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PREMISLEK O POLITIKI TEMELJNEGA USPOSABLJANJA POLICISTOV V BOSNI IN HERCEGOVINI

RETHINKING THE BASIC POLICE TRAINING POLICY IN BOSNIA AND HERZEGOVINA

Povzetek V 21. stoletju je bilo v Bosni in Hercegovini več terorističnih napadov, z zoperstavljanjem terorizmu in njegovim preprečevanjem pa se ukvarjajo vse varnostne agencije v državi. Usposabljanje policistov poteka v treh različnih centrih za usposabljanje, uradniki kazenskega pregona pa imajo povprečno 25 delovnih tednov temeljnega policijskega usposabljanja. Najpomembnejši cilj tega prispevka je bil proučiti zastopanost predmetov o preprečevanju in boju proti terorizmu v učnih načrtih temeljnega oziroma začetnega policijskega usposabljanja, ki se izvaja v Bosni in Hercegovini. Rezultati so pokazali, da je mogoče, da policist ali kriminalistični inšpektor v času šolanja ni imel niti ene ure na temo terorizma.

Ključne besede *Kazenski pregon, politika usposabljanja, terorizem, Bosna in Hercegovina.*

Abstract Several terrorist attacks have occurred in Bosnia and Herzegovina in the 21st century, and all the security agencies in the country are dealing with the prevention and counteraction of terrorism. Training of police officers is conducted in three different training centres, and law enforcement officers have an average of 25 working weeks of basic police training. The main goal of this paper is to examine the representation of the topics of prevention and counterterrorism in the curricula of basic/entry police training conducted in Bosnia and Herzegovina (BIH). The results obtained revealed that it is possible for a police officer (policeman) or criminal inspector to not have had a single lesson on the topic of terrorism during their training.

Key words *Law enforcement, training policy, terrorism, Bosnia and Herzegovina.*

Introduction

The first decade of the 21st century witnessed a global transformation in law enforcement priorities. Policing systems across the globe have had to re-envision their role in combating terrorism, and undergo different types of transformation. Some countries changed their legislation and increased the investigative responsibilities, while several countries changed the policing structure in order to improve police mobilization and answer terrorism threats (Ortiz, 2017). Furthermore, both military and police education and training in many parts of the world are in transition (Brožič, 2020), as part of a move towards modernizing and professionalizing the service. Despite the discussions on the topic of the ‘professionalization of the police’¹, it is still not a requirement in most countries for officers to hold Bachelor degrees (Belur et al., 2018). However, it is indisputable that academic qualification does not make someone a good police officer (Hallenberg, 2017).

Topics on the phenomenon of terrorism (Besenyő, 2017), and the inevitably connected notions of radicalization and violent extremism (Schuurman, 2020; Silke and Schmidt-Petersen, 2017) are significantly present in public discourse, media reporting, political appearances and the strategic goals of security bodies, as well as in the scientific community. In combating terrorism, there is a need for the wider community to be included (Wieczorek, 2018), and in the security sector, the role of intelligence services and other agencies with primary anti-terrorist tasks are significant, of course, with the indispensable support of the general police. Uniformed police are in contact with all forms of crime and it is easier for them to discover and observe activities that may be related to terrorist acts and organizations.

Islamic fundamentalism and terrorist acts in Bosnia and Herzegovina (BIH) are a social reality (Šikman, 2021). Previous research on the prevalence of radicalization, violent extremism and terrorism in the education system of BIH has shown that these and related terms are only symbolically represented in educational institutions, from primary schools to colleges (Sikimić et al., 2019). Police officers are on the first line of defence and preservation of public safety, and in BIH, basic (entrance) police training lasts on average 25 weeks. After they have completed basic training, police officers enter the initial ranks of »junior policeman«, »policeman« and »junior inspector«. The main goals of this paper are to examine the representation of the topics of prevention and counterterrorism in the curricula of basic/entry police training conducted in BIH, and to start a discussion on how much the existing concept of training is in line with the social needs (Besenyő and Gabor, 2021) and security environment of the country and the region (Mijalković, 2018).

