sentenced to prison by the court system for driving offences, 38% more likely to be imprisoned for public disorder or possession of a weapon, and 27% more likely for drugs possession.^{xii}

IV. On the Horizon: Best Practice Examples

The IALG has observed a number of current strategies that are considered innovative “best practices” intended to address the challenges faced by police services globally.

Not Just a Policing Problem: Collaborating

Many of the issues confronting police in today's fractured communities are highly complex and include multiple drivers. The police are unable to achieve success by themselves and therefore require collaboration with community partners. Some examples are:

- In Minnesota, the Hennepin County Sheriff's Office is combating Al Shabaab's targeted recruitment efforts of its Somali population by utilizing a frontline strategy of **community engagement**. This agency-wide approach utilizes town halls, social media, and the visible support of community events to help demonstrate the fair and equal treatment of all residents. This strategy is making it difficult for extremists to divide Minnesota communities, and results in their recruitment efforts being met with disinterest and opposition.
- The partnership between the Australian Federal Police, the Indonesian National Police, and the Indonesian Counter Terrorism Agency supports **community engagement** programs across Indonesia to promote community cohesiveness in response to the threat of the Islamic State. These programs engage civil social groups, religious organizations, and reforms terrorist prisoners to deliver key messages and highlight the dangers of radicalization.
- Some Canadian provinces, including Ontario, have implemented an interagency community policing strategy called **Situation Tables**. A Situation Table is a meeting of various community agency representatives in which the participants work together to reduce the risk of harm of local emergencies or "situations." These may apply to an individual, family, or small group of people suffering from multiple risk factors (such as mental illness, addictions, or homelessness). When these members convene, they identify situations of imminent risk of harm, decide which agencies should customize interventions, and then plan the intervention within 24-48 hours.
- In Germany "**Joint Centres**" for countering extremism and terrorism have been established as communication and information platforms for all security agencies (and if necessary other authorities) to improve cooperation and coordination between the authorities. To combat extremism, police forces (state and federal) are involved in **Disengagement and Rehabilitation Programs** to support people who want to leave these groups.
- Building on a tradition since the 1980's of cooperation between schools, social authorities, and police, Danish authorities are fighting radicalization through **interagency cooperation** that provides tailor-made individual solutions. The cross-authority cooperation involves the Danish Security and Intelligence Agency at the national level, collaborations between police districts, municipalities and schools at the regional level, and interventions in day-care facilities, primary schools and the provision of a corps of mentors and parent-coaches on a local level. It emphasizes an early prevention and exit program, and the importance of working long-term with crime-prevention. It supports inclusion and utilizes a knowledge-based diversion strategy for those who have not yet committed a criminal act, but who have intentions or the capacity to commit terrorist acts. Those who fail this program and turn to crime are dealt with by the formal court system.
- Since 2010, the Hong Kong Police Force has been running a special community project, '**Project Dawn**' to better address the needs of mentally incapacitated persons (MIPs) during

police investigation. It is a mutual cooperation project between the Hong Kong Police, the Hospital Authority and the Social Welfare Department. The department arranges training for police officers related to early identification, communication with MIPs and their families, and relevant services available. They also provide assistance to the MIPs and their families, accompanying them throughout the course of the police investigation, and providing support related to medical care, rehabilitation and welfare.

Police and Community Partnerships: Trust Building

Being treated fairly is a more important determinant of compliance than formal deterrence (Tom R. Tyler, 2006). When police make connections with the community, people are motivated to help them fight crime.

- In New York City, the **Neighbourhood Policing Strategy** now has officers anchored in sectors (subdivisions within precincts) working the same areas during the same shifts each day, increasing their familiarity with neighbourhoods and residents. They are connecting with community members at the grass-roots level and responding to their concerns. Officers have designated time during their shifts each day to address problems and to perform preliminary criminal investigations. While the New York City Police Department is making fewer arrests and far fewer street stops, its enforcement work is better targeted and more precise than in the past.
- The Toronto Police Service (TPS) has implemented the **Neighbourhood Policing Program (NPP)** as a community engagement strategy and anti-violence intervention within selected high-risk neighbourhoods. Neighbourhood Officers (NOs) were assigned to selected neighbourhoods with program objectives that included reducing crime, building relationships with residents, increasing residents' trust of the TPS, gaining insights into community needs, and improving intelligence about local crime. Empirical evidence confirmed the NPP increased the level of community members' trust and confidence in the TPS in neighbourhoods staffed with NOs, and that the quality of relationships between NOs and community members has also improved over time. Overall, there was a 49.5% decline in the number of calls for service across the 8 NO neighbourhoods involved from the beginning of the study.
- In South Australia, **Police and Community Engagement (PACE)** forums were implemented in 2013, to enhance the opportunity for the public to engage with police leaders and local police and to provide direct feedback on their community safety issues. PACE forums are available online, as well through a series of local community engagement meetings and online forums within Local Service Areas. PACE forums provide an opportunity to discuss a broad range of topics, targeting the audience on relevant topics that impact them and their individual communities. The police work with councils, health and drug and alcohol support services to deliver community forums that provide a greater understanding on a range of issues. One forum focused on Immigration and Customs Enforcement (ICE) was extremely successful with approximately 700 people attending, and more than 500 people logging onto the website (local media) to listen.

