

VOLUME FOUR



# TRENDS IN POLICING

**Interviews with  
Police Leaders Across the Globe**

Edited by  
**BRUCE F. BAKER AND DILIP K. DAS**



International Police Executive Symposium Co-Publication



**CRC Press**  
Taylor & Francis Group

VOLUME FOUR

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# TRENDS IN POLICING

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Interviews with  
Police Leaders Across the Globe

# Interviews with Global Leaders in Policing, Courts, and Prisons Series

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## International Police Executive Symposium Co-Publications



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Boca Raton London New York

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CRC Press  
Taylor & Francis Group  
6000 Broken Sound Parkway NW, Suite 300  
Boca Raton, FL 33487-2742

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Version Date: 20131004

International Standard Book Number-13: 978-1-4398-8074-6 (eBook - PDF)

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*This book is dedicated to the late James Edwin Lewis, attorney at law, who served the International Police Executive Symposium (IPES, <http://www.ipes.info>) as treasurer and director with great distinction from 2006 to 2008. Jim was a kind and devout soul who was dearly loved and highly respected.*



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## Series Editor Preface

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The International Police Executive Symposium (IPES), in collaboration with CRC Press/Taylor & Francis Group, has launched a series titled *Interviews with Global Leaders in Policing, Courts, and Prisons*. The objective is to produce high-quality books aimed at bringing the voice of the leading criminal justice practitioners to the forefront of scholarship and research. These books, based on interviews with leaders in criminal justice, are intended to present the perspectives of high-ranking officials throughout the world by examining their careers, insights, vision, experiences, challenges, perceived future of the field, and the related issues of interest.

True, the literature is replete with scholarship and research that provide the academic interpretation of the field, its practices, and future. However, these publications are often in difficult-to-access journals and are written from the perspective of the academic, with little interpretation or feasible action items for those professionals working in the field. A comprehensive literature discussing the on-the-ground, day-to-day understanding of how police, courts, and prison systems work, do not work, and need to be improved is lacking. This series provides “inside” information about the systems as told to respected scholars and researchers by seasoned professionals. In this series, the dialogue between scholar/researcher and practitioner is opened as a guided, yet candid, discussion between two professionals that provides the opportunity for academics to learn from practitioners, while practitioners also learn from having an outlet for the expression of their experiences, challenges, skills, and knowledge.

Throughout the world the criminal justice field is at a point of juxtaposition, and the time is ripe for change and improvement. Many countries have long-standing policies that have been successful for their culture and political climate, while others are in need of serious revamping due to budgetary concerns or corruption. Other countries are at a precipice and are beginning to establish new systems. In all of these situations, the international criminal justice field stands to benefit from an accessible, engaging, and enlightening series of frank discussions of the leaders’ personal views and experiences in the field.

The current volume, *Trends in Policing: Interviews with Police Leaders Across the Globe*, sets the stage to enhance readers’ understanding of police goals, practices, and management used throughout the world from an insider’s perspective. The police leaders interviewed in this volume represent a variety

of cultures, political environments, and economic systems. Representatives from Africa (Nigeria), the Americas (Canada, Colombia, and the United States), the Caribbean (Trinidad and Tobago), and Europe (England, Finland, Germany, Hungary, and Malta) are interviewed. The introduction examines the importance, difficulties, and the methodology of interviewing police leaders, while the body of the book comprises the transcribed interviews of the police leaders with the scholars/researchers. A brief background to the police system in the jurisdiction of the interviewee is also provided. The final chapter is a reflection on the interviews and summary of common themes evident throughout the book.

Thus *Trends in Policing: Interviews with Police Leaders Across the Globe* continues the work of the IPES and CRC Press series Interviews with Global Leaders in Policing, Courts, and Corrections by advancing knowledge about policing, offering not just national perspectives of police leaders, but providing the opportunity for comparative analysis across a broad range of countries and opening a dialogue between scholars/researchers and practitioners. It is anticipated that this addition to the series will facilitate discussion within and between countries' police organizations and will help add value to their current operations and future directions. It is hoped that this series will also bridge the gap of knowledge that exists between scholars and researchers in academia and practitioners in the field. The editors welcome correspondence from scholars, researchers, and practitioners on any issues raised by the interviews or regarding future avenues for engagement in this debate.

