

# The internationalisation of higher police education: perspectives on the cooperation between the EU and China

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## Introduction

The aim of this paper is to map perspectives on cooperation between the EU and China in higher law enforcement education. The structure of this paper consists of four parts. First, we will reflect on the need for further internationalisation of higher law enforcement education, particularly in the context of transnational crime and terrorism. Second, we will seek to identify trends and features in higher education for law enforcement professionals in the EU with a view to current and future cooperation with China. Third, we will look at what higher police education systems in Asia and Europe can potentially learn from each other. Fourth and finally, we will look into future avenues for cooperation between the EU and China when it comes to higher police education as well as research.

## The internationalisation of higher police education in the context of international crime

In the global crime era, it is increasingly acknowledged that the law enforcement organisations need to be subject to diversification and internationalisation:

‘Greater diversification of the work force, new training and education models, greater awareness of cultural and religious differences, and greater cooperation domestically and internationally will require tomorrow’s criminal justice professional to adapt significantly to a new world

order. Greater emphasis must be placed on language skills, familiarization with the legal systems of other countries, and the role local governments and business enterprises must play in combating international-related crime at the grassroots level’ (Ward 2000: 310).

Law enforcement organisations are traditionally embedded in national administrations and may thus be late in introducing elements of internationalisation in their curricula. Academic institutions like universities have welcomed internationalization for a long time and even thrive on it:

‘(...), universities have always had roles that transcend their national boundaries. Students and scholars have always been ‘mobile’. International research collaboration has always flourished. Scientific communities have always been global. But all of this happened without any need for managerial-bureaucratic initiatives to ‘internationalise’ the university. Internationalisation is a neologism, dating back to the 1980s at the earliest — and, disconcertingly, aligned with neo-liberalism’ (Scott 2011).

Hence, universities can act as suitable partners for police education institutes, both when it concerns the introduction of academic standards for training and research as well as strategies and policies to enhance internationalisation. Several steps have already been undertaken by national police academies to adapt their education strategies to patterns of crime, which is becoming increasingly interconnected and trans-

national. Empirical research, particularly in the field of criminology, has demonstrated that crime thrives on opportunity structures, for instance the adjacency of rich and poor regions, and stable and fragile countries (see e.g. Paine 2001). National law enforcement organizations need each other more often to prevent and solve complex transnational crime.

The internationalisation of law enforcement education supports a strategy in which law enforcement officers become better equipped with linguistic, cultural, diplomatic, legal and leadership skills across the borders of their own national jurisdictions. Moreover, international higher education for law enforcement organizations facilitates the development of a useful and sustainable international professional network. Additionally, law enforcement professionals are trained and educated according to transnationally agreed qualification criteria and share standardised levels of knowledge and competence. The latter occurs primarily through a joint Qualifications Framework, readable, comparable, transferable degrees, and the mutual recognition of diplomas between national educational systems.

### Common trends in higher education in Europe and Asia

In order to identify avenues for future cooperation between the EU and China, it is deemed useful to look at common trends in Europe and Asia, which have emerged in higher education. First, we may witness increased competition in the Higher Education arena. This means that on the one hand there may be more competition and rivalry between the higher education institutions at the national, regional and international level. Competition may also mean that academic institutions develop partnerships, for instance in the shape of consortia that complement each other's research and education capacity. This happens in the understanding that there is a form of global reciprocity and increased harmonisation of educational standards. The mainstreaming with the Higher Education Qualification System is one of the features. Another common trend is the acknowledgement and encouragement of life-long learning in the higher education arena: this is particularly relevant within law enforcement taking into account frequent legal and technological changes, which demand continuous innovation and internationalisation of policing and law enforcement practices.

As a consequence of the emergence of the global higher education market, a global culture of comparison presents itself in a more articulated manner, and is visible in practices such as benchmarking and peer evaluation. The culture of comparison increases the exposure of higher education performance, also in the context of international law enforcement. Worldwide the enrolment in tertiary education has grown exponentially, but has it also done so within the law enforcement services? In some police systems, the need for higher police education has been downplayed, partly because of austerity measures, partly also because of the emphasis on workfloor experience.

