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Good Governance
in Bosnia and Herzegovina.
Police Training for Democracy

Pravilno upravljanje
u Bosni i Hercegovini.
Policijska obuka za demokratiju

2
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Polizei



FELIX

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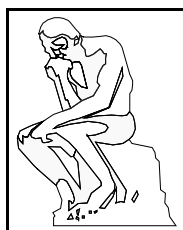
**Pravilno upravljanje u Bosni
i Hercegovini.**
Policajska obuka za demokratiju

LERNUNTERNEHMEN POLIZEI
Beiträge und Materialien zur Polizeireform in Europa

Herausgegeben von
Bernhard Prestel + Thomas Feltes

Band 2

**Good Governance in Bosnia and Herzegovina.
Police Training for Democracy
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GOOD GOVERNANCE IN BOSNIA AND HERZEGOVINA POLICE TRAINING FOR DEMOCRACY

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1. FOREWORDS

Swiss Agency for Cooperation and Development

Dear Reader,

Within the implementation framework of the Dayton Agreement, the political, economic and social development of Bosnia and Herzegovina (BiH) is essentially dependent on how secure people feel and how confident they are about their future. The rule of law, a liberal system of democratic values, a secure livelihood, personal and public security are important prerequisites to achieving this sense of security. The fight against poverty can only bear fruit if BiH is turned into a prosperous, social, market-oriented economy and a vibrant democracy, as well as a respected place in the region and in Europe which can guarantee security based on the criteria of rule of law and *good governance*. Related efforts have been supported for several years by the Swiss Agency for Development and Cooperation (SDC). In 2003, SDC has manifested its special focus on this topic by highlighting security as a key aspect of development.

Since 1999, SDC has been contributing in particular to the efforts of BiH's authorities in fostering personal and public security by focusing on crime-prevention as well as in building confidence between the citizen and the police. As a state authority, the police force performs the dual role of ensuring the security of the public and of representing the State and its legitimacy. This implies a philosophy of service to citizens, concern for the promotion of human rights, greater accountability, improved prevention skills and cooperative partnerships with civil society. In their daily contact with citizens, police officers are perceived as indicators of the State regime. How the police implement the philosophy of service to citizens remains one of the major factors in the transformation process unfolding in BiH.

The reform of BiH Police Academies, supported by Switzerland, especially addresses the issue of police training in assisting police academies in both BiH Entities to modernize management and to improve their capacity to adapt to new and complex security issues. By focusing on police training institutions, the Swiss support endeavours to ensure the sustainability of police reform inasmuch as police academies represent the point at which the mission of the police is introduced and is anchored into the system of law enforcement.

Much has been achieved since the start of this reform. The level thus far reached by the academies allows us to be optimistic about the further deployment of new policing skills and the ability to perform consistent with international standards towards improved public security.

Walter Fust, Ambassador
Director of the Swiss Agency for Development and Cooperation

Minister of Internal affairs of the Federation of BiH

Schooling and special training provided to police staff holds an important place in establishing democratic and professional police in accordance with the internationally accepted principles and standards.

One of the priority tasks after signing the Dayton Accord, which had established peace in Bosnia and Herzegovina, was to reconstruct the police forces with the assistance of the international community and create preconditions for police training organization and reform. In light of this, significant results have been achieved by the work of the Police Academy of the Federal Ministry of Interior.

The training reform is a process by which new training concepts and models as well as new learning methods and training in procedures and tasks are being introduced, and it requires constant specialized training for teachers and instructors, modern teaching tools, infrastructure for employment of practical teaching methods, etc.

Necessary cooperation of police training institutions and operational police organizations was achieved by applying the modern teaching methods, which enabled implementation of a changed strategy of police work – effective police work in the service of the community.

The project of the police training reform has facilitated schooling and specialized training of the police to have already been relatively conducted by European standards and improved overall police work in Bosnia and Herzegovina.

I am convinced that the contribution to the «Good Governance in BiH: Police Training for Democracy», which will be published within the framework of a DEZA-funded project by TC Team Consult from Geneva under the title of «Police Training Reform in Federation BiH» in Bosnian and Croatian languages, will grant that readers, especially students of the specialized training at the FMOI Police Academy, will be fully introduced with the training level achieved in F BiH and great reform efforts that have been and are being permanently made towards well-being of the citizens of Bosnia and Herzegovina who we all serve.

Sarajevo, 21.08.2003.

MINISTER

Mevludin Halilović

Minister of Internal affairs of the Republika Srpska

In accordance to the agreement of the *Swiss agency for development and cooperation* (DEZA) and Republic of Srpska Ministry of internal affairs, related to the cooperation in police domain, it is foreseen that DEZA offers the support to the reforms of Republic of Srpska Police in the scope of a cooperation program. The cooperation in the scope of the mentioned agreement has developed in the form of projects with modalities determined by individual project contracts. The projects have been mutually planned and coordinated between the Republic of Srpska Ministry of internal affairs and the DEZA, with “Team Consult” as the implementing agency.

The projects that were carried out by “Team Consult” in Republic of Srpska and Bosnia and Herzegovina within the framework of the DEZA mandate, contributed a lot to the reform of police training at Police Academy Banjaluka for the needs of the members of Republic of Srpska Ministry of internal affairs.

The cooperation, in the scope of Swiss project, between “Team Consult” and police Academy Banjaluka started in 1999. The first activity was related to strategic analysis of the educational center of Republic of Srpska Ministry of internal affairs with the establishing of facts, strengths, weaknesses, opportunities and threats. After the analysis had been performed, the conditions for reform of police education at Republic of Srpska Ministry of internal affairs were gathered. Together with the management of the Police Academy, and in cooperation with “Team Consult”, we were aware of the fact that the professional training according to the democratic police principles could be provided only by the well-trained professors and instructors.

In 1999, the Police Academy was established in Republic of Srpska, and the Academy took on the basic training, permanent training and special training according to the European standards. Together with the establishment of the Police Academy, the Internal Affairs Secondary School was closed. In the previous period, all aspects of the training for the needs of Ministry of internal affairs were performed in that secondary school.

Thanks to the mentioned agreement and the activities of “Team Consult”, an obvious progress in police training was achieved. The professors and instructors who take part in the Police Academy teaching process acquired the new knowledge related to the police training methods, as well as other fields of police education, such as police ethics, relation of police and media, citizens-orientation, police mediation with the domestic violence, application of new methodologies, and mediation as a new police operational tool. The mentioned fields were included in the contents of new teaching plans and programs, and police training was standardized.

Several pilot-projects were carried out in the previous period in order to improve all police working methods, as well as to modernize the police training teaching plan and program. The most important pilot-projects of “Team Consult” are the application of a new pedagogy, the situational teaching, security-marketing and victimization public opinion research.

Thanks to the skilled help of “Team Consult”, the Balanced scorecard method built around a vision, new management and situational teaching are completely used at the Police Academy Banjaluka, and the police training was brought closer to the field police chiefs.

During the cooperation with DEZA and “Team Consult”, the representatives of Police Academy Banjaluka has visited different educational institutions in Western Europe countries where they were acquainted with the organization and management, teaching plans and training programs, teaching methods, way of selection process, reforms of police education system. Theses experiences are applied in police training in Republic of Srpska. During the mentioned visits, the partnerships were made with police academies in Switzerland, Germany and Spain.

Beside immeasurable skilled help in this period, DEZA donated to Police Academy Banjaluka different equipment and teaching aids for improvement of teaching process, as well as the flat for situational teaching.

Police education in Republic of Srpska is on its right way to educate new policemen that will accomplish their tasks with complete respect of human rights and laws for new Republic of Srpska and Bosnia and Herzegovina integrated in Europe, what is our common goal.

In order to continue with the progress of Police Academy, we expect the help and further cooperation with DEZA and “Team Consult”.

I am happy because all results achieved during the training process in Republic of Srpska will be included in this book. The book will be accessible to the public as well, in order to get acquainted with our joint activities.

MINISTER

Zoran Djerić

2. POLICE TRAINING AND POLICE TRANSITION

The Swiss cooperation to the police training reform
By TC Team Consult

“Security and justice are both conditions that reduce the tendency to resort to violence in the face of disagreement, and thus are core needs of societies striving for conflict prevention.”¹

Putting the project into context: democratic policing and training reform

Articulation between the training and the field

The Swiss project in BiH implemented by TC Team Consult, Geneva contributes to the reform of the police training within the Police Academies of Sarajevo and Banja-Luka.

In any country, either democratised or in transition, training institutions play a key role in the police management, since this one operates in a constantly changing environment. It is especially true in post-conflict areas, where new paradigms of policing and security management must replace a system that has proven undemocratic and regime-oriented. Following the principle that the goals of the training have to be the same as those of the service, new paradigms of policing imply new paradigms for training².

This relation, evidence of which seems striking when said on the paper, has been a continuous problematic issue of the police management³. In the short history of police reform projects, the articulation of the agendas between training reform and service reform has been anything but smooth. Concerning the police training, reformers have to find a balance between the integration of a new style of policing, which is fundamental in any grass roots reform like in Bosnia and Herzegovina, and the embracement of the local needs and Commissioners expectations. For instance, in one of the first police reform programs ever led by the international community (El Salvador between 1985 and 1997), the reform of the Police Academy has been led separately from the one in the police service, in order to avoid interferences by the Commissioners⁴. Reformers feared the heavy influence of the police leaders. In other projects, such as the Swiss one, there is a constant attempt to favour communication and exchanges between the field and the training.

