Research Collaborative of Policing—A Case Study of Taiwan Cross-Border Drug Investigation

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This study uses qualitative research methods, through domestic and foreign literature, etc., to conduct research on collaborative of policing. This paper takes Taiwan’s actual cross-border seizure of a large number of drug smuggling cases as an example from 2017 to 2019, and discusses what we know is that breaking off the chain of smugglers in the drug production and distribution chain has a highly effective effect. In the process of social change, Local Collaborative of Policing is essential to prevent crime and reduce disease. Now, however, police officers routinely respond to international and transnational crime threats such as terrorism, cybercrime, international fraud, and human trafficking. The increasing need for officers at even the most local levels is to respond to international crime issues and to work together directly with police from other countries. The International Collaborative of Policing is an increasingly important method of combating transnational crimes such as organized crime and drugs. Through collation of the related literature, the paper obtains (1) collaborative of policing—integrate resources to facilitate the detection of drug smuggling at sea, (2) the future development of the collaborative of policing, and (3) the knowledge is from diversity—induction of cross-border collaborative of policing.

Keywords: collaborative, public policy, drug, risk, collaborative of policing

Introduction

Theories and application of public administration field change day by day and have been developing continuously. Partnership is covers three main areas: innovation, maintenance, and service (Frederickson, Smith, Larimer, & Licari, 2012). Countries in the world have carried out 17 collaborative methods such as partnerships or alliances, and in the summer of 1997, 92 members of 40 countries in the world organized public, private, and non-profit organizations to build communities, using partnerships to widely obtain and effectively use knowledge and information, as a tool for sustainable development (Lank, 2006).

The central role of collaborative of policing shared group membership in procedural justice theory raises concerns about its applicability in highly diverse, multi-cultural, settings. The police must demonstrate “moral authority”, embodying a shared sense of right and wrong (Hough, Jackson, Bradford, Myhill, & Quinton, 2010). Globalization works together so that boundary work does not occur in a power vacuum, but rather transmits, strengthens, and/or changes power relationships that need to be balanced (Primecz, Romani, & Sackmann, 2015).

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The increasing interactions with international counterparts, as well as the modernization of policing, have made police agencies functionally and culturally similar to their counterparts in other countries. This reality is called structural isomorphism in the literature and has a considerable impact on the formation of a common collaborative of policing culture (Raustiala, 2002). International Collaborative of Policing is an increasingly crucial approach to fighting transnational crime, particularly in light of the growing threats to national and international security posed by transnational drug smuggling. The national political preoccupations dictate collaborative of policing in terms of dynamics, management models, and structures. The cultural and social norms, along with individual experiences, impact inter-agency relations (Lemieux, 2010). Exchanging information gathered during cross-border criminal investigation not only establishes networks and links between police professionals (Bigo, 1996). In summary, when information collected during a cross-border criminal investigation is made available to foreign police agencies, it enables those organizations to identify the specific criminal activities of specific cross-border criminal groups and to develop a knowledge base about actual or potential cross-border criminal activity that occurs beyond their jurisdiction. The benefit of a face-to-face working is extremely helpful in expediting information exchange and tackling problems in coordination and communication.

The illegal movement of drug across national borders is one of the most typical forms of transnational crime. The cross-border trafficking of illicit drugs between producer and consumer countries along drug supply chains has been taking place for over a century. According to the United Nations Global Drug Report 2019, global cross-border trafficking of illegal drugs is on the rise. Therefore, the paper takes the Taiwan Cross-Border Drug Investigation for example, aiming to explore extensive reality and risk challenge of collaborative of policing. Through different collaborative of policing indicators presented in the literature published by domestic and foreign scholars, and after analysis and integration are made. Finally, according to the findings of the paper, appropriate treatment and countermeasures are proposed.

**Literature Review**

**Explore of Collaborative of Policing**

Public policy is a matter for the government to choose to do or not to do (Dye, 1998). Policing refers to the actions or omissions taken by police agencies to solve social security problems, and how to do them (Zhang, 2016, pp. 3-4). Police cooperation refers to the intentional or unintentional interaction between two or more police entities, sharing criminal intelligence, joint investigations, and ultimately arresting suspects (Robertson, 1994). Collaborative refers to the benefit achieved when an organization accomplishes more than it would have independently, been developing effective working relationships with other organizations (Lank, 2006). Therefore, the collaborative of policing defined as the policing to respond to social needs and social problems with collaborative mode.

