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EUROPEAN POLICE COOPERATION AS A NATIONAL TASK

Translating European police cooperation into the daily work of the Swedish Police – a qualitative analysis

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Abstract

A paradox can be seen between the cross-border character of organized crime and the free movement within the European Union. The free movement is essential for the EU, which this type of crime takes advantage of. Cross-border crime requires cross-border measures, which for example takes place under the European police cooperation. In order for the European police cooperation to be as effective as possible, the member states have to translate tools and methods from the European level into their own organization. This thesis aims to examine how the translation of tools and measures from the European level affects the daily work in the Swedish Police Authority.

This thesis relies on a qualitative research approach, where interviews with employees have been conducted and later analysed based on a thematic analysis as research design. Tensions resulted by the translation process have been identified which are required to be solved before the translation process can be accomplished, followed by an exploration of how the translation has affected the daily work in the Swedish Police. Thus, the influence the translation of tools and measures from the European level to the national level seems to have resulted in new ways of approaching organized crime, a decentralizing ambition in the Swedish Police and also to coordination at the national level. This thesis provides an insight in how translation of tools and measures from the European level to the national level results in deepened European integration and strengthened cross-border cooperation.

Content

Abbreviations

EMPACT European Multidisciplinary Platform Against Criminal Threats

EUROJUST European Union Agency for Criminal Justice Cooperation

EUROPOL European Union Agency for Law Enforcement Cooperation

JAD Joint Action Day

JIT Joint Investigation Team

LEA Law Enforcement Agency

OTF Operational Task Force

OAP Operational Action Plan

SIS Schengen Information System

SIRENE Supplementary Information Request at the National Entries

SIENA Secure Information Exchange Network Application

SOCTA Serious and Organized Crime Threat Assessment

SPOC Single Point of Contact

VIS Visa Information System

Introduction

The European Union is characterized by the free movement of goods, persons, services and capital (Wevers, 2021). Thus, the free movement and the cross-border mobility has also caused challenges, in terms of increased cross-border criminality and criminal networks establishing themselves in several of the member states. 70% of the organized criminal networks are active in at least three states. While the criminality gets more global, the law enforcement is in many cases still managed at the national level (Blackstock, 2012). The cross-border character of organized crime has nevertheless created a need for cross-border cooperation among national Law Enforcement Agencies, LEAs.

European police cooperation is a collective term for police cooperation between European states. Cross-border collaboration among the member states is considered a tool on cross-border crime, and can be divided into operational cooperation and information exchange. Nevertheless, it aims to maintain law and order and to prevent crime (Boucht, 2012).

In this thesis, the focus will be on police cooperation among the member states of the European Union. European police cooperation is increasing in relevance due to the cross-boundary character of organized crime. The national police commissioner of the Swedish Police Authority, Anders Thornberg, summarizes it in the following quote:

"International cooperation is increasing in importance. Law enforcement actions that take place abroad may have as big importance in crime prevention in our country – and vice versa" (Anders Thornberg, 2022).

In order for the European police cooperation to function and fulfill its aim, there is a persistent need for the translation of tools, measures and methods from the European level, to the national level. The national police forces have to translate tools, procedures and measures originating from European police cooperation into its own organizations to be a part of the cooperation. It requires the member states to constantly relate to each other – but also to give and take. It is a complex process which requires continuous cooperation. Different national legislation or cultural differences are examples on challenges in the process of translation, which in this thesis will be defined as tensions. The tensions have to be solved in order for the

translation to be possible. The covered concept of European police cooperation in this thesis will be on information exchange.

Aim

This thesis aims to examine how the translation of tools and measures from the European level to the national level affects the daily work in the Swedish Police Authority. It serves several purposes. Firstly, it aims to investigate tensions which have arisen in the Swedish Police Authority due to the translation process. Secondly, it aims to examine how the Swedish Police has translated tools and working methods related to the European police cooperation and how it has affected the organization. In order to fulfill the aim, the following questions have been formulated:

What tensions has been identified due to the translation process?

How has the translation of tools and working methods related to European police cooperation affected the Swedish Police Authority?

The situation in Sweden

In the following section, the empirical setting for the analysis will be covered, which is the situation in Sweden on organized crime. The discussion on organized crime is constantly ongoing in Sweden (SVT, 2023a, Dagens Nyheter, 2023a, Sveriges Radio, 2021, SVT, 2021). The politicians are eager to combat the actual situation on organized crime and organized criminal networks. During the Swedish presidency of the Council of the European Union in the first half of 2023, combatting organized cross-border crime were one of their priorities (Swedish Government, 2023a).

Sweden has the last years faced challenges in terms of organized criminal networks. The situation is very complex and it causes other types of criminality. As a result of conflicts between the criminal networks, shootings and explosions occur quite regularly. According to Rostami (2017), organized criminal networks and gun violence are closely connected. Sweden has experienced a high level of firearm-related violence the last years. There were 388 shootings, resulting in the death of 61 individuals during 2022 (Swedish Police Authority, 2022a). Despite Sweden's strict gun laws, there is a stable inflow of weapons to Sweden,

especially from the West Balkan region. Because of the stable inflow, it is rather easy for the criminal individuals to get access to weapons (Khoshnood, 2019).

In December 2022, a series of shootings occurred in Stockholm, triggered by conflicts between criminal actors. Against this, the Swedish Police initiated a coordinated, national operation on organized crime. *"The serious organized crime has gone to an extent which we haven't seen before, and we see connections between criminals in the different police regions. Swedish Police therefore works offensive and jointly, together with other Swedish authorities but also with authorities in other states"* said the national police commissioner Anders Thornberg during a press conference (Swedish Police, 2023).

Background

This chapter serves several purposes. First, it explains organized crime and organized criminal networks as areas of crime. Second, the concept of interoperability is outlined, and why it is important in order for information exchange within Law Enforcement Agencies (LEAs) to function.

European police cooperation covers different types of cross-border cooperation among national police forces in the European Union. The core of European police cooperation consists of either operational cooperation or information exchange. The purpose of European police cooperation is two folded. First, it aims to compensate for the free movement in the European Union. Second, it is considered a tool on cross-border crime (Boucht, 2012). It is exercised on a daily basis at an international, national, regional, and personal level between police officers among the European Union.

Criminal law became a matter for legislation on EU level and a part of the legal framework when the Treaty of Maastricht were implemented in 1993 (Nilsson, 2012). Through a judicial perspective, European police cooperation is complex. The legislation on the area is onerous and regulated on both the national and supranational level.

The definition of organized crime

There is no clear definition of what organized crime is (Finckenauer, 2005). Since organized crime is conceptualized differently, the jurisdiction and approach towards it tend to differ between the member states (Gonzáles-Conejero et al, 2014). The Swedish National Council for Crime Prevention (Brå) published a report in 2016 which describes organized crime and the different concepts of the term.

According to Brå, organized crime affects all parts of the society and covers different types of crimes. It is project based, profit oriented and often has a network structure. The criminal activities are in general discrete in order to avoid the law enforcement agencies, but there are also groupings which are more visible (Brå, 2023). Common for organized crime and organized criminal networks is the international character. Organized crime tends to have economical interests and often acts in more than one market. For example, it could be focused on smuggling of goods, weapons, narcotics or cigarettes. These markets are driven by a strong demand, which makes it a challenge for the Law Enforcement Agencies (LEAs) to tackle them. A risk with organized crime is the presence of system-related threats, where for example public servants are targets for unauthorized influence or threats (Brå, 2023).

Brå underlines that there is not *one* organized crime, but many different concepts of it. Organized criminal networks are just one concept of organized crime. It has to be clear which phenomenon of organized crime the measures are implemented on. Measures on organized crime in general is a too broad concept when speaking on specific measures and methods (Brå, 2016).

Organized criminal networks

Organized criminal networks are one segment of the organized crime. The phenomena are constantly present in media (SVT, 2023b, Dagens Nyheter, 2023b) and in politics in Sweden (Swedish Government, 2023b).

The phenomena of organized criminal networks are complex and requires strategical and operational measures on different levels, both regional, national and international. Organized criminal networks are often transnational and active in more than one country (European Council, 2022). Since the networks often are transnational it is motivated to let the

measures against them be characterized by cross-border cooperation among the Law Enforcement Agencies (LEAs) (Gonzáles-Conejero et al, 2014).