Police and International Partnerships

It is in the best interest of all nations to promote an international and regional environment that is stable, peaceful and prosperous. Police are able to contribute to the mitigation of regional and global fragility through security and stabilization missions, as well as developing the capability of

national state police forces to deliver legitimate and accountable policing services. One key international body, the United Nations, deploys police from member nations as an integral part of the United Nations peace operations. Currently, about 12,500 UN Police officers from over 90 countries are deployed in 12 UN peacekeeping and 6 other Special Political Missions.

- One success story involving the United Nations Police is the UN mission in Timor Leste, which began in 1999. The **United Nations Assistance Mission in East Timor (UNAMET)** to assist the East Timorese people as they voted to accept or reject a proposal for autonomy that would give them independence from Indonesia. At the time Timor Leste was a fractured and disadvantaged province of Indonesia with an active insurgency. The UN Police were a significant part of the initial mission with over 250 police deployed. Over the next 15 years, the mission had over 1,000 police undertaking executive policing tasks under the UN Transitional Authority and providing training to, and assessment of an entirely new Timor Leste Police force. While there have been setbacks, the UN Police commitment from over 50 nations has led to a relatively stable, safe and democratic Timor Leste.

Engage with New Technology Social Media: Optimizing

With the pervasiveness of social media into the lives of so many, policing must respond and be able to engage in the medium preferred by the communities they serve.

- Within the Netherlands police, there is a new **media and digital service program**. The goal is to make one single point of contact in the digital world between police and citizens. The program also involves embedding social media tools for all officers in the organization.
- In 2014, the New York City Police Department (NYPD) developed a new **social media engagement strategy** with a single social media account. Today, the NYPD has over a hundred Twitter accounts, as well as official YouTube, Instagram, and Facebook pages. This allows the department to achieve increased availability, share positive police-community interactions, and quickly disseminate important information regarding crime and public safety.
- The **Virtual Global Task Force (VGT)** is an international collaboration of law enforcement agencies, non-government organizations and industry partners working to protect children from online and offline sexual exploitation, protection best achieved through global collaboration. Each member represents the trans-border law enforcement aspects of its territory of the world, not as diplomatic representatives of its government, but as law enforcement colleagues.
- The **International Network Against Cyber Hate (INACH)**, a network of 22-member organizations in Europe and the Americas produced recommendations for the Organisation for Security and Cooperation in Europe (OSCE) participating states, the Media, the Internet Industry and Civil Society in 2017. These partnerships seek to address the issue of harmful and destabilizing content staying online due to the limitations of national laws.
- The Hong Kong Police Force commenced its **social media plan** in 2012. As of April 2018, the Hong Kong Police have developed the HKP Mobile App, YouTube, Facebook and Instagram. Apart from connecting the community, these platforms are also used to quickly disseminate police messages to the public. In addition, "**fragmented targeting strategy**" was employed with the assistance of social media companies. By adopting this approach, messages can be effectively delivered to specific groups. The Hong Kong Police has also

joined hands with some popular social media pages and young key opinion leaders leveraging their established audience bases and reaching younger age segments.

Adopt Diversity in Policing: Reflect the Community

It is critical to ensure that police services reflect the communities that they serve. The following examples represent attempts to build a more diverse police service.

- In Columbia, as a pilot project, 30 police women have been trained in **rural operations** and deployed to rural areas to focus on reducing social violence.
- In Luxemburg, during major events, police officers who speak the native language work within the appropriate community to build trust through communications. An example is during the soccer championships, police officers speaking Portuguese are sent to Portuguese radio stations and journals to provide policing advice. Furthermore, in the new **intervention guidance system** that will be introduced in 2019, it will be possible for police officers with the 'right' language skills to be deployed in a more flexible operations model.
- Due to recent **recruitment efforts**, the New York City Police Department (NYPD) has become more reflective of the population that it serves. New York City is the most ethnically diverse city in the United States. Currently, over 50% of NYPD sworn personnel are minorities, which closely correlates with the demographics of the city.
- In Australia all police agencies are actively focusing on **improving their diversity**. A number of jurisdictions have achieved positive results with increases in indigenous recruits. Almost 30% of the Australian population have a culturally diverse background and currently 27% of all AFP staff also have culturally diverse backgrounds.

V. Beyond the Horizon: What Might Be

Have a Voice

The police have a genuine role to play in shaping and encouraging public debate, in the development of policy aimed at preventing and limiting the impact of crime and maintaining public safety. Police are uniquely placed to communicate about issues relating to law enforcement domestically and internationally. The police must be fair, transparent and accountable to the community, to build community confidence and resilience. The community rightly expects police to inform and educate the public regarding matters for which it has expertise and comment on matters of key relevance.

In practice should police organizations have a voice in shaping communities rather than just simply policing the communities we serve?