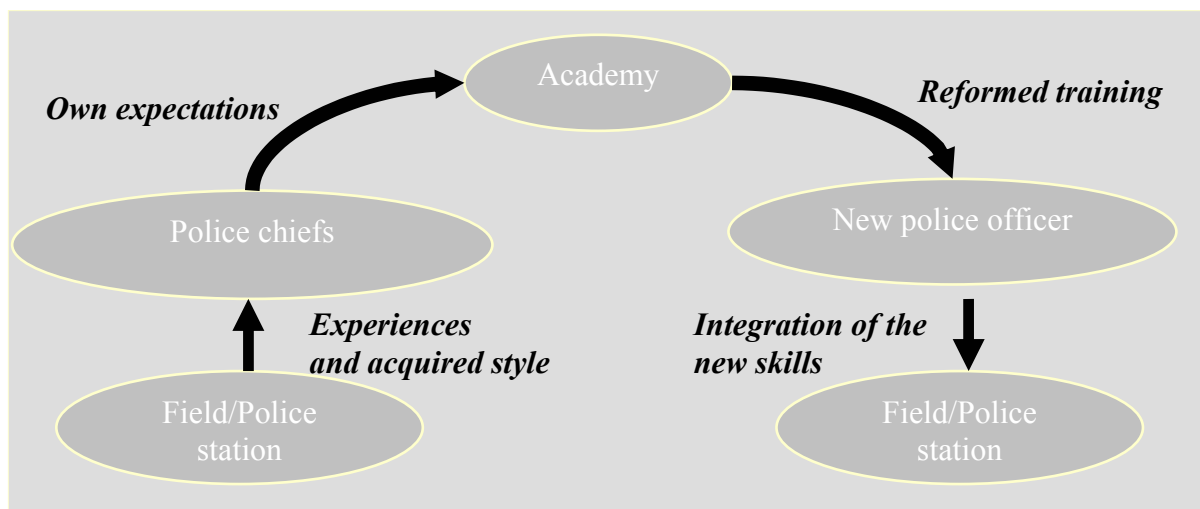
This can be summarised in the question: *how to bring training closer to the field needs and, at the same time, convey new skills into the old policing style?*

¹ Neild R., Ziegler M., *From Peace to Governance: police reform and the international community* WOLA, Washington, 2002, p. 56

² See Beck A., *Developing Police Management Training in Post-Soviet Societies*, Research Report, University of Leicester, 2001,

³ See for example Roberg R., Crank J. and Kuyendall J., *Police and Society*, Roxbury Publishing, 2000.

⁴ This separation has been, in that case, judged unsatisfying by evaluators, see Neild R., Ziegler M., *idem*, p. 48

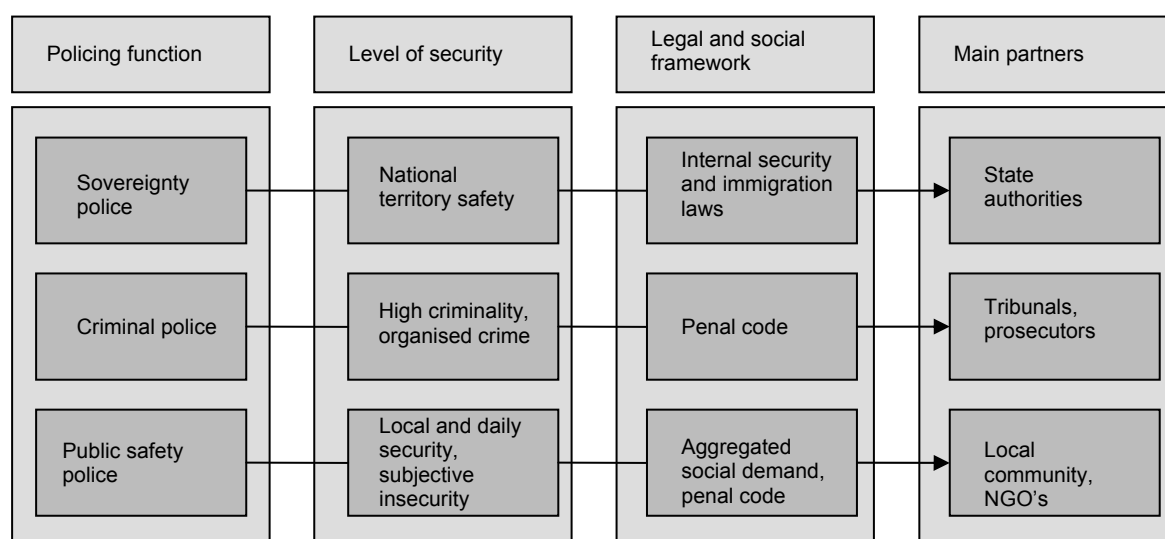


In the Swiss project, this balance has been integrated in the Police academy balanced scorecard methodology. This methodology allows organising the activities of the training institutions as those of service providers working for different clients, with different expectations: the cadets, the Ministry of Interior and, of course, the police chiefs. The whole balanced scorecard is described below.

Taking into account the diversity of the police mission

The police service itself is made of several functions, which, although dedicated to the same goal of implementing the rule of law and ensuring public security, can be very different in their type of activities and competencies engaged⁵, and thus requiring different training styles and contents.

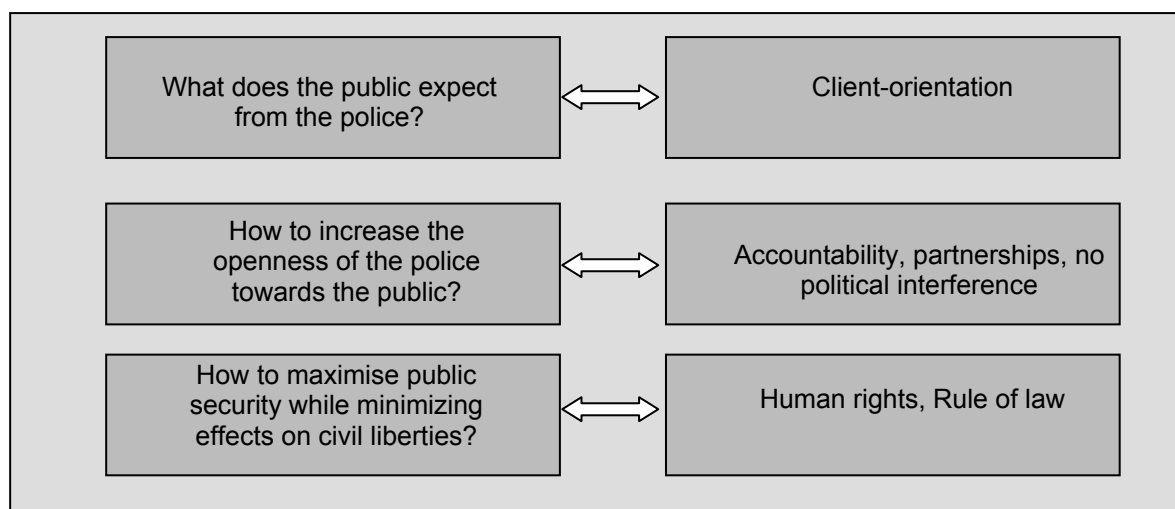
The three functions of policing can be summarised as such:



⁵ Monjardet D., *Crime et Sécurité, l'Etat des Savoirs*, La Découverte & Syros, 2002, 260-273.
 “The interest of differentiating these three systems is precisely to discover their respective logic.”

The Swiss project focused on the level of public safety policing. It shall be analysed in this general framework in order to apprehend its objectives and assess its achievements. At this level, the basis of democratisation lies in the belief that the police have to work accordingly to the citizen's needs, and not for the protection of a state or an ideology. The questions to be answered by all democratic police forces at this level, and the principles they imply are summarised hereunder⁶.

What is democratic “public safety policing”?



These three ranges of principles indicate the (new) complexity the police have to face in a democratic country. One can identify two main reasons for this rising complexity, in Bosnia and Herzegovina and elsewhere:

- The concept of citizens' security is made of objective (the official crime rate) and subjective (the fear of crime in the public) aspects. These aspects, if they are to be addressed, need to be identified accurately. The Swiss project has in that regard monitored and exploited the first crime victimization survey (CVS) in the country. The CVS is analysed below in detail.
- Generally speaking, the democratic and economic transitions as a whole open the way to rapid social changes, shaping new aspects of criminality.

The pressure on the police service will continue to increase, requiring a new type of involvement in the society, with a new mentality and new tools. The demand on training will increase in the same measure.

The operational logic between objectives and their outputs at the micro and mezzo levels

In an era of community policing, training must address the issues of leadership and proactive thinking at the basic level. The decentralization of the chain of command, employee

⁶ Inspired by Bayley D., *Democratizing Police Abroad*, National Institute of Justice, 2001

empowerment and problem solving, which are constitutive of the community policing philosophy, demand the development of such skills at the level of rank-and-file officers⁷.