In the face of complex, resistant, and highly motivated threats of terrorism and transnational crime, countries need to turn to the collaborative of policing network form of international information exchange and joint strategy. International actors (Interpol and Europol, etc.) aim to promote International Collaborative of Policing by collecting, analyzing, and disseminating final intelligence (Gerspacher & Dupont, 2007).
Community collaborative of policing is of great significance to prevent crime and improve the relationship between the community and the police (Cai, 2018). The collaborative of policing needs to enhance the function of community service and realize the effective interaction among government governance and citizen autonomy. People are increasingly aware of the importance of citizens participating in the collaborative of policing. Use community policing in Taiwan to build Local Collaborative of Policing—Local Strategic Partnerships (LSPs) which bring together the key organizations serving a community (local government, health, police, fire and rescue, voluntary organizations, local business) to define and deliver a community strategy. Although this makes sense on paper, it can be a real challenge to create a collaborative process that merges the interests of a very disparate group of organizations. In addition to crime prevention, during the period of new coronary pneumonia infection in 2020, it has played a significant role in reducing disease. In the process of social change, it is of crucial importance of collaborative of policing for maintenance of social stability and the basic security needs of the people.

Collaborative and sharing of international polices in addition to information, investigators can understand the respondent’s activities from a “big picture” perspective, the resources needed to plan strategies and carry out multi-layer actions, and reduce risks (Lemieux, 2010). The exchange of information during criminal investigations can establish networks and connections between police officers. There are three basic elements of collaborative of policing: (1) the environment for information exchange, (2) the success of collaborative depends on the effective use of resources and capabilities, (3) the institutionalization of organizations and the justification of multilateral agreements (Bigo, 1996). The national institutions participating in the International Collaborative of Policing system are restricted due to the incompatible nature of structure, culture, economic development, technology, judicial procedures, and politics, thereby limiting the influence of cooperative behavior. The macro level includes the constitution, national laws, cross-border agreements, and police ethics. At the meso level, it includes the operational structure, practices, and procedures of the organization. Microscopic impacts include the investigation and prevention of specific crimes, and the control of specific forms of crime (Benyon, 1996). Identify, prevent and combat cross-border crime by sharing information; strengthen national-level institutional linkages between law enforcement agencies, mutual legal assistance investigations, action coordination, coordinate criminal laws and regulations, and identify threats, such as the Romanian International Police Cooperation Center. Europol mandates for law enforcement operations against organized crime and terrorism (Agata-Mihaela, 2014). Interpol integrates global law enforcement rules, coordination and cyber interests (Deflem, 2006).

In summary, Local Collaborative of Policing forces need to build an effective community network. The effective International Collaborative of Policing depends on the structural factors that the country must develop through coordination, standardization, and cross-border police thinking. Information exchange is mainly for the process of social security information, coordination of criminal laws and regulations, identification of threats, coordination of actions, prevention of cross-border crime, control of specific forms of crime, exchange of professional knowledge, determination of criminal networks and means of proving crime (Figure 1).
Risk\(^1\) of Collaborative of Policing

In addition to the new trend of public administration, national organizations also face diversified and complicated situational needs. The main reasons for implementation of public-private partnership are: (1) limited financial budget or resources of public-sector organizations; (2) people’s gradually increasing and diversified demand of public service; and (3) provision of better public service quality and decrease of costs (Kavanagh, 2003; Zhang, 2005). However, due to lack of the related knowledge or occasional distortion and misleading of information (Zafirovski, 1999; Thobani, 1999), collaborative governance is when public institutions formulate or implement public policies, manage public plans or assets, and directly involve non-state stakeholders in the collective decision-making process of formal, consensus and consultation (Ansell & Gash, 2007). Public-private collaborative governance enables organizations of the public sector to improve policy procedure, learn, connect with the vitality, innovation and action force of the civil social sector, have interaction to establish mutual trust, learning, responsibilities, values, and objectives, and realize in ordinary life. Only by this way can it be possible for public service quality to be improved or innovated (Tseng, 2016).