**Dilip K. Das, PhD**

*Founding President, International Police Executive Symposium*  
<http://www.ipes.info>



*Series Editor, Advances in Police Theory and Practice*  
(CRC Press/Taylor & Francis Group)

*Series Editor, Interviews with Global Leaders in Policing, Courts, and Prisons*  
(CRC Press/Taylor & Francis Group)

*Series Editor, PPR Special Issues as Books*  
(Routledge/Taylor & Francis Group)

*Founding Editor-in-Chief, Police Practice and Research:*  
An International Journal (Routledge/Taylor & Francis Group)  
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# Foreword

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This book is the fourth in a series of interviews with police leaders from around the world, edited by Professor Dilip Das (the previous three volumes edited jointly with Professor Otwin Marenin, this one with Professor Bruce Baker). Together, they now comprise fifty interviews with senior police executives from all parts of the globe, conducted by a team of experts (some academic, some practitioners) working with a similar agenda of topics for discussion. The topics cover such issues as an account of the interviewee's background, education, and career; conception of the police mission and role; views on strategy and tactics; democratic policing; the major changes they have experienced; the relationship between theory and practice; and the impact of globalization and the terror threat. Altogether, these volumes constitute a resource of immense value to academic analysts of policing philosophies, leadership, contemporary change, and likely futures, as well as to policymakers and practitioners who wish to have a sense of where the leaders in their field have come from and are going.

Anyone familiar with the problems of studying elites, particularly in the always controversial field of law enforcement—problems that are multiplied when conducting comparative international research—will be greatly impressed by this achievement. A quarter of a century ago I embarked on a project aimed at interviewing all serving chief police officers in England and Wales, and I did eventually succeed in talking to forty of the total forty-three. This was a formidably challenging quest, as recounted in the book that reported the results, published as *Chief Constables* in 1991. But the difficulties I faced paled into insignificance compared with the logistical and access problems that faced this much more ambitious international enterprise. By any reckoning, this book and its predecessors are a major contribution to the study and practice of policing around the world.

The value of the work lies largely in the richness of detailed insight into the perspectives of a diverse array of police leaders. The subjects are drawn from all the continents and from a broad variety of policing contexts, from metropolitan to largely rural areas, developed and developing countries, from emerging democracies to ones where democratic institutions have prevailed for centuries. They are diverse in age, ethnicity, education, background, and career trajectories. (However, despite the appointment of female police chiefs in some jurisdictions in recent years, all the interviewees in each of the four

volumes are men.) Given the complex diversity of subjects, it is hard to suggest generalizations about the results. However, I will draw out some of the key points that struck me about the interviews. In line with Kenneth Burke's celebrated dictum that "a way of seeing is also a way of not seeing," I also venture to suggest some inevitable limitations of the material, as well as questions that still need addressing.

Referring to elites in general, British political scientist Ivor Crewe (1974) asserted that, "Elites need to be interviewed. The best way of finding out about people is by talking to them. It cannot guarantee the truth, especially from people well practiced in the arts of discretion. But it is superior to any alternative way of discovering what they believe and do." Those words apply particularly well to police elites, who are among those especially practiced in the art of discretion.

Interviews are unlikely to reveal the truth about wrongdoing or errors (at least one of the subjects in this book has since resigned while under investigation for disputed allegations of malpractice), but that is almost equally the case with any other method of empirical research. More fundamentally, interviews are a problematic guide to practice as distinct from the ideology of their subjects, and a fortiori to what happens in their organizations. This is the case with all institutions but is particularly an issue with policing, for reasons that were established by the classics in the field fifty years ago.

The nature of the work means police operations have low visibility, not only to outsiders, but also to organizational superiors. This is partly because of the necessarily dispersed character of everyday policing and partly because the disciplinary and presentational roles of senior officers bolster a cultural gap between "street" and "management" cops. The practice of recruiting chiefs from those who have progressed through the ranks (as almost all the interviewees have) rather than by lateral entry alleviates the problem, but only in part. It remains true that, as the late James Q. Wilson observed in his seminal 1968 book *Varieties of Police Behaviour*, "the police department has the special property ... that within it discretion increases as one moves down the hierarchy."

