

International Police Training in Response to Challenges of Transnational Crime: The Case of Chinese People's Public Security University

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In the era of globalization, the world is faced with new opportunities for development, but also non-traditional security issues such as terrorism, organized crime, drug-related crimes, human trafficking have become increasingly prominent, and pose a great threat to the prosperity and stability of the world. Since China adopted the policy of reform and opening up in 1978, the relationships and exchanges with other countries have greatly enhanced and China has made remarkable achievements in economic and social development. China has adopted effective strategies to promote China's social progress, as well as cooperating with the international community to safeguard world peace and stability and made numerous contributions in this area.

This article will introduce the international cooperation to combat transnational crime by Chinese government and its organs, especially by China Ministry of Public Security, specifically address the training of senior officers by the Chinese public security educational system. The paper will also outline the blueprint and measures for international cooperation in police training between the Chinese public security educational system and its counterparts in the Asia-Pacific region.

I. Transnational Crime and the Initiative of Chinese Government in Era of Globalization

Crime has traditionally been considered as a domestic problem, but in the era of globalization, criminal offenses in one country may involve citizens, property or rights of many different countries. Transnational crime is becoming an increasingly prominent international issue. According to the United Nations definition, transnational crime involves crimes that “place of origin, prevention and the direct or indirect consequences of acts involve[e] more than one country.” The UN lists 18 criminal acts as common types of transnational crime, including money-laundering, terrorism, piracy, theft of art and culture, hijacking, smuggling of firearms, computer crime, the smuggling of drugs, trafficking in persons, insurance fraud, environmental crime, bankruptcy fraud, trading in human organs, the infiltration of legitimate businesses, corruption and bribery of government officials, and other criminal activities by organized criminal groups.

1. International Cooperation in Combating Transnational Crimes

Among the above 18 types of transnational crime, some (such as piracy and hijacking) have a long history of existence. Dating back to the early 20th century, after the initiation of the industrial revolution, national states were burgeoning allowing for international exchanges to become more and more frequent. When the threat of transnational crime was still in its initial stages, some pioneers began to realize that it was essential to strengthen international police cooperation. This led to the inception of the ICPO-Interpol. The International Criminal Police Organization was formally established in 1923 as the principal agency to combat transnational crime. Today, the International Criminal Police Organization has 186 members, and has become the second largest international organization after the United Nations. Interpol plays a unique role in the fight against transnational crime, a role that cannot be replaced by other agencies.

In the wave of globalization in 1990s, the concept of the global village began to take shape. Advanced means of communication and transportation, lax immigration policies, and convenient means of transportation all contributed to the establishment of closer international economic and social relationships. Criminal organizations make use of the double edge of globalization, encroaching on and penetrating into a variety of fields to make profits. Contrasted to the fledgling stage of transnational crime in the industrial revolution, nowadays transnational crime is different in terms of types of crimes, organization of groups, the MO (Modus Operandi), and the consequences.

To respond to the new challenges of transnational crime, many countries and international organizations highlight the importance of international cooperation, and have put forth great effort to ensure the smooth path to cooperation in terms of building organizations, working mechanism, technical support, human resource development, and financing. For example, for building organizations, the United Nations established the United Nations Commission on Crime Prevention and Criminal Justice, the United Nations Office on Drug and Crime (UNODC); G7 established the Financial Action Task Force on Money Laundering (FATF) in 1989. For the working mechanism, in order to create an operational system and environment, the United Nations enacted a series of international conventions. In 1988 the United Nations adopted the "United Nations Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances" also known as the "Narcotics Convention". The U.N. General Assembly adopted the "United Nations Convention against Transnational Organized Crime" in 2000, and the "United

Nations Convention against Corruption" in 2003. These acts have provided a solid foundation for member states to combat transnational crime.

2. China's International Cooperation in Combating Transnational Crime.

As a member of the international community, China has taken measures to prevent and combat transnational crime for some time now, and actively advocates, establishes and participates in various forms of international cooperation to safeguard world peace and stability. China has made an important contribution to regional security and prosperity. China uses the following forms of international cooperation:

2.1 The international cooperation under the auspice of the United Nations.

As a permanent member of the United Nations Security Council, China plays a responsible role and plays a critical role in promoting international cooperation to prevent and combat transnational crime through proposing and voting for resolutions, conventions and reports of the United Nations. China actively participated in joining and implementing conventions initiated by the United Nations. For example, in 1988 China signed the "United Nations Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances," and signed the "United Nations Convention Against Transnational Organized Crime," the "International Convention for the Suppression of the Financing of Terrorism," and the "United Nations Convention Against Corruption" in 2000, 2001 and 2003 respectively. In addition, China has also actively participated in the formulation of the United Nations-sponsored legal documents such as "Model Treaty on Extradition," "Model Treaty on Mutual Assistance in Criminal Matters," "Model Treaty on the Transfer of Proceedings in Criminal Matters," and the "United Nations Model Agreement on the Transfer of Foreign Prisoners."