This paper provides a brief overview of the state system of BIH and identifies the police curriculum subjects of the system and subsystems of the security of BIH, and then analyzes the content of the state, entity and regulations of the Brčko District related to the conditions and methods of employment of police officers. The training of police personnel in BIH is conducted by a total of three centres/police academies.

¹ *Professionalization refers to raising the level of education and training standards for new officers.*

In order to initiate a discussion on whether the formal anti-terrorism training presents one of the major challenges to the safety of BIH, a quantitative and qualitative analysis of the curricula of basic police training in the country was carried out. The results showed topics on the prevention of radicalization, violent extremism, and terrorism. As Hallenberg claims, »society is already moving into the new structured situation which not only allows but demands the professionalisation of the police« (Hallenberg, 2012, p 225).

The limitations of this paper are a result of the unavailability of data on individual teaching units and seminar topics within the analyzed subjects.

1 THE POLICE SYSTEM IN BOSNIA AND HERZEGOVINA

The signing of the Framework Agreement for Peace in Dayton in 1995 created BIH, composed of two entities – the Republika Srpska and the Federation of Bosnia and Herzegovina, both of which are unique and indivisible constitutional categories, carrying out their constitutional, legislative, executive and judicial functions independently. In addition, the Brčko District is a unit of local self-government in the joint ownership (condominium) of the two entities, which has a high level of autonomy and its own administrative bodies (The Constitution of Bosnia and Herzegovina, 1995, Articles 2 and 6). This agreement, which has the Constitution of BIH as its integral part, states that the affairs of security and defence are in the jurisdiction of the two entities. However, the Office of the High Representative of the International Community has repeatedly imposed laws that caused the entity components of the military and intelligence services during the post-war years² to no longer exist. On the other hand, certain police agencies with jurisdiction over the entire territory of BIH were created (Ćeranić, 2020).

The BIH security system consists of subsystems at the state and entity levels. The conventional institutions of the security subsystem at the state level are the Ministry of Security of BIH, the Intelligence and Security Agency of BIH, and the Armed Forces of BIH. Within the Ministry of Security of C, police tasks are conducted by the State Investigation and Protection Agency (SIPA), the Directorate for the Coordination of the Police Bodies of BIH, the Agency for Education and Professional Training (AEPTM), the Agency for Forensic Investigation and Expertise, and the Agency for Police Support. At the entity level, there are the Ministry of the Interior of the Republika Srpska, the Ministry of Internal Affairs (MIA) of the Federation of BIH and ten cantonal MIAs, and the Brčko District Police. The personnel of the Intelligence and Security Agency and the Armed Forces of BIH do not have the status of police officers and therefore these agencies will not be the subject of further analysis in this paper. Also, within the Ministry of Security of BIH the positions of police officers are systematized by agencies meant to support the police structure: the Agency for Forensic Investigation and Expertise, the Agency for

² Refers to the war in Bosnia and Herzegovina, 1991-1995.

Education and Professional Development, and the Agency for Police Support (Law on the Directorate for Coordination of Police Bodies of Bosnia and Herzegovina, 2008, Article 5). These agencies do not usually deal with police work in particular, meaning they have a somewhat broader field of work and their members receive training in various fields, according to the needs of their sectors (record-keeping, biological expertise, etc.). Finally, judicial police have been formed for each level of government since the need emerged.

2 POLICE TRAINING AT THE STATE LEVEL

Before joining the police agency, all selected candidates are required to attend basic training at the Agency for Education and Professional Development. The content and duration of the training itself differ depending on the police agency that the cadet joined and the police rank for which they are preparing. After completing the basic training the cadets take the oath, and this is the act by which they become police officers in the rank of »policeman« or »junior inspector« in the police agencies of BIH.

