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RESEARCH INSTITUTIONS

ENFSI - THE EUROPEAN NETWORK OF FORENSIC SCIENCE INSTITUTES

By



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Keywords: ENFSI, forensic science, cooperation, Memorandum of Understanding

Introduction

CEPOL and the European Network of Forensic Science Institute (hereinafter referred to as ENFSI) agreed to a Memorandum of Understanding in November 2009. The underlying philosophy was that it is in the interest of ENFSI and CEPOL to enhance their capacity to co-operate in the areas of information exchange and training. In this article, an overview of the history, aims and structure of ENFSI is presented.

It is obvious that forensic laboratories will benefit if first responders and crime scene officers have a high degree of forensic awareness. These workers start the investigation at the crime scene and this step - in terms of searching, collecting, and storage of physical evidence - is crucial for the success of later investigations at the forensic laboratory. Education and training on the application of forensic science in the law enforcement agencies and police forces is a good investment and ENFSI is ready to support CEPOL in that activity. Therefore, it is hoped that after reading of this article, ENFSI will come up in the mind of CEPOL-members if we are talking about 'forensics'.

Overview

ENFSI is an important network in the forensic community. It offers its members an excellent platform for exchange of scientific as well as managerial information. In an era of globalisation, ENFSI organises quality assurance programs for laboratories, encourages exchange of scientific information and developments via conferences and workshops, facilitates EU –funded joint research projects and provides broader access to databases. Under the auspices of ENFSI, there are many opportunities for individuals to meet colleagues in other countries and to build personal networks.

In the past years the European Union has demonstrated an increased interest in forensic science and has recognised ENFSI as a relevant player. This is demonstrated by the fact that ENFSI was given the privileged status of an EU-monopolist in 2009. But there is much more. Other EU decisions relevant to ENFSI include the Council Decision 2008/615/JHA (June 2008) on the stepping up of cross-border cooperation, particularly in combat-

ing terrorism and cross-border crime. That gives particular attention to develop best practice for crime scene investigations which includes specific handling of DNA and fingerprints to match them against profiles included in data bases interconnected by the Prüm Decision or the new Schengen Information System. Recently (December 2011) the Council Conclusions on the Vision for European Forensic Science 2020 including the creation of a European Forensic Science Area and the development of forensic science infrastructure in Europe was adopted in the Justice and Home Affairs Council meeting. In the latter document a prominent role is described for ENFSI. These developments in Brussels show that ENFSI and forensic science are well established as part of the establishment. Finally, the relation CEPOL – ENFSI. It should be obvious from the above that ENFSI has the key to a lot of knowledge, experience and skills within the forensic science community. This knowledge is becoming more and more relevant or even crucial for law enforcement agencies. Realising that the ENFSI member-laboratories are located in 36 European countries and that the total number of experts on different forensic fields in these laboratories are over 6000, it is obvious that the circumstances to transfer expertise from the forensic laboratories to the law enforcement agencies are optimal. However, transferring expertise requires a sound philosophy and a good structure. The Memorandum of Understanding between CEPOL and ENFSI, signed in November 2009, will hopefully offer a basis for intensified collaboration.

The information below is an expansion on the background, history and operation of ENFSI.

History

In 1992 the directors of Western European governmental forensic laboratories agreed that they should hold regular meetings to discuss topics of mutual interest. At the first meeting in 1993 in Rijswijk (The Netherlands) 11 interested laboratories were present to consider the establishing of a Network. It was agreed that membership of ENFSI would be open to forensic laboratories from the whole of Europe without limitations of the number of laboratories from each country. The formal Founding Meeting took place on October 20, 1995 and is considered to be the official birthday of ENFSI. Here the founders of ENFSI signed the Memorandum of Understanding, governing the operation of the Network, the first regular Board was elected and the logo was introduced.

At the Annual Meeting 1999 in Moscow, the membership accepted the first ENFSI constitution. In that same year the ENFSI website www.enfsi.eu was launched.

After a special workshop discussing the future of ENFSI, the membership approved a new constitution in 2002. The main changes were the introduction of a member's fee, the transition of a network of individual directors into an institutional network and the establishing of a permanent Secretariat, financed from the member's fees. An important milestone was achieved in 2009: the EU recognised ENFSI as a so-called monopolist i.e. it is considered to be the sole voice of the forensic science community in Europe.



Aims

The aim of ENFSI is laid down in its constitution: *“to ensure that the quality of development and delivery of forensic science throughout Europe is at the forefront of the world”*. This is a high level ambition and requires substantial efforts to be achieved.

The aim shall be achieved through membership meetings, expert meetings, open forensic science meetings as well as the work of the Board, Standing Committees and Expert Working Groups. Further, it will:

- Encourage all ENFSI laboratories to comply with best practice and international standards for quality and competence assurance
- Expand the membership throughout Europe while maintaining the development and credibility of ENFSI
- Strengthen and consolidate ENFSI
- Establish and maintain working relationships with other relevant organisations all over the world

Structure

ENFSI is governed by a five member Board, elected for a three-year term by the membership from the directors of its member-institutes. The Secretariat, located at the Netherlands Forensic Institute in The Hague, supports the Board members in their duties. Three Standing Committees on Quality & Competences, Research & Development and Education & Training respectively act as the strategic advisors to the ENFSI-entities as well as to the ENFSI member-institutes on their specific expertises in a broad sense. The 16 Expert Working Groups (see Table 1) are the backbone of ENFSI in terms of the scientific knowledge and interests.

The relations between the ENFSI-entities are summarised in the organisation chart

ENFSI Organisation Chart

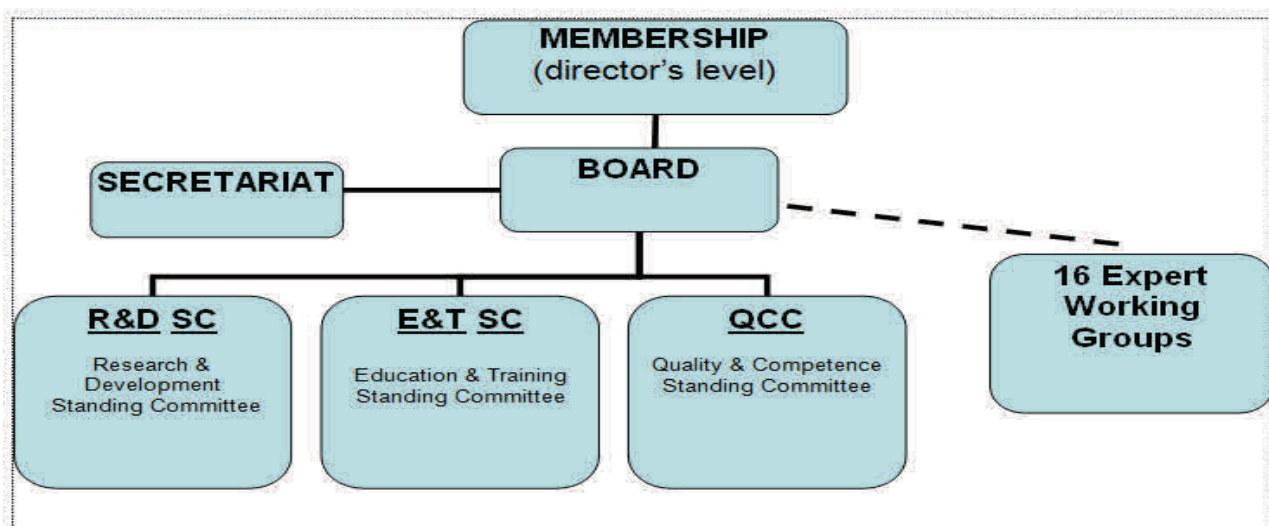


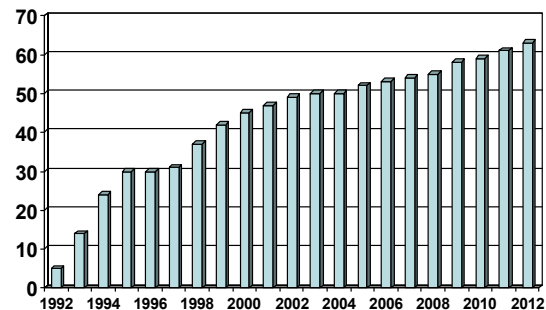
Table 1 – ENFSI Expert Working Groups

1. Digital Imaging
2. DNA
3. Documents
4. Drugs
5. Explosives
6. Textile & Hair
7. Fingerprints
8. Firearms & Gunshot Residues
9. Fire & Explosion Investigation
10. Forensic Information Technology
11. Forensic Speech & Audio Analysis
12. Handwriting
13. Marks
14. Paint & Glass
15. Road Accident Analysis
16. Scene of Crime

Membership

ENFSI is a dynamic expanding organisation that welcomes new members that can meet the ENFSI eligibility criteria. The number of members has rapidly increased over the years from 11 forensic laboratories in 1993 to 63 laboratories from 36 countries today. The number of languages spoken within the ENFSI community is 24 which is sometimes a barrier in the communication. The chosen working language is English.