There are several internationalisation strategies in Higher Education. Diversified marketing practices include attracting students by means of educational promotions, the offering of fast tracks, offering the possibility to apply by email (E-student application), as well as exclusive branding. An additional strategy is to combine recruitment into learning with living and tourism. The question is very much whether these schemes can apply at all to higher police education.

In the Higher Education field, several strands are under development. Some general developments require closer scrutiny, namely recruitment and enrolment procedures; qualification criteria; learning in practice; national and regional cooperation; life-long learning; and learning-on-the-job. More specifically, three other dimensions are relevant for higher law enforcement education, namely the connection between police education and police promotion; research-based police education; and training and education for specific assignments. All topics may be regarded as building blocks for a future EU-China Higher Education strategy for law enforcement.

For organisations that carry a mandate in the field of higher law enforcement education, the challenge is to transform competition into collaboration. This involves the exchange of lessons learnt and so-called 'good practices'. As Europe has a highly harmonised higher education system, international higher law enforcement education in the European region can benefit from exchange programmes, joint accreditation as well as the standardisation within the qualifications framework. Some of the lessons which Europe itself will seek to implement for the further improvement of the European Higher Education system include *inter alia* the transformation from 'quick wins' and the recruitment of

short-term students to long-term investment in talented students and scholars. Further, in order to build a solid bridge between education and employment and a student mobility system further cooperation between the predominantly public academic institutions and 'industry' or the private sector is a prerequisite. Moreover, the consolidation between the public and the private sphere will help to generate funding schemes as well as help to formulate a research agenda which takes into account the main questions from the private sphere. Despite progress that was realised in Europe under the 'Bologna process', substantial differences between higher education systems remain. There is also still a mobility imbalance between European countries. In order to guarantee educational mobility between countries and systems these differences and imbalances ought to be removed. The question is whether asymmetric mobility also applies to different Asian countries. Although Europe works hard on innovation and the introduction of new technology, it has been noted that more attention should be given to digital and blended learning (see European Parliament 2015).

### Avenues for strategic co-operation between China and the EU

The EU expressed its ambition to develop a strategic partnership with China in the European Security Strategy, entitled *A Secure Europe in a Better World* <sup>(1)</sup>. Retrospectively, China published an EU policy paper to stress the importance of EU-China relations (Weske, 2007: 5). The European Parliament adopted a Resolution on EU-China relations on 16 December 2015 <sup>(2)</sup>, inter alia emphasizing that mutual answers were required 'to a range of global concerns' as well as a definition of 'common interests' 'such as global and regional security, counter-terrorism, the fight against organised crime, cybersecurity, weapons of mass destruction and nuclear non-proliferation, (...)'. Moreover, the European Parliament expressed a need for the creation of a framework 'to address bilateral concerns between the EU and China (...)'.

<sup>(1)</sup> 12 December 2003; see <http://www.eeas.europa.eu/csdp/about-csdp/european-security-strategy/>. A new European Security Strategy was released in June 2016, entitled 'Shared Vision, Common Action: A Stronger Europe. A Global Strategy for the European Union's Foreign And Security Policy'.

<sup>(2)</sup> <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+TA+P8-TA-2015-0458+0+DOC+XML+V0//EN&language=EN>; retrieved 15 February 2016.

China and the EU both face the challenge of transnational organised crime, and this is the basis on which the need for more concerted action in the arena of international police cooperation has been formulated (Hufnagel, 2014: 77). The EU dialogue with China includes customs cooperation, which is regarded as vital for trade and the control of fraud and counterfeiting. An EU-China customs cooperation agreement entered into force in April 2005 with the objective to increase operational cooperation for the control of trade flows and the fight against fraud and illegal activities and to provide mutual technical assistance. In order to combat terrorism, there was a pilot on smart and secure trade lanes to test the exchange of information <sup>(3)</sup>.