A variety of legal, technological, and policy changes (such as the British Police and Criminal Evidence Act of 1984 and the NYPD's celebrated CompStat) have over the years sought to open up the backstage, low-visibility areas of operational practice, with some success. And as several contributions to this volume discuss, the proliferation of citizen recording devices has exposed police deviance to new risks of discovery. But the fundamental problem of guarding the guardians remains. The first case of police brutality captured on a citizen camera, the beating of Rodney King in Los Angeles, resulted initially in acquittal of the filmed officers. And more recently, CompStat and the legendary New York crime reduction miracle have been exposed as at least in part vitiated by data rigging (Eterno and Silverman 2012).

Interviews are a problematic guide to practice, but well-conducted ones such as those in this book are revealing insights into the experience and worldviews of their subjects. What emerges clearly here is the massive advance that has been made in recent times around the world in the professionalization of police leadership. Today's police chiefs are highly educated and apply the fruits of this in their approach to leading their organizations. They are eager to encourage and incorporate research into the practices of policing, reflexively applying and evaluating new strategic approaches based on intelligence analysis and partnership with other agencies relevant to maintaining order and security. They have broad interpretations of policing philosophy and mission, seeing their roles as peacekeepers rather than enforcers in a narrow sense.

They are cosmopolitan in their sensibilities, welcoming the greater interdependence of national policing organizations resulting from globalization while remaining acutely aware of the threats this brings, most evidently from terrorism. What is charted in these interviews is the emergence of an internationally interdependent global policing elite, molded by the fruits of policing research, and alive to the need to develop intelligence-led and multiagency approaches to the complex issues they face.

There are some striking absences from the discussions, however. In a classic paper, the co-editor of the first three volumes in this series, Marenin (1983), pointed to the Janus-faced character of policing. Policing simultaneously reproduces general order (the universally beneficial conditions of social cooperation and survival) and particular order (the hierarchies of power and privilege that blemish all known societies). The latter dimension of policing is absent from these interviews, apart from scattered and vague references to the problems of social division and the duty to serve all people equally.

In large part, this omission reflects the generational experience of these interviewees, who were formed in decades when throughout the world there appeared to be progress toward greater prosperity, peace, and democracy. Since the economic traumas that have multiplied since 2007, there has been a resurgence of internal insecurity and multiplying threats to domestic peace and order within most countries (which I explore elsewhere; see Reiner, 2007). This new conjuncture is hardly hinted at by the interviewees, except in the limited sense of worrying about diminishing police resources in a new "age of austerity," as it is commonly but perhaps misleadingly dubbed in the media. Let us hope that the intelligence, thoughtfulness, and professionalism portrayed in these remarkable interviews are resilient enough to cope with these deepening challenges.

**Robert Reiner**

*The London School of Economics and Political Science  
London, UK*



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# Acknowledgments

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Book covers simply give a name or two of the authors or editors, but books such as this one are in fact written by teams. Without a band of dedicated workers behind the scene, such books would never be published. As editors, therefore, we wish to acknowledge the hidden hands that have done so much to bring this book into being.

Carolyn Spence, senior acquisitions editor, has once again overseen production with smooth efficiency. Dusan Sipovac, associate editor of publicity and public relations for *Police Practice and Research: An International Journal*, has provided valuable assistance that has taken so much of the administrative burden off our shoulders. All of us, particularly Bruce Baker and Dilip Das, were touched by the magnificent spirit of cooperation and highest degree of meticulous care given by Tara Nieuwesteeg, project editor. We also acknowledge with gratitude the help received from Paul Moore, IPES treasurer and webmaster.

We are indebted to Professor Robert Reiner for his insightful introduction. It was his interviews with the chief constables of England and Wales in his book *Chief Constables* (1991) that inspired this series and it means a lot to us to have his engagement now.

Finally, we are indebted to the interviewers and interviewees whose hours of work in offices and conference lobbies and over tape recorders and e-mail provided the marvelous material for this volume. To this fine team we offer our grateful thanks.