When collaboration serves as an idea of trust, concept sharing, common objective and innovation, there should be good interaction to establish collaborative culture (Lin, 2000). In summary, we can make use of government organizations, local organizations of the external public sector and private sector and the community-linked network to timely perform cross-organizational collaboration and promote public services.

Realizing and maintaining high degree of trust from citizens is extremely important to democratic governance (Yang & Holzer, 2006). Speaking of objectives, clear objective, technical communities and dialogs between the related parties are necessarily required. And understanding of needs and key indicators can enormously help confirm achievement of objectives (Pries & Quigley, 2013). Speaking of trust problem, trust can really work in management, which has advantageous influence on collaboration in alliance. Trust is very important to achievement of better results (Klijn, Edelenbos, & Steijn, 2010). A manager possessing knowledge and motivation of action can make organizations gain the most benefits. Meanwhile, these are understood: (1) operation activities of organization; (2) association between system design and strategic problem; and (3)

\(^1\) According to the definitions indicated in Oxford English Dictionary, basically “risk” can be considered as a hazard, possibility of loss, and exposure to threat or mischance. Risk also has other definitions, such as venture, danger, and boldness. When a person takes a risk, he/she must somehow expect to gain a reward.
concern for the internal and external environments that the organization is situated in (Otley, 1999). As seen from the aspect of organizational management, it covers fulfillment of psychological contract, performance of roles, and increased performance of citizen behaviors of the departments and individuals inside organizations (Turnley, Bolino, Lester, & Bloodgood, 2003). Besides, the relationship change of the related process can be extended to change of legal articles. Competence and kind trust dynamics may operate in different aspects, but may simultaneously affect each other (Faems, Janssens, Madhok, & Looy, 2008). Peaking of professional competence, knowledge management, core competencies of professional engineering personnel and work performance are related to the results. The presented core competence has significant influence on work performance (Lin, 2001). In the evolution of police governance thinking, systematic performance management is used to become a police performance culture of honesty and trust in order to create public value and public trust. Its driving factors include efficiency, performance, effective resource allocation, and operational outcome (Zhu, 2007).

In summary, through different public-private collaboration ways, governments of different countries provide different kinds of public services. They not only improve performance and reduce costs for governments, but also tactically and flexibly diffuse risks in today’s “interactive society”, and provide different service items with responsibilities held and feedback to citizens, in order to acquire satisfaction and trust from citizens and create progress and development for their societies and countries. In a society with risks existed, it is necessary to weigh risk and perform risk governance. Any feedback action would produce impacts. This is good for making fast and appropriate response and optimizing risks. In addition, the invisible asset of knowledge or technology can be leaked out easily, so that risk management has to be carried out as well.

Taiwan Cross-Border Collaborative of Policing of Arrest-Drug

Drugs still threaten people’s health and development globally (Singer, 2008). Therefore, the United Nations Commission on Narcotic Drugs (UNCND) was formulated in 1961 and the Single Convention on Narcotics Drugs was revised in 1972 as an international treaty on the manufacture and smuggling of illegal narcotic drugs.\(^2\) The Convention on Psychotropic Substances was formulated in 1971.\(^3\) In 1988, the United Nations Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances\(^4\). That was enacted to control the development of drugs worldwide. However, the development of technology, popularization of information, and transportation have made drug delivery a global market. Drug Trafficking Organizations (DTOs) have more drugs than smuggling imports by sea and air, and share experience to avoid detection (Lin & Yang, 2010). Drug crime activities are gradually cross-border, organized, and professional, and cause the global drug abuse to intensify (Chu, 2007; Lin, 2010). According to the United Nations Global Drug Report

\(^2\) The treaty forms the basis of the global drug control system—mainly for the control of opium, coca, and derivatives (such as heroin and cocaine), https://www.unodc.org/ (2020.04.10).
\(^3\) Signed in Vienna on February 21, 1971—the prohibition of LSD, MDMA, and other mind-altering drugs for the emergence of psychotropic drugs, https://www.unodc.org/ (2020.04.10).
\(^4\) Adopted on December 19, 1988, the treaty prohibits the illicit trafficking of narcotic drugs and psychotropic substances—strengthening the fight against money laundering and other drug-related violations, https://www.unodc.org/ (2020.04.10).
2019, there are 271 million people who use drugs worldwide, accounting for 5.5% of the world’s 15-64-year-old population. As long as there is vulnerability, there are opportunities for crime. These two issues must be dealt with in a balanced and comprehensive manner through a health-centered, rights-based criminal justice response. (1) The market for synthetic drugs such as illegally manufactured fentanyl and its analogs is still expanding, which requires law enforcement the authorities have stepped up their efforts; (2) international collaborative remains a key tool for successfully combating drug trafficking (United Nations Office on Drugs and Crime, 2019). In Taiwan, the number of drugs seized has increased in the past three years (Figure 2).

