

Global society targeted by global crime: the OSCE's approach through police training

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The ancient Chinese philosopher Sun-Tzu said once: 'Know your enemy and know yourself, and you will never be in peril' ⁽¹⁾. As a matter of truth, from a military or police perspective, to fight an enemy or a dangerous phenomenon (and in reality, a phenomenon doesn't exist if there is nobody to translate the concept into action, which means that behind a dangerous phenomenon, there is an enemy) requests to analyse respective strengths and weaknesses, to proceed in the same way with what is to countered and/or fought and then to come up with the best method which could match means and target.

In other words, and it looks to be a truism: to bring the appropriate answer to a given threat requires to objectively evaluate and identify it and to ponder on the most realistic and doable way to cope with it.

This is the reason why it is needed first to figure out the evolutions in societies and then to apprehend subsequent developments in crime.

Our challenges

Our societies are currently facing a number of security issues, some recurrent, some emerging, some new. From a police standpoint we are confronted by organized crime, cybercrime, all kinds of trafficking, such as those related to human beings, drugs, guns, artefacts and so on.

Besides, or above all, we have to deal with this terrible phenomenon of terrorism. Naturally, terrorism is first and foremost a crime.

As such, law enforcement agencies and police forces are at the forefront, first to intervene in case of any type of crime (before, during and after depending on information) and second to investigate the crime itself, beginning *in situ* and then where needed, in cooperation with appropriate judicial authorities, such as prosecutors and magistrates and according to laws and regulations.

From a law enforcement and police perspective and when referring to an international organization, transnational organized crime is the main threat. It is a globalized threat, but it is not only global since it also takes the way of cyberspace.

Transnational organized crime in general and through its various forms is the main challenge that endangers institutions and people's security. In this context, changes in the very nature of threats to society may lead to a variety of different reactions from the public, including public disorder. In the OSCE area, citizens, institutions, and even States could be at risk because of it.

To put it simply: transnational organized crime is an ever-developing and ever-expanding phenomenon which impacts the society as a whole, in its multiple components. Therefore, law enforcement and police agencies have to adapt and keep pace with the changes. However and in general, it is quite difficult if not impossible to be a step ahead when it comes to fighting

⁽¹⁾ Sun Tzu, The Art of War.

crime. With this, we are back in the centuries-old fight between the sword and the shield.

As society evolves so too does crime.

Our organization

The Organization for Security and Co-operation in Europe (OSCE) was born in the middle of the Cold War, in 1975 ^(?). By origin, the OSCE is an international organization which was set up based on the wide security approach through the three security-related dimensions: politico-military, economic and environmental, and human.

Even though the entire spectrum of security was not covered at the very beginning, all gaps were progressively bridged through evolution of the mandates provided to the OSCE by its participating States.

The first added value of the OSCE lies on the fact that all aspects of security are put together and interconnected in their respective consideration. The OSCE has a holistic and cross-dimensional approach of security.

The OSCE's second added value is constituted by participating States and Partners. The OSCE is the largest regional organization under chapter 8 of the United Nations Charter. It gathers 57 States (35 at the origin) in the Northern Hemisphere and 11 partners in the Asian and Mediterranean areas. It is the only regional organization convening NATO and former Warsaw Pact countries.

The third added value of the OSCE is its geographical establishment. The OSCE is currently deploying 16 field operations located in four sub areas: South Eastern Europe, Eastern Europe, South Caucasus and Central Asia. Furthermore, the OSCE has installed a specific operation in Ukraine in the wake of the 2014 events (Special Monitoring Mission) ^(?). All the field operations are in the position to develop their own activity and/or protect to assist their hosting State in various domains, including police.

Finally and beside its field operations, the OSCE has established specialized institutions which are of signif-

icance for the OSCE in general and for police affairs in particular: The Office for Democratic Institutions and Human Rights, the High Commissioner on National Minorities and the Representative on Freedom of the Media. Each of these institutions can bring their respective expertise when a project on police matters is conceptualized, planned and implemented.

In short, the OSCE is a unique arrangement with a comprehensive concept of security, crisis management tools, confidence-building measures, executive structures, autonomous institutions and fields operations.