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# Editors

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**Bruce F. Baker** is professor of African security at Coventry University in the United Kingdom. His research and publications cover African policing (<http://www.africanpolicing.org>), security and justice reform, and local justice and governance. His book, *Security in Post-Conflict Africa: The Role of Non-State Policing* (CRC Press, 2009) won the American Society of Criminology's prize for best book in comparative and international criminology in 2010. He has undertaken research and consultancies in Zimbabwe, Mozambique, South Africa, Rwanda, Uganda, The Gambia, Sierra Leone, Cape Verde, Seychelles, Liberia, South Sudan, Comoros, Madagascar, Ethiopia, Nigeria, and Afghanistan.

**Dilip K. Das** is the founding president of the International Police Executive Symposium (IPES, <http://www.ipes.info>) and founding editor-in-chief of *Police Practice and Research: An International Journal*. After 14 years as a police executive, including time spent as chief of police in India, Dr. Das moved to the United States, where he earned a master and doctorate in criminal justice. Dr. Das has authored, edited, and co-edited more than 30 books and numerous articles. He has traveled extensively throughout the world while engaged in comparative police research, as a visiting professor at various universities, to organize annual conferences of the IPES, and as a human rights consultant for the United Nations. He is editor-in-chief of two book series published by CRC Press/Taylor & Francis Group: *Advances in Police Theory and Practice* and *Interviews with Global Leaders in Policing, Courts, and Prisons*.



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# Contributors

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**Amos Oyesoji Aremu** is an associate professor of counseling and correctional psychology in the Department of Guidance and Counseling at the University of Ibadan in Nigeria. Dr. Aremu has held various positions of responsibilities in the faculty and university at large. He is a Commonwealth Fellow and a visiting academic fellow to the Institute of Criminal Justice Studies at the University of Portsmouth in the United Kingdom and has a tremendous web presence. He is the editor of the *Nigerian Journal of Counseling and Clinical Psychology*. Dr. Aremu is also on the editorial board of *Police Practice and Research: An International Journal*.

**Christopher Chapman**, director of the Criminal Justice Degree Program and an associate professor at the City University of New York at Kingsborough Community College, is a retired law enforcement professional with over two decades of real-world policing experiences. Dr. Chapman received Top Cop (Officer of the Year Awards) from several local, county, state and federal law enforcement organizations. His last law enforcement experience was working within the United States Department of Homeland Security, investigating financial and drug crimes. Dr. Chapman has been a street cop, undercover investigator, police supervisor, internal affairs investigator, and police academy program director. He has researched and served as a subject matter expert to several U.S. and international police organizations in the areas of police supervision, police use of force, and best practices in maintaining police perishable cognitive and psychomotor skills. Dr. Chapman has testified within federal/state courts as an expert witness in the areas of police practices and procedure, use of force, and acceptable pre-hospital emergency medical procedures.

**Curt T. Griffiths** is a professor and coordinator of the Police Studies Program in the School of Criminology at Simon Fraser University. His primary research interests include the organizational and operational dynamics of policing and the effectiveness of police strategies and interventions. He has published widely on police-related issues and is the author of a number of textbooks, including *Canadian Police Work*. He has conducted field studies and worked with police services in Canada, the Netherlands, the Caribbean, the United States, and Japan. Dr. Griffiths has provided expert consultation

for the United Nations Office of Drugs and Crime in Vienna and to the Ministers of Justice in Vietnam and Latvia.

**Christine Guzman** graduated college with a major in government and world affairs and a minor in economics. Born in the United States of Colombian parents, she spent most of her childhood in Cali, Colombia. Currently Guzman is completing her master's in international commerce and policy. Her research interests lie in law and legal systems.

**Richard Heslop** is a sergeant in the West Yorkshire Police, England, where he has served for 25 years. He holds a BSc in sociology, an MA in political science, and a doctorate in education. Dr. Heslop's academic work crosses disciplinary boundaries; however, his main research interests center on police training and education. Dr. Heslop has had numerous articles published in leading policing journals. In 2012 he was a visiting Fulbright Police Research Scholar at the University of Cincinnati. Dr. Heslop serves as editor for practitioner liaison at *Police Practice & Research: An International Journal*.