2.2 The international cooperation under the auspice of Interpol.

China joined Interpol in 1984, and since then, China has been earnestly fulfilling its obligations under the International Criminal Police Organization. Firmly abiding by the charter and principles of the organization for the promotion of international police cooperation efforts, China has made a unique contribution to the development of the organization. In 1989, shortly after China became a member of Interpol, an Asian anti-drug seminar was held in Beijing. In 1995 China hosted the 64th Interpol General Assembly. In 2000 China hosted the Interpol 5th International Congress on heroin. During this meeting "Beijing's Proposal" was passed to call on member states to further strengthen

cooperation to effectively combat drug-related crimes. In 2005 the 15th Interpol Symposium for police training departments was held in the Hong Kong Special Administrative Region of China.

2.3 International cooperation under the auspice of regional international organizations.

The Chinese government prioritizes cooperation with regional international organizations. In 2001, in order to deal with non-traditional security threats and promote regional stability, the Shanghai Cooperation Organization was established by China, Russia, Kazakhstan, Kyrgyzstan, Tajikistan, and Uzbekistan. Fighting terrorism, separatism, extremism and illegal drug trafficking is a fundamental mission of the Shanghai Cooperation Organization. In 2001 the heads of the Shanghai Cooperation Organization member states signed the "Shanghai Convention Against Terrorism, Separatism and Extremism." In 2004, the Fourth Summit of the Shanghai Cooperation Organization, six countries signed the Agreement on Cooperation in Combating Illegal Turnover of Narcotic and Psychotropic Substances and the Precursors Thereof. In June 2004 the Shanghai Cooperation Organization on Regional Counterterrorism Agency took effect in Tashkent, the capital of Uzbekistan. Under the auspice of the Shanghai Cooperation Organization, in 2002, 2003, 2005 and 2006, China participated in joint counterterrorism exercises aimed at improving the capabilities of the armed forces and the police.

In addition, China and ASEAN continue to carry out further cooperation in the field of non-traditional security. As early as 1993, China and the U.N. Drug Control Program (UNDCP), together with the ASEAN member countries - Laos, Myanmar, Thailand, Vietnam, Cambodia, and other countries in the anti-drug cooperation - signed a "Memorandum of Understanding" (MOU). China and ASEAN in 2000 and 2005 respectively, held a joint meeting on international anti-drug cooperation between ASEAN and China. The meeting passed the "Anti-drug Cooperation between China and the ASEAN Plan of Action," as well as other documents. In 2002, in the Cambodian capital of Phnom Penh, China and ASEAN leaders issued the "China-ASEAN Joint Declaration on Cooperation in the Field of Non-traditional Security," identifying key areas for cooperation between China and ASEAN; "the fight against drug trafficking, the smuggling of illegal migrants, including trafficking in women and children, piracy, terrorism, arms smuggling, money laundering, international economic crime and cyber-crime," and signed a

Memorandum of understanding for cooperation in non-traditional security in 2004.

2.4 Bilateral or Multilateral International Cooperation.

As of 2006, China has signed criminal, civil and legal assistance treaties with 51 countries, and extradition treaties with 26 countries. In July 2006, Mr. Zhou Yongkang, Chinese Public Security Minister, was invited to visit the United States. Minister Zhou and Attorney General Gonzalez, the Department of Justice of the United States, signed a series of MOU's in the fields of counterterrorism information exchange and cooperation, countering cyber-crime, drug law enforcement, law enforcement personnel exchange, and furtherance of cooperation between the International Cooperation Department of China's Public Security Ministry and the Immigration Customs Enforcement (ICE) bureau of the United States Department of Homeland Security, and proclaimed the "Joint Announcement on Advancement of Law Enforcement Cooperation by People's Republic of China Ministry of Public Security and the Department of Justice of the United States of America." Both sides decided to further strengthen cooperation between law enforcement agencies, in line with the common interests of China and the United States, in areas such as the arrest and repatriation of criminal suspects, countering transnational organized crime, drug trafficking, counterfeit currency and money-laundering crimes, as well as, the repatriation of illegal immigrants. Both sides were willing to strengthen cooperation to combat cyber-crime, drug-related crime, and copyright infringement, while enhancing counter terrorism intelligence sharing, and participating in law enforcement exchange.