The operational aspect of European police cooperation

Information exchange, which is more strategic, and operational police cooperation are in many terms interconnected (European Commission, 2023a). It is therefore motivated to cover operational police cooperation in the background chapter, in order to gain an understanding on European police cooperation in general.

The MLA Convention, Mutual Assistance in Criminal Matters, resulted in what today can be considered as two important parts of the operational police cooperation; Joint Investigation Teams, which I will get back to, and the possibility for police officers to enter foreign territory (Riehle, 2023). Police officers are allowed to cross borders and enter foreign territory in their duty under specific circumstances and occasions. The premises for this type of operational police cooperation is that the police officers need permission before entering foreign territory. There are exceptions, so called urgent surveillance (European Convention on Mutual Assistance in Criminal Matters).

When a police officer aims to stop a direct danger on a foreign territory, it is called cross-border intervention. To exemplify, a Finnish police officer is allowed to cross the Swedish border to stop an armed man who threatens to hurt people. Cross-border interventions are only allowed during situations where it is a specific danger who threatens the public (Prüm convention, art. 25; CISA; art. 41).

Foreign police officers are obliged to follow the same laws as the host nation's police officers do. I.e., a Danish police officer who enters Swedish territory, is bound to follow Swedish legislation and the Swedish Police Act (Boucht, 2012). Foreign police officer's rights to act in Sweden are described in article 4 in the International Police Cooperation Act (International Police Cooperation Act, art. 4).

The demand for interoperability for effective information exchange

The possibility for information to flow between the member states but also in between the information systems, so called interoperability, is crucial in order to have an effective information exchange between LEAs (Gonzáles-Conejero et al, 2014). There are different information systems and databases initiated by the European Union, systems which are both centralized and decentralized in their gathering and storing of data. Because of there are multiple systems, interoperability in between them is required for information exchange to be possible.

Interoperability between the member states could be a challenge because the member states have different national legal frameworks and potentially not a shared view on either international cooperation or on information exchange. The free movement has resulted in a need for a single digital market, where the information can be exchanged and shared effectively. This requires the member states to adjust to establish interoperability, which is a qualification for effective cross-border cooperation and information exchange (Krimmer et al, 2021,).

In May 2019, the European Parliament and the Council of the European Union decided on regulation (EU) 2019/817 and (EU) 2019/818. The aim of the regulations was to establish a framework for interoperability on European police cooperation, judicial cooperation, asylum and migration between member states. The Swedish law will be adjusted to the regulations when they become operational. The regulations are supposed to be implemented in the end of 2024 (Council of the EU, 2019).

Previous research and research gap

In this chapter, previous research on systems and databases on information exchange is covered. The different purposes of them is examined. Lastly, the research gap and contribution of this thesis is stated.

Systems and databases on information exchange

The demand for interoperability assumes that there are multiple information systems where the information can flow between. This is the case in the European Union in general and under the European police cooperation more specifically. Multiple information systems are used by the law enforcement agencies (LEAs) in their combat of crime. In some of the systems, the information is shared from the national level to the European level, where it becomes part of a database available for other actors. Examples on this is Prüm or SIS. In other systems, the information is shared solely on the national level, from one member state to another member state, such as SIRENE. The sharing of information provides the member states with an opportunity of cross-border police cooperation.

The legislation on the Prüm framework is an important source for information exchange within the European police cooperation. The information exchange between the member states of the European Union has over the years developed and deepened. The origin purpose of Prüm was to combat cross-border crime such as terrorism and illegal migration by connecting the member states' national databases (Giannakoula et al, 2018). Prüm enables states to exchange biometrical data with each other, such as DNA or fingerprints (Boucht, 2012). The framework of Prüm includes both member states of the EU and non-member states such as Norway in the cooperation. The Swedish Police became operational in using Prüm in 2013 (Swedish Police, 2022).

There are multiple internal databases being used by the different LEAs within the European Union, such as, *Visa Information System,* VIS*, Eurodac* and *Schengen Information* System, SIS. The initial purpose of VIS and Eurodac was migration control. SIS were originally a tool to control individuals entering the Schengen area. The database of SIS consists of five different types of information. Firstly, wanted individuals, second, third country individuals who are permitted to enter into the Schengen area. Third, missing persons, fourth, individuals who are supposed to enter court and fifth, individuals wanted for discreet surveillance (Balzacq, 2008). Over 90% of the data consists of third individuals who are

permitted to enter the Schengen Area. The concerned police officer who did the search gets provided with limited information when it is a hit in the system. In order to get supplementary information, the police officer has to contact the national entry of SIRENE. Every member state which are operational on using SIS are required to have a national SIRENE bureau. The bureau exchanges information related to the alerts made in SIS with the requesting member state (European Commission, 2023b). Today these information systems are important investigation tools used by LEAs on a daily basis.

Research gap and own contribution

The translation of ideas and processes from the European level to the national level could be understood as a strengthened European integration. Mörth and Britz (2004) analyzed the translation of armaments policy from the level of the EU to the national. It resulted in the conclusion that policies on the national level gets affected by organizational change at the European level. Further on, armaments policy on the European level is a result of the member states' will. Different actors on both the national and European level creates the armaments policy in the EU (Mörth & Britz, 2004). This thesis further develops this analysis, by showing another example on how a policy area in EU translates and concretizes down to the implementation and translation of tools and working methods on the national level. Translation theory has often been applied within the theoretical framework on organization. Thus, because of the complex organizational structure of the European Union, it is motivated to analyze European integration and its effect on policy areas according to an organizational framework, in this case translation theory.

A research gap can be found on how translation of European police cooperation affects the combat of organized crime in the daily work of the Swedish Police Authority. It fulfills the aim of the thesis by investigating tensions which have arisen in the Swedish Police due to the translation process, but also by showing how the translation process have affected the daily work in the authority (Mörth & Britz, 2004).

The contribution of this thesis is three folded. First, it provides a perspective on how the implementation and translation of tools and working methods from the European to the national level affects the daily work in the Swedish Police Authority. Second, it discovers how European cross-border police cooperation can contribute to the combatting of crime on the national level. Third, it addresses a research gap by examine how a national authority gets

affected by cooperation on the European level. It provides the reader with an insight in how deepened European integration affects the daily work in the Swedish Police.

Theoretical framework

In this chapter the theoretical framework is presented, with its strengths and weaknesses discussed. The framework is mainly built upon the discussion on *translation*, which is a concept which originates from organizational theories. Translation as a concept is used to fulfill the aim and explains how the implementation of tools and working methods from the European police cooperation to the national level works out. This is followed by a discussion of legitimacy. At the end of the chapter, there is a short discussion on European integration – with the well-established terms liberal intergovernmentalism and neofunctionalism.

Translation theory

The implementation of tools and measures from the European police cooperation to the national level requires translation in order to fit the organization. According to previous research on translation, it can take time to explain and motivate change if the actors are not willing for it, i.e. speaks the same language. This can make the implementation of a change challenging. (Seto et al, 2016; Czarniawska & Joerges, 1996).

In this thesis, translation as a term is used to explain the result of local interpretations of organizational innovation (Wæraas & Nielsen, 2016). The theoretical framework on translation has several approaches, and originates from the French philosopher Michel Seres and the American organizational theorist Karl E. Weick (Czarniawska, 2009).

The theoretical framework presumes that there are parts of the organization which are structured whilst other are not. The lack of control or structure creates a need within the organization to rethink and reshape. *"Chaos, disorder, multiplicity and noise are not in opposition to, but are the precondition of, organization"* (Clegg et al, 2004). New ideas or measures do not get implemented by coincidence into the organization. Thus, it is a highly conscious choice made by the actors in the organization. Still, when implementing new ideas and measures, they tend to get translated as a result of negotiations - rather than adopted - into the organization. (Waldorff, 2013; Vossen & Vangestel, 2019). As a result, the organization changes, and translates itself into something (hopefully) better (Clegg et al 2004). The translation within the organization postulates movement. Therefore, translation is not possible without transformation. The organization can be more or less open for translation, and the process itself can be more or less structured. (Czarniawska, 2009).