The Agency for Education and Professional Training (AEPTM) conducts basic and specialist staff training for the needs of the Ministry of Security of BIH. The headquarters of this agency are in Mostar, and some of its main jurisdictions are: developing, harmonizing, and proposing training curricula according to the needs of police bodies, and organizing and conducting education and professional training and advanced training of members of BIH police agencies, including basic, specialist, continuing and other types of training.

Basic state police training includes training of BIH police personnel level 1 to acquire the rank of »policeman« (candidates with a previously completed 4th level of education – high school), as well as level 2 to acquire the rank of »junior inspector« (candidates with a previously acquired Bachelor's degree). The training is carried out in three phases, which are: theory classes and practice sessions, professional-operational training, and situational classes. The curriculum of basic police training at the first level is implemented during 30 weeks for members of the Border Police³

³ *The Border Police of Bosnia and Herzegovina, based in Sarajevo, are in charge of the police work of the supervision and control of crossing the state border. It is an administrative organization of the Ministry of Security with operational independence (Law on Border Police, 2004, 2007, 2009; Law on Border Control, 2009, 2010, 2014; Law on Asylum, 2016). The work of this law enforcement agency takes place through organizational units at the central, regional and local levels, including five field offices along 1,600 kilometres of the state border and one field office for airports.*

and the Directorate for Coordination of Police Bodies,⁴ and 26 weeks for members of the SIPA⁵. The cadets are trained in 17 subjects: police duties and authorities; weapon handling and shooting skills; criminal investigation 1 and 2; forensics; traffic safety and driving a police vehicle; special physical education; physical culture and first aid; criminal psychology; constitutional order and the state administration system; criminal law; misdemeanour law; criminal procedural law; human rights; informatics and communications; English language; and the jurisdiction and duties of the BIH Border Police/State Investigation and Protection Agency/Directorate for the Coordination of Police Bodies (AEPTM, 2022).

The curriculum of basic police training at level 2 differs depending on the police agency for whose needs it is implemented. Candidates who have completed at least a Bachelor's degree (regardless of the field; they can be from natural-mathematical, technical, social-linguistic, legal, or security fields, etc.), who join the Border Police in the rank of »junior inspector«, undergo training for 17 weeks. The training is carried out in three phases, which are: theory classes and practice sessions, professional-operational training and situational classes, and the passing of a final exam. The curriculum consists of 17 teaching subjects, 808 teaching hours in total. Upon successful completion of the training, course cadets take the final exam. The curriculum consists of: police duties and authorities; weapon handling and shooting skills; criminalistics tactics; criminalistics technique; criminalistics methodology; traffic safety and driving a police vehicle; special physical education; physical culture and first aid; criminal psychology; constitutional order and the state administration system; criminal law; misdemeanour law; criminal procedure law; human rights; informatics and communications; English language; and the jurisdiction and duties of the BIH Border Police/State Investigation and Protection Agency/Directorate for Coordination of Police Bodies (AEPTM, 2022).

During the training of candidates for other police agencies, the content of the curriculum remains the same (with the rotations of the subject, the competence, and tasks of the Border Police/State Investigation and Protection Agency/Directorate for Coordination of Police Bodies). The difference is that the number of teaching hours

⁴ *The Directorate for the Coordination of the Police Bodies of Bosnia and Herzegovina is another administrative organization of the Ministry of Security of BIH, with operational independence. The headquarters of the Directorate are in Sarajevo, and the competencies prescribed by the Law are the following: communication, cooperation and coordination between the police bodies of BIH; communication, cooperation and coordination of police bodies with relevant bodies of Bosnia and Herzegovina in relation to issues of international police affairs; communication and cooperation with relevant foreign and international bodies on issues of international importance or common interest, etc. (Law on the Directorate for the Coordination of the Police Bodies of Bosnia and Herzegovina, 2008).*