Bearing this in mind, the Swiss project focused mainly on five interrelated objectives:

- The introduction of **modern management methods** together with the strategic planning and the controlling in the Academies (Police academy balanced scorecard BSC and annual reporting).
 - The new tools allow the Academies to structure the training on the base of an open, participative management style and of a shared vision of the future, and give them flexibility to adapt to new demands from the field.
- The implementation of a **new pedagogy** based on the interactive and practical training.
 - The situational training prepares the cadets to the field work by having them involved in role games based on real situations. Such courses aim at answering back at critics, often legitimate, that police training is too theoretical and remote from the real police jobs on the streets.
- The setting up of a **conflict management training module**.
 - Through a method of “train the trainers” and the setting up of two pilot-projects in both entities, TC Team Consult have taught the Security marketing methodology to teachers and police officers. The **security marketing** is a tool aimed at preventing and managing conflicts at the local level and solving security-problems in partnership with the public. A course on public relations has been given in this context. The security marketing represents a concrete form of the community policing.
- Academies are informed on the **new trends in policing**
 - Directors as well as teachers participated to three *Dies Academicus*. These meetings have been dedicated to team-building seminars, training (in mediation, public surveys, etc.) and inter-entities/international cultural activities.
- Re-integration of the Academies in the European network of police training institutions.
 - Police Academies’ directions got progressively involved in the **European police academies network**. They have visited several institutions in Europe (Spain, Switzerland, Belgium, France, Germany, and Netherlands) and established contacts to exchange cadets and/or officers for traineeships. A vade mecum on the police **mediation** has been designed and will be distributed to the training institutions and police stations.

⁷ Haberfeld M.R., *Critical Issues in Police Training*, Prentice Hall, p.136

Implementation methods and pedagogical tools employed

Concretely, the working methods and their observed advantages have been:

- Regular **workshops** in BiH with the academies' directions, teachers and selected officers in order to build a sound knowledge of the partners and of the local policing context.
- The wide use of the “**train the trainers**” courses, aiming at **empowering** the local teaching staff with new tools (such as security marketing and mediation) and guaranteeing **sustainability**.
- Thanks to its extensive network, TC Team Consult got the BiH academies involved in a European police academies' network through **official travels** and **participation** to international Colloquiums (TC Police symposium, 2001, Lausanne; Conference on policing in Central and Eastern Europe, 2002, Ljubljana).
- As underlined above, the training must focus on the citizen security policing. In that regard, TC Team Consult led, with the Criminology school of the University of Lausanne, the first **crime victimization survey** ever in BiH. This allowed the BiH authorities to catch the international trend in the crime analysis, assess the main victimisation's forms, public expectations, the image of the police and the insecurity feeling (subjective security). The results of the survey have been used to suggest new training options (youth delinquency management, assistance to victims and patrolling). The survey's results and recommendations have been validated by the Ministers of Interior in June 2002.

Impact at the macro-level

On the macro-level the Swiss project aimed at addressing two main issues:

- Inter-entities dialogue and trust building
- Standardisation of the training

After the first attempt to create a joint school had failed due to political obstacles, the Swiss project continued on its way towards training standardisation, privileging this time the informal basis. All the project activities have then been led with the two Academies' directions at the same time, so as to promote dialogue and coordination. Moreover, a focus has been set on the ownership of the project at the Academy level, to vehicle change on a consensual and sustainable basis.

Those two challenges have been met successfully, bringing the two academies to a close and trustful relationship. They currently work with full coordination and observe common training standards in the new pedagogy and the new modules introduced.

Recommendations based on the result of the Crime victimization survey

The crime victimization surveys have been used since the 80s for multiple purposes. They served to rate the real crime rate that had been previously shown only through the police statistics; they allowed better understanding of the relations between citizens and police; they established a level of feeling of insecurity, etc. The use of such surveys was shortly embraced

by both the scientific circles and the political authorities dealing with the issues of criminality and police. The international inquiries of victimization then increased, always implicating more countries: in 1989, 14 industrial countries participated in the international poll, and in 1992-1994, 19 countries in development or in transition were added. In the study in 1996-1997, these 19 countries represented the majority of the countries surveyed, among which were the Balkans, Croatia, Macedonia, Serbia and Slovenia. Due to evident reasons - the conflict in the region - Bosnia and Herzegovina was not able to participate in this last inquiry. The following survey counteracts this lack and brings to the authorities a scientifically-based assistance for changing the wide and complex domain of internal security.

Using standardized questionnaires, in which certain questions are adapted to the local reality, it offers moreover a new possibility of comparison with similar countries.

The present poll has become a part of the reform of the BiH police academies. The survey, in this perspective, offers an interactive tool allowing police forces to identify their strength and weaknesses through the responses of the citizens and rate the quality of their service. The poll can act as an information base and be a controlling instrument for elaborating new training programs to fill the gaps observed. Besides the training, the poll can help establishing new services and improving existing ones. Finally, this instrument allows “quality control” in the client-oriented approach.

Three main recommendations have been designed, based on the surveys results:

- Assistance to victims
- The use of the mediation
- The youth issues
- Small arms issue

First recommendation: Assistance to victims and police mediation

Results of the survey show that about 70% of the victims consider the infraction they suffered from as “very important” and “quite important”.

Table 1: Significance of offences experienced
(Percentage of victims’ answers, all offences)

	Federation BiH	Republika Srpska	BIH
Very important	41.6	39.9	41.0
Quite important	27.9	27.5	27.8
Not that important	18.8	23.9	20.1
Not important at all	6.6	5.8	6.5
Does not know/ no answer	5.0	2.9	4.5

The population showing the highest sense of seriousness is the female one, when crime against person is involved.

Table 2: Significance of offences against persons

(Percentage of answers of victims of burglary, sexual violence, violence and threats)

	Federation BiH		Republika Srpska		BiH	
	Male	Female	Male	Female	Male	Female
Very important	33.7	50.0	30.2	61.3	32.4	53.3
Important enough	23.5	23.9	30.2	0.0	25.4	17.5
Not that important	24.5	14.8	27.9	29.0	26.1	18.3
Not important at all	11.2	5.7	9.3	6.5	10.6	5.8
Does not know/ no answer	7.1	5.6	2.3	3.2	5.6	5.0

The survey suggests that one of the most important reasons to report a case to the police is precisely that it is considered “serious”, and again in case of offences against persons.

Now, the survey shows that victims who have been in contact with the police have a worse opinion of their availability and work than those who haven't.

Table 3: Opinion about the police (good work and good service provided to citizens): opinions of persons who experienced at least one offence within the last 5 years
(Percentage of answers)

	Good service provided to citizens		Good work	
	Non-Victims	Victims	Non-victims	Victims
Federation BiH	67.0	60.5	67.7	61.8
Republika Srpska	64.4	55.8	67.3	58.4
BiH	66.2	59.0	67.3	60.4

Hence we can identify an inadequacy between the public expectations, based on the rather positive image of the police, and the practical police work. It has to be noted that this inadequacy is similar to the one existing in most of the European countries and in the USA. That indicates that whilst crime, and especially against persons, is taken seriously enough by the public to require a police intervention, the handling of victims needs to be improved to meet the public expectations. International benchmarking on the assistance to victim regulation and practices allow us to draw some concrete recommendations.

A victim is, firstly, the “product” of the crime. As such, the victim is somewhat the result of the state’s failure to have public order respected. Thus, the victim has been progressively perceived by the political authorities as deserving the right to be assisted in the process of psychological (sometimes financial) recovery. In continental Europe, the focus on the victims is a relatively new mission of the law enforcement agencies⁸. In the process of establishing a citizen-oriented police as it is undertaken in Bosnia and Herzegovina, victims should be seen as a “client” segment, calling for a specific type of assistance. As de Rover puts it, “The crime committed cannot be reversed, but adequate help and assistance to victims will definitely help to limit the negative consequences of that crime”⁹.

Historically, this approach of the victim’s issue within the police management belongs to the “institutionalisation” of the victim, which also engages the wider use of the mediation. Mediation is a method of *conflict resolution*, in which police represent the third party between the victim and the offender, allowing them to find a horizontal settlement to the dispute. As such, mediation is a method that *empowers* the victim. This is an alternative that escapes from the sole criminal justice punishing process. Its purpose is to avoid that small issues between citizens worsen towards harsher confrontations. The survey shows that the population’s expectations precisely focus on “avoiding that the problem happens again” when crimes against persons are involved.

Table 4: Reasons for reporting to the police: percentage of answers of victims who reported a case to the police
(Percentage of answers)

	Federation BiH	Republika Srpska	BiH
	Violations against the persons	Violations against the persons	Violations against the persons
To find stolen goods	-	-	-
Insurance company to reimburse the damage	4.7	10.5	6.0
Criminal act that has to be reported	21.9	31.6	23.8
To bring a perpetrator to justice	18.8	15.8	17.9
Not to happen again	28.1	21.1	27.4
To obtain assistance	7.8	5.3	7.1
To have a perpetrator compensate the damage	0.0	10.5	2.4
Other reasons	9.4	5.3	8.3
Does not know/no answer	9.4	0.0	7.2

⁸ As a cornerstone, see the *European Convention on Compensation of Victims of Violent Crimes* that was passed in 1983 in the Council of Europe and entered into force in 1988. On the UN level, only one instrument offers guidance to member states on victims issues: The *United Nation Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power*, commonly referred to as “The Victims Declaration”.

⁹ De Rover C. *To Serve And To Protect: Human Rights And Humanitarian Law For Police And Security Forces*, ICRC, Geneva, 1998, p. 191.

In Switzerland, the law on victims' assistance dates back to 1991 and was enforced in 1993. This law is one of the most developed in continental Europe due to the wide range of measures it puts in place:

- Creation of specialised centres throughout the country
- Psychological assistance by the police and by non-police partners
- Legal assistance
- Financial indemnifications of the victims
- Financial help for the training of police officers

Among these missions, the psychological assistance is the first step that could be undertaken in the Bosnia and Herzegovina entities.