Our responses

These new challenges and emerging transnational threats call for appropriate and innovative answers requested to the OSCE by its participating States. Within the OSCE Secretariat based in Vienna, the Transnational Department (TNTD) hosts the Strategic Police Matters Unit (SPMU) which is in charge of dealing with law enforcement and police affairs.

Whereas this article is about police training, it should be clearly emphasized that the OSCE is not a training institution in any respect. Today the OSCE considers itself as a service supporter, provider and facilitator.

However, it could be reminded that in the past the OSCE has set up its own training facilities and courses in Montenegro, Pristina, Serbia and Skopje. Today, the OSCE is running the Border Management Staff College (BMSC) in Dushanbe (Uzbekistan). The College was established in 2009 in order to handle the specific challenge of border management and security issues in Central Asia in the wake of independences of new States coming from the former Soviet Union.

As a matter of principle, the OSCE addresses issues as requested by its participating States (pS) and Partners for Co-operation (PfC) and in cooperation with them, mainly through activities aiming at enhancing and improving capacities and skills among national law enforcement agencies. It concretely means that the OSCE recourses to the most suitable way of training based on a cross-checking method by the beneficiary, the service provider and the organizer (OSCE).

^(?) Act of the Conference on Security and Co-operation in Europe (Helsinki Final Act), Helsinki, 30 July-1 August 1975.

^(?) Permanent Council Decision 1117, 21 March 2014.

Our activities

OSCE's activities implemented in order to face these challenges could be distributed in a two-fold way: those addressing threats posed by organized crime, and those promoting and supporting police development and reform.

The OSCE mandate on police matters is articulated through this distinction, which eventually is at same time constructive (it helps in terms of methodology and balance of priorities) and in some way artificial (both areas are completely linked and have to be planned in complementarity). This diptych-distinction in OSCE police-related activities is also useful as for internal evaluation and external communication (some participating States have more appetite for one area than for another).

In 2015, the OSCE has implemented more than 1100 activities, 30 % in the first area and the rest in the second ⁽⁴⁾.

All these activities are not purely training (the latter represents 30 % of the total); they are more capacity-building and awareness-raising activities through seminars, roundtables and workshops (60 %). The remaining part is about 'assessments and lessons-learned exercises' aiming at evaluating developments and progresses in some national police and law enforcement agencies.

Training in general

Basic training in police is not an activity that the OSCE supports in general. First, projects on that would require a range of means and resources that the OSCE doesn't have; second, the OSCE approach is to limit its deliverables to *ad hoc* and specialized training focusing on actual and assessed needs.

However, the OSCE promotes good practices, guidance and principles on the way to better conduct training dedicated to cadets and new police officers.

The first type of general police education or training provided to newly recruited police members upon joining the police service aims at teaching them basic police competencies, such as: values and ethics

at the core of democratic policing; ability to exercise judgement in different practical settings based on these values and ethics; policing skills; baseline requirements like the use of equipment, communication and self-management skills, and the proper use of firearms; patrolling; and criminal investigation and procedure.

In order to back these principles and recommendations, the OSCE has published a guidebook, available on the OSCE website.

OSCE's training activities applies the 'train the trainers' process. On the one hand, the approach optimizes the delivered training by involving more the first set of trainees and by reaching more police officers through the cascading phase; on the other hand, the limits of this system are recognized insofar as strong commitments from the beneficiaries are required in order to ensure some sustainability to the delivered training.

As a matter of principle, the OSCE (Secretariat) offers trainings at the regional level, leaving local level to field operations. This allows raising the skills and knowledge of police officers and investigators to the same standards in neighbouring countries. This approach also opens for the exchange of views and experience between officers from different countries in a given region, thus building faithful relationships and establishing and maintaining networks between them, which can be of great help and use for further cooperation. Regional harmonization in police principles and practises leads to better cooperation and facilitates coordination.

More specifically

On organized crime, the OSCE focuses its endeavours by encouraging and supporting international and cross-borders cooperation for all stakeholders who are involved in countering the phenomenon. Furthermore, the OSCE delivers specific training in line with detailed needs, for instance by providing practical training to police investigators and digital forensics examiners.

One of the main threats that the OSCE is working on is the trafficking of human beings and the migration-related crime. Whereas migration as such is not a crime or a threat, it generates its own crime and criminal rings are deeply involved in. It is widely assessed that trafficking in human beings and smuggling of migrants are currently the most profitable crime.