![Figure 2](image)

**Figure 2.** Table of cross-border drug seizures from 2010 to June 2019. Source: Marine Patrol Administration (2020.04).

**Current Status of Global Anti-Drug**

The illegal movement of drug across national borders is one of the most typical forms of transnational crime. Global drug use patterns are constantly changing, including regulated drugs (heroin, cocaine, amphetamine, and cannabis), new psychoactive substances, and non-medical use of medical drugs, which are contributing to increasingly complex challenges. About 35 million people suffer from drug addiction, 11 million people inject drugs, of which 1.4 million people are infected with HIV, 5.6 million people are infected with hepatitis C, about 585,000 people died of drug use in 2017, and there are 492 different kinds of drugs on the market New Psychoactive Substances, and Southeast Asia has become the fastest growing methamphetamine market in the world. “To effectively solve the problem of drug supply, we must turn the focus of law enforcement agencies to smashing drug trafficking organizations and transnational organized criminal groups” (United Nations Office on Drugs and Crime, 2019). Under the globalization of illegal drug transactions, the formation of a network of high penetration, mobile change and interdependence risk society (Chen, 2010). The organizational structure of international drug smuggling usually consists of isolated working groups with no formal contact with each other (Benson & Decker, 2010). Drug addicts in family and peers have
a direct impact on youth drug abuse (Brook, Nomura, & Cohen, 1989). Drugs pose a serious threat to individuals, families, society, countries, or international regions (Huang, 2012). The market structure and characteristics of drug-producing or transshipping countries are very sensitively related to government actions or omissions (Paoli, Greenfield, & Reuter, 2009, pp. 201-234). Drug production and distribution chain (Figure 3): Producers (Growers), smugglers, dealers (high dealers and mid dealers), retailers, consumers (Reuter, 2013).

In summary, because most of the producers are outside the country, and the government’s anti-drug capabilities are limited, the main source of drugs is the continuous competition between law enforcement agencies and smugglers, and technological and social changes have affected. The law enforcement of drug detection, the popularity of mobile phones, and the Internet have made electronic surveillance of drug detection more complicated. However, if law enforcement agencies can control and coding, it will provide many detailed evidences for the detection and future prosecution.

Taiwan anti-drug framework was adjusted to five working groups: “Anti-Drug Monitoring”, “Anti-Drug Prevention”, “Anti-Drug Collaborative”, “Drug Rehabilitation” and “Comprehensive Planning” (Figure 4). The “New Generation Anti-Drug Strategy” was proposed, with a period of four years from 2017 to 2020 to effectively solve the current drug problem. (1) Strengthen public awareness and arouse people’s anti-drug awareness; (2) provide high-risk groups of drug use to intervene to build a drug prevention network; (3) public and private collaborative jointly build a drug prevention front. Especially in the area of “Anti-Drug Collaborative”, with the collaborative of policing, a dense national anti-drug network has been established to prevent drug harm.
Taiwan Cross-Border Drug Investigation

Although the source of drugs is the main means of law enforcement agencies, the “smart wisdom” with drug smugglers has been continuously carried out, especially from the Golden Triangle to Thailand and other countries. Large quantities of smuggled drugs by sea to other countries (Emmers, 2003). The rational choice theory of the classical criminal school means that the quicker, more certain and severe the social response and punishment, the more controllable the criminal behavior, which is the most effective way of crime prevention. Moreover, a comprehensive analysis of the problem is the key to successful solution; otherwise it is impossible to propose an effective customized response plan. The purpose of the analysis is to understand the problem as much as possible. It is necessary to collect information about the scope, nature, and cause of the problem from the inside and outside of the whole, and use the problem analysis triangle (Figure 5). It can help analyze the problem. For the manager, it strengthens various information and skills for the crime place. For the monitor, strengthen the action monitoring for the suspected possible offender. It also helps cross-border criminal drug smuggling. Control and prevention (Xu, 2018). As shown in Table 1, applying the principle of “repairing broken windows”, law enforcers should identify and closely monitor and control high-risk groups of maritime drug smuggling as soon as possible, which can effectively manage maritime drug smugglers and promote the maintenance of public order.