The membership includes governmental as well as non-governmental laboratories. Also the Forensic Faculties of the universities of Glasgow, Istanbul and Lausanne are members of ENFSI.

Table 2 – Growth of Membership

The member-laboratories are geographically spread right across Europe and include all the (candidate-)countries of the European Union. The map displays the locations of the ENFSI laboratories.



Forensic laboratories can join ENFSI if they fulfil a number of eligibility criteria. ENFSI members should cover a broad area of forensic expertise, being accredited (ISO17025) and employ at least 25 experts. Forensic laboratories that are not ENFSI members can, with some restrictions, participate in the activities of the Expert Working Groups.

Activities

Almost all ENFSI activities are science driven; science includes quality assurance issues. The exception is the Annual Business Meeting – traditionally held in May – where the directors of the ENFSI member-institutes meet. Typical topics here are the reporting (past year) and planning (next year) of ENFSI activities, approval of the annual budget, election of new Board members, amending of by-laws and selection of meeting venues.

The abovementioned Standing Committees (Quality & Competences, R&D and E&T) are managed by a Steering Committee.

Apart from the regular activities, they organise each year a meeting with their liaison persons in each member-laboratory and in each Expert Working Groups. Topical issues are discussed, problems are identified and actions are agreed. The annual survey organised by the Standing Committees on Quality & Competences deserves a special mention. It is carried out amongst the membership and tracks the quality assurance status of the individual member-institutes. The survey is always a milestone and gives the ENFSI Board excellent data on the improving quality of member institutes. Each year the 16 Expert Working Groups organise a scientific meeting for their (associate) members; guests from outside the ENFSI community are regularly invited to participate. Other important activities of the Expert Working Groups are organising Proficiency Tests and Collaborative Exercises, publishing Best Practice Manuals, discussing field-specific quality assurance problems, setting up research projects and organising specialised workshops.

On top of these meetings, ENFSI organises additionally so-called ‘One day, One issue Seminars’ (OOS). These are open meetings dedicated to special topics for a limited number of participants. Examples of OOS-topics in the past are the uses and benefits of laboratory information management systems, the “*Report on the status of forensic science*” by the National Academy of Sciences (USA) and the EU Funding possibilities.

Finally, the Triennial EAFS Conferences should be mentioned: Every 3 years, since 1997 a scientific conference is organised under the patronage of ENFSI. Following a bidding process, the ENFSI membership chooses one of its institutes to host EAFS, the largest conference on forensic science in Europe. EAFS2012 had been held in August 2012 in The Hague (visit www.eafs2012.eu for more information). This conference is not confined to ENFSI members and welcomes representatives of law enforcement agencies, universities, laboratories, policy makers, etc. from all continents.

External Relations

ENFSI has contacts with a lot of relevant organisations in Europe as well as the rest of the world. Various domains can be distinguished.

- ENFSI is a founding member of the International Forensic Strategic Alliance (IFSA). This is the global network of (ENFSI-like) regional forensic networks in the continents. Besides ENFSI, it currently consists of the American Society of Crime Laboratory Directors (ASCLD), the Senior Managers Australian and New Zealand Forensic Laboratories (SMANZFL), the Academia

Iberoamericana de Criminalística y Estudios Forenses (AICEF), the Asian Forensic Sciences Network (AFSN) and the Southern Africa Regional Forensic Science Network (SARFS). The United Nations Office on Drugs and Crime (UNODC) has observer status.

- Quality assurance is one of the top priorities for ENFSI. For this reason ENFSI is a member of the International Laboratory Accreditation Organisation (ILAC). Furthermore, ENFSI has signed a Memorandum of Understanding with the European Cooperation of Accreditation (EA) which has led to a close and active collaboration on forensic quality assurance topics. Also contacts are maintained with the Bureau International Poids et Mesures (BIPM)
- The main external focus of ENFSI is the European Union. Forensic institutes have two roots: 1) the natural sciences (chemistry, biology, physics, etc.) and 2) justice / law enforcement. This is reflected in the EU-contacts that ENFSI has in Brussels: on one hand DG Enterprise, DG Research & Innovation, DG Enlargement, etc. and on the other hand DG Home Affairs and DG Justice. Furthermore, ENFSI has regular contacts with Europol, Eurojust and of course CEPOL.

The current ENFSI Board



From left to right: Burhanettin Cihangiroglu (Turkey – Member), Torsten Ahlhorn (Germany – Member), Pawel Rybicki (Poland – Chairman), Üllar Lanno (Estonia - Chairman designate) and Lourdes Puigbar-raca (Spain – Member)

RESEARCH PROJECT REPORT

**ORGANISATIONAL CHANGE IN EUROPEAN
POLICING: PROJECT COMPOSITE**

By

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We provide an overview of the EU-funded project COMPOSITE (Comparative Police Studies in the EU). COMPOSITE (www.composite-project.eu) started in August 2010 and will run until August 2014. Fifteen partners across ten European countries study in this period organisational change in European police forces. In this report we present next to the framework and the main components of COMPOSITE results of the first year of research.

Organisational change as a common challenge for European police forces

Security issues consistently rank among the most pressing concerns of citizens in virtually all European countries. Terrorism, organized crime, drugs, and violence have an impact upon citizens' perception of their immediate surroundings and also shape their attitudes towards the state and its representatives. As favourable as most Europeans view the unification of Europe over the past decades, there is still some skepticism remaining with respect to the (perceived) downside of some of these developments. Open borders, the free flow of people, goods, information, and capital also facilitate the planning and committing of crimes. Politicians and police forces alike are faced with the pressure to address these problems in ways that should alleviate citizens fears on the one hand, but will not infringe upon civil liberties and human rights on the other hand. These challenges require modern police forces that efficiently co-operate with forces in other countries, and are capable to react flexibly and effectively.

Major societal changes such as the impact of the global economy and far reaching technological developments led to ambitious change programmes aiming at modernizing and rationalizing the way police work is conducted in most European countries. In the con-

text of the EU it is relevant to understand the impact of the specific cultural and social contexts of policing and it is vital to consider the sometimes dramatic differences in which current challenges on the one hand and modern policing concepts and instruments on the other hand are interpreted and implemented in the different member states of the EU. Examples of these changes are:

COMPOSITE conducts systematic comparative research on the manner police forces in different European member states are managing these challenges within their specific social and cultural context. Especially in the domain of security and policing such comparative research holding a focus on the social and cultural context is of high relevance for the field of *technology and engineering*. Benefiting from the adoption of technological innovations usually also requires simultaneous change in the social context and organisational structure. Large sums are currently spent on the development and adoption of new technology that could potentially leverage the productivity and overall performance of police forces and other security agencies, but the eventual results of these projects are mixed, and not seldom face resistance in both the police forces and the public. The ultimate effect of the new security technologies currently under development in FP-projects could be increased substantially if their implementation could be supported by a sophisticated theory of overall organisational change in security providing organizations, social and cultural differences between EU-member states.

One important issue in this respect which has also been confirmed by previous research is that large scale change processes in police forces run the risk of being considered as threats to the *organisational identity* and are therefore often resisted by police officers (see e.g. Jacobs, Christe-Zeyse, Keegan & Pólós, 2008). In organizations such as the police this may lead to a critical decrease in commitment, loyalty, and effectiveness. The majority of European research programmes in police related areas tend to focus on technical aspects of security issues and thereby tend to neglect such social and cultural dynamics. In COMPOSITE we aim at integrating technical and social aspects.

COMPOSITE brings together a selection of researchers with a broad variety of disciplinary backgrounds (sociology, psychology, economics, engineering, political sciences, business and management studies, police sciences, organisational behaviour) in order to study the underlying social and cultural complexity of the management of European policing in times of rather dramatic changes. It also provides an international network of leading European universities, police academies and police research institutes from different European countries which offers the opportunity of cross-fertilization among research schools in a truly multidisciplinary approach and the opportunity to get a direct

impact from practitioners on the relevant research agendas. To guarantee a constant check of practical relevance of the scientific development within the project, we have established an end-user board and an advisory board. Both boards consist of high ranking international police representatives who do not only reflect on a regular basis on the ongoing research process and results of the project, but also support field access and the dissemination and implementation of results.