⁽⁴⁾ 2015 Annual Report of the Secretary General on Police-Related Activities.

Therefore the OSCE has developed a number of capacity-building projects on the issue. South and South Eastern Europe are the regions where most of these activities are implemented because the migration routes are there (Mediterranean Sea and Balkans).

In addition to that, the OSCE published a specific guidebook on training dedicated to the trafficking in human beings ⁽⁹⁾.

OSCE's participating States are also facing the trafficking of illicit drugs (and the diversion of chemical precursors). In this regard, the main issue is opiates produced in Afghanistan and routed to Western Europe and the Russian Federation, the main customers. The second and still relatively recent concern is about the new psychoactive substances (NPS) with chemical products imitating natural illicit drugs.

Cybercrime is still considered as a new concern and pose a real threat to an increasing number of OSCE participating States and Partners. It involves many actors, and the cyber threats that public and private sectors are meeting today are ever-evolving and many-folded.

Cybercrime is a crime multiplier whereby cyber criminals have the opportunities to traffic illicit guns, drugs and human beings across borders through cyberspace connections. This challenges the 'traditional' ways in law enforcement investigations, resulting in a demand for new specialised training in fighting cybercrime.

Beside these crime-oriented topics, the human dimension is something crucial and fundamental in the OSCE; this element is taken into account in any activity. In some cases, the OSCE has specific project with a real 'human rights' (HR) approach. It is the case at this moment when we are preparing a specific training dedicated to Counter-terrorism Investigations in relation with HR.

On this topic, we have also published a handbook on HR and counter-terrorism investigations. Currently we are developing a training course module on the subject in cooperation with the Office for Democratic Institutions and Human Rights (ODIHR).

Based on its holistic approach of the law enforcement sector, the OSCE organized joint training activities for

police officers, prosecutors and magistrates. Such activities have been implemented in Central Asia and South Eastern Europe.

Cooperation

The OSCE as an organization is based on the working principle of cooperation. Therefore, it is obvious that for any of our activity our Unit looks for cooperation with any interested and potential partners.

We know that cooperation is a way to prevent duplication, overlapping, waste of time and money. It makes joint endeavours more efficient and effective. It is also an approach to learn to work together and to get common and better outcomes.

In this regard one of our initiatives in cooperation with the United Nations Office on Drug and Crime (UNODC) is to set up an OSCE Police Academies Network (PAN). This network aims at saving resources and time by accessing and finding existing training material. It encourages mutual use of already current means, curricula, expertise and experience.

Our chief partner is UNODC. The main others are Interpol, Europol, the International Organization for Migration (IOM), and, of course, CEPOL.

The OSCE has developed its own internet platform, Policing On Line System (POLIS) ⁽¹⁰⁾, in order to support training activities at large. On POLIS, all OSCE police officers, practitioners and experts, could find information about our activities, past present and future; forums and online discussions are periodically organized.

Currently, the Transnational Threats Department is developing an E-learning platform of POLIS to make our training courses even more accessible for the pS and PfC.

In conclusion

The OSCE's ambition in the sphere of police matters is to assist pS, upon their request, in addressing threats posed by criminal activity, while upholding the rule of law and ensuring respect for human rights and fundamental freedoms by using the ways and the support of police development and reform.

⁽⁹⁾ OSCE Guidebooks published on police-related matters are available on the website: <http://www.osce.org/policing>.

⁽¹⁰⁾ <http://polis.osce.org/>

The OSCE's goal is to contribute to improve its participating States' police and criminal justice' capacities so that citizens and private and public sectors within the OSCE area are provided with fair, free, secure and stable environment.

Capacity-building and training activities are a way to achieve these goals. They should be customer-oriented and tailor-made without dogmatic and/or trendy approach.

Referring again to Sun Tzu, the OSCE is strongly engaged to deeply and objectively analyse and assess its

own means on the one hand, and those of the types of crime to be fought on the other hand in order to deliver the most appropriate assistance (training or so) with the prospect to get the best outcomes to the benefit of our participating States, institutions and people. This is what the OSCE Strategic Police Matters Unit wants to achieve with the ultimate target and vision of a crime-free OSCE area.

Transnational organized crime is globalized, police affairs are on the way to be globalized, but police capacity-building and training are not yet.