B. China's Training of Senior Officers to Meet the Needs for Combating Transnational Crime

Chinese People's University of Public Security (CPPSU), the highest educational institution directly under the Chinese Ministry of Public Security, was established in July 1948. The principal mission of the university in its early stages was on-the-job training of key police officers. In January 1984 a full time four-year program was established. In the past decades, this university has supplied more than 140,000 graduates to national criminal justice system, and earned the fame as the "cradle of the Republic's police officers." There are more than 1,200 teaching and administrative staff members, among whom nearly 600 are full-time teachers. Approximately 10,000 full-time students were admitted to all programs in 2006, among them nearly 6,000 undergraduate students, almost 1,000 graduate students, and about 3,000 senior police officers and overseas police officers being trained.

The university adheres to a principle of education for completing a degree combined with on-the-job training, and have established a multi-level education and training system which includes undergraduate education, postgraduate education and training of Chinese and overseas senior police officers.

To accomplish the mission of training police officers, China's Ministry of Public Security set up the Administrative Cadres Academy of the ministry in 1986, based on resources of this university. It was renamed the Senior Police Academy of Public Security Ministry, whose mission is to train senior police officers from public security organs at all levels in China. According to the "Public Security Organ's People's Police Training Regulation," the academy undertakes three types of training: training of newly appointed senior officers, promotion training, and specific theme training.

Training for newly appointed senior officers is for those who become new chiefs of the Public Security Bureau (PSB) at provincial and prefecture levels, and usually lasts for 30 days. Promotion training is for those whose rank will change from superintendent of the first class to commissioner of the third class, as well as for those who are directly affiliated with the Ministry of Public Security (MPS) and their rank is to change from inspector of the first class to superintendent of the third class. This training generally lasts for 30 days as well. Specific theme training is sponsored by the Chinese Ministry of Public Security and its local branches focusing on specific topics. From 1998 to October 2006, the academy has hosted a total of 15 sessions of training for 258 newly appointed police chiefs at the provincial and prefecture level. Since the inception of the promotion training sessions in 1995, the academy hosted 66 sessions of promotion training for 14,351 officers. Meanwhile, the academy also carried out many sessions of specific theme training.

The university is highly motivated in developing cooperation with overseas partners. Till now, the university has established cooperative relationships with the University of Leicester, England, the British Scottish Police College, Korean National Police University, Moscow University of the Ministry of the Interior, Russia, Sam Houston University, United States, and the Egyptian Police Academy. Since 2003, the university has communicated with partners in more than 50 countries such as the United States, the United Kingdom, Australia, South Korea, and hosted several training classes for police agencies in France, ASEAN, and some developing countries in Asia and Africa. Since 2001, the university has hosted 61 training sessions attended by more than 1,000 officers.

The China-ASEAN Training Program was set up in June, 2005. There were 33 police officers from ASEAN countries participating in the program. In 2006 there were two sessions of training for 62 senior officers of law enforcement command

and decision-making from 20 countries. Moreover, the university has developed constructive exchange and cooperation with police agencies of the Hong Kong Special Administrative Region and Macao Special Administrative Region. By July 2006, there were 455 Hong Kong police and 283 Macao police officers who participated in training sessions at the university.

In order to effectively cope with transnational crime, we have explored the effectiveness of training senior police officers, and have gained some valuable experience.

1. In curriculum design, we highlight cultivating a world view and strategic thinking of senior police officers, which can be helpful to assure the understanding of preventing and combating transnational crime, and increase awareness.

It is important to undertake timely and effective education and training to improve the capacity of the police force to prevent and combat crime, particularly to combat drug-related crime, human trafficking, money laundering, terrorism, corruption, cyber crime, intellectual property crime, and international pornography in the Asia-Pacific region and the whole world. China's Public Security Ministry stresses the importance of senior police training, while reinforcing cooperation with police agencies in other countries. The training of senior police officers focuses on improving "Four Capabilities." These four capabilities are: scientific judgment, management in complex situations, strategies in operational command, and strict and fair enforcement. As the principal agency of senior police training, Public Security University has been a pioneer in curriculum development of training of senior officers.

1.1 Carrying out research on social stability and public security work.

In order to increase the capabilities of handling policing crisis and to resolve difficulties, new courses were developed. They include "Safeguarding National Security, Social and Political Stability," "Economic Crime and National Economic Security," "Illegal Drug Control in Border Areas," "Situation and Tasks to Combat Crime," "The Information Era and Cyber Crime," and "The Situation and Strategy of Counterterrorism." These courses resonate the concerns of transnational crime.

1.2 Carrying out research on law enforcement and international police cooperation.

The research is used to increase capabilities of strict and fair enforcement, and to analyze severe problems in law enforcement. The courses on this

topic include “Trends in Criminal Justice,” “International Police Cooperation,” “Socialist Rule of Law,” and other courses dealing with international conventions, agreements and relevant domestic laws on transnational crime. These courses were developed to increase capabilities to combat transnational crime.