The theoretical framework and process of translation builds on the following steps: *problematization, language* and *reorganization. Problematization* is the definition of the problem. Something in the organization is not working – measures, working methods, tools. If these problems are actualized and discussed widely in the organization, new ideas and measures tends to be easier to implement (Waldorff, 2013; Czarniawska, 2009). A need for a solution gets formulated within the organization.

The starting point of the translation process is the organization. Hence, this thesis examines how the Swedish Police Authority use, implement and translate cross-border tools into their organization in order to combat organized crime and organized criminal networks, which tend to have a cross-border character.

Language can be understood as the process of bonding and convincing among the employees in the organization. The need for a change is being formulated and prioritized. The employees need to sense that they have a role in the change, and the translation and implementation of new measures should feel meaningful. It is vital to establish support for the change in the organization, to be able to make the change as permanent as possible. The next step in the translation process is the *reorganization*, where ideas or measures from an extern organization or process gets translated into the organization. The option of reorganization should be considered the only option (Wæraas, & Nielsen, 2016). Reorganization is supposed to strengthen the organization and create new connections and improved working methods. According to the theoretical framework, when the three steps of problematization, language and reorganization have been accomplished, this results in the translation of ideas or measures into the structure of the organization (Callon, 1986).

Language in this thesis can be discussed through different perspectives. First, the different organizational levels in the Swedish Police Authority could lead to difficulties in speaking the same language. An employees' perception of a need for a change and the importance of it might be affected by the level of employment, whether its regional or national. An employee at the national level could potentially have a different perception on the need for a change rather than an employee at the regional level. This could lead to a discrepancy between the employees, which challenges the requirement of speaking the same language in the organization (Clegg et al, 2004).

Second, the sense of a need for a change requires the employees to actually face the formulated problem. An employee without any experiences of working with cross-border

crime might not share the opinion that there is a need to translate and implement cross-border tools into the organization of the Swedish Police, compared to an employee working with cross-border crime on a daily basis. Speaking different languages in the organization is just one example of types of differences which in this thesis is described as *tensions*. Tensions is a well-established concept in organizational theories. The tensions must be resolved for the translation in organization to be possible and considered legitimate (Quinn & Cameron, 1988).

The requirement of legitimacy

For translation to be possible, legitimacy is required. The employees at the Swedish Police Authority must consider cross-border tools and working methods as legitimate, in order to translate them into their organization. Legitimacy is a well explored concept, both in political science but also in organizational theories. "*Legitimating processes are core to new skills and expertise becoming introduced, negotiated, and integrated into the daily work of organizations*" (Stice-Lusvardi et al, 2023). Legitimacy in this thesis very much refers to perception. The perception of a working method or tool at the European level as effective or needed determines the legitimacy of implementing it at the national level.

The following section will address two theories of European integration. They will be applied in the discussion about legitimacy and European integration caused by the translation process.

Liberal intergovernmentalism is a theory stated by Moravcsik, which aims to explain the process of European integration. The process consists of *national preferences, interstate bargaining* and *institutional choice.* National preferences can be understood as the interests of the state. The result of the integration in terms of what the member states benefits from is described as interstate bargaining. Institutional choice is a conscious choice made by the national government to enable the decision-making process by giving some power to the institutions, such as the European Commission. According to Moravcsik, European integration is caused by the member states and their leaders. Intended decisions and rational choices, mainly related to economic issues leads to European integration (Moravczik, 1998). Criticism on this view of European integration has been related to a perception of democratic deficit in the European Union, where the population of the EU and the member states have

lost power due to the institutions. The perceived democratic deficit has resulted in a discussion on the legitimacy of the European Union (Kleine & Pollack, 2018).

Weiler (1999) formulated another view aimed to explain European integration based on Haag's theoretical framework on neofunctionalism from the 1950s. The theoretical framework is based on the idea of "spill-over". European integration caused by member states' cooperation in one field, which will spill over into cooperation in another. The member states and its governments are according to the theory more passive than the European Union and its institutions. Based on previous research on neofunctionalism, results and outcome due to the cooperation causes a perception of European integration as legitimate (Craig, 2011).

Translation in the domain of Law Enforcement Agencies

According to previous research, the sharing of information is a way of monitoring the external and internal borders in the European Union and the movement within these. Surveillance and control could be considered the driving factors for information exchange within the European Union, and between the member states. (Follis, 2017). A paradox can be seen here. One of the fundamental characteristics of the European Union is the free movement of goods, capital, services and people. At the same time, the LEAs on the national and European level are motivated to control certain types of movement, i.e. the movement of criminal individuals or the movement of illegal goods, such as narcotics or arms. It is a challenging situation where the free movement is essential for the European Union but at the same time, it enables the flow of organized crime and criminal individuals across borders. The LEAs have motives to control *some* type of movement, but are not willing to control all. One solution of this paradox is information exchange of personal information from the national level, to the European level (Leese et al, 2012).

The information exchange of personal information is also used as a tool on organized crime outside the European Union. In USA, the exchange of personal information such as biometric data became a tool in their "war on terror" after the events of 9/11 (Amoore, 2006). The exchanged information was originally collected for migration or movement purposes, but became a tool for the detection and combatting of organized crime, in this case terrorism.

During the implementation of the information systems Eurodac, VIS and SIS, migration could be considered the formulated "problem" who resulted in the reorganization, i.e. sharing

information from the national level to the European. (Pelizza, 2020). This points out the importance of having unanimity within the organization for a reorganization to be accomplished. Today, these information systems are also used for law enforcement purposes.

Regarding information exchange within the European Union, the same change occurred here. The origin purpose of the type of information which was gathered and exchanged was management and control of migration. Information systems such as Eurodac, VIS and SIS were implemented for migration surveillance. Eurodac's origin purpose was to control the asylum process, and make sure that the applicants did not apply for asylum in several member states at the same time. In 2015, the national police authorities got access to Eurodac and the information in it. VIS can be used by the national police authorities to identify individuals (Pelizza, 2020, Glouftsios & Scheel, 2021). The alteration of the use of these information systems, from migration control to the combat of crime points upon the complex challenge here. Some policy areas of international character, such as law enforcement and the combat of organized crime, are in many cases governed at the national level.

The member states could be considered to stretch their national jurisdiction beyond their national borders through the information systems and information exchange. *"Rather, they are designed effectively to project power beyond the physical boundaries of sovereign territory"* (Amoore, 2006:1007).

Further on, there are practical challenges with information exchange between the member states. The use of different systems among the member states emerges a practical challenge in terms of harmonizing these. It requires interoperability between the systems on the national level but also on the European level. Interoperability requires resources in terms of knowledge and economy. The harmonization of data within the European Union is a challenge for the cyber-infrastructure. It requires the member states to continuously adapt to each other. (Edwards et al, 2009).

Method and material

The method's which the thesis is built upon consists of a combination of interviews and text analysis. To fulfill the aim of the thesis, it was motivated to conduct interviews to gather material. By the completed interviews, it has been possible to get an insight in the employees' perception of the translation of tools and methods from the European police cooperation into their daily work on organized crime. The chapter starts with a description of the conduction of the interviews and the process of choosing interviewees. It is followed by a discussion on the chosen form of analysis. Moreover, the chapter is concluded by a discussion on ethical considerations and on limitations of the method.

Qualitative semi structured interviews

To fulfill the aim and gain insight in the daily translation process within the organization, such as the use of practices, working methods, tools and processes, it was motivated to interview employees. By choosing interviews as a method, I was able to learn about the interviewees' experiences on how the translation of tools and working methods from the European police cooperation into the Swedish Police Authority had affected their daily work in the authority.

The interviews were held with ten respondents and had a semi-structured, inductive character. Semi-structured interviews result in detailed and reflective answers based on the asked open-ended questions (Magnusson & Marecek, 2015). By choosing this method, I aimed to get a range of experiences from the respondents and achieve theoretical saturation rather than focusing on the number of interviews. The respondents were chosen based on their function and level of employment in the Swedish Police Authority.

Because of the geographical distance with the respondents, the interviews were performed digitally. In order to make the interviews flow as naturally as possible and to make sure that the respondents were able to express themselves, the interviews were held in Swedish. The interviews were recorded, transcribed and then translated into English.