**Terhi Kankaanranta** holds a PhD (health sciences), an MSc (economics), and a BA (management accounting). For over 8 years she has been a senior researcher at the University of Tampere and the Police College of Finland, where her current research topics include economic crimes and work welfare.

**Anthony LaRose** is a 2004 Fulbright Scholar and an associate professor at the University of Tampa. He holds a bachelor's in political science, a master's in criminal justice, and a PhD in political science (administration of justice and applied policy studies). He has published numerous manuscripts, including refereed journal articles, book chapters, and encyclopedia entries in the areas of international policing (focused on Mexico and Colombia), the Mexican criminal justice system, police corruption, and court processes of the U.S. district courts.

**Monique Marks** is professor of sociology at the University of KwaZulu-Natal, based in the Community Development Program. She is also a research associate in the Center of Criminology at the University of Cape Town. She has published widely in the areas of youth social movements, ethnographic research methods, police labor relations, police organizational change, and security governance. In recent years, she has become interested in the dynamics of community development and in community wellness programs. Marks has published four books: *Young Warriors: Youth Identity, Politics, and Violence in South Africa*; *Transforming the Robocops: Changing Police in South Africa*; *Police Occupational Culture: New Debates and Directions* (edited with Anne-

Marie Singh and Megan O'Neill); and *Police Reform from the Bottom Up: Officers and Their Unions as Agents of Change* (edited with David Sklansky).

**Zsolt Molnár** is the strategic planning adviser and head of the training unit of the Special Service for National Security in Hungary. He has more than 22 years of law enforcement service experience. Dr. Molnár started his career in the Police Investigation Department, but in 1996 he joined a United Nations Mission in Bosnia–Herzegovina (UN International Police Task Force, UNIPTF). In 2001, after completing his law degree, he was assigned as head of the Crime Prevention Department and, three years later, as head of the Crime Prevention Academy of the Ministry of Internal Affairs (MoI). He has facilitated numerous national and international training courses and was a curriculum developer on the subject of human trafficking and smuggling and trained police and community leaders in Georgia with the United Nations Observer Mission in Georgia (UNOMIG). He was a member of the Council of Europe Police and Human Rights Network Program as a trainer. Dr. Molnár is a guest lecturer for the International Law Enforcement Academy (ILEA) in Budapest. His national training in Hungary has focused on crime prevention, human rights, combating hate crime, and community development. He is a member of the Police Special-Exam Committee and has published studies on data protection, security strategy, rules of engagement, community policing, and the human dimension of defense. He was a trainer in the OSCE/ODIHR–sponsored law enforcement officers' training program against hate crime (Law Enforcement Officer Program, LEOP) and has been a consultant for the Geneva Center for the Democratic Control over Armed Forces (DCAF). He is currently the deputy chair of the Working Group on Learning (WGL) for the European Police College (CEPOL).

**Mary Muscat** is a lecturer in crime prevention, police, and correctional law with the Department of Criminology in the Faculty for Social Wellbeing at the University of Malta. She is also the Malta Police's research and science correspondent within the European Police College (CEPOL). She is currently doing research for her PhD on the impact of British and continental models of policing on the 1814 setup of the Malta Police. Dr. Muscat spent 13 years in the Malta police, terminating her career as a senior police inspector after having served in the district, set up the community and media relations unit, and being the public relations officer of the Malta police. During this time, she obtained an MSc in criminology and later received a doctorate in law. Dr. Muscat was admitted to the bar and, as a lawyer and police officer, she formed part of the Police's Prosecutions Unit, headed the Data Protection Unit, and represented the Malta Police within the EU on issues of racism and xenophobia. Apart from lecturing full time, she also practices as a part-time child advocate with the family court. She also lectured at the police academy



in Malta on geography, crime prevention, and police law between 1993 and 2010. As a result, she has published a series of articles related to police practice and law in the Malta Police Association's publication *Il-Pulizija*.

**Gusha X. Ngantweni** is a senior lecturer in the Department of Police Practice at the University of South Africa. He was a member of the South African Police Service for fourteen years, where he worked in the community service center, legal administration, crime investigation, and crime prevention. He holds an MSc in policing and social conflict and is currently a PhD candidate. Ngantweni is the lead co-editor (with Professors Etannibi Alemika, David Masiloane, and Ian de Vries) of the undergraduate textbook *Crime Prevention and Policing in Africa* (2013).