⁵ *The State Investigation and Protection Agency (SIPA) is an administrative organization within the Ministry of Security of BIH, with operational independence. This agency gained police authority in 2004 and became the first police agency to exercise its jurisdiction in the entire territory of Bosnia and Herzegovina. The Agency is responsible for: »prevention, detection and investigation of crimes within the jurisdiction of the Court of BIH, especially organized crime, terrorism, war crimes, human trafficking and other crimes against humanity and values protected by international law, and serious financial crime« (Law on the State Investigation and Protection Agency, 2004, 2005, 2009, 2012). The headquarters of SIPA are in East Sarajevo, and there are regional offices in Tuzla, Mostar, and Banja Luka.*

attended by future »junior inspectors« in the SIPA is somewhat smaller (745), and they do not go through the phase of professional and operational training (AEPTM, 2022).

This analysis shows that in the curriculum of basic police training which future members of police agencies attend at the state level, no subject or module specifically deals with the study of the phenomenon of terrorism. Hence, it is possible that particular lesson units or individual teachers may provoke a discussion during their lectures and talk about terrorism then, but such data are unavailable to the author. However, in the catalogue of specialist training, which is attended by police officers after they have been in service for a certain period, training for the fight against terrorism is included (AEPTM, 2022).

3 REPUBLIKA SRPSKA POLICE AND TRAINING

Republika Srpska is one of the two equal entities in BiH which independently carries out its constitutional, legislative, executive and judicial functions. The Ministry of the Interior »performs the tasks of the state administration related to protection from endangering the order established by the Constitution and endangering the security of the Republika Srpska, protection of life and personal safety of citizens, as well as other tasks determined by the Law on Republic Administration« (Law on the Police and the Interior, 2016, 2019). Police tasks are conducted by police officers, and other tasks are carried out by civil servants and employees as well. Police affairs also include the protection of all forms of property, prevention of criminal offences, detection of criminal offences, and maintenance of public order, as well as protection of certain people and facilities, and provision of public gatherings, i.e. all permitted types of mass gathering (Law on the Police and the Interior, 2016, 2019).

Police officers are hired for the positions available through public competition, and they are employed as »junior policemen« at the first level and »junior inspectors« on at the second level. The Law on Police and Internal Affairs classifies police training, professional training, and advanced training of police officers as other internal affairs. In the Republika Srpska Police, there are two basic types of training: the first is basic police training for all new recruits to the service, with at least 4th level of education, who have not yet been through police training. The second is professional training – regular and additional training of police officers, specialist training, and professional development (Šikman, 2017). The training is carried out by the Administration for Police Training, which includes the Unit for Police Training – Police Academy, the Unit for Professional Training, and, to improve specialist training, a Training Centre.

Police training consists of two phases: the police training of cadets in the Police Academy, and a practical internship in different units of the Ministry of the Interior. The purpose of the training is to empower cadets to work as police officers (of general jurisdiction) in the rank of »junior policeman«. The expected outcome is that after finishing their training, the cadets can work in maintaining public order

and security, use police authority and force following the law, and work on crime prevention within the jurisdiction of police stations, as well as in the field of control and regulation of traffic and the investigation of minor road traffic accidents.

The curriculum consists of subjects with general topics on police work, subjects that include police skills, professional modules, situational training, and teaching content in a form of a seminar (Police Training Curriculum, 2021). The first phase of training is organized through 36 teaching weeks (1207 teaching hours), and the subjects are: the organization and jurisdiction of the police; misdemeanours and misdemeanour proceedings; administrative procedure in the field of internal affairs; the basics of criminal law and the role of the police in an investigation; the constitutional system of the Republika Srpska and BIH; human rights and police ethics; mental health aspects of the police profession; minors and the police; the Serbian language and culture of expression; defence skills and general physical fitness; police tactics; handling police weapons, with shooting lessons; communication skills; a drill and ceremonial manual; the communication system; the information system; and a foreign language (English/German) (Police Training Curriculum, 2021).

The following subjects are taught through modules: the security sector; police authority; arrest; crime prevention; traffic control and regulation; and maintaining public order (Police Training Curriculum, 2021).