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5 The rational choice theory is rooted in the classical crime theory, which believes that people are self-interested and self-centered. If there is enough punishment, people will consider their pros and cons and give up crime (Xu, 2018, p. 77).

6 Cross-border crime means that the offender crosses at least one border, border or region before, during or after the crime, so that at least two countries or regions can be criminally punished for the act (Xu, 2018, p. 585).
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Figure 5. Problem analysis triangle. Source: Xu, 2018, p. 113.

### Table 1
**Focus, Base Map and Countermeasures of Hotspots in Marine Drug Smuggling Crimes**

| Focus                                      | Hot spots | Countermeasure level | Specific measures       |
|--------------------------------------------|-----------|----------------------|-------------------------|
| Specific suspicious vessel (seaman)        | Point     | Sentinel             | Point monitoring        |
| A specific sea area (shore) point prone to landing by drugs | Point     | Sentinel             | Point monitoring        |
| Drug-susceptible sea connection            | Shaded area | Area                | Sea tactics             |

Source: Xu, 2008, p. 353; Chen, 2019 revise.

The United Nations drug policy is a combination of collaborative, prevention, treatment, and law enforcement strategies (Xu, 2018). In Taiwan, the government changed the legislation on drug hazard prevention regulations and the “New Generation Anti-Drug Strategy Action Program” changed to “people” as the center to trace the source of drugs, and “quantity” as the goal to eliminate the existence of drugs. “Trace the Source” is still one of the government’s major strategies. The task force of the procuratorate, the police, the investigation, the sea patrol, and other agencies of the local method courts will form a team to collaborative with the cross-ministerial collaborative resources to implement the government’s anti-drug strategy and use the International Collaborative of Policing mechanism and technology-based anti-drug strategy, seized a large amount of drug smuggling at sea from 2017 to 2019, blocked drugs abroad, and cracked down on drug crimes, as shown in Table 2.

### Table 2
**Seizures of Large Quantities of Drug Smuggling at Sea From 2017 to 2019**

| No. | Date       | Time | Sea area (nautical mile) | Ship name | Drug                     | Weight (kg) | Drug levels (Taiwan) | Market price (TWD) | Find the reason | package |
|-----|------------|------|--------------------------|-----------|--------------------------|-------------|----------------------|---------------------|-----------------|---------|
| 1   | 3-9-2017   | night| Yiwan 0.8                | Shi O     | Ketamine                 | 846.32 kg   | 3                    | 423,000,000        | Information     | Feed bag          |
| 2   | 3-24-2017  | 5:32 | Penghu 4                 | Xin O Man 2 | Hydroxyimine hydrochloride | 1,109 kg   | 4                    | 540,000,000        | Information     | Feed bag          |
Because the harm of drugs has psychological, physiological dependence, drug tolerance, and family and social hazards, all countries in the world under the three major anti-drug conventions of the United States have formulated relevant laws to strictly control drugs.

Responding to the situation of the police and government. In 1981, the Canadian criminal scholar Brantingham and his wife pointed out that there must be four factors that must be possessed at the same time: the law, the offender, the subject, and the place. It is particularly important to note that the “place” element includes time and space (Xu, 2018). Drug smugglers connect drugs at sea, generally on the high seas outside of the national technology monitoring of marine vessel activities. If the visibility is near zero at night, it will greatly reduce the risk. Therefore, most of the drug cases seized are found that the night time was used during the peak hours of drug smuggling activities at sea. Moreover, it is highly dangerous for sea patrol vessels to find suspicious ships in the seas where walruses are harsh or in fishing seas. Therefore, drug smugglers use drug-smuggling situations to conduct drug smuggling activities. Therefore, drug smugglers use drug-smuggling situations to conduct drug smuggling activities. Therefore, collaborative of policing in investigating the smuggling of cross-border drugs is required to be flexible and adapt to the situation.