Interview Guide

An interview guide was established before the interviews were carried through. An interview guide has several aims and is important both for the respondent and the interviewer. First, it serves as a support for me as an interviewer and second, to make the interviews as fruitful as possible. It also serves as a scheme for the interviews. This gives the interviewer a chance to formulate as good interview questions as possible. During the interviews, it was possible to elaborate on possible implications and come up with follow-up questions, which resulted in rich material for the analysis. Thus, since the semi-structured character, it was possible to adjust the questions during the interviews to get as fruitful answers as possible.

Another important purpose of the interview guide is to create a sense of a safe climate during the interview. The informant has to feel that he or she can express his feelings and thoughts. (Magnusson & Marecek, 2015). It was not possible to create a complete natural conversation because the situation of the booked, prepared interviews. Hence, I aimed to carry out the interviews in a way which felt as comfortable as possible for both parts.

The interview guide begins with information about the thesis in general; the aim and purpose of the thesis and interview, which information about the interviewee which will be shared in the thesis and that it is perfectly fine for the interviewee to end the interview whenever she or he wants.

The guide is then followed and themed by the aspects stapled in the theory of choice. The initial questions about the interviewee's daily work, were followed by three themes which originates from the theoretical framework of translation; problematization, language and reorganization. I performed a pilot interview with an employee at the Swedish Police Authority and we discussed possible themes and the relevance of them afterwards. The final interview questions were then structured under the themes. The interview guide in its total is attached in the Appendix.

Selection of informants

The selection of informants was based on several aspects. One obvious attribute was their daily work on organized crime or organized criminal networks. The combat of organized crime is accomplished at different levels within the Swedish Police Authority; both international, regional and national. As explained earlier, European police cooperation tends to have a strategic or operational approach. In this thesis, the focus has been on the strategic

approach of European police cooperation; information exchange. The work tasks of the respondents include the combat of organized crime through European police cooperation and information exchange of some kind.

Since the experiences of the translation of tools and working methods related to European police cooperation can differ depending on which level of employment or which role the informant has, different discourses on the topic could be observed. To fulfill the aim of the thesis, it was necessary to get a broad insight into the organization of the Swedish Police despite the limited number of interviews. As a result of this, one can assume that employees at different positions in the authority will have different experiences on how their daily work gets affected by European police cooperation.

The selections of the interviews were partly made through snowball sampling. Snowball sampling means that the respondents themselves get the opportunity to name other potential respondents that fit the criteria to participate in the research. It is a recognized method and was useful in this thesis. Because of the work tasks and type of crime these employees are working with, these employees as well as respondents within the Swedish Police Authority could be considered a "hard-to-reach population". According to Parker et al, these are populations which can be anonymous, be geographically distributed or require trust to agree to participate (Parker et al, 2019).

For transparency, it is also important to mention that I am employed at the Swedish Police Authority, which made the process of getting in touch with potential respondents easier. Hence, the interviews have not been conducted with colleagues of mine.

In the following table, the respondents are stapled. Five of the respondents are employees at the National Operations Department and five of the respondents are employees at a police region. The respondents are both police officers and civil employees. Depending on their role, they either have more strategic or operational role work tasks – or a combination of them. Common for all was their daily work on organized crime, which is the common denominator and what made these respondents relevant to interview. The respondents are both men and women at varied ages. They are employed in both bigger and smaller cities in Sweden.

Informant	Level of employment
Respondent A	National level
Respondent B	National level
Respondent C	National level
Respondent D	National level
Respondent E	National level
Respondent F	Regional Level
Respondent G	Regional Level
Respondent H	Regional Level
Respondent I	Regional Level
Respondent J	Regional Level

Table 1. List of respondents

The Swedish Police Authority consists of seven police regions and nine departments. The police regions are responsible for operations and activities within their geographical area. The work tasks include activities focused on both crime prevention but also investigation.

The national departments have different tasks. Some departments have a strategic focus, some a more administrative focus. The National Operations Department is the national department in focus in this thesis. Their mission is to lead the Swedish Police Authority on the national and international level and support the regions in different types of operations and activities (Swedish Police Authority, 2019).

Thematic analysis

This thesis has a qualitative research approach. A thematic analysis was conducted using the material from the semi-structured interviews. The motives behind the chosen analysis was to identify themes, which in this thesis is understood as tensions and changes caused by the translation of influences from the European police cooperation into the Swedish Police Authority. The themes are identified based one the coding, where the recurrent codes are formulated as a theme (Braun & Clarke, 2006; Lochmiller; 2021).

The material to analyze were chosen. In this case, it included doing interviews and transcribing the answers (Titscher et al, 2007). Descriptive codes within the transcribed material was then identified and then systemized, such as "*Knowledge, Regional level, National Level, Positive Approach, Negative Approach*". A coding scheme was made in order to accomplish the thematic analysis in a consequent way. Boréus and Kohl (2018) recommend doing the coding twice, to make sure it is performed in an objective way. This also contributes to the cumulative possibility to reach the same result when making the analysis again, which strengthens the validity of the analysis. Second, the steps of translation: problematization, language and reorganization and the organizational concept of tensions was used to connect the codes to the theoretical framework.

Based on the codes, themes were identified. The themes are not a world or a sentence but a concept which provides the reader an insight in the respondent' experiences of translation process in their daily work, such as "*Tensions between the regional and national level*". The methodology in total could be considered driven by the research questions. The themes were identified related to the research questions, which is important when conducting a thematic analysis. In this case, the research questions were formulated in a way which resulted in material who gave an insight of the employees' perception of change and translation in the organization (Lochmiller, 2021).

One strength of thematic analysis is the resulted overview of the material which facilitates the ability for me as a researcher to make comparisons and generalize (Boréus & Kohl, 2018). I chose to make the analysis manually and not use a computer program. The main reason for this is that the programs cannot make intuitive assessments of the material.

Ethical considerations

Throughout the process of writing this thesis, ethical considerations have been necessary. First, the Swedish Police's methods and tools can be considered a sensitive question. There can be information of more sensitive character which is meant to be kept in the authority. The aim of the thesis is to investigate how the Swedish Police has translated tools and working methods from the European police cooperation into their own organization and their daily work on organized crime. Thus, the types of tools and methods which are mentioned in this thesis are information which can be found in open sources. The aim of the thesis is not to discover these tools and methods, but rather how the reorganization has worked out and how European police cooperation affects the daily work within the authority. It has been a balancing act in between to not share too much information and to not be too vague.

It was a conscious choice to anonymize the respondents from the conducted interviews. In order to fulfill the aim of the thesis, there was no need to expose the respondents. It can be sensitive for the respondents if their identity gets revealed because of the type of criminality they are working against. Potentially some of the respondents could have more sensitive roles, such as working with intelligence. Then it is even more motivated to maintain the anonymity. During the interviews, the respondents got informed about their anonymity. The respondents were also told about the possibility to choose to not answer any of the interview questions, or terminate the interview whenever they wanted.

Limitations and notes on method

There are limitations in the choice of method and material for this thesis. Since there are around 35 000 employees at the Swedish Police, one can question the possibility to draw conclusions on the daily work in the organization, based on ten interviews. Even though the held interviews have provided an insight in their daily work, interviews with other employees would possibly result in other experiences and visions on this subject. The aim and research questions presume a qualitative method, where the research is more in-depth and focused rather than having a wider perspective and a bigger quantity of material. Thus, through these ten conducted interviews, the aim of the thesis could be considered fulfilled. The reader has been provided with an insight into the daily work of the organization as a result of the method of choice and theoretical framework.

Results

The research questions will be answered based on the result from the qualitative thematic analysis and analyzed and discussed upon the theoretical framework. The disposition of the chapter partly follows the formulated research questions. The answers are structured based on the identified themes.

What tensions has been identified due to the translation process?

How has the translation of tools and working methods related to European police cooperation affected the Swedish Police Authority?

First, the first research question is answered, thus the identified tensions are addressed. The tensions are identified challenges due to the translation process. In this case, the following tensions have been identified: heavy workload, lack of knowledge, tensions between the regional and national level. Further on, tensions in the translation process from the European level to the national level, different national legislation and not speaking the same language are the last identified tensions. Proposed solutions to these tensions are also covered.

Secondly, the second research question is covered. When the tensions have been identified, this section shows how the translation related to the European police cooperation to the national level has affected the daily work in the Swedish Police Authority according to the respondents.

What tensions have been identified due to the translation process?