- Assistance to victims and mediation are complementary processes. A course on mediation is already being introduced within the frame of the Swiss project through a "train the trainers" course in the Academies.

From the victim's point of view, there are two different phases to take into consideration after a crime has been committed. These two phases imply two different roles for the police.

First of all, in the phase directly following the incident, the victim needs to be properly received by the police, either when filing a complaint or directly on the crime scene. This moment is crucial, since this is when the *secondary victimization*¹⁰ risks occurring, worsening the trauma of the victim.

- The law enforcement officers are often the first representatives of the criminal justice system that victims encounter. This speaks out for the introduction of a special training at the academies' basic level.
- A course such as "how to act with victims in the event of violent crime" or "how to act in the event of sexual offences" can offer the adequate skills to the policemen.

Under the auspices of the Swiss victims' assistance law, the police are trained by psychologists specialised in assistance to victims. This phase is sometimes described as the "first aid stage".

The second phase of the victim's assistance is the *recovery* assistance. This second moment must be undertaken by another institution outside of the police administration. The Swiss law obliges all the cantons to have at least one centre able to offer relevant help. These centres are for example associated with the psychological/psychotherapeutic sections of the hospitals. This second phase aims at providing the victim with middle- or long-term assistance by specialists. However, most of the time, the victims just need "someone to talk to", as underlined in the English Home Office 1998 victims' survey. The process of *debriefing* by the victim is of particular importance after the victimization occurred. It is a central demand in the recovery process. For the victim, it may be as important as seeing its

¹⁰ This secondary victimization often occurs when the victim has to repeat the same story again and again to different people, getting the feeling that none of them is in charge. See Mathey J., Boggio Y., « La Lavi vue pas ses usagers », *Cahiers médico-sociaux*, 1997, pp.219-226.

aggressor arrested and punished. In addition to its role in the first phase, one of the missions of the police is to act as an *information centre* for the victims, in order to guide them to the appropriate partner centre. In most of the existing laws on victim's assistance (USA, Canada, Germany, England and Switzerland), the police have the responsibility to inform their clients on the existence of those centres. The partner centres must be of course accredited by authorities.

Police officers in Bosnia and Herzegovina should be given some incentives to make referrals to other partner services, and they should become sufficiently familiar with services available. In that regard, all the policemen need to be extensively informed about the civil centres so that they can then orientate the public. This information work plays a crucial and quite simple role in the assistance process. However, the Swiss experience shows that the information given by the police is not sufficient concerning the centres providing such services.

This requires:

- A relevant basic training on how to transfer victims to specialised centres.
- Complementary information over the years to keep every policeman up to dated with the available services for victims.
- Cross-training, with officers spending time in the partner centres and centres personnel spending time in the field with the police to minimize defiance between the parties and maximize comprehension of the partner role.
- Direct contacts between counterparts at the lowest hierarchical levels.

The experience of Switzerland and UK show that women represent the majority (up to 75% in Switzerland) of the centres' clients. The emotional impact of crime tends to be greater by female victims, mainly in the aftermaths of assault (physical violence) and burglary. Results of the survey suggest that those trends would be similar in Bosnia and Herzegovina.

- Specific partnership oriented toward handling of female victims and victims of crime against person can therefore be privileged.

In the field of sexual violence, for example, a victim is more likely to report an offence if it knows about the services offered by the police. An example often cited is, simply, to guarantee the reception of female victims by female officers.

“For the most part, when victims contact the police, they expect immediate results. Police officers, conversely, expect victims to provide accurate reporting of the events that led to call for service. Those two expectations often result in conflict between the two, when indeed, the two should be allies, working together to resolve the matter”¹¹. From the police point of view, the assistance to victims is a new mission that can in truth reveal fruitful if this controversy is surmounted. The police can dramatically improve its image in the public, which after all helps officers to perform their tasks respectfully and effectively. A police that inspires respect gains the confidence of the population, and in return, the population is keener to use the police services. If the potential victims have enough confidence in the police, they are keener to file a complaint and get their problem solved on a lawful basis.

¹¹ Moriarty J., *Policing and Victims*, Prentice Hall, 2002, p. vii.

Second axe of recommendation: juvenile victimization and crime prevention

For the offences against the person, the segment of the population under 45 years old is more victimized than the segment over 45 years old (35.8% against 20.7% of the segment).

In addition, young people are also twice as often victims of personal property thefts as people of more than 45 years of age (9.6% against 4%), and one and a half time more the victims of violence and threats (9.8% against 6.6%).

Concerning the sexual victimization, yet again the young women are twice as often the victims as the women of more than 35 years old (2.2% of the women of less than 35 years old against 1.1% of the older women). These gaps are in accordance with the observations made in all other countries. They manifest the differences according to sex and age in regards with «life style» and routine activities.

Regarding the age of the offenders, it is also distributed differently according to the type of offence.

Table 5: Age of offenders
(Percentage of answers in Federation BiH)

	Robbery	Sexual violence	Violence and threats
< 18 years	11.5%	2.8%	8.6%
18 - 25 years	30.8%	22.2%	24.2%
26 - 35 years	23.1%	33.3%	28.5%
> 35 years	30.8%	36.1%	36%

Regarding the fear of crime, the category “less than 25 years” is showing the highest feeling of insecurity, and especially the group “young female”.

Table 6: Feeling of security in relation to age
(Percentage of answers in Bosnia and Herzegovina)

	16-25 years	26-35 years	36-45 years	46-55 years	>55 years
Completely safe	36.4	42.5	49.5	60.3	52.2
Quite safe	35.5	27.3	28.4	20.5	24.2
Not that safe	22.2	23.1	15.2	12.3	10.2
Completely insecure	3.1	3.4	3.4	1.0	3.0
I never go out due to safety reasons	2.0	2.9	2.1	4.8	8.5
Does not know/no answer	0.9	0.8	1.5	1.0	1.9

This relation between victimization and feeling of security is in contrast with the one existing in other European countries. There young people, although more victimized than adults and elderly people, tend to have a lower feeling of insecurity. The trend linking age to the feeling of insecurity is reversed in Bosnia and Herzegovina, where the feeling of insecurity decreases with age. Following the same logic, the survey shows that young people are less satisfied than other groups with the police work and availability.

Table 7: Satisfaction of interviewed persons regarding the work of the police and the way it serves, helps and treats the requests of the population: comparison made between younger and older population
(Percentage of answers in Bosnia and Herzegovina)

	Good service provided to the population			Good work		
	Good service	Bad service	Does not know/no answer	Good work	Bad work	Does not know/no answer
16 – 25 years	59.8%	35.5%	4.7%	60.3%	36.0%	3.7%
26 – 35 years	60.4%	33.9%	5.7%	65.7%	27.4%	6.9%
36 – 45 years	65.5%	27.6%	5.9%	64.4%	27.5%	8.1%
> 45 years	65.5%	21.6%	12.9%	66.1%	17.8%	16.1%

The rate of young people asking for more police on the streets is therefore higher than other groups:

Table 8: Percentage of the persons agreeing with the statement: “There should be more police on the streets and in public places”: comparison between younger and older population
(Percentage of answers)

	Federation BiH	Republika Srpska	BiH
16-25 years	75.9	78.5	76.8
26-35 years	69.6	58.8	66.4
36-45 years	69.9	62.0	66.5
46-55 years	63.9	60.1	62.8
> 55 years	66.7	64.8	65.9

Beside this high rate of victimization and high expectations towards the police, evidence also shows that vandalism, often associated with youth, is the most frequent offence in the country.

Table 9: Households victimized in 2000 and between 1996 and 2000
(percentage of answers in Bosnia and Herzegovina)

	Year 2000			Period of 1996-2000		
	Fed. BiH (N=1'431)	Republi ka Srpska (N=724)	BiH (N=2'193)	Fed. BiH (N=1'431)	Republi ka Srpska (N=724)	BiH (N=2'193)
Owners only						
Theft of car	0.7	0.4	0.6	2.8	2.5	2.6
Theft from car	3.3	2	2.8	11.2	7.2	9.8
Vandalism (vehicles)	4.7	3.6	4.3	10.7	6.8	9.3
Motorcycle theft	0.0	0.0	0.0	1.1	0.0	1.0
Bicycle theft	1.8	2.3	2.0	6.8	5.7	6.4
All questioned						
Burglary	1.5	1.1	1.3	6.7	4.7	6.0
Attempted burglary	1.3	0.4	1.0	3.6	2.1	3.0
Robbery	0.6	0.1	0.4	1.7	0.8	1.4
Personal property theft	2.2	1.5	2.0	6.3	4.8	5.7
Violence and threats	1.9	1.7	1.8	5.9	4.6	5.5
Racial offence	3.6	3.0	3.5	-	-	-
Corruption	0.9	1.2	1.0	2.1	3.0	2.4
Women only						
Sexual violence	1.0	0.5	0.9	2.0	1.3	1.7
Global victimization	14.6	12.0	13.7	31.7	25.3	29.4

This suggests that young people are at the same time victims and actors of the petty criminality, thus requiring specific attention by the police.

A first measure would be, as an answer to the demand identified in the survey, to multiply the number of foot patrols, especially at night. In fact, the survey shows that young people have a specific rhythm of life: they often go to cafés/restaurants and to discotheques. The objective insecurity as well as the subjective feeling of insecurity probably arises, at least partially, from this specific rhythm of life.