Crime prevention in the maritime drug smuggling situation. Because Taiwan is an island-type land, drug smuggling can only be smuggled by sea or air. Because air transport is carried by people or sent by goods, it follows the schedule of the flight and needs to be subject to scientific and technological inspections at the...
customs of the international airport. Crime resistance compared with sea transportation it is much higher. Drug maritime smuggling will localize situational fake makeup according to the local port or sea operations. Therefore, to prevent drug smuggling, you need to use situational prevention techniques to increase crime resistance, increase crime risk, reduce crime incentives, reduce crime incentives, and remove corresponding technologies such as criminal excuses prevent smugglers from breaking through the crime prevention line of maritime drug smuggling situations, and from drug smuggling at sea, and the perpetrators were seized by the multi-touch regional joint task force.

**Take truth as false-reduce the risk of crime.** The case teams of Case Nos. 6 and 12 seized drugs found on the shore, showing that drug smugglers can smuggle safely, depending on the local ship operation habits, time tides, operation nets, and other fake makeup, forming “true smuggling drugs, fake fishing operations” to reduce the risk of detection.

In summary, the research shows that breaking off the chain of smugglers in the drug production and distribution chain has a high-efficiency effect, but it is necessary to understand the various types of smugglers in specialization, internationalization, organization, complexity, and technology. Situational smuggling of drugs requires multiple theories, empirical perception information, and time to be relatively high, and if the process can be coding, due to the investigation at sea, it is not likely that the arrest on land may have the risk of escape and arrest, and also facilitate the source and evidence of criminal prosecution in the future.

**Conclusions and Suggestions**

As scholars Zhu and Wouter and other scholars have expressed, in order to create the performance of public value and public trust, organize the key indicators of collaborative of policing in multi-directional and multi-level systematic thinking, leading forward in response to circumstances in openness, transparency, and interaction, producing effective positive results.

**Collaborative of Policing—Integrate Resources to Facilitate the Detection of Drug Smuggling at Sea**

It is obvious from the seized drug smuggling cases at sea that the smugglers responded to the situation quickly, if they did not use the collaborative of policing, combined with cross-ministerial resources to carry out long-term scientific and technological surveillance investigations for several months, and Cross-Border Drug Investigations, especially in: When and where does it happen? What are the regional and social characteristics? What is the movement of the criminal process in space? And the integration, analysis, and task deployment of relevant interactions? Technologically, it is no longer possible for a single unit to conduct investigations and countermeasures. It is up to each member to respond to changes based on multiple theories and experience perceptions, so as to be able to safely detect the smuggling of drugs at sea and stop them from going abroad.

**The Future Development of the Collaborative of Policing**

The crime has become more specialized, organized, and technological, and it is no longer a single unit that can conduct judicial criminal investigations and countermeasures. It is necessary to use public sector organizations and private sector organizations to form a collaborative of policing, to integrate across fields, coordinate resources for long-term collection, analysis, and comparison of various crime signs information decoding, in order to understand the characteristics and time. The relevant interactive process can only carry
out the task planning and deployment of judicial criminal investigation, which also includes the maintenance of the cross-border collaborative of policing network. It can also be applied to the control of infectious diseases, such as the implementation of the national epidemic prevention policy of the new coronavirus in 2020.

**The Knowledge Is From Diversity—Induction of Cross-Border Collaborative of Policing**

Use cross-border networks to form a multi-layer global security network, extend multiple antennae perceptions, become a competent crime monitor, and prevent cross-border crime. Example, the German policing of BKA, which is modeled on the FBI, has a broad range of federal and international duties, especially blocking drugs outside the country, because drugs have caused the impact of human society. It has been remembered. Under the development of globalization and transportation, drugs are smuggled from the Golden Triangle and other production areas, across the border to the global drug market, and continue to poison the contacts, the heart, and gradually poison the family by the individual, and then spread to the country, so as to effectively control the spread of poisoning, and some countries adopt drug legalism (Jenner, 2011). Does the production of drugs continue to poison people’s body and mind? Different views have been created. However, the government has the responsibility and obligation to protect the body and mind of the people in order to maintain the sustainable health and happiness of the family and country. As Broad Hurst (2002) pointed out, modern police officers must have a worldview. For example, Interpol’s virtual cyber world challenges the crime (Casey, 2010).

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