Topics that are taught through seminars are terrorism; human trafficking; gender-based violence; police treatment of people with mental disorders; the specifics of police treatment of migrants; relations between the police and the LGBT community; and dealing with cases of sexual exploitation and child abuse. The topic of human trafficking has a total of six teaching hours, while terrorism, as well as the other topics above, are discussed in two teaching hours each (Police Training Curriculum, 2021).

After completing the first and second phases of training, the cadets take a professional exam and are then assigned to the position of a police officer in the rank of »junior policeman«.

Unlike the state, entity and Brčko District levels, the Republika Srpska Police recruits its staff, with the 6th level of education, by special regulations governing mutual relations with the University of Banja Luka (Law on the Police and the Interior, 2016 and 2019, Article 154). Currently, the units in charge of the education of the Ministry of the Interior conduct police training for fourth-year students of the Faculty of Security Sciences (Faculty of Security Sciences, 2021). In this way, graduates of this Faculty, upon completion of their studies and without additional training, have the opportunity to be employed at the initial police rank in the Ministry of the Interior of the Republika Srpska (Agreement on Cooperation between the Faculty of Security Studies of the University of Banja Luka and the Ministry of Interior of the Republika Srpska, 2019). This training lasts three weeks, i.e. 112 hours of

programme content, of which 52 hours are theoretical classes, 59 practical classes and 1 hour is for testing. The curriculum consists of the following subjects: police authority; misdemeanour law; traffic safety; defence skills; police weapons, with shooting lessons; the information and communication systems; and administrative procedure in the field of internal affairs (The Curriculum of Police Training for Students of the Faculty of Security Sciences, University of Banja Luka for Police Officers' Jobs in the Ministry of the Interior, 2020).

As part of the compulsory curriculum during their four-year schooling, graduates of the Faculty of Security Sciences study the subject »Terrorism« in a total amount of 90 45-minute lessons. Within other subjects (more precisely, a total of 4 more subjects), terrorism is discussed in a total of 20 lessons (Sikimić et al., 2019).

4 POLICE AND TRAINING IN THE FEDERATION OF BOSNIA AND HERZEGOVINA

The Federation of Bosnia and Herzegovina is also one of the two equal entities in BIH which independently carries out its constitutional, legislative, executive, and judicial functions. The Police Force of the Federation of Bosnia and Herzegovina consists of the Federal Ministry of Internal Affairs and ten cantonal ministries of internal affairs. The police are hired by the Law on Police Officers of the Federation of BIH (Law on Police Officials, 2005, 2007, Articles 49-52), and the initial ranks are »policeman« and »junior inspector«. Candidates for the initial rank of »policeman« should have completed high school, while for the initial rank of »junior inspector« candidates are expected to have obtained a first cycle diploma in any field. In addition to police officers, the staff of the police in the Federation of BIH consist of civil servants and other employees.

The Police Academy within the Federal Ministry of Internal Affairs is in charge of organizing and conducting the training of police officers of all the cantonal ministries. The tasks that the Academy are responsible for are divided and carried out within four internal organizational units: the Department for Basic Training; the Department of Professional Training and Advanced Training; the Training Standardization Group; and the Weapons Handling Training Group. Education, professional training, and advanced training of police officers and candidates who are to work in the police are organized and conducted according to the curriculum of the basic training. During the basic police training for the initial rank of »policeman« and »junior inspector«, which lasts six/eight months, the cadets study the following subjects: police affairs and code of conduct; criminal investigation; weapons and means of coercion; communications and administration; misdemeanour and criminal law; traffic regulations; self-defence and martial arts; an introduction to law and the democratic approach; psychology; a foreign language; physical training and first aid (Federal Ministry of the Internal Affairs, 2022).

After completing the training, the cadets start work in one of the cantonal ministries of internal affairs or the Federal Police Administration, and the probationary period lasts 12 months.