Old Solutions for New Problems

The Financial Action Task Force (FATF) is an inter-governmental body established in 1989, by the Ministers of its member jurisdictions. The objectives of the FATF are to set standards and promote effective implementation of legal, regulatory and operational measures for combating money laundering, terrorist financing and other related threats to the integrity of the international financial system.

Similar to the FATF, an international agreement could be made to facilitate multi-national collaboration in tackling cross-border cybercrimes. The process would unite law enforcement from different countries to formulate a set of agreed-upon standards and a protocol to facilitate intelligence exchange, investigation and prosecution. It could also make use of the collective wisdom of member countries and the latest technology to conduct public education on cyber-crimes as well as develop up-to-date training packages with a view to enhancing the capability of law enforcement. Technology companies such as Microsoft and Google would be called upon to meet certain requirements similar to financial organizations that are now under FATF.

Understanding the Community

Police Departments should be proactive in identifying potential fractures within communities. Accordingly, a rating system concerning the fragments or groups should be explored. Much like a traffic-light system, the rating system could be used to assess risk for the purpose of planning a police response. The rating system would be used to provide a regular analysis of future threats and could be established as follows:

- Red (high risk/ highly dangerous for society)
- Yellow (moderate risk/maybe dangerous)
- Green (no risk/not dangerous)

To do so would allow police to better plan activities and resources depending on these future scenarios.

Rethink Policing

The statements that follow come from the thinking of futurists and are intended to be thought provoking (source: Thomas Frey, Futurist):

- By 2030, democracy will be viewed as inferior form of government.
- By 2030, traditional police forces will be largely automated out of existence with less than 50% of current staffing levels on active duty.
- Many of our advancements over the coming years will challenge our sensibilities. They will challenge our understanding of what constitutes life, our rights as humans, our moral compass, our sense of authority, and especially, the ethical limits of science.
- We've already seen artificial intelligence (AI) exceed human intelligence in specific niche areas like playing games, operating airplanes, and driving cars, but will we see a comparable level of AI showing signs of empathy, creating value judgments based on human compassion, learning to craft a compelling argument, or forming the basis for an original thought?

VI. Main Findings

Having reviewed the various forms of fractured communities, it is clear that there are a number of common characteristics observed that demand a policing response. Imbedded in the drivers of fractured communities outlined above, the following characteristics can be observed:

- Fractures exist because of:

- the historical existence of distrust and suspicion between communities that are culturally, ideologically, economically, geographically or ethnically defined; and/or
 - the loss of trust in the state's (including the police's) ability to protect and treat the community fairly.
- These fractures are almost always exacerbated by a more recent build-up of newly driven distrust that tends to further polarize communities, an increased sense of unfairness, or a perceived inability to access the same benefits as others. This may include population movement, the effects of social media, the internet, or polarizing politics/conflict in response to the rate of modern change.
 - The fractured communities now posing the greatest challenges to police are the ones where:
 - new, unprecedented drivers are surfacing; and/or
 - old drivers are being given increased influence through social media, new technology, international inter-state conflicts and migration, globalization, the internet, etc.

The concept of trust and the pace of change are common themes in our communities. As a consequence, the past is no longer a useful predictor of the future, and old solutions are unlikely to solve new problems. There will continue to be challenges for which there is not always a global solution, it is remarkable that at this time politics is evolving toward more populist approaches and strategies making policing fractured communities more difficult. Several international relationships are negatively impacted by conflicting political views which may compromise foundational human rights principles.

VII. Conclusion

This paper has explored the idea of fractured communities, the manner in which they become fractured, and examines ways that police organizations may contribute to, or reduce, the fracturing of communities through a range of drivers.

As a number of police chiefs noted at last year's Pearls in Policing conference, one of the most common responses to the problem of policing fractured communities has been the return to 'hard policing' in response to such challenges as terrorism and extremism. This response has proved to be a short-term solution. Ultimately, such strategies result in mounting disconnection and community disillusionment, leading to increased radicalization and fracturing.

Various fractured community groups have been reviewed based on their characteristics and attributes. Several policing responses have been analyzed from the perspective of the IALG group, and current international 'best practice' options have been presented which demonstrate how police can be proactive with their own initiatives and can also collaborate with community partners to achieve successful outcomes.

We have identified several policing problems from around the world. Additionally, we have identified multiple 'best practices' to help address them. The goal of this research was to encourage new policing strategies and ideas in areas with fractured communities where current practice is

insufficient, to gain the maximum profit of ongoing experiences. This needs further research at both the strategic, operational and academic levels.

Presently, we recognize that there is a need to be forward thinking and to examine the challenges of the future. Though we do not yet know the future impact that an uncertain and rapidly changing environment will have on policing; we do know that change is inevitable. It is critical for police forces to embrace change with a view to understanding its relationship to crime and community.

This paper provides a framework for the agenda for the Pearls in Policing conference. We look forward to engaging in an interactive presentation which will shift to a focus on the future, and the implications for policing at the local, national and international levels.

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