Based on the respondents' answers, tensions within the organization have been traced. The tensions equate a challenge or hinders. The tensions have to be solved before the translation can be accomplished.

Heavy workload

One of the identified tensions based on the respondents' answers is the issue of heavy workload caused by the involvement of cross-border collaboration and European police cooperation into an investigation. Several respondents, at the national level as well as the

regional level shares the opinion that cross-border collaboration and European police cooperation are complex, but also mentions that it results in a heavy workload. The international aspect becomes another thing that must be done, rather than something that is considered as fruitful. This can hinder the translation of measures and tools originating from European police cooperation into the Swedish Police Authority.

Respondent J who works at the regional level says that they sometimes hear complaints among their colleagues when cross-border collaboration of some kind is introduced to the investigation. According to the respondent, it is probably because it is a strained situation in the authority in general, where a lot has to be done. Respondent J also refers to cross-border collaboration as "*something advanced that can take up a lot of time*".

According to Respondent B, investigations tend to expand while including the international perspective. If there is lack of resources in terms of personnel, time or knowledge, it might just be easier to impose a punishment for the individual, and "stay at the local level". Respondent F confirms:" *We don't always have time or resources to follow up the international connections in the cases we work with. Therefore, I often just focus on the local part"*.

 Some of the respondents seem to try to make the cases manageable by reducing cross-border collaboration - or to be more precise, by limiting the horizon for their concern. By not including the perspective of European police cooperation in their cases, the cases get more manageable.

The view on cross-border collaboration and European police cooperation as too complex, seems to be explained by lack of resources in terms of knowledge or time, but also in a heavy workload. The workload cross-border collaboration causes do not motivate the use of these types of tools. It seems like some of the respondents are trying to make the strained situation more substantial by excluding the international perspective. It creates a situation where the translation process consciously or unconsciously is avoided. The heavy workload could possibly also be connected to a lack of knowledge. Respondents says their perception of cross-border collaboration and European police cooperation changed when their knowledge got improved.

Lack of knowledge

The level of knowledge seems to have impact on the perception of European police cooperation. It is rather self-explainable that lack of experience leads to lack of knowledge. Lack of experience of European police cooperation could therefore possibly strengthen this tension which hinders the translation process, based on the answers from the respondents.

In the following quote, respondent H points out the difficulty in using cross-border tools from the regional level.

"*We have to develop our working methods when the criminality develops. Today, a gap can be seen between our methods and the criminality. Even if we receive information from Europe, we do not have the knowledge to solve the problem at the local level*" (Respondent H).

Respondent C and D believes that the knowledge on European police cooperation and international police cooperation in general can be found at the national level, more than the regional level. A reason for that could be that the National Operations Department in the past handled all investigations with international connections (Respondent B). It seems to have resulted in a situation were the knowledge on working cross-border can be found more at the national level than at the regional level. Based on the respondents' answers, it could have created a situation where some respondents at the regional level today feel like it is too complex to work at the international level. The main reasons seem to be lack of knowledge and previous experiences.

According to previous research on translation (Callon, 1986; Clegg et al, 2004; Waeras & Nielsen, 2016), the employees need to sense their role in the change in order for it to be considered legitimate. It can be questioned if they sense their role in the reorganization by having very limited connection to, or knowledge about European police cooperation. When different languages are being spoken within the authority, it could hinder the translation process.

According to Respondent C, the knowledge of European police cooperation is more limited among their colleagues employed at the regional level compared to the colleagues on the national level. European police cooperation in their daily work at the police region often just breaks down to "contacting the SPOC with enquires on foreign license plates". SPOC stands for *Single Point of Operational Contact* and is a part of the National Operations Department. SPOC is the national contact point for international operational concerns

(Europol, 2022b). It is an example of translation of working methods originating from the European police cooperation into the organization of Swedish Police Authority. Respondent C's reference to that the only connection with European police cooperation is to get information about foreign license plates from SPOC exemplifies that the same language might not be spoken at all levels in the authority. It shows how low knowledge on this area risks European police cooperation to be reduced on many levels.

Respondent F, who also works at the regional level, implies that they and their colleagues lack knowledge on European police cooperation. They do not know about tools and methods related to cross-border police cooperation, and wish to see educational operations and clear directives from the management to deepen the knowledge. Respondent E confirms, and further explains the administrative burden European police cooperation tend to result in is hard, such as translation of documents.

Respondent H works at the regional level. *"If I had asked my group, it would have been uncertainty among them on what European police cooperation is, or what we, at our level can gain from it. If I find something in a phone or during a search of the premises, that piece of information might not be important to us, but in a European perspective it could be very important."*

Respondent H shares the sense of lack of knowledge on cross-border collaboration and European police cooperation as some other respondents. Thus, the respondent also refers to colleagues and their lack of knowledge on both the concept of European police cooperation but also what to gain from it. At the same time, a strategic cross-border approach can be seen in the last sentence, where the respondent mentions cross-border information exchange and why it can be important.

Respondent D has many years of experience from working at the national level and says *"During my 15 years at the regional level, I had international contacts two times. If that's the case for other colleagues too, I think it's rather explainable if they don't feel comfortable with having international contacts"* (Respondent D).

This quote further strengthens the connection between lack of experience and lack of knowledge. There seems to be an uneven level of knowledge within the Swedish Police Authority. It could result in tensions between the levels in the authority. Respondent E reckons the importance of having the right knowledge and competencies on all levels, but says that it is not what the situation looks like today. The respondent thinks that it has to be

easier to work on the international level from all levels in the authority. Due to lack of knowledge on cross-border collaboration and European police cooperation, the information exchange between member states or other LEAs could possibly be endangered. There is also a risk of important information not being exchanged to the right recipient, as stated in the quote by respondent H on the previous page.

"I think you have to improve the Swedish Police's competence in general when we are talking about European police cooperation. I think it must be easier for those working in our authority to know, what do I do to find out if a suspect has a driving license in another state? How do I do to find out if a person has convicted any crimes in another state? It is those easy things all police officers have to learn. That is not the case today" (Respondent E).

Respondent E points the importance of all police officers are able to do some measures related to European police cooperation in the quote above. The solution on this tension could simply be answered as educational improvements, both within the authority and during the police training.

The identified different grades of knowledge in the authority leads us to the next tension, which is tensions between the regional and national level within the Swedish Police Authority.

Tensions between the regional and the national level

Based on the analysis, one tension which has been identified among the respondents' answers are differences between the perception of European police cooperation on the regional level compared to the national level. The different perceptions seem to have resulted in misunderstandings or tensions between the different levels in the Swedish Police Authority. Based on the respondents' answers, the tension could be explained by different attitudes on European police cooperation, the importance of it and what to gain from it. A distance can be seen, where the opinions and views on European police cooperation differentiates within the Swedish Police.

"We are often talking to the National Operations Department and they think the cross-border cooperation works fine. But wait – from where comes the information they get? Well, from the local police districts and the regional level" (Respondent G).

The quote from Respondent G above shows signs of tensions between the regional and the national level. The respondent implies that the information the National Operations Department shares cross-border originates from the regional level. According to the respondent, they have a more positive perception of European police cooperation at the national level compared to how it is perceived at the regional level.

Respondent A, who works at the national level, says that when the employees at the regional level gain knowledge on tools and methods related to European police cooperation, their approach towards it gets more positive. *"I believe that there is room for development at the regional and local level in understanding the benefits of European police cooperation (…). I also think that we need more of this during the police training"* (Respondent A).

The quote of Respondent A above implies that there is a lot of translation work which still has to be done in the authority. It seems like the knowledge on cross-border cooperation on criminal matters is on the initial stage at some levels in the Swedish Police Authority.

There are also a numerous of answers which shows a different attitude, and indications of less or no tension between the regional and national level. According to Respondent G, who works at the regional level, there are no tensions based on the attitude on European police cooperation between the different levels in the authority. The international perspective on crime is, according to the respondent, widespread: *"In the world we are living in, the international aspect is very widespread. It is not hard to work internationally since it occurs on a daily basis more or less"* (Respondent G).

Some respondents have less experience of European police cooperation, but the lack of experience has not necessarily lead to any tensions. Respondent J works at the regional level and does not get involved in international police cooperation that often, but when it happens, they get assistance from the National Operations Department when needed. On the other hand, Respondent J understands that the National Operations Department cannot handle every case with international dimension since it is so common.