Law enforcement cooperation between China and the European Union may be regarded as strategically important. By 2016, China had concluded 25 bilateral agreements and seven extradition treaties with individual EU Member States, focusing on mutual legal assistance in criminal matters. With the EU 28, there are some strands of cooperation, including the EU-China 2020 Strategic Agenda for Co-operation strategic partnership — which contains several issues related to the international crime-control agenda — and an EU-China Cyber Task Force. China has developed active relationships with Europol, Eurojust and CEPOL. China and the EU Member States can exchange law enforcement information through Interpol and the community of Liaison Officers (LO's).

The EU China 2020 Strategic Agenda for Co-operation <sup>(4)</sup> includes the following priority areas:

'Strengthen EU-China cooperation under the framework of the United Nations Convention against Transnational Organised Crime and the United Nations Convention against Corruption. Collaborate on projects combating transnational crime, illegal migration, and cyber-crime, and hold special consultations on issues of anti-terrorism at an appropriate time. The EU and China should keep each other informed on criminal activities, organised crime, illicit trade in small arms, abduction, human smuggling, illegal migration, trafficking in human beings, money-laundering, counterfeiting and drugs, as well as economic and financial cases,

<sup>(3)</sup> China Strategy Paper 2007-2013; <https://ec.europa.eu/europe-aid/node/13283>; accessed 6 April 2016.

<sup>(4)</sup> Website of the EU External Action Service: [http://eeas.europa.eu/china/index\\_en.htm](http://eeas.europa.eu/china/index_en.htm); retrieved 15 February 2016.

and take joint actions. Cooperation on police training should be strengthened.'

A policy paper <sup>(6)</sup> was released by the Chinese Ministry of Foreign Affairs simultaneously with President Xi Jinping's visit to Europe in April 2014. With regard to a concerted effort against crime, the paper emphasized the need for law enforcement cooperation and also increased cooperation on cybersecurity and cybercrime between the EU and China. Meanwhile, a project on EU-China police training has been completed (2012-2016) <sup>(6)</sup>.

The People's Armed Police Force in China has around 1.5 million police officers, while the EU has around 800.000 in the EU <sup>(7)</sup> (2014). This means that in marketing terms, there is considerable potential for the further development of higher law enforcement education programmes inside the various jurisdictions, but also between agencies. Recognising the need for further cooperation between the EU and China, various mutual visits have taken place culminating in the formulation of strategic avenues.

As for Europol, Europol Director Rob Wainwright met the Chinese Minister of Public Security, Guo Shengkun on 28 May 2015 <sup>(8)</sup>. The Minister said he hoped China and Europe would strengthen Europe in fighting terrorism and organised crime, and that China is willing to enhance cooperation on law enforcement and security to contribute to the bilateral partnership. Several initiatives have been undertaken to achieve more familiarisation and to develop a network between Europol and the Chinese authorities. A Strategic Cooperation Agreement between Europol and China has been sub-

ject to a consultation procedure in the European Parliament <sup>(9)</sup>.

As for the Organisation for the Fight Against Fraud (OLAF), it should be noted that Article of the OLAF Regulation provides an explicit legal basis to conclude administrative arrangements with third country authorities and international organisations. OLAF has official delegations in two third countries, namely Ukraine and China <sup>(10)</sup>. A high-level working meeting took place between OLAF and the Anti-Smuggling Bureau (ASB) of the General Administration of China Customs in December 2013. The strengthening of the cooperation between European and Chinese authorities on fighting fraud is regarded as essential.

As for Eurojust, A delegation from the Supreme People's Procuratorate of China visited Eurojust in December 2015. The purpose of the visit was to gain an introduction to the main functions of Eurojust, to learn more about international cooperation between Eurojust and other countries, to introduce the functions of the Chinese prosecution authorities, including their main domestic and international roles in combating corruption crimes, and to discuss the possibility of future cooperation <sup>(11)</sup>. China has been involved in Eurojust's casework. Additionally, an invitation to appoint a Eurojust Contact Point for China was under consideration by the Chinese authorities. Eurojust currently has 39 contact points with a variety of countries around the world <sup>(12)</sup>.