The goal of COMPOSITE is not restricted to the extension of scientific knowledge and theory building, but also aims at providing valuable insights into the factors that restrict or facilitate change in an organisation that has a major impact upon the perception of good governance in all European societies. A better understanding of risks and opportunities of change processes in the police will contribute to a higher level of acceptance of state institutions among relevant audiences. Extended knowledge of change processes in European police forces as well as the knowledge of the inner workings of these change processes will also improve cooperation, information exchange, and knowledge sharing from one police force to another.

The overall objectives of COMPOSITE

“To contribute to more efficient and effective policing in the EU, by outlining roadmaps for police forces in each country that lead to enhancement of both individu-

al police force capability and performance and joint European operations.”

Major societal changes led to ambitious change programmes aiming at modernizing and rationalizing the way police work is conducted in most European countries. The project aims to improve both the planning, and the execution of change initiatives in the police sector, aligning them better with their cultural and societal context and minimizing the predominantly negative process-effects, to make sure the European police forces can perform to their best ability during change processes, and improve their individual and joint capabilities, as well as their public image, as results of the change processes.

The project delivers:

1. Extensive comparative strategic analysis of environmental policing opportunities and threats to police organizations in 10 European countries and of the internal capabilities, trends and best practices to meet current and future challenges.
2. A comparative analysis of planning and execution of the change processes, focusing on the impact of leadership, professional and organisational identities and societal expectations.
3. A managerial toolbox containing instruments such as training, consultancy, advice on technological adaptation and the ‘Annual European Police Force Monitor’ to plan and execute changes responding to known and yet unknown challenges and opportunities.

Brief reflection on the research reality in the European laboratory

The complexity of a research design is greatly increased when working in an international, multi-cultural and multi-linguistic environment. Even larger problems arise when differences in sociocultural or psychographic variables imply different attitudes and behaviours when using particular products, such as video surveillance technology or intelligence data systems. The translation equivalence was an issue in nearly all contexts (What is a “stakeholder” in German?; How do we translate “Police intelligence” into Macedonian?; et cetera). Additionally, sample selection equivalence proved to be a serious challenge. Police forces are historically built differently in European countries, the degree of centralisation differs widely, and the embedding in the legal and democratic system is realised in many different ways. Next to this, the data collection equivalence was a topic, and will certainly remain a topic, in all of our research meetings. The cooperation readiness of respondents is different from country to country, influenced by many factors. In one country, it is perfectly appropriate to approach police officers for cooperation at the district level; in other countries, first the ministry needs to officially agree. In some countries, we received open and highly self-critical responses at all hierarchical levels, with standing invitations to join police forces in

their daily duties; in other countries, respondents considered our requests for interviews as a possible threat to their professional career – not a surprising reaction given that the interviews were conducted while the television in one corner of the office showed messages stating that 7,000 police officers will be made redundant in the coming years.

Apart from discussions within the COMPOSITE research team, we could benefit from feedback from local police partners, as well as the international end-user board. Our end-user board, composed of representatives from all participating police forces, proved to be an important asset in overcoming the above research challenges. These end users could facilitate difficult access, they gave open feedback, and they provided insider knowledge on the accessibility, interpretation and presentation of data. Moreover, end users functioned in this first year as an important reality-check of our first ideas, and helped to focus and select research questions. Interestingly enough, the first media responses served a similar function, since we realised that certain topics were picked up with more interest in our first deliverable on technology than others. Especially the topic of the use of social media in the European arena received wide media attention, which encouraged us to further focus on this issue in form of specialised workshops (see Deneff, Bayerl and Kaptein, 2011).

Main results of the first year of research

The main focus of the first year lay on the understanding of the context of the police forces that are part of COMPOSITE and an analysis of the main triggers for change. For this purpose a PEST (Political, Economic, Social and Technological) analysis was conducted through more than 400 interviews with police officers across hierarchical ranks and different types of external stakeholders across the police forces in our set of ten countries. From the PEST-analysis, a number of interesting observations can be derived.

- First, the effect of the economic crisis on the police forces should not be underestimated. Almost all police organisations that were involved in our study have been severely affected by the economic crisis through budget and salary cuts. This is, in a sense, counter-intuitive because economic downturns also seem to lead to more crime, social unrest, et cetera. In other words, in “bad times”, you need more police, not less. From our interview data, a positive relationship emerges between the severity of the economic downturn, on the one hand, and the impact of the economy on the police forces, on the other hand. That is, the police forces in countries hit most severely by economic decline have been and will be confronted with the largest budget and salary cuts.
- Second, albeit posing a few interesting challenges, the technological development is generally seen as very positive from a policing perspective. Especially ICT advancements are viewed as offering positive opportunities to policing, as these may help the police in their ongoing efforts to catch criminals and keep order, and to work more efficiently with less tedious work. German police officers, however, tended to be rather apprehensive with respect to recent developments in ICT-technology, pointing out that these developments also provided new opportunities to criminals and facilitated the emergence of new types of crime. This was mentioned in other countries (e.g., the Netherlands and France), too, but to a lesser extent. German police officers indicated that in Germany politicians and public opinion seem to be reluctant to give police similar rights to use modern surveillance techniques as in the UK or the Netherlands – a quite understandable reluctance given the specific German experience with repressive regimes in the 20th century.

Social developments are, by and large, evaluated to be very negative for policing, generating challenging threats. These social trends do not so much have a short-term impact, but rather generate a strong damaging impact on policing in the long(er) term. These developments are related to changing norms and values, decreasing authority of the police, changing demographic composition of the population, and increasing inequality in socie-

ty¹. Especially the interviewees from large Western European democracies such as France, Germany and the United Kingdom perceive these social developments as major and harmful. In the Republic of Macedonia and Spain, the assessment of these societal trends is much less negative. And in Italy and Romania, the dominant perception is even that social trends offer positive opportunities, rather than negative threats. But whatever the overall assessment, these societal changes are considered to be the greatest long-term challenge for the police.

Governmental authorities and political parties have the ultimate power over the police. In all countries, police officers report an increasing influence of the government. This can be through large and small reorganisations, the setting of police priorities, the appointment of top police officers, launching new responsibilities, introducing performance standards, developing new police procedures, and even by an increasing tendency to micromanage the police. These governmental initiatives are abundant in the ten European countries. Some of these organisational changes are broad in scope, while others are targeting a specific force, department or procedure. As so many of the external trends are of a political nature, and because of the formal power of the government over the police, the

¹ The police officers tend to think of the past as a “golden age”, where everybody was respecting

logical follow-up expectation would be that these political initiatives have a large impact on the police. However, this is far from what was reported by the interviewees. On the contrary, in general these government-induced changes have less of an impact than economic, social and technological trends. In most countries, these government-induced changes are seen as slightly negative for the police, but here there are large differences across our set of ten countries. In the Czech Republic, France, Germany and the United Kingdom, these government-induced changes are assessed as strong negatives. In Belgium, the Netherlands and Romania, though, they are evaluated to be slightly positive. This is perhaps because these changes are perceived to give more responsibility, autonomy and power to the police organisation, and since these changes are not related to micromanagement of the police by imposing strict policies and performance measures.

The central legal issues differ greatly from one country to another. In some countries, there are many legal changes, already in place or expected to come into force in the (near) future, with a tough impact on the police. In other countries, such as Germany, important legal changes do not seem to play a major role – at least as of now and with respect to the two German states where the interviews were conducted. In this respect, there is a large difference be-

tween the countries that still need to adapt their legal structure to European standards, such as the Republic of Macedonia and Romania, and the mature Western democracies with well-established legal practices.

First practical insights of COMPOSITE

COMPOSITE's first year generated four practical insights worth emphasising.

1. Mapping trends (e.g., ICT projects), the PEST analysis and the state of the art in knowledge sharing all imply a value in themselves. Police forces all over Europe are to a large extent unaware of initiatives, discussions, topics and, in general, what is going on in other countries. Still, knowing about what goes on in other police forces is not only vital to generate trust and understanding, and to facilitate cooperation, but also to stimulate sensible organisational change initiatives based on tested best practices.
2. For the development of strategies at the European level, a good overview of similarities and differences of police forces is a core prerequisite. It is known from cross-cultural communication in the business context that especially seeming similarities provide here the biggest threat. Also, when police forces across countries agree that, say, economic shortfalls and societal changes provide the largest trigger for change, they often actually mean widely varying implications and manifestations.
3. The context dependency of topics that are often considered as culture-free, such as technology, needs specific attention. We have strong indications that the use of technology does not only differ, but often taps on the core of the cultural identity of police forces. A Europe wide adaptation of specific technologies without explicitly acknowledging the specific contexts could easily lead to major resistance in some countries.
4. Police forces underestimate the importance of a context-specific analysis of a core asset such as knowledge sharing. It is of vital importance for the successful broad implementation of knowledge sharing that the conditions of the specific police force are understood, and it would be a fundamental misunderstanding to assume that insights generated in other, typically Anglo-Saxon, countries could be directly implemented in each country. Police forces need to generate local knowledge to understand the specific conditions and meanings which organisational tools – such as knowledge sharing – imply.