The solution on this tension according to some of the respondents could be considered two-folded; education and clear leadership. When employees at all levels in the authority are exposed for and informed about the tools and measures originating from European police cooperation and the benefits of it, the approach towards it tends to change. Several respondents also mention the importance of a clear leadership. If cross-border collaboration is

formulated as important and useful from the management, it spills over down to the regional and local levels in the organization.

Tensions in the translation from the European level to the national level

Another identified tension among the respondents' answers is challenges in the translation process from the European level to the national and regional level. Some of the respondents seems to experience a distance between the actors at the international level and the actors at the regional level.

Respondent H works at the regional level and has been involved in several JAD's, *Joint Action Days*, which are coordinated days where LEAs from several states makes coordinated operations within the framework of EMPACT (Europol, 2017). EMPACT is a Europol instrument aimed for operational, international cooperation on organized crime. The operations are based on a policy cycle, with priorities on certain types of crime. The policy cycle for 2022 – 2025 focus on high-risk criminal networks, drugs trafficking and firearms trafficking to mention a few. Regularly, LEAs in the member states of the EU acts together in operations during Joint Action Days, often with a specific target. (Europol, 2022a). In 2020, 2737 international investigations or operations were supported (Council of the European Union, 2021). During these operations, most often it is a representative from the National Operations Department who is responsible for the JAD, but theoretically, it could be a representative from the regional level too (Respondent A). JAD is an example on how tools and methods from European police cooperation translates down to the regional level within the Swedish Police Authority. The local police districts in the member states cooperates and works against targets decided at the European level.

"*We get a date and an area of crime to focus on, such as human trafficking. I then have a few days to figure out how we are going to work against human trafficking in our local police districts on this specific date. (...) If we don't have encountered this problem in our local district, do we still have to accomplish the operation just to be a number in the statistics, and for us to be able to say that Sweden contributed to the operation? (...). If I assign six colleagues to an EMPACT operation, then they'll ask me after: what did we gain from this? Then it becomes something negative, someone far away tells us to do something, but what do we gain from it? I think it's easy to get a negative attitude towards European police*

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cooperation. Europol says we should to this, the National Operations Department says we should do that, but what really comes out of it?" (Respondent H)

The quote from Respondent H expresses the process of translation from the national level to the regional level, with the challenges that could come with it. It is an example of a crime combatting initiative from the European level is not fully in line with the situational picture at the national level. Further on, it rather seems to result in a perceived distance between the European level and the national, which leads to a tension but also contributes to a negative attitude towards European police cooperation in general.

According to the respondents, the solution on this tension is to create a sense of European police cooperation as not an abstract thing, but rather something that takes place on a daily basis in the Swedish Police Authority. In order for that to be possible, working cross-border must be considered doable at all levels in the authority.

Different national legislation

Different national legislation among the collaborating states can aggravate the use of cross-border measures and working cross-border in general. A tension can be identified based on the different national jurisdictions which can lead to challenges in using and translating cross-border tools into the organization.

Secret coercive measures are methods which often is applied within the combat of organized criminal networks, i.e. secret camera surveillance or secret surveillance of a phone. Due to different national legislation, it is complex to apply secret coercive measures cross-border. International Legal Assistance in Criminal Matters Ordinance is required in order to carry out secret coercive matters in another state (Swedish Government, 2018). Regarding cooperation on criminal matters within the European Union, a European Investigation Order is exercised instead, which has the same purpose.

As Respondent D points out in the following quote, there are judicial obstacles for the use of those measures on another states' territory.

"We need to raise the issue of harmonized legislation in certain areas, for example, regarding secret coercive measures. If we have surveillance on a car, we must either ask for permission to continue the positioning or we have to cut of the surveillance on the ferry over to Germany. (…) Our secret coercive measures are not allowed to be implemented on other states territorial area" (Respondent D).

The quote above exemplifies how the criminal individuals or organized criminal networks can utilize the borderless area, the European Union, while a majority of the Law Enforcement Agencies' crime combatting tools are governed at the national level. The EU could be considered more borderless for the criminal individuals and organized criminal networks, while the borders are more present for the LEAs in their daily work (Leese, 2012). The example addresses how the agencies seems to struggle with border constrains in their exercise of law enforcement.

Not speaking the same language

Another identified tension is language, which is a requirement for the translation process; language. In order for the translation to succeed, everyone within the organization have to "speak the same language", in abstract terms. It is therefore needed that most of the employees considers European police cooperation as important and have a positive attitude towards it. The employees must agree for the need for a change, in this case the translation of tools and methods related to European police cooperation into the daily work of the Swedish Police Authority.

Some of the respondents "speaks the same language", meaning a majority of their answers can be thematized together in having a common view of the need for an organizational change. It is exemplified in the following quote from Respondent B.

"We have to deliver information into Europol's databases in order for other states to see connections towards Sweden. (…) If we want to reach the criminals at the top of the structure, that is the way forward." (Respondent B).

The results from the thematic analysis also shows signs among the respondents of not speaking the same language. Some of the respondents which either are employed at the regional level or have experiences of it, shows another view on European police cooperation.

"The Swedish Police has, unfortunately, not prioritized the international perspective in many years" (Respondent C). Not prioritizing the international perspective among the management could possibly lead to a situation where employees not consider the question to be important either.

Respondent J do not think more European police cooperation is needed. Since they face it so rarely in investigations, the respondent does not see any need for more cooperation.

Summary

Based on the respondents' answers and the result from the thematic analysis, a number of tensions have been identified. Heavy workload is an identified tension which aggravates the translation process. Lack of knowledge among the employees at different levels is mentioned as a hinder for translation. Tensions between the levels in the Swedish police in their perception of European police cooperation are also mentioned. Challenges in the translation from the European level to the national level is another. Further on, differences on legislation at the national level among the member states hardens the use of cross-border measures. Lastly, not speaking the same language within the Swedish Police Authority hinders the translation process.

When these formulated tensions have been solved, translation can occur. In the next section, the last research question will be answered, and we will examine how the translation process on European police cooperation has affected the daily work in the Swedish Police Authority.

How has the translation of tools and working methods related to European police cooperation affected the Swedish Police Authority?

According to the theoretical framework on translation, there is a need for problematization for the translation process to be successful. In this case, the need could be summarized as the following: to figure out how cross-border collaboration is going to take place on either regional or national level. The following quote underlines the importance of cross-border collaboration in the combat of organized crime.

"There is no area of crime under the organized criminality which does not have international influences. I can't see them otherwise. There is no area of crime where Sweden stands alone. We are very dependent on what's happening in other states, and the help and support we get from colleagues cross-border." (Respondent D).

Based on the thematic analysis and the identified themes from it, the answer to the second research question seem to be three-folded. During the rest of this chapter, new ways of approaching organized crime, a decentralized ambition and coordination at the national level are identified as themes and main results of the translation process.

New ways of approaching organized crime

The translation of tools, working methods and measures related to the European police cooperation into the Swedish Police Authority has according to a majority of the respondents resulted in new ways of approaching organized crime. It has resulted in the use of cross-border tools but also new working methods, which will be covered in this section.

Europol is the EU's agency for law enforcement cooperation. They have several missions; to share intelligence and provide possibilities for information exchange through secure channels of communication. Europol also provides the member states with strategic analyses. Europol works strategically on organized crime. (Europol, 2021)

"All the tools Europol provides, is my main weapon. There are other channels or structures, like Interpol which we also use, of course. But I prefer to use Europol, I see a lot of benefits in both tools and systems". (Respondent C)

Europol is an important actor when speaking about information exchange within the European police cooperation. One of the main tasks for Europol is to assist the member states in their operational work (Fägersten, 2014, pp. 95). To exemplify, they enable secure information exchange by providing safe communication channels between the member states One example of a secure channel of communication implemented by Europol is SIENA; *Secure Information Exchange Network Application.* It makes it possible to exchange operational information or intelligence in a safe communication channel for the member states, Europol personnel and third parties which Europol has an agreement with, such as Norway. Every year, about 1,5 million messages of operational character are sent through SIENA (Mihov, 2018, pp. 227). SIENA is mentioned as an important tool according to several respondents. *"All communication is done, in essence, through SIENA."* (Respondent G).