In this context, foot-patrolling can be more effective than car-patrolling. In most of the countries where community policing strategies have been implemented, foot-patrolling became widely used. They should be undertaken strategically, i.e. according to analyses that orientate the police deployment in places where a demand exists. Foot patrols clearly represent the intent of proactive patrolling, due on the one hand to a close interaction with citizens, and on the other to close proximity to potential crime scenes.

Regarding the subjective part of the insecurity feeling, the police have a role to play in reducing anxiety and fear. A problem may be perceived by a community or some of its members as larger or more serious than it actually is. Criminality problems related to young people are sometimes exaggerated by the press or/and by popular wisdom so that they seem

bigger than they are, worsening the people's fears. This can also lead to a form of "block-rejection" of young people, who are systematically perceived as potential criminals.

According to Goldstein, "conveying sound information is currently one of the least used, but potentially most effective, means the police have for responding to a wide range of problems"¹². This is also true for the subjective fear of crime. By sharing candid information with the public about the real scope of the problem, the police may substantially reduce the feeling of insecurity. Some specific programmes should be designed for young women.

However, as efficient as they could be when they are strategically undertaken, the night patrolling and the public information strategies have to be coupled with in-depth preventive measures in order to cope with youth problems. As the "Riyadh Guidelines" underline, juvenile issues will be tackled only "through the involvement of all parts of society and through the adoption of a child-oriented approach (...). Specialized personnel should exist at all levels."¹³

In that regard, the methodology of the security marketing is relevant to the designing of population-tailored measures. First, the police have the responsibility to find out which partners have an interest in seeing the problems of young people resolved on a long term basis and those who are already committed to the issue. For preventive measures, partners are available on the local authorities' side: they include the social assistance programmes, the judiciary personnel assigned to juvenile justice, the teachers, public transports, among others. There is a wide range of stakeholders who bear the responsibility for having young people live in security. On the civil society's side, several institutions can be approached, such as NGO's (local or international), bars and discotheques landlords, youth centres, etc. A prerequisite to this network building and maintenance is that policemen are trained to the specific dynamic of juvenile development and care. Another prerequisite is that the policemen are willing to perform such jobs, and do not consider this community policing as "social work".

The police should lead the problem-definition and problem-solving processes together with the partners. All the mechanisms of this method have been integrated within the Academies of Sarajevo and Banja-Luka, and by the end of 2002 two Security marketing pilot-projects were running successfully, focusing mainly on juvenile issues.

Lessons learned

Promote adaptability of training centres

If the democratization of the police forces is to be sustainable, the institutions providing training have to be flexible enough to respond to rapid changes in the security demands. Internal management of the training centres is therefore a pillar for a long-lasting reform and requires modern human resources management, openness and a permanently trained management staff.

¹²Goldstein H., *Problem-solving Policing*, McGraw-Hill, 1990, p.114

¹³de Rover C., *op.cit.*, p. 186. The "Riyadh Guidelines" is the abbreviation for the United Nations Guidelines for the Prevention of Juvenile Delinquency.

- In Bosnia and Herzegovina, social demands may modify rapidly if the economic context happens to improve, as it has been observed in other transitional countries.
- The progressive retreat of the international troops (IPTF, EUPM, NATO/SFOR) will also certainly produce a new context to which training will have to adapt.

Oblique and integrated training

With conceptual or theoretical training issues, more achievements can sometimes be reached by dealing with the most difficult courses in an indirect manner rather than head-on¹⁴. For example, the human rights issue, although part of the Swiss project's general objective, was not central in the project management. The project did not address the human rights issue in the curricula development, but by introducing policing concepts and working methods such as Security marketing, which promoted more openness and consideration of the needs of the BiH public.

This "oblique" training is linked to the concept of "integrated training", which states that theoretical courses, such as human rights law, should be taught through situational scenarios, not only as formal matters¹⁵.

We can observe the same indirect process with the inter-entity dialogue. Although not addressed as such in the project planning, inter-entity dialogue has dramatically improved since 2001. This was made possible by building trust between key players through common workshops, the three Dies Academicus and international visits.

Ownership by local partners

Sustainable skills transfer is likely to be best achieved by a strong emphasis on the ownership by local partners. Consensus must be the basis for any decision taken. As long as the local partners have not embraced the objective of the project, no credible outputs, not mentioning outcomes, can be hoped.

Priority of community policing methods

It is fructuous to introduce community policing methods in post-conflict areas, despite critics arguing that such methods can be efficient only after other functions of policing have been reformed ("first criminal police then community police"). We claim that there is no chronological or importance rank between the policing functions as described before, but complementarities. The changes brought by new local policing methods are likely to be felt most by the public. Moreover, by creating a citizen orientation around the issue of public safety, community policing can increase citizen's confidence in the State institutions and push other public services to open to the social demand¹⁶.

¹⁴ See also Evans Ph., Biddle K., Morris J., *Evaluation of the Indonesia Police Management Training Project, 1983-1996*, DFID Evaluation report, 1999

¹⁵ Marenin O., *Police training for democracy*, Paper given at the International Police Executive Forum, Antalya, Turkey, 2002

¹⁶ On this last point it is interesting to note that UNDP has emphasised the importance of reforming the Security Sector in concert with the overall public sector, and not in a second phase as it was believed, and performed, until recently. See UNDP, *Justice and Security Sector Reform, Bureau for Conflict Prevention and Reconstruction Programmatic Approach*, UNDP, 2002, p.53.

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3. HOW HAS LIFE CHANGED WITHIN THE POLICE TRAINING INSTITUTIONS?

3.1 Police Training reform in Federation BiH

By Taib Spahic, Vinko Pradvic

Introduction

The Police High School of the Ministry of Interior was established as an independent institution for training of the BiH police in 1970 in Sarajevo. Prior to its creation, the police had been trained through courses of 6 months' duration. Upon completion of elementary school, candidates were admitted in the school. All candidates were male, while there were only a few attempts to organize courses for female candidates but to no permanent avail. At the beginning, the training lasted three years, then later four years. For some time, the candidates who had completed two years of a secondary school were admitted for the 2-year training, yet the 4-year system was reintroduced. Classes were mainly theoretical, with a certain number of police and even military classes.

In accordance with Annex 11 of the Dayton Accord, the Bonn-Petersburg Agreement on BiH Police Reconstruction (1996) and other agreements, on the basis of changes and amendments to the former Law on Internal Affairs of FBiH, and with the assistance of the international community, the Police Academy of the FBiH Ministry of Interior was formed in October 1998 as the main institution for education and specialized training of the police in Federation of BiH. The same Law abolished former Police High (4-year) School.

The FED Police Academy provides education and specialized training not only to personnel of the FED Ministry of Interior, but also, in accordance with the Law on Internal Affairs, to personnel of cantonal Ministries of Interior* and other organizations involved in security affairs.

The formation of the Academy was preceded by a 12-month preparation conducted in FED Ministry of Interior, and, with the help of the international community, the concept of basic training at the Academy was established consisting of 6-month theoretical classes and 6-month practical classes at the police organizations.**

Contrary to the previous schooling system by which the candidates were admitted after completion of elementary school or two grades of high school, the system at the Police Academy is based on a new concept. The candidates are admitted after high school graduation, and the police training is of 12 months' duration.

* The police in FBiH are organized in decentralized manner in FMOI and 10 Cantonal MoIs.

** This concept is considered as one of the most modern and efficient in the world, thus is also being applied by developed countries such as Canada, Belgium, etc.

Police academy mission

In order to implement the police training reform in line with internationally accepted principles and standards, the mission of the Police Academy was established at the very beginning:

The Police Academy will set sights on the education and specialized training of efficient and modern police compliant with democratic principles. Modern teaching methods and equipment will be used, which will contribute to greater respect of universal values of human rights and freedoms. In so doing, the Police Academy will help toward transparency of the police to the citizens, building up mutual trust and partnership and, therefore, boosting the feeling of security and improving the quality of life within the community.

The mission statement defines the goal of the Police Academy, while strategic objectives of the police training reform in FBiH are established.

The aim of the FMOI Police Academy is to provide high-quality and efficient education, and specialized and advanced training to the police for their service in the community, that will contribute to overall democratization and professionalization of the police in Federation of BiH. The Curriculum of the Police Academy is made in accordance with the internationally accepted principles and standards of the police training. The training process is based on modern teaching methods and respect of universal values of human rights and dignity.

Contribution of the Police Academy to the police reform is given through realization of the standardized training contents where, besides professional police work subjects, principles of democratic policing are incorporated. By the process of selection and the training of new cadets, the Police Academy contributes to the establishment of the police applying the principle of multi-ethnicity, involvement of women and the police in general in the service of the community.

Organization of the police academy

The Police Academy is organized in two departments and two sections: Basic Training Department, Specialized Training Department, Section for Standardization of Training and Firearms Section.

The aforesaid organization of the Police Academy is optimal, it satisfies existing standards and does not require modifications in the period to come.

During the last four years IPTF (International Police Task Force), ICITAP (International Criminal Investigative Training Assistance Program) and other reps of the international community have had exceptional role in realization of selecting candidates for the training at the Police Academy and providing specialized and advanced training to the police. The international community has been thus contributing to better cooperation between the cantonal ministries of interior and the Police Academy.