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An international and multidisciplinary research project
funded by the European Commission.

CALL FOR PARTICIPATION

HOW ACCEPTED ARE SOCIAL MEDIA IN EUROPEAN POLICE FORCES?

By



An international and multidisciplinary research project funded by the European Commission.

P. Saskia Bayerl, DR., ACADEMIC RESEARCHER, ROTTERDAM

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Social media are rapidly gaining ground worldwide – changing how we organize our work and private life including expectations and relationships between citizens and state agencies. Police forces need to and are reacting to this development. Many are currently adopting social media as part of their daily work practices. The most recent IACP survey on social media use by US forces, for instance, indicated that slightly over 88% of agencies monitored social media, primarily for investigative purposes. And nearly 58% of agencies not currently using social media were considering their adoption in the near future.

This spells broad acceptance of social media. Still, interviews and workshops conducted in the context of the COMPOSITE project highlighted the fact that police officers are often split between enthusiasm about the potential of social media to support operations and improve relations with the public and serious concerns. Moreover, they revealed striking differences between accounts of countries in terms of acceptance and use. The conversations also hinted at different experiences and attitudes across ranks and primary functions such as criminal investigations versus neighborhood policing. Such disparities can create considerable conflicts in collaborations between police officers, departments, or even national police forces.

But what exactly is the status of acceptance of social media in European police forces? And what are the factors that determine, whether police officers are willing to accept and adopt them in their daily work? At present we have no good answer to either of these questions. For this reason, the Dutch COMPOSITE group at the Erasmus University Rotterdam is currently launching a European-wide study into social media use and acceptance in police forces.

What are the objectives of this study?

While anecdotal evidence indicates national variations, we have little systematic knowledge of the current use of social media throughout European forces. This study therefore has two main objectives:

- To map the current use of social media in European police forces
- To identify factors that influence the degree of acceptance or rejection of social media use

Please participate!

We are looking for a broad participation of police officers all over Europe – i.e., all ranks, all forces – to obtain a solid picture on the current state of social media acceptance and use in European police forces. We welcome participation from:

- Individual police officers – independent whether you currently use social media or not. The survey is online and can be filled out anonymously. This takes about 10 minutes.
- Police forces – independently whether the force currently uses social media or not. Interested police forces can contact the principle researcher Dr. P. Saskia Bayerl for more information on how to participate (see contact information below).

Link to the online survey (anonymous): <http://erim.3uu.de/uc/pbayerl/85c8/>

Who runs this study?

The study is conducted in the context of the COMPOSITE project (see **Jacobs and Christe-Zeyse** in this issue for more information on the project). The study is linked to the specialized work package on technology change, which focuses on the impact of new technologies on existing work practices, as well as differences in the type of technologies police forces in European police forces.

The study itself is led by Dr. P. Saskia Bayerl at the Rotterdam School of Management, Erasmus University, Netherlands. Dr. Bayerl is currently post-doctoral researcher in the COMPOSITE project. In the past she has studied participative leadership in US police forces and the impact of information and communication technology in the offshore oil industry. Her current research focuses on the link between technological and organizational change with a special emphasis on social media, the role of identity and leadership in the organizational change process, as well as online impression formation and management.

When and where will the results be presented?

We plan to present first results of this study at the CEPOL Police Research and Science Conference (26.-28. September 2012). A summary of the outcomes will be published in a future issue of the CEPOL Research and Science Bulletin. Interested police forces, who agree to participate in the study, can also receive separate reports for their force (given sufficient response rate).

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PROJECT REPORT

Project COREPOL: Conflict Resolution, Mediation and Restorative Justice and the Policing of Ethnic Minorities in Germany, Austria and Hungary

By

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Keywords: Restorative Justice, Police-Minority Relations, Policing of Ethnic Minorities

In quite a number of member states of the European Union the policing of minority population is an increasing source of political and ethical controversies. Since the beginning of the 1990s, this also pertains to refugees and discriminated ethnic minorities in Western Europe. In the meantime, the migration flow has extended over the entire European continent. Accordingly, the related problems need to be addressed with a common European perspective. Across European member states minority-police problems appear to be widespread and persistent.

It is not the job of police to compensate for the inequalities, injustices and practices of discrimination in society. However a theory of fair and just policing would assume that policing of poor or minority people will not increase “the vast structural inequalities and differences in life experiences that sustain such inequalities... Do the police contribute singularly and collectively contribute to the sense of justice?”¹

Accusations of police abuse of power and ethnic/racial profiling have been validated in recent EU surveys. It is also stated that the associated area of police science is dramatically under researched and in immediate need of substantial empirical groundwork. This is, in a nutshell, the problem area to be addressed by COREPOL, where the project strives to fill a gap. On a wider scale, COREPOL will enhance the understanding of police-minority conflict in the field of European police science, criminology, and sociology through publications and EU-wide international conferences, and also in the media and general public

¹ Manning, P. K. (2010), *Democratic Policing in a Changing World*. Boulder/ London: Paradigm, p. viii

through media publications. The project duration is 36 months and has received funding from the European Union Seventh Framework Programme (FP7/2007-2013) under grant agreement n°285166 (COREPOL).

The police-minority research will focus on different minority populations in each participating country: Germany, Hungary, and Austria. The German partner will focus the investigation on the largest migrant community: individuals and their families with a Turkish background, mostly urban, and predominantly working class. The Austrian research will look at residents with an African background. Again, this is a population mostly residing in the bigger cities, while in Hungary Roma communities are generally located in the rural parts of the country.

The main objective of COREPOL is to increase the scope and the efficaciousness of informal conflict resolution mechanisms between police and minority communities based on the principles of *Restorative Justice*. Restorative Justice is anything but a narrowly defined set of instruments. More often than not it is integrated into the Criminal Justice System, in particular in the case of victim-offender mediation pro-

grams. It is meant to solve conflict between the “stakeholders” (offender, victim, peers, and community) more effectively than the formal criminal justice response to crime. The underlying assumption of the research is that Restorative Justice may offer more effective avenues to conflict resolution and

Research partners:

- Deutsche Hochschule der Polizei (DHPOL, Germany),
- Verein für Rechts- und Kriminalsoziologie (IRKS, Austria),
- Sicherheitsakademie Institut für Wissenschaft und Forschung (SIAK, Austria),
- Rendészettudományi Kar (RTF, Hungary)
- European Research Services (ERS, Germany).

enhance social cohesion and the communities’ capacity to build up resilience against crime/ victimisation.

The project’s approach is that law enforcement officials need to take steps towards increasing the confidence of hate crime victims, so that they in turn feel safe enough to report such crimes to the police. A further specific objective of COREPOL is to create awareness for innovative forms of conflict resolution based on Restorative Justice in the area of police training, police education and senior police management.

The first set of scientific empirical inquiries will address the existence of Restorative Justice programmes or initiatives in Germany, Austria and Hungary. This will be carried out by interviews with university

criminology departments, research institutes in the field of criminal justice, crime experts and NGOs. Parallel to these steps media documents and research literature will be reviewed. Existing programs will be contacted, their organizers will be interviewed, and Restorative Justice meetings will be visited as part of field studies.

The second phase will investigate the situation of the specific minorities in Germany, Austria and Hungary. Again, this will contain analyses of available literature and expert interviews with university researchers and minority organization activists, and it will contrast this with interviews carried out with police and security experts. The specific objective of the research will lie in the question of whether police are involved in the organization and/ or practices of Restorative Justice conferencing, circles or other activities in the field of minority crime and delinquency problems.

On the basis of the findings of project phase 2 and project phase 3 the final research phase will attempt to initiate Restorative Justice meetings between police and minority representatives and organizations in the three participating EU countries.

In conclusion, the outcomes of COREPOL will provide a broader (practitioner-friendly) understanding of the scope and limitations of Restorative Justice in the framework of continental (Civil Law) societies. The project will come up with data on

best-practice programs of Restorative Justice in the field of police-minority conflict. The primary outlet for our findings will be police tertiary education B.A. and M.A. curricula and in-service training courses for top management policemen and policewomen on a national and on a European level (e.g. CEPOL).

The research will answer the question of how better police - minority relations can be achieved in the context of European democratic policing. It will determine the extent to which Restorative Justice is presently used and how it can be made suitable to improve police minority communication and interaction. The research will additionally address the open questions of gender, age and cultural compatibility of Restorative Justice in the field of policing minority problems.