Several respondents mention SIENA as a tool which they use on a daily basis. Respondent F thinks that it is a great tool to work with, but not always the fastest.

SIENA is a tool many of the respondents mentions refers to when speaking about how European police cooperation affects their daily work. *"Information exchange today takes place in safe channels, and it is nationally coordinated. (...) The information exchange is secured and the information gets added into our information systems. It is a way of streamlining"* (Respondent A). Other respondents who also uses SIENA believes that not all communication can be done through SIENA, since it is time consuming or too ineffective. *"It*

often takes less time just do call each other. We cannot have all communication through Europol" (Respondent F).

The translation of tools and methods originating from the European police cooperation has resulted in new ways of more operative cross-border cooperation within the frame of law enforcement. EUROJUST, EU's agency for criminal justice cooperation, is responsible for a form of operational police cooperation which often takes place at the local level; *Joint Investigation Teams.* JIT can be described as advanced forms of international police cooperation which enables direct communication between police officers in different states. A JIT is established during a limited period of time, such as 1-2 years. For the JIT to have a purpose, the investigation in question may be of a cross-border character or concern a suspect living in another member state (Boucht, 2012, pp. 220). Respondent F mentions one case they were involved in, where information exchange took place with another member state who was part of the JIT. The information exchange resulted in convictions for a number of criminals, both in Sweden as well as in the other state. This, together with Joint Action Days which is coordinated days for law enforcement operations serves as concrete examples on how tools from the European police cooperation gets translated down to the national level of the Swedish Police Authority and used in the daily work.

"*We must be a reliable partner, one that other states want to turn to. When an OTF (Operational Task Force) is started, Sweden is one of the states that gets included first. And it is not only based on the fact that Sweden has many criminal actors abroad, but also on how we work. We have a history of stewardship. We have structure, we have our paperwork and finances in order. (...) We must strengthen that brand, because then we will get included"* (Respondent D).

New ways of approaching organized crime has led to a positive perception of Sweden in the international context, according to some respondents. Respondent D tells about how Sweden gets invited to forms of cross-border collaboration. Despite the situation in Sweden, with the number of shootings and the strong presence of organized crime in parts of the society, Sweden seems to have high status regarding the law enforcement.

A decentralizing ambition

When the respondents were asked to exemplify how the translation of tools and working methods from the European level down to the daily work in the Swedish Police had looked like, the Local to Local project and the employment of international case officers were mentioned. Based on the respondents' answers, a decentralizing ambition in the authority could be seen. Since the magnitude of cases with international character or connections, there is an ambition to decentralize the knowledge and ability of working cross-border.

Some of the respondents mentioned a project called Local to Local, which is a project where the German police and Swedish police collaborates. The objects behind starting the project were shared experiences of organized crime. Local to Local was initiated by the International Affairs Division at the National Operations Department at the Swedish Police. As just mentioned, Germany had experienced the same phenomena of organized criminal networks, and especially externally defined groups, often family-based networks, as Sweden had. Through this project, German and Swedish police got the possibility to share their competencies, experiences and knowledge with each other, at the national and regional level (Swedish Police Authority, 2021a, pp. 43). In this context, it serves as a positive example on reorganization and decentralization. The project exemplifies on how the European police cooperation has gotten translated down to the regional level. By initiating new ways of working against this type of crime, cross-border crime combatting got closer to the regional level.

The respondents are positive concerning the implementation of strategies, tools and working methods from the European police cooperation to the national level related to Local to Local. Respondent C, who works at the national level, describes how the translation has had effect and led to a closer cooperation with the police regions. *"We don't stay in the reactionary phase, but we are there when they need us. We are located where they are."* (Respondent C)

Some respondents refers to the employment of International Case Officers, ICO's, as an important initiative which contributed to the decentralization and translation of European police cooperation to the regional level. A few years ago, international case officers became a new function in the police districts. The function was based on the thought that police districts should get closer to the international area and be able to get support in questions related to it in a more efficient way. Respondent E confirms this, it is easy to make direct contact with the

ICO's. It was an organizational change, thus, this type of cross-border police cooperation previously took place at the national level. The following quote illustrates the aim of the ICO's and how the need for international tools to use in cases of international character gets met at the regional level. By having the ICO's locally based, the police officers and investigators can take advantage of the European police cooperation in a more effective way (Respondent E).

"The local police districts which are fighting and handling very grave criminality with international connections, we want to provide them with effective international tools" (Respondent E).

Respondent C exemplifies how one of the previous mentioned tension, lack of knowledge, has been solved by translating and integrating tools from the European police cooperation down at the local police districts. The respondent also shows how the employees at the national level is able to support the employees at the regional level.

"It is not only a tool, they are also providing us with support. I think that's a win. That support is very important, because on the local police district level, there is no established international level in their work." (Respondent C)

Based on the respondents' answers, the translation of tools and working methods related to European police cooperation to the national level and regional level seems to have had influence on the daily work in the Swedish Police Authority. Several respondents agree to the following quote, which illustrates international police cooperation as a task which is performed not only on the international level but also at the national, and sometimes regional level.

"I think the international police cooperation is very much a national task" (Respondent E).

Coordination at the national level

The translation process seems to have resulted in coordination at the national level. Information exchange has been in focus throughout the thesis. It is a vital part of the European police cooperation and important for the successful combat of organized crime. *"Our Swedish criminals have contacts in for example South America, Australia, Turkey, Spain, depending on their type of criminality they are engaged in. That requires us to have the same channels of communication as the criminals, at least"* (Respondent D). Respondent D, which is entirely working against organized crime, tells about the importance of having relations with LEAs in other states in order to approach this type of crime. On the other hand, it is not feasible to receive help from other states in every case. It is therefore important to somewhat coordinate the cross-border collaboration at the national level.

Information exchange at the local level is encouraged to take place in SIENA, which is then coordinated at the national level (Respondent B). SPOC is another organizational change mentioned by the respondents, which have had effect on their daily work within the Swedish Police. The idea of SPOC is to have one national contact point. *"By working through SPOC, the idea is to prevent that all investigators in the state sends the same question to another state. Against this, Swedish police has decided to have a coordinating function."* (Respondent C). SPOC deals with international inquiries and requests and acts as the contact point into Sweden and out to Europe. Employees at all levels gets support by SPOC, but it is coordinated on the national level.

During the interviews, the coordination and unification of cross-border collaboration in the authority at the national level seems to be central. The coordination inside of the authority seems also to matter externally. Respondent D mentions the dependency Sweden has on other member states, but also the importance to be a state who is characterized by reliability and trust. OTF, Operational Task Forces, which respondent D is mentioning, is a tool initiated by Europol, where LEAs, Law Enforcement Agencies can share operational information in cases (Europol, 2019). The fact that Sweden gets invited to Operational Task Forces seems to not only has to do its high rate of criminality, but also how Sweden is perceived.

Other respondents have not experienced reorganization in terms of a new idea or method, but experiences that the attitude of the Swedish Police in the international context has gotten improved. According to some respondents, one explanation could be how the international approach has been implemented in the national context. *"Sweden has moved*

forward their positions" (Respondent B). *"Sweden is a natural actor in the international arena".* (Respondent D). This could be an indication on how reorganization within the Swedish Police Authority, and the translation of tools and working methods originating from the European police cooperation has had impact on the perception of the Swedish Police globally.

The translation of tools and working methods originating from the European police cooperation seems to have had affect on the respondents' daily work in the Swedish Police Authority. First, the respondents appear to refer to both centralizing and decentralizing measures. In one hand, information exchange is centralized at the National Operations Department, through the SPOC, which is the national contact point for international police cooperation. On the other hand, the employment of ICO, international case officers, have resulted in a decentralization where the knowledge on European police cooperation have moved further out in the organization, down to the local police districts.

"We will never catch the strategic individuals if we only work in Sweden. We can lock up as many as we want without it having any real effect. It is only when we remove someone who has direct contact with a distributor in South America for example, we can see effect on the work we are doing to a 100%. We cannot catch those strategic individuals when we only work at the national level. We have to get these individuals arrested, prosecuted or handed over to us from other countries." (Respondent D)

The ways of communication and exchanging information have been changed. Among the respondents, a majority of their communication and information exchange with other member states takes place through SIENA. This makes it possible for a Swedish police officer to exchange information with a police officer in another state. There also a coordination aspect of this at the national level, and therefore the information passes the National Operations Department first, to ensure not all investigators exchange the same information.