At the beginning of 2003, on the initiative and with the assistance of the “Swiss Project”, the FBiH Police Training Commission was formed and composed of heads of training departments from cantonal MoIs, a representative from FMoI Police Administration and representatives of the Police Academy. Among other issues, the Commission considers, establishes and recommends the following:

- Enacting regulations, determining selection methods and establishing criteria for the selection of candidates for the basic training;
- Changes and amendments to job profile of a police officer (tasks of a police officer) as groundwork for creation of the Basic Training Curriculum;
- Changes and amendments to the Basic Training Curriculum;
- Reviewing so-called scenarios (police situations) from certain fields of policing for situational training;
- Models of practical training for the basic training of students, of coordinators and mentors, etc.;
- Upgrading the concept of the basic training;
- Determining training needs of the basic training students;
- Keeping records on proficiency of the police;
- Establishing modules for the specialized training and reviewing short-term and long-term plans for this training;
- Making semi-annual and annual plans for the specialized police training at the Police Academy and on the local level;
- Providing associates-teachers to the Police Academy and engaging teachers and instructors of the Police Academy for the police training on the local level;
- Preparing organization and realization of permanent police training (12-month training) and establishing so-called police standards;
- Other issues with reference to organization and improvement of the police training.

In a decentralized system of the police, as it is the case in the Federation of Bosnia and Herzegovina, activities of the Commission will facilitate development of the Police Academy, better communication with cantonal ministries of interior and more efficient hand-over of actions so far performed by IPTF, ICITAP and other international organizations, in order to standardize completely the police training in FBiH.

Work Conditions

The first generation of cadets of the basic training and cadets (police officers) of the first forms of the specialized and advanced training (courses, seminars, etc.) attended classes in difficult conditions. At the beginning of its work the Police Academy had training premises (cabinets, sports halls, etc.), still without necessary teaching aids, and one half-devastated, prefabricated facility for accommodation of the cadets. Those difficult conditions under which the Police Academy had to work are best illustrated by the fact that during the winter of 1998/99 the courses were carried out without central heating system installed. The cadets lived in rooms with minimum equipment.

The cadets dwelled in the prefabricated facility with poor equipment and damaged infrastructure. Rooms were shared by 10 and more students, which made their life and work difficult, while the whole dormitory capacity covered 120 cadets.

The classes were conducted at the premise that was not devastated, however without teaching aids necessary for employing appropriate teaching methods.

Up until 2003, with the assistance of UNMIBH, European Commission and other international organizations, the devastated facilities of the Police Academies were being reconstructed.

In keeping with modern standards, new dorms now can provide accommodation for 350 cadets.

The training facility is now equipped with modern means of instruction, allowing employment of contemporary teaching methods. In the past four years, the Police Academy has made progress in using modern teaching methods, given that a blackboard and a chalk were primary teaching aids, whereas now standardized training preparations are being done through PowerPoint presentations, employment of modern teaching methods (situational training), and other practical methods with the use of modern audio-visual means of instruction and infrastructure, and equipment for conducting the situational training.

Personnel

The main aspiration of the Police Academy was to have teachers, instructors and other employees trained to perform their tasks in accordance with the modern teaching principles and methods. Concurrently, personnel structure was organized by the principle of multi-ethnicity.

By the beginning of 2003 (completion of the reconstruction works), the Police Academy disposed of limited space for accommodation of the cadets; therefore, there was no need to fulfil the required number of personnel to be hired as foreseen by the job classification.

The specialized training of the existing personnel was constantly conducted as follows:

- Organization of specialized individual and group training, covering organization and performance of courses, information technology, foreign languages, defensive tactics, etc.;
- So far three seminars (Dies Academicus) were held within the «Swiss Project» so as to develop and apply new pedagogy in the police training and introduce new methods of policing strategy;
- Until the end of 2002, IPTF has continuously been organizing courses and seminars for teachers and instructors on the subjects of police and human rights, human dignity, etc. IPTF made an important contribution to the improvement of training by having the teachers and instructors actively participate in the courses, seminars and specialized assignments;
- Apart from very important specialized courses provided to the teachers and instructors, ICITAP organized and conducted courses of several weeks so that the teachers, instructors and other employees of the Police Academy can successfully apply standardized teaching methods, plan and prepare training adequately, and assess the results the cadets have been achieving.

After the reconstruction works were completed (accommodation capacity was increased from 120 to 350), the Police Academy began to fulfil the number of required personnel specified by the job classification, and to provide specialized training to the personnel in two directions:

- Further specialized and advanced training to perform tasks specified in job descriptions (seminars, courses, study visits, etc.);
- Specific training in one or more modules of the specialized police training, so that an instructor (or with more instructors) can prepare and conduct a specific training module at the Police Academy or on the field efficiently and adequately.

Using this method, the Police Academy will in the future be able to carry out basic training independently (using its personnel) in a more qualified manner, organize and realize certain forms of specialized training at the Police Academy (courses, seminars), and actively participate in the realization of local training in the police organizations.

The Police Academy is organized in such a way that it cannot carry out all tasks from its domain, especially specialized and advanced training, without engaging expert-associates. Therefore, the Police Academy aims at attaining an optimal ratio regarding permanent teaching staff and associates from police academies that have advanced police training (40% permanent staff and 60 % expert-associates).

Experiences of others

Previously gained experiences of organizing and conducting the police training in countries with developed democracy played an important role in the creation and progress of the Police Academy and were fully or partially incorporated, depending on existing laws, regulations, conditions, needs, etc.:

USA – community policing (police training system oriented toward citizens); organization of life and work at the Police Academy (specifics related to tradition); realization and development of advanced specialized police training modules for all levels and types of police organizations; permanent selection of cadets; situational training scenarios; high-level specialized training; activities of the FBI National Academy.

SWITZERLAND – decentralized system of the police and the police training in the service of security of the citizens (similarities with FBiH); implementation of pilot-projects on community policing; security marketing; survey on victimization; mediation as a modern method of police work; mutual cooperation and correlation of cantonal police forces in the police work and training; research on policing and high management training; police management and work performance evaluation; employment of modern equipment in operational police work, etc.

GERMANY – police training system enabling constant specialized training and progress in the service; level of progress of the new pedagogy in the police training – situational training; level of progress of specialized police training modules.

FRANCE – police training in efficient performance of operations; motorcyclist training; traffic police training; engagement of associates in the training; permanent training especially in applying legal provisions; employment of modern technical means in the police work, etc.

SPAIN – situational training with the use of modern infrastructures («boulevard»); modern system of engaging associates; selection of candidates on the basis of modern criteria and procedures.

SWEDEN - situational training while applying scenarios based on conflict management where the cadets have to cope with stressful situations; high standards of life and work of the cadets; permanent police training; association of training centres in accordance with specific orientations.

BELGIUM – reform of the police and the police training in modern conditions; training of mentors in practical teaching (method – portfolio); implementation of the 1-year basic training concept; organization of the police training in the country (synchronization of decentralized police work and centralized training coordination); system of engaging associates (40% + 60%).

NETHERLANDS – community policing training; practical use of community policing method; application of new, modern methods of group instructions in the police training.

TURKEY – effectiveness of police organization; continuity of the training; general education within the police training; development of specialized training.

Professional profile –job and task of a police officer

In order to establish mutual basis of Curricula and recommendations for organization and realization of training while applying new teaching methods, the Police Academies of Sarajevo and Banja Luka organized a meeting to discuss the issue: analysis of job and tasks of a police officer.

Representatives of police organizations from whole Bosnia and Herzegovina took part in the meeting where sole job description of a police officer – professional profile was established, while job and tasks of police officers were categorized in 15 groups with the total of 222 specific jobs and tasks.

1. Code of conduct of a police officer.....	8
2. Public order.....	44
3. Traffic.....	32
4. Crime investigations.....	13
5. Control of ID documents.....	6
6. VIP and premises protection.....	5
7. Emergency response.....	21
8. Fight against narcotics and drugs.....	7
9. Community policing/crime prevention.....	8
10. Vehicles.....	11
11. Dealing with detainees.....	10
12. Arrests, searches.....	15

13. Use of physical force.....	22
14. Weapons and use of force.....	12
15. Reports and administration.....	9

Total of jobs and tasks..... 222

The Basic Training Curriculum was created on the basis of the profile description of a police officer, i.e. on the basis of the above mentioned jobs and tasks.

The subjects are divided in 3 sections:

- Police procedures;
- Law related subjects;
- Other subjects (human rights, psychology, foreign language, physical training).

Curriculum – 6+6

No.	SUBJECT	Weekly schdl.	Total hrs	Theoretical training	
				C.F.T.	S.T.
1.	Human rights	1	25	17	8
2.	Introduction to law and democratic principles	2	50	34	16
3.	Law of torts and Criminal Law	3	75	51	24
4.	Police work and code of conduct	5	125	85	40
5.	Criminalistics	4	100	68	32
6.	Traffic regulations	3	75	51	24
7.	Arms and means of force	4	100	68	32
8.	Self-defence and martial arts	3	75	51	24
9.	Communications and administration	2	50	34	16
10.	Psychology	1	25	17	8
11.	Foreign language	2	50	34	16
12.	Physical training and first aid	3	75	51	24
TOTAL HOURS FOR 25 WEEKS:		33	825	561	264
FINAL WEEK		33	33	/	33
TOTAL:		33	858	561 2/3	297 1/3

Notes:

- C.F.T. – Classroom-field training
- S.T. – Situational training
- Final training (police scenario where all aspects of the policing are included) is planned for the last week (33 hours)

Reform of basic training

The basic training at the Police Academy consists of theoretical and practical training and lasts one year. It is based on intensive training of the cadets, where they go through 6 months' theoretical and 6 months' practical training.