*PROJECT REPORT***MuTAVi – MULTIMEDIA TOOLS
AGAINST VIOLENCE**

By

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“Intimate partner and sexual violence affect a large proportion of the world population – with the majority of those directly experiencing such violence being women and the majority perpetrating it being men”. This is one of the ever-worrisome statements of the 2010 Report “Preventing Intimate Partner and Sexual Violence Against Women” of the World Health Organization.

This is a complex phenomenon, stemming from social and psychological motivations. In order for the police forces, attorneys and social and health officers to help and support the victims of intimate partner and sexual violence, a series of tools are necessary. Such tools must, in an early stage, be capable of activating listening and understanding abilities and, in a later stage, provide adequate support in reconstructing a life strategy.

This is the main aim of the MuTAVi Project – Multimedia Tools Against Violence: It offers a contribution just in terms of conception and implementation of multimedia tools necessary to police forces, attorneys and social and health officers that in an early stage interact and take care of the victims. The two-year duration Project has been co-financed by the European Commission, Directorate General Justice, in the framework of the Daphne III Programme, aiming at preventing and fighting violence against children, youth and women and to protect victims and endangered groups.



MuTAVi consistently draws from the results of the AGIS Victas project and the Daphne II AViCri project. The first project aimed at developing operative strategies to protect the victims’ needs and rights during criminal proceedings. The second project focused on the training of police forces in approaching the victims and its methods and contents were

later acknowledged also by the European Police College. Starting from these assumptions, MuTAVi is dedicated to the *conception and implementation of audiovisual tools of interactive training* addressing professionals of this field to increase their capacities to deal with the approach, the relief and the assistance to the victims of intimate partner violence.

To this purpose, a “training kit” - the Project's final outcome - will be conceived including specific tools for police forces. Indirect beneficiaries are the victims of violence that will be provided with a more appropriate assistance vis-à-vis their needs by public institutions and by non-governmental organizations operating in this field.

MuTAVi will identify and define typical situations characterizing the assistance to victims of intimate partner violence. Later on, videos of possible interventions will be proposed in order to promote the active learning, also thanks to the e-learning, capable of favouring a better awareness of the conditions affecting the victims, their feelings and their needs.

More in detail, project *MuTAVi will provide videos, video lessons, interactive exercises and summaries* concerning the main training aspects in this field, as well as information materials. Within the audiovisual tools, a synthesis of lessons and materials developed by the Daphne II *AviCri project* will be provided, and new videos will be edited, drawing from investigative interviews car-

ried out with the support of law enforcement experts.

Guidelines will also be prepared so that officers assisting the victims of violence may actually make use of the training kit. An assessment of the training kit's effectiveness will also be provided. Moreover the project will ensure the appropriate mainstreaming of materials, training kit and results achieved throughout the European Countries.

A particular attention, given the social relevance of the matter tackled by the Project, will be dedicated to the *communication and dissemination aspects* of the Project's results, activities and products. Indeed, the MuTAVi website, will be a focal point to collect information and documentation (including the electronic version of the training kit), and it will also serve to promote the networking of best practices and experiences. To this end, a mailing-list of key stakeholders at different levels will be drawn up.

MuTAVi features some pioneering ambitions: First of all, it will connect the best practices in training, recently tested on European Police Forces, to advanced techniques and multimedia methodologies - designed, experimented and tested also in academic contexts. The aim is to enable all European Countries, including the new Member States, to benefit from the tools conceived by the project. Furthermore, the efficiency and effectiveness of such tools

will be scientifically validated. Finally, the Project will experiment a cooperative approach among public and private organizations and services, assisting the victims of intimate partner violence.

MuTAVi relies on the collaboration of a Consortium composed of four institutions and one organization of three European Countries;

Italy, United Kingdom and Germany.

CIRMPA, the Inter-University Centre for the study of development of pro-social and anti-social motivations, based in Rome, is the leading partner of the Project. It gathers eight Italian universities: Università “La Sapienza” of Rome, Università ‘Federico II’ 3 of Naples, Università Cattolica of Milan, Università di Firenze, Università di Padova, Università di Catania, Università di Torino and Università di Aosta.

Regione Lazio (Latium Region), is an Italian Local Board with regional scope.

IMED, Mediterranean Institute of Rome.

Devon & Cornwall Police Department is the largest geographical police area in England, extending from Dorset and Somerset.

Polizeidirektion Hannover is the largest Police Board of Germany. It includes the Capital, the Lower Saxony and the Hannover regions.

Associated to the Consortium is also the **Italian Ministry of the Interior**, namely its Department of Public Security, Central Directorate of Criminal Police.

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*PROJECT REPORT***THE GERMAN POLICE AND THE NAZI REGIME –
A HISTORICAL RESEARCH PROJECT OF THE GERMAN
POLICE UNIVERSITY**

By



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Initiated by the ministers of interior in 2008, the German Police University implemented a historical project about the police during the Nazi Regime. The project was divided into three parts:

- an exhibition at the German Historical Museum in Berlin (from April to August 2011)
- a small permanent exhibition for police training facilities and police universities of applied sciences
- provision of teaching materials about the police during the Nazi period.

As a preparation for the exhibition in Berlin and as a review of current research about the German police and the Nazi Regime, a symposium was held in May 2009 at the German Police University in Münster. More than one hundred participants and 29 experts from Austria, Russia, Israel, Norway, Greece, Italy and Germany participated and the outcome published.¹

The main exhibition at the German Historical Museum took place from April to August 2011, titled “Order and Annihilation – The Police and the Nazi Regime”. On an area of 950 sqm more than 500 objects were shown, distributed in nine thematic groups:

1. An institution with a past

As the body with the state monopoly on the use of force, the police have the task of caring for security and order. This is the case in democratic states as well as in dictatorships.

¹ Wolfgang Schulte (ed.) 2009: Die Polizei im NS-Staat – Beiträge eines internationalen Symposiums an der Deutschen Hochschule der Polizei in Münster. Verlag für Polizeiwissenschaft. Frankfurt (ISBN 978-3-86676-093-6).

The rule of the National Socialist state was based on acceptance, conformity and extreme force. The police remained its reliable bastion until the downfall of the regime. The Nazi state enforced its political and ideological aims with the support of the police. Many policemen shared the Nazi vision of a *Volks-gemeinschaft* (an ethnicity centred folk community), based on racial exclusion. Not only the Gestapo – the Secret State Police –, but also the Criminal Investigation Police and the Public Order Police participated in the persecution of actual and alleged opponents of the regime as well as in the genocide of the Jews and the Sinti and Roma. Many policemen were able to continue their careers after the war. Only a few had to take responsibility for their crimes before a court of law. For a long time the police in Germany showed no interest in shedding light on their own past.

2. Military Traditions and Democratic Approaches in the Weimar Republic

For Germany the First World War ended in November 1918 with defeat and with the collapse of the monarchy. The German Empire emerged from the revolutionary convulsions of the post-war period as a parliamentary republic. The new government of



the Empire secured its political power with the help of the army and voluntary paramilitary units, the *Freikorps*. The police recruited their personnel from these organizations. The police were under the control of the individual federal *Länder*, or states.

From the very beginning the Republic was under

attack by extremist forces. The police, furnished with military equipment, were involved in particular in the forcible suppression of leftist revolts. This experience left its mark on the behaviour of the police in their further operations. In 1924 the political situation began to ease. The Social Democratic Minister of Interior, Carl Severing, began to transform the police into a civilian and modern 'People's Police' (*Volkspolizei*), at first in Prussia and then in the entire German Reich. Despite of a number of successful reforms he failed in his attempt to alter the military self-conception and anti-republican mindset of the police's officer corps.

3. The Police as an Agency of the National Socialist Dictatorship

The appointment of Adolf Hitler as Chancellor of the Reich on 30 January 1933 led to the establishment of the National Socialist dictatorship. Within a few months the *Län-*

der in the German Reich were 'brought into line' and the political parties were banned. The police forces were the most prominent instrument in the persecution of political opponents and the installation of the dictatorship.

The Nazi state created new structures for the police. From 1934 on they had to swear an oath to the *Führer* Adolf Hitler. The mindset and actions of the police should no longer be oriented on law and order, but rather on *Volk* – the German people – and 'race'. The police should act as a "doctor on the body of the 'folk community' (Volksgemeinschaft)" and engage in a preventive fight against all undesirable elements.

The *Geheime Staatspolizei* – the Gestapo – stood for the embodiment of Nazi terror. As an institution for the fight against political and ideological opposition, they were endowed with extensive powers. In effect, it was at the discretion of the Gestapo to say who was to be considered an opponent.

4. The Radicalisation of the Police during the 2nd World War

With the outbreak of war the police had to take on new tasks: they were to guarantee the cohesive solidarity of the 'home front'. The Nazi regime enacted a great number of laws and decrees to increase the regulation of everyday life. Gestapo and Criminal Investigation Police pursued even the most minor offences by 'antisocial parasites'

with unrelenting severity.