The curriculum of the basic police training does not include studying of the phenomenon of terrorism.

5 BRČKO DISTRICT POLICE

Brčko District covers 1% of the territory of BIH and has its own administrative bodies (Statute of the Brčko District of Bosnia and Herzegovina, 2008 and 2009). The Government of the Brčko District also includes the Police of the Brčko District of BIH, which conducts all police functions according to the law. Vacancies for police officers are filled with the initial ranks of »policeman« (candidates who have completed high school) and »junior inspector« (candidates with at least a Bachelor's degree), and candidates selected in a public competition are referred to the basic police training in one of the institutions for police education in BIH. This means that cadets of the Brčko District Police attend basic police training with cadets of the police of the two entities or state-level agencies – in one of the aforementioned police academies or the Agency for Education and Professional Development. The choice of training institution depends on the current capacity of the educational institution and the needs of the Brčko District Police (Law on Police of the Brčko District of BIH, 2009, 2010, 2011).

6 JUDICIAL POLICE IN BOSNIA AND HERZEGOVINA

The judicial police in BIH are organized at the state (Law on the Judicial Police of Bosnia and Herzegovina, 2003, 2013), entity (Law on the Judicial Police of Federation of Bosnia and Herzegovina, 2020; Law on the Judicial Police of the Republika Srpska, 2011, 2016), and Brčko District levels (Law on the Judicial Police of Brčko District of BIH, 2021). They are parts of ministries of justice and their members can exercise police authority in order to successfully carry out the tasks and duties within their jurisdiction. The training of judicial police officers is conducted in one of the aforementioned police training centres in BIH, following the needs of the judicial police. In the Republika Srpska, candidates must complete a 3-6 week Judicial Police Officer course, organized by the Judicial Police Administration in cooperation with the heads of the district centres at the district courts before becoming permanent employees. The course does not contain topics on the phenomenon of terrorism, but it is important to mention that some training is organized in cooperation with the Ministry of the Interior of the Republika Srpska (Law on Judicial Police of the Republika Srpska, 2011, 2016).

Conclusion A total of 23 police organizations were identified, and it was necessary to analyze eight laws that regulate the rights and obligations of personnel authorized to exercise police authority. Basic (entry) police training for members of these services is organized in three educational centres: the Agency for Education and Professional Development of the Ministry of Security of BIH; the Police Academy within the Federal Ministry of Internal Affairs; and the Police Academy within the Ministry of the Interior of the Republika Srpska. The results of this research show that anti-terrorist training is conducted in specialist/professional courses that are organized when such needs occur in certain types (or lines) of work within security agencies. On the other hand, new police staff in BIH are only obligated to have two classes of thematic content on terrorism in just one of all the agencies analyzed, and members of the other police agencies do not have to listen even to that much.

The fact is that basic police training contains quite a number of fundamental topics about police work in a relatively short time period, but taking into consideration terrorism as a security threat, and the number of individuals convicted of terrorism, leads to the justification of studying terrorism during police training and education. The conditions and possibilities of the development of training curricula are quite complex, and require harmonization of both police training and the needs of the security environment in the country and the region. Indeed, anti-terrorism education and/or training is not the major issue in terms of BIH security, but it is certainly a challenge which demands action in the future development of police training and education policies. Terrorist activities will not stop and, in order to recognize terrorism while the act is still happening and take countermeasures, the police need to strive for professionalism in the rank of its first responders. One example is that it must be mandatory for each future police officer to know that in most situations when they need to use a weapon against a terrorist, it is not a good idea to shoot into the torso (because your bullet may generate an explosion of a potential vest bomb, and cause wider casualties). This should be the aim of future police training in BIH, and police academic education in BIH must strive for a deeper understanding of terrorist organizations' goals, in order not only to manage preventive activities, but also to investigate all the facts and collect evidence for court procedures after the act has happened. Indeed, a broader and deeper understanding of the issues relevant to policing is the most obvious benefit of academic police training.

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