As for CEPOL, the European Union Agency for Law Enforcement Training, a delegation from the Ministry of Public Security (MPS) of China visited CEPOL's headquarters in Budapest, Hungary on 18 May 2015. During the visit, CEPOL's and the delegation's representative could exchange information and best practices on law enforcement training. Ms. Aija Kalnaja, Head of CEPOL's Training and Research Unit, welcomed the Chinese delegation, headed by Mr Xia Chongyuan, Vice Minister of Public Security of China. Ms. Kalnaja explained

<sup>(6)</sup> Entitled: China's Policy Paper on the EU: Deepen the China-EU Comprehensive Strategic Partnership for Mutual Benefit and Win-win Co-operation, [http://www.fmprc.gov.cn/mfa\\_eng/zxxx\\_662805/t1143406.shtml](http://www.fmprc.gov.cn/mfa_eng/zxxx_662805/t1143406.shtml); accessed 15 February 2016.

<sup>(6)</sup> <https://eeas.europa.eu/delegations/china/documents/.../10.doc>; see also: [http://www.polamk.fi/en/rdi/projects/eu\\_china\\_police\\_training\\_programme](http://www.polamk.fi/en/rdi/projects/eu_china_police_training_programme); [http://www.fiiapp.org/en/proyectos\\_fiapp/china-eu-proyecto-de-formacion-de-la-policia-china/#ancla-contenido-proyectos](http://www.fiiapp.org/en/proyectos_fiapp/china-eu-proyecto-de-formacion-de-la-policia-china/#ancla-contenido-proyectos); all retrieved 22 December 2016.

<sup>(7)</sup> [http://ec.europa.eu/eurostat/statistics-explained/index.php/Crime\\_and\\_criminal\\_justice\\_statistics#Source\\_data\\_for\\_tables\\_and\\_figures\\_28MS\\_Excel.29](http://ec.europa.eu/eurostat/statistics-explained/index.php/Crime_and_criminal_justice_statistics#Source_data_for_tables_and_figures_28MS_Excel.29); retrieved 21 December 2016.

<sup>(8)</sup> [http://news.xinhuanet.com/english/2015-05/29/c\\_134281913.htm](http://news.xinhuanet.com/english/2015-05/29/c_134281913.htm); retrieved 15 February 2016.

<sup>(9)</sup> <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+TA+P8-TA-2016-0370+0+DOC+XML+V0//EN>; accessed 22 December 2016.

<sup>(10)</sup> NB: Call for tender: Framework contract for the acquisition of Chinese trade data (import & export). Reference: OLAF/C3/69/2015; accessed 4 April 2016.

<sup>(11)</sup> [http://www.eurojust.europa.eu/press/News/News/Pages/2015/2015-12-10\\_Chinese-delegation-visits-Eurojust.aspx](http://www.eurojust.europa.eu/press/News/News/Pages/2015/2015-12-10_Chinese-delegation-visits-Eurojust.aspx); accessed 5 April 2016.

<sup>(12)</sup> See infographic at: <http://www.eurojust.europa.eu/about/Partners/Pages/third-states.aspx>; accessed 5 April 2016.

how CEPOL's activities allow law enforcement professionals to increase their knowledge, share their experience and develop their competences. Participating in a CEPOL training allows to expand professional networks, hence enforcing mutual trust among European law enforcement officers and fostering a closer cooperation between the countries <sup>(13)</sup>. Eventually, this may evolve into a working agreement between CEPOL and relevant authorities in China.

In practice, these initiatives have already led to some concrete forms of police cooperation, such as surveillance conducted by Chinese police officers in Rome, with a view to sharing information and assisting Chinese tourists <sup>(14)</sup>.

In the field of higher education and research, several avenues of cooperation have been developed. Research and innovation have been recognised as important pillars for economic growth and development. Research cooperation is *inter alia* pursued through the Joint Research Centre of the European Commission, which also has a focus on security-related issues, such as disaster management, food safety and security, remote sensing and air quality <sup>(15)</sup>. The EU-China Roadmap on Science and Technology 2016-2020 includes several issues for further cooperation, including the strengthening of a two-way mobility of researchers and academic staff <sup>(16)</sup>.