From 1941 on more and more people from the occupied territories were deported into the German Reich for forced labour. They were subjected to strict regulation by the police, ranging from mandatory labelling to where they could stay. Forced labourers who refused to carry out instructions or attempted to flee were faced with deportation to Gestapo camps.

In 1942 the Allies began destroying German cities in bombing attacks and brought public life increasingly to a standstill. In order to maintain order, the police acted with greater severity toward the population. In the final phase of the war anyone who declined to follow the regime into the coming downfall, was threatened with Nazi terror.

5. Europe in the Grip of the NS-Police

The Second World War began with the invasion of Poland by the German Reich on 1 September 1939. The Wehrmacht offensive in 1940 led to the conquest of large parts of Northern and Western Europe. The war in the Balkans and against the Soviet Union in 1941 expanded the German sphere of influence to include almost all of Europe.

The police imposed their organisational structure on all of the occupied territories. As deputies of leading figure Himmler, higher SS and police officers exerted direct influence on occupation policy. However, in pursuing their aims, the German police

were dependent on the support of the local population. Police, SS and Wehrmacht reacted to attacks and sabotage with ruthless severity, even against persons with no involvement at all. Murder and terror by German police units became synonymous with Nazi tyranny. The brutality of the occupiers led to ever greater resistance in all of the occupied countries.

6. Boundless Murder

German police forces executed the National Socialist genocide of the Jews, Sinti and Roma. All branches of the police were directly involved in the registration, collection and murder of the victims. When the war broke out in 1939, the Security Police forced the Polish Jews to live in ghettos. In the course of the Nazi annihilation policy almost all of the ghettos were forcibly dissolved by the end of 1943. The ghetto inhabitants were murdered or deported to extermination camps. From the summer of 1941 mobile units of the police in the Soviet Union were already involved in murdering Jews as well as prisoners of war and civilians suspected of putting up resistance. From autumn 1941 the Jewish population, at first from the German Reich and then from the entire territory under German control, were being deported and murdered.

7. Many Executors and Few Deniers

During the war up to 355 000 men and women belonged to the Public Order Police, Criminal Investigation Police and Ge-

stapo. The Public Order Police had the most manpower with around 310 000 members in 1942. These were supplemented by auxiliary formations and, in the occupied territories, by police units recruited from the local population. Ten thousands of Public Order Police grouped in more than 100 police battalions were deployed in the occupied territories. Every policeman was seen as a stanchion of the Nazi regime, although they had different functions and responsibilities. Many officers were particularly zealous in this regard. They dutifully performed their given tasks, whether traffic control or mass executions. Only a very small minority made use of the possibilities available to them of not committing crimes or even of helping those who were being persecuted.

8. New Beginnings, but no Zero Hour

After the unconditional surrender of the Wehrmacht on 8 May 1945 the Allied Forces took over police powers in Germany. In the period of reconstruction, the Western Allies soon resorted for pragmatic reasons to employing a good part of the former police personnel. In the Soviet occupation zone, by contrast, only a few policemen were able get their jobs back.

In the three Western zones the Allies organized the police according to federal principles and placed them under constitutional control. Based on what happened under the Nazi dictatorship, the responsibilities of the police and the intelligence agencies

were strictly separated in the Federal Republic of Germany.

The four Allied Powers convicted the major war criminals in Nuremberg, but most of the police crimes went unpunished. It was the trials beginning at the end of the 1950s in the Federal Republic of Germany that first made public the degree to which the police had been involved in Nazi crimes. Court investigations were often directed against people who were now back working for the police. Through collusions and false testimonies they often distorted the findings of the criminal investigations. Most policemen never had to face trial for the crimes they committed during the Nazi period.

9. The Reappearance of the Suppressed Past

For a long time the police in the Federal Republic of Germany had difficulty dealing with the Nazi past. Loyalty to the old comrades, many of whom were colleagues, prevented them from coming to grips objectively with this chapter of their history. Not only among the police, but in the vast majority of the German public, the prevalent belief was that the Gestapo alone had been responsible for the deportations and mass murder.

The view of the police during the National Socialist period changed in the 1980s. At that time the generation who had begun their professional careers in the Nazi state had started to retire. This made it possible

to encourage an impartial discussion of the topic, which went hand in hand with a transformation in society in the way of dealing with the National Socialist past.

Since 1990 the discussion about Nazi crimes in reunited Germany has become a central component of political culture. Scientific research and the commitment of citizens' groups have been able to refute the legend of the spotless police in the National Socialist state.

More than 53.000 visitors came to see the exhibition and the general public as well as the media took note of this topic. These brief abstracts of the nine thematic groups of the exhibition can only touch superficially on the material actually exhibited; however there is good reason to believe that learning from history can be instrumental for training and education of police officers and the general public as well in the present day Europe.

An exhibition catalogue can be ordered at the library of the German Police University (verkauf@dhpol.de).



*PROJECT REPORT***TRANSFER OF INNOVATION IN METHODOLOGIES
FOR EUROPEAN OFFICIALS – FOLLOW-UP ON A
JOINT LEARNING PATH**

By

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SSAI (Scuola Superiore dell'Amministrazione dell'Interno), a training institute of the Italian Ministry of the Interior, whose mission is to train and develop the Italian Civil Service, has just accomplished an EU project titled "Transfer of Innovations in Methodologies for European Officials – Follow-up on a Joint Learning Path" in cooperation with its European partners.

Description of the project

This project (TOI n. 2009-1-CZ1-LEO05-02-056, contract n. CZ/09/LLP-LdV/TOI/1340011) was carried out from October 2009 through March 2011 within the Lifelong Learning Programme, more precisely within the sub-programme Leonardo da Vinci/Multilateral projects/Transfer of Innovation. It is a continuation of the project „Identifying and Validating Competencies of European Officials – A Road to a Joint Training“, which was carried out in the years 2005-2007.

- The aim was to pilot a training project for national public officials who, while carrying out their tasks, interact with both EU bodies and fellow officials of European countries.
- The purpose of this project was to harmonize the administrative procedures of EU member countries. It targeted the public administrations of EU member countries, which wish to optimize and orientate the training actions of their "European Officials" with the backdrop of the new European dimension.

But who can be considered a European official? The answer is: a national public official who cooperates with European counterpart administrations and carries out administrative tasks that go beyond national borders.

Aim

Briefly, the aim of the project was to create a joint, measurable training model by developing a methodology to detect standard public competencies in Europe. The training models can be applied to any selected area – for example policing – by administrations from any European country. By doing so, police officials from different European countries can be provided with standard training in order to operate in a European context. The model consists of the following working steps:

- analysis of competencies;
- selection of training objectives;
- concept and engineering of face-to-face and e-learning modules;
- modeling the working process.

The main elements of the project are: experiment, research, methodology, training, synergy, Europe, international. By combining these words, following targets can be deduced:

- a training methodology to be shared via research and experiment;
- create synergies in Europe;
- disseminate results at an international level.

Partnerships

This initiative is the outcome of cooperation between public officials and training experts from a group of European countries: Italy, the Czech Republic, Portugal, and Bulgaria. Knowledge and experiences have been shared among the project partners in search for a standard training methodology in order to develop a common administrative culture and language to support the harmonization process at the very core of a united Europe.

- **Scuola Superiore dell'Amministrazione dell'Interno** – (SSAI) Italy (www.ssai.interno.it)
- **Institute for Public Administration Prague** (IPA) - Czech Republic (www.institutpraha.cz)
- **Instituto Nacional de Administração** - Portugal (www.ina.pt)
- **Institute for Public Administration** – Bulgaria (www.ipaei.government.bg)

All these partners have been cooperating for a long time and they are members of the network of European Public Administration Schools and Institutions.

The project lasted 18 months - the realization phase was carried out from October 2009 through March 2011 and was co-financed by the EU for 75% of the project funds

Project results

The project focused on training officials from EU member states – especially ministerial officials and officials of self-government bodies. Its main aim was to create five training modules, more specifically to update and extend three modules from the previous project and create two new modules focused on the social area. Officials who attend a module and pass the related test will be able to solve difficult situations and obtain a better orientation in the given topic.

These training modules were developed in the face-to-face as well as the e-learning form. Modules focus on following topics:

1. *Free movement of persons (border control in the Schengen area)*
2. *Right of asylum (international protection within the EU: current developments of the right of asylum)*
3. *Crisis management (basic elements for managing European social crisis with transnational impact)*
4. *Keeping up with the pulse of integration of migrant women*
5. *Active inclusion of migrant women*

The main tangible outcome of the above five courses for face-to-face and e-learning training is the catalogue of competencies of European Officials in the areas concerned and the methodology of five training modules. Moreover, a lecturer and a tutor handbook and study support for trainees have been designed. Among intangible re-

sults, the most relevant one is the extension of skills, competencies and attitudes in the five areas described above.