**José J. Rincón** is a native of Bogotá, Colombia, and moved to the United States after high school. Rincón holds a BA in government and world affairs. While working as a police dispatcher, he developed a passion for the legal system in the United States and other countries.

**Karoline H. Starkgraff** holds a first-class honors degree in law and successfully undertook a two-year pupillage including state examinations with the Hanseatic High Court in Hamburg. She joined the Hamburg police in 1982. In 1997, in the wake of German reunification, she left Hamburg to join the Saxony police to help establish a democratic police service in former East Germany. There she was granted tenure for criminal law and criminal procedure law at Saxony's Police University of Applied Sciences. Chief Superintendent Starkgraff has been a career detective serving as an investigator of every rank. She is an experienced senior investigating officer, having led homicide and arson investigations, anti-terrorist inquiries, drug-related operations, and covert operations. In 2001, she was appointed chief of criminal investigation. Starkgraff took responsibility in a major amalgamation process within the Saxony police during 2003 and 2004. She is currently the head of law faculty at Saxony Police University, where she lectures exclusively on criminal procedure law. In 2010, she addressed the German Defense Lawyers' Annual Conference. She is published both nationally and internationally and is an active member of the IAWP and IACP/IMPACT section.

**Matti Vuorensyrjä** is a senior planning officer at the Police College of Finland. He is a licentiate in social sciences (political science) and holds two MA degrees (in political science and history). He is currently preparing his dissertation on productivity pressure, pay satisfaction, and intrinsic motivation to work in law enforcement (management studies). He has 17 years of professional research experience and has published books, book chapters,

and articles on performance management, performance appraisal process, leadership, team and organizational climate, tacit human capital, police stressors, and police officer burnout.

**Wendell C. Wallace** is a doctoral candidate researching a concurrent analysis of the relationship between community involvement in policing and the policing process in various communities in Trinidad and Tobago towards a new social control model. He holds a BA in history and human resource management and an MS in criminology and criminal justice (distinction). Wallace also holds a law degree and is presently preparing for his call to the bar in England and Wales. His research interests include juvenile delinquency, gangs, policing, law reform, and the tourism/crime relationship.



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# Interviewees

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**Lothar Bergmann** is currently commissioner at the Inspectorate of Constabulary in the Free and Hanseatic City of Hamburg, Germany. He joined the Hamburg Police Services in 1970 as a recruit and in 1975 was promoted to the rank of inspector/chief inspector, taking on the command of Hamburg Police College. In 1982 he became chief of police. The collision and sinking of a tourist tour barge in Hamburg port involved 19 casualties, and Bergmann found himself policing a tragic accident. Shortly after, he transferred to the Hamburg Police Water Division. There he operated as head of different departments for over 16 years and, in the course of his time, insisted on qualifying in the same way as is required by every applicant to the water division; hence, he now holds manifold certificates, including nautical and technical patents. In 2010 Bergmann was appointed to the Inspectorate of Constabulary in the City of Hamburg, though he retains his status and rank as a sworn and active police officer. In his present position he bridges the gap between police leadership and political decision making.

**Sir Norman Bettison** is the former chief constable of Merseyside, United Kingdom. He joined his hometown police force in South Yorkshire (in north England) in 1972. In 1993 he was appointed assistant chief constable in West Yorkshire (the region around the city of Leeds), and in 1998 became chief constable of Merseyside (the region around the city of Liverpool). As chief constable of Merseyside, he was a pioneer of neighborhood policing, in which police work with the community at a very local level to address crime and disorder. In 2005 he became chief executive of Centrex, an organization providing training, development, and operational support to all British police forces and to international law enforcement agencies. Bettison returned to an operational role in 2007, serving as chief constable of West Yorkshire police. He represented the Association of Chief Police Officers (ACPO) on the Terrorism Committee, with a lead responsibility to address the prevention of violent extremism. He holds a master's in psychology and philosophy from the University of Oxford and a master's in business administration from Sheffield Business School. He retired in 2012.