1.3 Carrying out comparative studies.

These courses include “Introduction to Police in Different Countries,” especially in countries in the Asia-Pacific region, “Trends of Police Reform, and Current Situation of Police Training.” These courses are used to enhance senior police officers understanding of policing in China's neighboring countries, and make preparations for future cooperation.

2. To improve potential and capabilities to prevent and combat transnational and new crime, the training methodology reinforces the integration of lectures by Public Security ministers and local leaders, domestic training and overseas visits, classroom learning and field practice, theoretical based and practical technique application, lecturing which also involves student participation.

To enhance the effectiveness of training, we use creative methods in the training of senior officers which include the following:

2.1 Combining lectures by leaders of the Ministry of Public Security and of local public security organs.

Senior police officer training has received solid support from the Ministry of Public Security and local public security authorities. Specifically, in training to shape strategic vision, the Chinese Ministry of Public Security provides important support of financing and logistics. Ministers and chiefs of various departments of MPS have come to deliver presentations so that students can have a complete and timely understanding of transnational crime and its development. Chiefs of local public security organs can also provide valued experience and lessons based on their local policing practice, which can be considered as the subject of analysis and learning, and also improve mutual understanding and support in preventing and combating the crime.

2.2 Combining domestic training and overseas visits.

In training of senior officers, the method of combined domestic training and overseas visits is used. For the instance of training police chiefs at provincial and prefecture levels, this method can help the trainee thoroughly understand China's policing work, a basic understanding of

overseas policing, and furthermore, can stimulate senior officers to compare similarities and differences of policing between China and overseas police agencies in the context of globalization, and can be helpful in shaping conscious awareness of strategic decision-making and management.

To provide China's senior police officers an institutionalized opportunity to observe and understand new development of policing, to learn from their foreign counterparts, and to advance the cooperation, linkage and friendship with police in other countries, we have organized a study abroad training for senior officers after the completion of their training in China. This study abroad program was instituted in 1998. The themes of study abroad include policing strategies and tactics, police command and management, crime prevention and social control, and international police cooperation. The following table represents the first to the eighth session of study abroad training for senior police officers.

Table: 1 Chinese Senior Officers Study Abroad Training

Session	Year	Host Country	Training Days in China	Training Days Abroad	Number of Trainees
1.	1998	Japan	14	14	15
2.	1999	Britain	20	24	21
3.	2000	Australia	20	24	16
4.	2001	Australia	21	18	16
5.	2002	Canada	18	24	14
6.	2003	Canada	15	21	16
7.	2004	Britain	11	22	17
8.	2005	Britain	10	20	18

2.3 Combining classroom learning and field practice.

The training of senior officers in accordance with the principle of combining classroom learning and field practice is effective in making a better training environment. We have established more than 20 teaching and practice bases, to which the trainee can visit depending on the needs of study. Among these bases, there are local police agencies who have achieved remarkable results in countering transnational crime.

2.4 Combining theoretical based and practical technique application.

In theoretical study, we use the Chinese government's principles and policies of public security as the core teaching materials. We also introduce political theory, analysis of the international and domestic situations, law enforcement, public security leadership and decision-making, and comparative police studies. In practical technique application, based on the needs to combat and prevent transnational crime, the courses include aspects of communication etiquette, foreign norms, and foreign language study and training.

2.5 Combining lecturing which includes student participation.

While lecturing is highlighted, the trainees are encouraged to actively participate in communication, developing potentials, sharing lessons, and discussing cases. Through this training we try to enhance the ability of students to complete their job.

Retrospectively considering our senior officers training in preventing and combating transnational crime, we have found a number of deficiencies, such as: the need to further and strengthen cooperation with police from neighboring countries and regions; the use of modern computer technology training needed to strengthen networking; students use of their own resources to carry out such training needs to be strengthened. Therefore, we are studying how to further optimize the existing system for the training of senior officers to better meet the needs of public security work.

C. Police Education and Training Institutions to Create a New Situation in the Asia-Pacific Region

As the Senior Police Training institution in China, we will resolutely fulfill China's commitment to promote world peace and development, and safeguard regional security and prosperity. Chinese Premier Wen Jiabao's spoke highly of the cooperation of ASEAN-China in the fight against terrorism, illegal immigration, narcotics control, law enforcement, willingness to work with ASEAN to enhance maritime security, criminal investigation and other security dialogue and cooperation in the field of non-traditional security. At the APEC informal leadership meeting held in Hanoi in 2007, Chinese President Hu Jintao proposed to all countries to adopt more effective measures and resolutely crack down on all forms of terrorism and transnational crime.

CPPSU, as the leading police education and training institution in China, will further strengthen international cooperation by way of exchange programs and foreign visits of senior police officers, joint sponsorship of workshops and symposiums, to develop and advance sustainable partnerships to fight transnational crime and contribute to world peace and prosperity.

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