### **Conclusion: chances and opportunities for cooperation in higher law enforcement education between China and the EU**

Between China and the EU numerous higher education programmes are already in existence in which particularly universities on both sides participate. It seems pragmatic and feasible to capitalise on existing academic infrastructures, as well as to benefit from 'low-hanging' fruit. Indeed, China and the EU share the belief that educational cooperation paves the path for

consolidating mutual trust and professional networking. The field of law enforcement however requires cooperation between police education and training institutes as well.

Roughly, future cooperation between the EU and China could be developed along three core dimensions, namely exchange, education and research.

#### **Exchange**

Concerning exchange programmes, the EU can benefit from a wealth of experience that has been built throughout the Mattheus and the Erasmus Programme: provided the material and logistic conditions are met, it may be feasible to establish law enforcement exchange programmes between the EU and China for different law enforcement organisations, including police, customs, financial investigation services, immigration service and border control. Moreover, such exchange programmes may be extended to prosecutors and judges. The strengthening of a multi-agency perspective is very much required in view of improved trust and information-sharing in the criminal justice chain, and in order to improve mutual judicial assistance and the exchange of evidence.

#### **Education**

While numerous higher educational initiatives have already been established, it remains necessary to map the landscape of projects that have been completed and to evaluate their respective outcomes. New training and education needs emerge continuously, which means that a strategic framework ought to be established and revised on a regular, multi-annual basis. An overview of available training programmes should be established and should be slightly revised according to the new needs. Based on mutual cooperation and peer review, China and the EU may be able to formulate a strategic agenda for higher law enforcement education, but it is a prerequisite to identify conditions for the maximizing mutual participation of Chinese and EU students and eligible police officers who may qualify for participation. Curricula at law enforcement academies in China and Europe could raise the importance of training and education on international police and law enforcement issues, such as international instruments for criminal justice cooperation. More knowledge may be integrated into curricula about the role of international law enforcement organisations, such as Interpol and Europol, but also about the role and task of liaison officers. A Training Needs Analysis (TNA)

<sup>(13)</sup> <https://www.cepoleuropa.eu/media/news/cepolemet-delegation-china>; accessed 5 April 2016.

<sup>(14)</sup> <https://www.theguardian.com/world/2016/may/02/chinese-police-to-patrol-the-streets-of-rome>; accessed 22 December 2016.

<sup>(15)</sup> [http://ec.europa.eu/research/iscp/pdf/policy/1\\_eu\\_CHINA\\_R\\_L.pdf#view=fit&pagemode=none](http://ec.europa.eu/research/iscp/pdf/policy/1_eu_CHINA_R_L.pdf#view=fit&pagemode=none); accessed 22 December 2016.

<sup>(16)</sup> [http://ec.europa.eu/research/iscp/pdf/policy/roadmaps\\_china-2016.pdf#view=fit&pagemode=none](http://ec.europa.eu/research/iscp/pdf/policy/roadmaps_china-2016.pdf#view=fit&pagemode=none); accessed 22 December 2016.

instrument may be implemented in order to map the training and education needs on both sides. Given the enormous potential for law enforcement leadership education, a TNA could also be applied to (operational) police leadership training. On a mutual basis, students from China and the EU could potentially participate in Master courses at Police Academies; at the same time, one may look at the possibility to allow Chinese participation in the CEPOL Master programme. China could also suggest attendance of EU students to their programmes.

### Research

A common research agenda for policing and law enforcement could also be established between the EU and China, based on a joint Needs Analysis of the main topics, methodologies and research objectives. In order to achieve these objectives, the support of academics as well as law enforcement professionals

is required. In the future the establishment of a common research agenda could be flanked by a common programme for 'pracademics' (law enforcement officials who conduct Master or PhD research) between the EU and China. These types of programmes have already been experimented with in several university environments but also in the form of embedded research within law enforcement environments (see e.g. den Boer 2017 and Welten & van Dijk 2017). A specific example of law enforcement research cooperation between the EU and China is research on the flows in the timber trade between China and Myanmar under the Bilateral Cooperation Mechanism (BCM) on Forest Law Enforcement and Governance (FLEG), in which the EU and China work together to stop illegal logging and the associated trade in illegal timber. The infrastructure for research collaboration is in need of continuous maintenance.

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