The theoretical classes take place at the Police Academy, while the practical training is organized in organizational units of FBiH and cantonal Ministries of Interior. The ground training is based on high principles of respect of human rights and freedoms as well as on a high level of future professional and efficient policing.

Such training allows the cadets to perform police tasks in the community independently and successfully. Realization of the training is built upon positive experiences of police training institutions of countries with highly developed democracy and modern strategies of policing; therefore it offers a good foundation for constant improvement and training in the service.

During the initial phase, organization and realization of the basic training was carried out by local personnel and with the assistance of representatives of the international community, which was very important thanks to exchange of experiences. Upon establishment of the Police Academy and its personnel structure, advisory and logistical support of the international community was continued with the aim of reform and democratization of the police training.

REFORM OF THE BASIC TRAINING AT THE POLICE ACADEMY IS BASED ON THE CONSTITUTION, LAWS, REGULATIONS, CONDITIONS AND SPECIFICS PRESENT IN FBiH WHILE CONSIDERING EMPLOYMENT OF MODERN METHODS FROM COUNTRIES WITH DEVELOPED POLICE TRAINING.

In terms of the reform of policing strategy, the concept of the 1-year basic training, based on the mentioned principles, sets the training in two main directions:

- Prevention – achieved by applying proactive philosophy and establishing strong relations and trust between the police and the citizens. This strategy is based on dealing with causes and not consequences: it is oriented towards the citizens and rests on five principles of community policing: solving/preventing problems, orientation to the citizens in terms of establishing priorities for solving security-related problems (social needs), accountability – transparency toward the public, decentralization of responsibility to police officers and partnership.
- Efficiency – it is reflected in training of police officers to react promptly, employment of new methods, procedures and modern techniques in work in order to achieve better and more efficient results in the community.

Training oriented towards the practice –situational training

Classes at the Police Academy are carried out in accordance with the new methodology based on practicing police tasks and procedures in quasi real situations. In that context, a new method of the practical training – situational training – is being successfully developed as one of the pilot-projects being a part of Swiss assistance in police reform in Bosnia and Herzegovina. The scenarios, which are videotaped and further analyzed, are prepared and used so that the cadets can apply their theoretical knowledge to practical situations. As a result their knowledge is tested, necessary skills are acquired, coordination of work with other subjects is made, and the cadets harmonize their actions with the universal values of human rights and freedoms.

By applying the situational training as one of the most important teaching methods, the philosophy of the basic training is oriented toward practice. The main pre-conditions necessary for preparation, organization and realization of the situational training are:

- Identification of the job descriptions, i.e. identification of the main activities of a future police officer;
- Creation of the Curriculum in accordance with the job description of police officers and relation between theoretical classes and situational training;
- Formulating of the training modules based on practice through preparation of practical, realistic training scenarios;
- Use of necessary training infrastructure and means of instruction.

By realizing the aforementioned, it is possible to organize the situational training as a modern teaching method where studies are oriented toward improving skills and actions.

Employment of the situational training enables correlation of all teaching contents, while the cadets, through practicing police actions, can learn how to react in certain situations regarding all aspects of police work in the community.

Selection of the most realistic situations that reflect on the police work, creative approach to scenario making and having the students undertake certain actions themselves, make the cadets more motivated to learn. At the same time, the development of skills necessary to perform efficient police work is more successful.

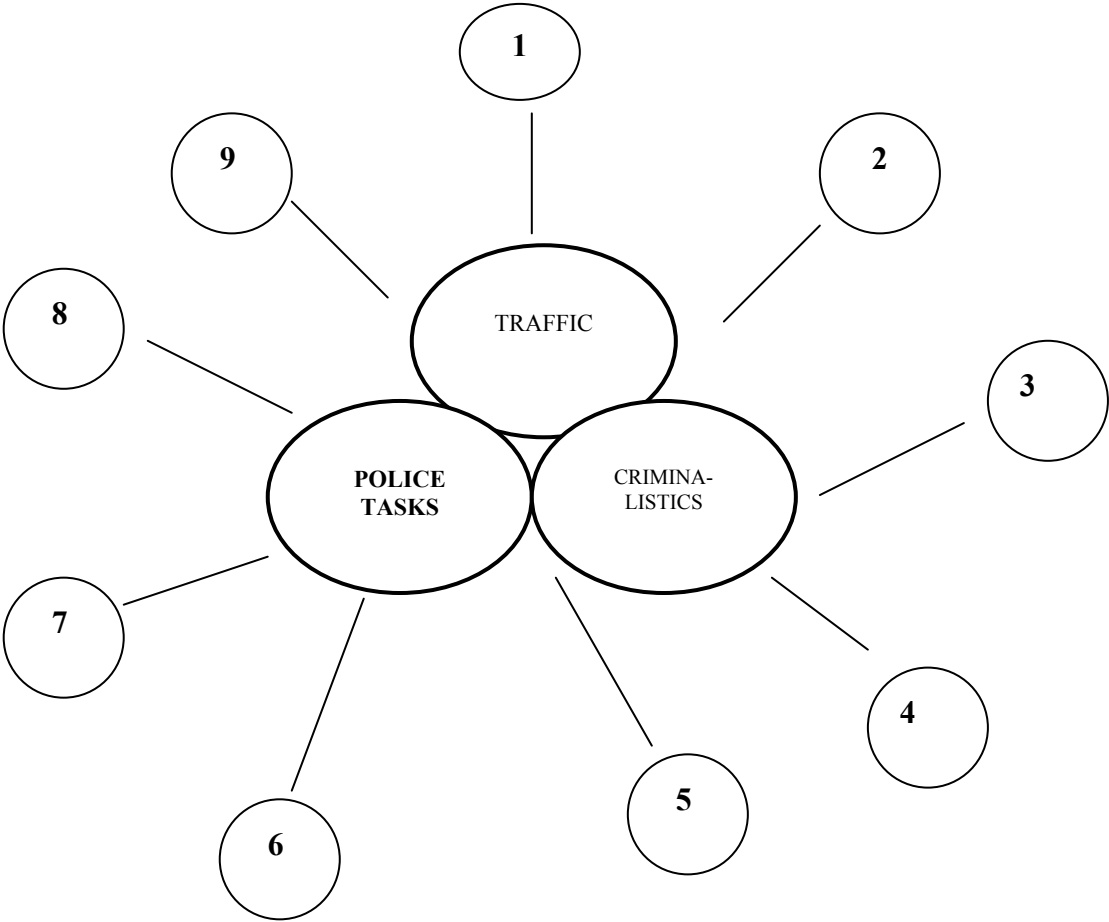
While realizing the programs, special attention is drawn to the sphere of human rights, measures undertaken by the police re crime investigations in light of new changes of the laws, physical fitness and cooperation and coordination with other subjects involved in the fight against crime.

142 realistic scenarios were created on the basis of 222 characteristic police tasks from job descriptions.

THEORETICAL TRAINING - SIX MONTHS

**TRAINING IN CLASSROOMS - 2/3 | SITUATIONAL TRAINING – 1/3
(142 SCENARIOS)**

SITUATIONAL TRAINING MODULES



Scheme of correlation of three main subjects for the rest of ten subjects of the Curriculum

One of the most important characteristics of the situational training performed at the Police Academy is its organization. The police situations (142) and all training contents are pre-arranged. The realization is planned and is not dependant on an individual. Creativity and other values of instructors and students are manifested through preparation of the scenarios and work. One police situation – scenario covers the practicing of all tasks and actions from the subjects concerned by the basic training. Additional analyses of videotaped scenarios and observations made by the students facilitate the selection of the best solutions in specific situations.

This type of training is being conducted every third week and represents a distinctive summary of the knowledge obtained in previous two weeks.

The situational training covers one third, i.e. 8 weeks, of the 6-month theoretical training.

Correlation of the training contents can be viewed from the schedule of situational training classes for the first two weeks.

SCHEDULE OF SITUATIONAL TRAINING CLASSES FOR THE FIRST WEEK

Monday	Tuesday	Wednesday	Thursday	Friday
<p>4 classes 2 platoons 4 groups</p>	<p>4 classes 2 platoons 4 groups</p>	<p>4 classes 2 platoons 4 groups</p>	<p>4 classes 2 platoons 4 groups</p>	<p>4 classes 2 platoons 4 groups</p>
<p>4 classes 2 platoons 4 groups</p>	<p>4 classes 2 platoons 4 groups</p>	<p>4 classes 2 platoons 4 groups</p>	<p>4 classes 2 platoons 4 groups</p>	<p>4 classes 2 platoons 4 groups</p>

ABBREVIATIONS: PSY – psychology, HR – human rights, PW – police work, LTCL – law of torts and criminal law, SD – self-defence and martial arts, AMF – arms and means of force, IL – introduction to law and democratic principles, C – criminalistics, CA – communications and administration, T – traffic, E – English, PT – physical training and first aid.