In order to disseminate the project results to potential stakeholders and users, a final meeting was held at SSAI, on March 15th 2012.

Methods

Who worked on the project and how? Project managers, experts, instructional designers, stakeholders from each partner country have worked together in a transnational group where all the members have exchanged information, knowledge, and experience in order to:

- share a methodology
- deduce the training goals
- identify the competencies
- design common training modules on those competencies
- experiment with the common training modules within the different national environments
- encourage communications and the professional exchange among officials of various administrations within the EU
- train a trainers' transnational task force

Conclusions

The main innovation of this project lies in the search for and experimentation with a methodology to deduce the basic competencies of European officials, whereas competence means any knowledge, skills, and

behavior necessary for public officials to professionally carry out their tasks within a European background. On the basis of the competencies defined, scientifically measurable and standard training pathways have been developed. These can be used and reproduced by any interested administration from any given European country, police authorities included.

In conclusion, the aspects that make the project particularly interesting with a view to improving the administrative work in supporting the service quality provided by the public administration are:

- The project provides a methodology that can be used by any European country in any activity sector of the public administration.
- It experiments the effectiveness of a shared methodology on subjects of common interest for partners.
- It furnishes results to whoever may ask for them and disseminates them at an international level.
- It allows the partners to overcome their differences in order to achieve a common and shared outcome.

More information about the project is available on its official website at

www.europeanofficial.eu



Education and Culture
Lifelong learning programme
LEONARDO DA VINCI

ESSAY

BARKING UP THE RIGHT TREE

HOW TO IDENTIFY LEARNING POINTS IN CRIMINAL INVESTIGATIONS USING A METHODOLOGY BASED UPON A FIFTY-YEAR OLD DIAGRAMMING TECHNIQUE



By

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Keywords: Criminal investigations; Evaluation; Management Oversight; Risk Tree

Increasingly there is recognition of a need for a systematic approach in assessing police performance. The main reasons include the following:

1. Evaluations make it possible to learn from both mistakes made and successes, to identify the circumstances under which people and resources can be deployed optimally and to confirm the value of resources and methods successfully employed;
2. Knowledge and insights acquired from evaluations can be exchanged with other investigation agencies or sections of the organization in question, and;
3. Evaluations provide the opportunity to explain choices made, expectations raised and risks taken. In addition, expenditure in terms of people, resources, money and time can be explained.

Standardization of the evaluation process through a methodical approach, makes for interchangeability and disambiguity of results. These in turn are prerequisites for the much needed standardization in investigation processes, and the accumulation of true knowledge and understanding of all issues relevant to their successful completion. Being able to reuse the knowledge and experience thus acquired will improve the quality of the investigation process, providing for quicker, less fault prone investigational activities at lower costs. This generates a multiplier effect: not only doing things right, but doing the right things better: Making more sensible, efficient, and effective use of scarce means, overcharged staff and diminishing budgets.

¹ Statements of fact and opinion are those of the authors, and not of the organizations they are working for

Out of the structured evaluation methodologies for police practice that have been developed over the years, is the one inspired by the original MORT (Management Oversight and Risk Tree) methodology, described here, potentially one of the most profound, for reasons outlined in this article. The quarry of the evaluator, i.e. leads to improvement in current or future projects, is hiding in the branches of the tree, to be found through skillful application of this methodology.

Generally more than one event in need of explanation

Fueled by experience from a number of acquittals caused by defective investigations and even some cases in which innocent individuals were wrongly prosecuted and sentenced, and in response to the findings of a high profile inquiry into all circumstances that had led to the wrongful conviction of an innocent suspect of the murder of a ten year old girl², the Dutch police has, as one measure to improve the quality of criminal investigations, in 2005 introduced a Master of Criminal Investigation program at the Dutch Police Academy, open to experienced investigators and new recruits with university educations or relevant professional backgrounds from outside law enforcement. The subject of how to perform evaluations of police activities is part of this additional two-year training that is preparing the students to be employed as investigation specialists. The evaluation methodology presented in this training is one that is loosely based on the MORT methodology, originally developed in the late 1960s on behalf of the US Energy Research and Development Administration by W.G Johnson and his team³, but in the late 1990s significantly modified by the authors to be used in evaluations in a law enforcement environment.

A central element on this MORT inspired evaluation methodology is that most incidents (failures, oversights, mistakes, misapprehensions) contain more than one event that requires explanation. Also that there are more sorts of causes than one, and that causes are often part of a causal factor chain. There are direct causes, root causes and contributing causes. From this it follows that evaluations of criminal investigations should not only cover the performance of individual investigators and carefully scrutinize their activities (the top of the iceberg that is visible to anyone), but also take a thorough look at other factors that in the background determine performance and results (the part of the iceberg that is hidden under the surface). These factors include the direction, facilitation and monitoring of investigations by management levels, applicable legislation and policies, and facts, events and circumstances outside the sphere of influence of the investigators

2 Commissie Posthumus, "Evaluatieonderzoek in de Schiedammer parkmoord" (*Evaluation of the criminal investigation of the murder in a park in Schiedam*), 2005

3 Johnson, W.G. (1973). MORT – The Management Oversight and Risk Tree. SAN 821-2. US Atomic Energy Commission. Available at the internet: <http://nri.eu.com/toppage2.htm>, (accessed 6 December 2011)

and their management, that nevertheless have an impact on what they can achieve. An investigation carried out by experienced, knowledgeable and dedicated investigators for instance can go wrong, not because of incompetence, but bad management, forcing the investigation in wrong directions. It can also suffer from external factors on which no one can exert any influence, such as the weather that can destroy forensic evidence before it being captured. It is essential that in evaluations these kinds of possible root, contributing or even direct causes that have nothing to do with the performance or competences of the investigators involved will be identified, and get as much attention, to also produce learning points for current and future operations. This is a major difference from most other evaluation methodologies that primarily focus on performance of those who are most visible in the carrying out of investigations.

In the diagram, that looks like an inverted tree, there consequently are four branches, of which the 'production' and the 'management' branches investigate performance, and the 'accepted risk' and 'external pressure' branches investigate influential circumstances.

Room for knowledge, expertise and creativity

The "Tree" in the original MORT methodology refers to the logic diagram that was

developed as a graphical index to the MORT user manuals⁴ in the late 1960s, in which a large amount of very detailed questions, specific for highly technical industrial environments, are listed that needed to be answered in an evaluation. The law enforcement version of the evaluation methodology inspired by MORT has adopted the logic diagram as a formal, disciplined logical decision tree to systematically relate and integrate both factors that can- and those that cannot be influenced in criminal investigations, but is primarily using it as a means to help developing relevant questions to be researched by the evaluator himself. The main reason for that is that a fixed set of questions does not do justice to the need for creativity to tailor the questions in ways to find the precise answers one is looking for in specific situations. Fixed questions are lacking the flexibility to adapt the evaluation to differing situations. Two investigations may be similar but they are seldom exactly the same and questions relevant to one investigation may be less so to another.

The MORT inspired evaluation methodology is a ten-step procedure to be followed by the evaluator, in which the diagramming technique is playing a pivotal role. The use of diagrams in an evaluation has a number of advantages. They:

⁴ Such as for instance can be found at <http://nri.eu.com/archive.htm> (accessed 6 December 2011)

- support the logical thought process
- make interconnections visible
- help understanding the key factors that shape an issue
- steer evaluations in the direction of more deep-lying causes
- also make the evaluation process accessible to others and therefore less threatening
- help with the presentation and discussion of results of evaluations

The MORT inspired evaluation methodology starts with the formulation of the aim of the evaluation and ends with the presentation of the results in step ten. In the other steps the evaluator is using additional techniques also familiar to police analysts.

These include Mind Mapping⁵ to explore the aspects that may be relevant to an evaluation before deciding on focusing on one or more particular subjects, and the use of information matrices to link the questions to be researched with information sources. The MORT diagramming technique is instrumental in systematically dissecting the chosen subject(s) in their component parts, and identifying the relevant questions to be answered in the actual evaluation research phase .

The sequence to follow in the application of this methodology is making the evalua-

tion exercise very transparent. Stakeholders can at all times check whether all relevant aspects are being covered by having a look at the Mind Map from which choices have been made and judging the rigor of the MORT like diagram's design. And they can appraise the thoroughness of the evaluation research by assessing the comprehensiveness of the information matrix. This transparency is also a safeguard against the lazy and malicious shaming and blaming of individuals in order to protect the positions of others. By not employing fixed questionnaires (but possibly integrating parts of the questions they contain) such as those used in other evaluation methods⁶, but tailor made and open questions, can the evaluation be more probing than methods based on fixed questionnaires. Also the scope can be both deeper, to include underlying causes of problems, and wider to include for instance also the prosecution of offences. This is entirely depending upon the discretion of the evaluator and his clients.