The daily work has been affected among the respondents, when European police cooperation makes it possible to work against strategic individuals, who have important roles in the organized crime and organized criminal networks. It is possible for the employees to work operational and exchange operational information with other member states while working in a JIT, Joint Investigation Team, or OTF, Operational Task Force.

Finally, the translation of tools and working methods from the European level down to the national level seems to have had impact on how the Swedish Police is perceived as an actor in the international context on criminal matters.

Summary

There are many examples given by the respondents on how tools and working methods related to the European police cooperation has gotten translated into the Swedish Police and have had impact on the daily work within the authority. These examples can be found both at the national level and the regional level of the Swedish Police Authority according to the respondents. The translation process seems to have resulted in new ways of approaching organized crime, a decentralizing ambition and a coordination of cross-border collaboration at the national level.

Discussion

Based on the findings, it seems to have been a translation of tools, methods and measures from the European level to the national level in the field of law enforcement and combat of organized crime. Mörth and Britz (2004) analyzed the translation of armaments policy, and got to the conclusion that organizational change at the European level has impact on the policies at the national level. The same pattern can be seen here. The combat of crime at the European level and the establishment of actors such as Europol or systems like SIS seems to have had impact on the national level too. First, it has resulted in the translation of these ideas into the organization of the Swedish Police. Thus, the translation at the national level could also be considered to lead to forming the tools and methods at the European level. The member states' use and contribution on the information exchange in the EU will have impact at the European level. For instance, if the member states are not exchanging information with each other or with the European Union through SIS, the tools and measures could be considered less effective or useful.

Previous research shows that a successful translation process requires the member states considering the reorganization as legitimate (Stice-Lusvardi et al, 2023; Quinn & Cameron, 1988). Legitimacy can be achieved in different ways. In this section, the discussion on legitimacy will be accomplished based on two main theories in the field of European integration; liberal intergovernmentalism and neofunctionalism. A successful translation process of tools and methods from the European level to the national level could be understood as deepened European integration.

Some respondents perceived the European police cooperation and especially the European Union as a distant actor who make decisions which influences their daily work in a negative way. According to the framework of liberal intergovernmentalism, when the European Union is considered to have too much power compared to the member states, the legitimacy gets weakened (Moravcsik, 1998). This aligns with some of the respondents' experiences on the translation process and what it has resulted in. On the other hand, the translation process has given member states and their LEAs access to information which gives them influence outside their own national borders. The translation process could through the increased influence be considered legitimate despite EU's increased power.

Based on the framework of neofunctionalism, results and outcome are what causes European integration to be considered legitimate (Craig, 2011). The translation process seems to have resulted in new tools, measures and methods for the employees at the Swedish Police Authority to implement in their daily work. These implementations into the organization could be considered as results. The process of translation seems to have led to a deepened European integration which have had result on the combat of organized crime.

The perception of the translation process as something legitimate seems important in order for the translation to be successful. The requirement of legitimacy can also be understood as the need for the employees to speak the same language. It seems to be unanimity among the respondents that organized crime and organized criminal networks has an international character, and that European police cooperation and measures and tools related to it is vital for the combat of these crimes. Thus, tensions have been identified, which implicates that there are challenges in the translation process.

It seems to be a challenge to be united at all levels in the authority during the translation process. The situation on organized crime looks different in different places, and is approached differently at the regional or national level. A successful translation process requires unification among the employees but on the other hand, it is important to adjust the measures and tools to the situation. A police district which never faces cross-border organized crime might not consider the translating of European cross-border tools on organized crime as something prioritized. Translation seems to be process which requires the involved to constantly relate to the situation and each other.

Further research on this field is needed. There is limited research on the translation of tools and methods from the European level has influence on the national level, and it could be looked into further with either a qualitative and quantitative research approach. The research field on how European integration affects national authorities in general is very limited, and the case with the Swedish Police Authority seems rather unexplored. It would be interesting to get a wider insight into the authority and further examine the perceptions of tensions among the employees, caused by the translation. This thesis has contributed to the research field with new findings on how translation from the European level affects the daily work in an authority at the national level. It has given an insight in the perceptions among employees regarding cross-border collaboration and the tensions and achievements it has brought.

Conclusion

This thesis has been performed with the aim to investigate the translation of tools and methods related to European police cooperation into the organization of the Swedish Police. Tensions due to the translation process have been identified. As stated throughout the thesis, organized crime and organized criminal networks tend to have an international aspect in a majority of investigations - despite the type of crime. This agree both with previous research and among all the respondents.

The solution on cross-border crime is cross-border measures according to several respondents which are working against these types of crimes. Thus, cross-border measures are considered complex among respondents, mainly at the regional level. The considered complexity can partly be explained by lack of knowledge. There seems to be different levels of knowledge on cross-border collaboration and European police cooperation within the Swedish Police Authority. One explanation among the respondents could be lack of experience of working with cross-border tools and measures. Further on, the perception on cross-border collaboration and European police cooperation seem to differ within the authority. This can result in tensions between the national level and the regional level. Respondents suggests a clear leadership at the national level and educational efforts to solve these tensions.

Tensions between the European level and national level can also be seen among the respondents. The main challenge seems to be a perceived distance from the actors at the European level to the actors at the national level. One resolution to the tension could be to change the perception of cross-border collaboration and the decision-making process as something close. To conclude, increased knowledge, a clear leadership and improved experiences on European police cooperation seems to be solutions on the arisen tensions due to the translation process.

The translation of tools and methods related to European police cooperation to the Swedish Police Authority seems to have led to new ways of approaching organized crime in the daily work among the respondents - in terms of working methods and tools. A decentralizing ambition has been identified, where knowledge and competence on European police cooperation are decentralized from the national level, to the regional and local level. Despite the decentralizing ambition, coordination at the national level also seems to take place. The coordination strengthens the quality of information exchange and cross-border

collaboration, which could be considered a stretch of the power outside of the national borders. It also seems to have led to an improvement of the perception of Sweden regarding law enforcement and cross-border collaboration among other states.

To summarize, this thesis has shown how the translation from the European level to the national level can change not only the use of working methods and tools. Hence, throughout this thesis, we have seen examples on that European police cooperation can be concretized down to being a national task.

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Appendix

Interview Guide

Before the interview

- Thank you for your participation, and welcome to this interview! My name is Julia Lord, I am a student at the University of Gothenburg and I am currently writing my master's thesis in European Studies
- The aim of the thesis is to investigate how the Swedish Police has translated tools and working methods from the European police cooperation into their own organization and their daily work on organized crime
- I want to hear your experiences of European police cooperation and how it affects your daily work
- I will record the interview in order to transcribe it, I will delete it afterwards
- You will be anonymous; the only identifier is if you are working at the national or regional level
- We can stop the interview whenever you want
- I'll share my results with you when the thesis is done
- Any questions?

Introduction

- In general, would you say that you are working more operational or more strategic?
- Could you describe your work on organized crime and organized criminal networks and how it looks like on a daily basis?
- Do you benefit from European police cooperation in your daily work?
- Could you tell me more about how tools or methods related to European police cooperation can contribute to combat crime?
- Which tools or methods related to European police cooperation are you using most?

Problematization (Organized crime tend to be cross-border)

- Does the organized crime has a cross-border character?
- According to previous research, many organized criminal networks are active in more than one member state within the EU. Despite this, many measures are implemented

on the national level. Do you think more European police cooperation is needed to combat these networks?

- I understand it is hard to talk about specific cases, but could you tell me about a case or event when the European police cooperation was helpful?

Language (Get everyone on the same track in order to accomplish translation)

- Is it important to encounter European police cooperation in order to have a successful combat of crime?
- In general, how do you think the view on methods and tools related to European police cooperation is where you work?

Reorganization

- Do you want to strengthen cross-border collaboration or do you think it is more important to develop national methods and tools to combat organized crime?
- Where you are working, have you experienced that working methods or tools originating from the European police cooperation have been implemented into the organization?
- If that is so, could you provide me with examples on that?
- During the time you have worked at the Swedish Police, have you experienced any organizational change related to the European police cooperation? It could be a new system to work in or a new working method.
- Do you have anything more to add?
- Thank you for your participation