Time consuming

MORT inspired diagrams serve two purposes:

1. To prepare for the actual evaluation inquiry. It is important here that all descrip-

⁵ Mind Mapping was developed by Tony Buzan in the early 1980's, and is an effective method of note-taking and useful for the generation of ideas by associations.

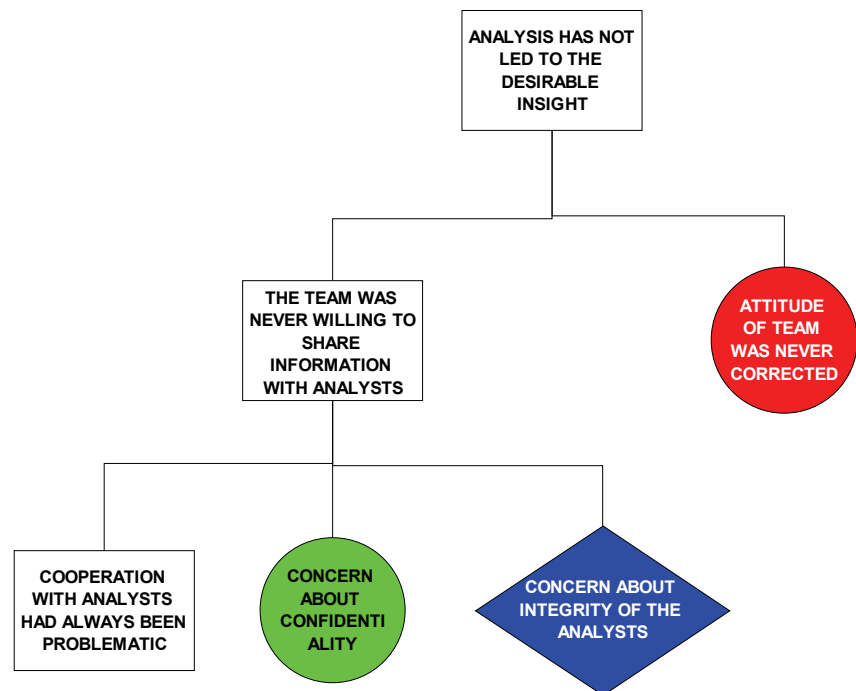
⁶ In the Netherlands these include, but are not limited to "Leren door middel van Evalueren van Grootschalige Onderzoeken" (L.E.G.O.), "Kwaliteitsinstrument Zwacri", and "Zelfevaluatie Recherche

tions are expressed in an open question form and do not tend towards conclusions at this stage, that enough time is devoted to drawing up the most complete – with a view to the objective – diagram possible and that the subjects for further investigation correspond precisely with the questions included later in the information plan;

2. The presentation of the evaluation results. MORT diagrams present points of improvement by means of colors, making it possible to navigate quickly through complicated diagrams, without the coherence between different explanatory factors becoming lost.

Simplified example of segment of MORT inspired diagram

This example is showing the use of the standard symbols used to represent events. The MORT inspired diagrams are built up using three shapes: rectangles, circles and diamonds, and lines which connect these shapes to each other. A rectangle is used to represent a circumstance or an event with several possible causes. A circle is used for



a circumstance or event that cannot be reduced to more deep-lying causes, and a diamond is used when due to the lack of information or other reasons, it was not possible to continue searching for an explanation.

The benefit of the methodology lies in its rigor, flexibility and transparency. But most importantly is the fact that it is primarily based upon common sense. An expertly made MORT like diagram will generate a great many questions to be answered, providing for a balanced assessment of all relevant factors not only in the production, but also in management and thus avoiding bias in direction the attention of the evaluation. As such, these diagrams are a powerful remedy against ‘the problem of no problem’, meaning, that if you are not intently looking for specific clues, chances are that you will never find them, and consequently against the drawing of too hasty and possibly damaging conclusions based upon only fragmentary and unevenly collected information.

Critics of the methodology emphasize the fact that it is complicated and time consuming. There admittedly is some truth in that criticism. The MORT inspired diagram needs to be designed skillfully and with significant subject knowledge. That requires the involvement and mutual cooperation of both a trained user of the technique and experts in the subjects to be covered by the evaluation. And time. The time and effort it takes to perform a sophisticated MORT inspired evaluation exercise make that such efforts can only be undertaken in those instances in which there is a special reason, which can only be decided on a case by case basis.

Since its introduction in the Dutch police and in the curriculum of the training of investigation specialists a great number of evaluations of very diverse events have been conducted using this methodology. Events that have been evaluated using the methodology include crime scene management, the use of telephone intercepts, interviewing witnesses, the use of expert witnesses, and others. These evaluations have demonstrated the value of the methodology, and their results are proof of its usability in law enforcement.

E-Library News

The European Police College is running the e-Library, a web-based knowledge repository, which supports archiving, sharing and disseminating of any knowledge documents of relevance for police training and education in the wider European context. It serves to fulfil the task of disseminating research findings and best practice in support of high-level police training and education. CEPOL is committed to acknowledge outcomes of research projects and scientific studies, which could be relevant for the various aspects of policing in education and practice and the improvement of it. In the so called “Scientific Collections” of the e-Library researchers and scientist from all EU Member States and EU Institutions can share their projects, studies and findings. Apart from storing bibliographical information of diverse forms of publications, even a digital version when copyright allows, there is also information about police related research projects, either completed, on-going or in planning.

CEPOL invites academics and experts from the EU Member States in particular, to share their, research findings and scientific projects with their peers on a European level, by submitting their reports, articles, books, or PhD thesis for inclusion in the e-Library, especially if it features a comparative or European aspect. Contributions in all languages of the European Union are accepted, as long as an English translation of the title and a meaningful English abstract are provided.

While the e-Library holds non-classified material only, the access is not public at the current stage. If you would also like to contribute to this unique European police knowledge project, please contact us (research.bulletin@cepol.europa.eu), and you will be put in touch with the CEPOL National Research and Science Correspondent of your EU-country about the procedures and details.

*A selection of recent entries with full-text in
the scientific collections of the e-Library*

<i>Holgerson, Stefan; Knutsson, Johannes</i>	English Title: (What do the police really do?) Original Title: Hva gjør egentlig politiet?
<i>O'Neill, Maria</i>	Original Title: Trafficking in Human Beings: An ongoing problem for the EU's law enforcement
<i>Kersten, Joachim</i>	English Title: (Police Science - an Attempt at a Contemporary Definition) Original Title: „Polizeiwissenschaft“ - Eine programmatische Standortbestimmung
<i>Würz, Wolfgang</i>	English Title: (The Level of Threat of Islamist Terrorism for Europe) Original Title: Bedrohungslage islamistischer Terrorismus für Europa: Eine Bestandsaufnahme aus Sicht des deutschen Bundeskriminalamtes
<i>Susi, Mika; Pekkala, Nina (eds.),</i>	English Title: (Perspectives on Terrorism Financing) Original Title: Terrorismin rahoitus
<i>Muigg, Mario</i>	English Title: (Police in International Peace Operations) Original Title: Polizei in internationalen Friedenseinsätzen
<i>Häkkänen-Nyholm, Helinä; Nyholm, Jan-Olof,</i>	Original Title: Organisational Behaviour Knowledge as a Tool for Fighting Organised Crime

Upcoming Conferences, Meetings, Symposia, and Seminars

European Society of Criminology (ESC) 12th Annual Conference

Date: 12-15 September 2012

Place: Bilbao

More information: <http://eurocrim2012.com/>

2012 Annual CEPOL Police Research & Science Conference "Police Science in Europe: Projects, Progress, Projections"

Date: 25 – 27 September 2012

Place: Lyon, France

More information:

<https://www.cepola.europa.eu/index.php?id=research-science-conferences>

Fourth Biennial Nordic Police Research Seminar

Date: 7th - 9th November 2012.

Place: Tampere, Finland

More information: <http://www.polamkseminaarit.fi/nordic2012/index.html>

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Contributions to the Bulletin

Readers of the Bulletin are kindly invited to make **submissions** and to share outcomes of recent research, information about research departments or calls for cooperations in research projects.

For a full list of invited contributions and more information about the Bulletin please visit our **website** on:

www.cepol.europa.eu/index.php?id=science-research-bulletin

Potential contributors can download the *Manuscript Submission Guidelines*, which should kindly be observed.



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