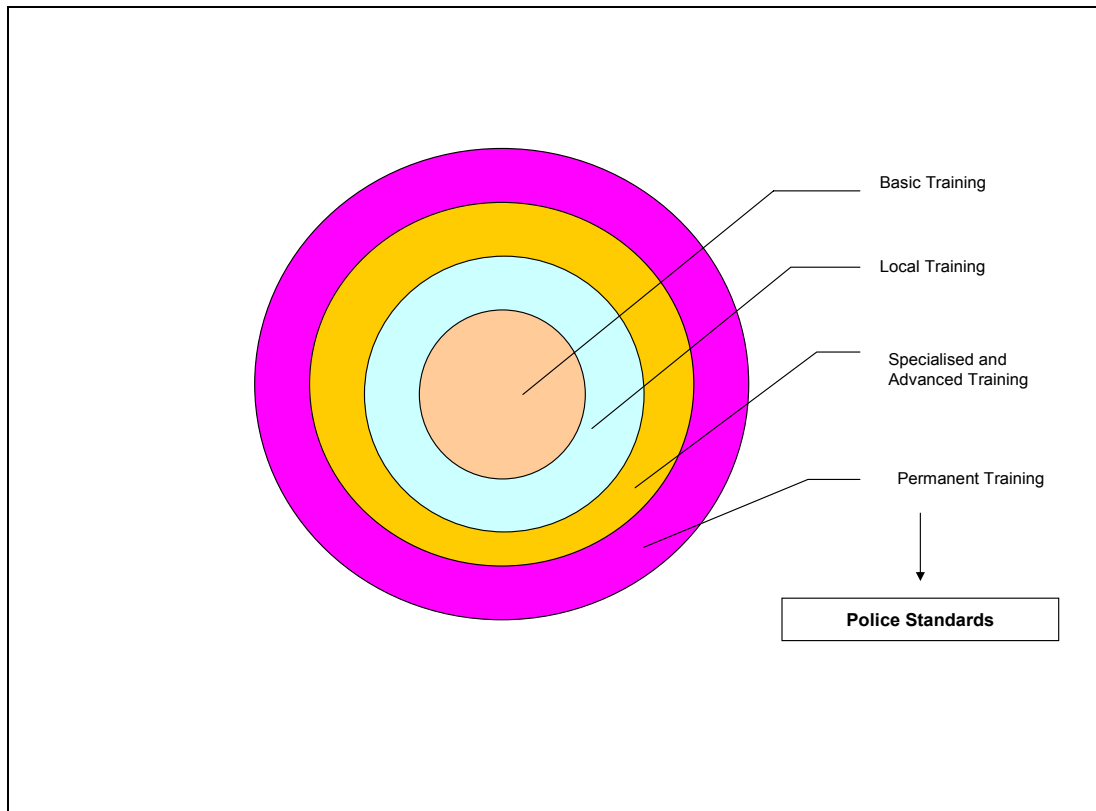
SCHEDULE OF SITUATIONAL TRAINING CLASSES FOR THE SECOND WEEK

Monday	Tuesday	Wednesday	Thursday	Friday
<p>4 classes 2 platoons 4 groups</p>	<p>4 classes 2 platoons 4 groups</p>	<p>4 classes 2 platoons 4 groups</p>	<p>4 classes 2 platoons 4 groups</p>	<p>4 classes 2 platoons 4 groups</p>
<p>4 classes 2 platoons 4 groups</p>	<p>4 classes 2 platoons 4 groups</p>	<p>4 classes 2 platoons 4 groups</p>	<p>4 classes 2 platoons 4 groups</p>	<p>4 classes 2 platoons 4 groups</p>

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Set up of the complete police training system in FBiH

The system, based on the modern principles of the police training, will be established with further development of the basic training, mastering of most modules of the specialized police training, participation of the Police Academy in realization of the training in police organizations – local training, and introduction of so-called permanent training.

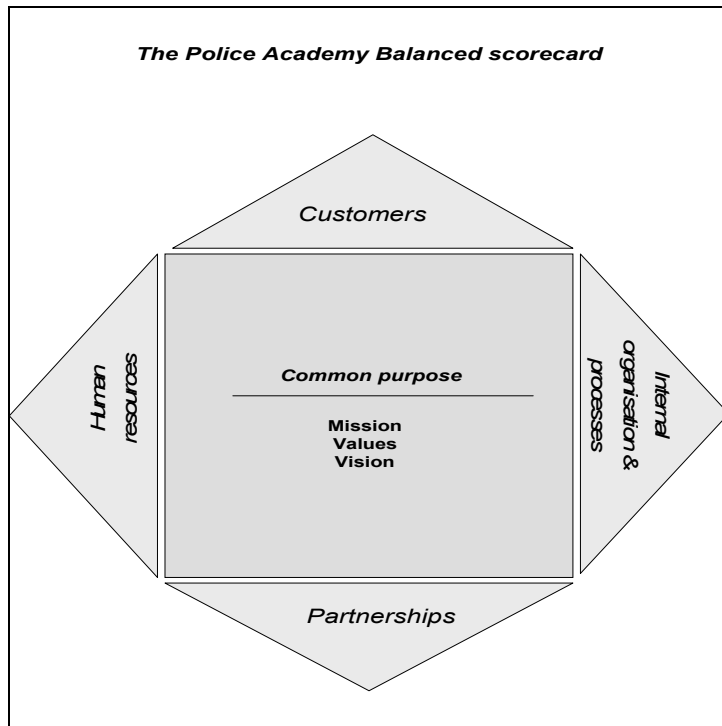


The mentioned training system should result in employment of the police standards* in practice. In this fashion, skills of police officers, in terms of enhancing security of the citizens and improving quality of life within the community, should be improved in a very short period of time (3 to 5 years).

* Police standards being identification, organization and realization of criteria for successful performance of the police work.

The Balanced Scorecard

Strategy of development of the Police Academy and further reform of the police training are directed toward goals that can be defined by employment of a method emanated from a balanced SCORE-CARD:



- *Mutual goal* – education, specialized police training in line with internationally accepted democratic principles and standards of the training for efficient service within the community.
- *Products* – police officers, competent and committed to democracy.
- *Personnel and logistics* – professional teachers and instructors (experienced in police work and training), knowledge, motivation and adequate logistical support.
- *Organization and efficiency* – importance of right position within the general organizational structure and importance of our own internal organization; emphasized key processes in the organization, importance of constant improvement and sustainability of the training level.
- *Partners* – importance of a good cooperation with police organizations, local administration, international organizations and institutions and especially with police academies in Bosnia and Herzegovina, Europe and the world.

3.2 Police training reform in Republika Srpska

By Tomislav Mirosavic, Zoran Jovanovic, Dragica Markovic, Darko Paspalj

By Item 16 of Annex A of the Madrid Declaration, a need to form a police academy in Republika Srpska as an institution was emphasized. The institution's general goal would be to professionalize the police by a specific training, which would focus on specialized fields. This would be achieved through a modern teaching process, created in such a manner as to enable the use of a new police practice within democratic scopes.

In order to pave the way to the reform of police education, a complex task was to be conducted by employees of the RS Ministry of Interior High School, School Centre and the RS Ministry of Interior.

Abandoning a four-year type of police schooling was not only discontinuing usual traditional teaching methods, but also traditional ways of planning educational process.

By applying new work pedagogies, curriculum underwent radical changes in terms of dropping teaching stereotypes.

Groundwork for creating new curriculum is a description of tasks police officers will perform, according to democratic principles that will be realized through the training:

- Quicker transformation of the police;
- Meeting the criteria of police transparency;
- Permanent advanced training;
- Compliance with the standards of the professional ethics;
- Conception of police conduct and responsibilities;
- Fostering humanity, togetherness and responsibility towards community, respecting equality of citizens, etc.

The first curriculum was made based on formulated tasks of the training, which has been modified, revised and modernized upon completion of studies of each Police Academy class.

The RS Police Academy has received great expertise, moral and material support within the realization of the Swiss Project implemented by TC Team Consult from Geneva and under the mandate of the Swiss Agency for Development and Cooperation (SDC).

The training of the first class of the RS Police Academy began on 19 July 1999, as the logical result of given circumstances.

Composition of students at the Police Academy, level of mental and physical skills development and aims defined through concrete tasks required a new approach towards realization of the contents of the training program.

Despite the presence of experienced teaching staff and specialized courses at all levels, there was a need to educate teachers so that they can employ new teaching work methods.

Education of the Police Academy teachers

The general goal is: reduction of frontal - narrative teaching, introduction of demonstrative methods and practical training, and learning through concrete situations that police officers face while performing their work.

One of the forms of educating the teaching staff in applying the new work methods is the DIES ACADEMICUS seminar organized in the frame of the Swiss project by TC Team Consult from Geneva.

The first DIES ACADEMICUS, which was a completely new experience for the RS Police Academy management and teaching staff, took place in June 2000 in Neum.

The seminar program covered three actual themes:

- Police ethics... why?
- Police training;
- Police and the media.

Organization and realization of the seminar program was of particular challenge for the seminar participants. The work, organized in groups composed of teachers from the RS and the FED Police Academies and led by lecturers, was in fact a concrete example of utilizing the new pedagogy and teamwork in the teaching process.

All teachers equally participated in solving given problems, which excluded inactivity of certain participants and domination of others (lecturers). This represented the principal idea of the organizer, namely that such type of work should also be employed in the police training.

Lessons learned at this seminar are valuable not only to each participant, but also to the Police Academy as an institution. It is the first step in making efforts to “change individual awareness” of those who reluctantly took part in the reform of police training.

The seminar participants are enriched by this new experience that has already been incorporated in the police training curriculum.

One of the missions of the aforesaid seminar is also standardization of police training at the BiH level and recognition of the European training standards.

In order to accomplish the given task, the second DIES ACADEMICUS was held in June 2001 in Switzerland and Germany.

The seminar participants were actively involved in the following issues:

- Police oriented toward citizens;
- Security marketing;
- Police mediation in domestic violence;
- Direct contacts between the police and citizens.

All of the above-mentioned themes are very actual for social moments in our environment (country in transition), and experiences acquired are positive and integrated in the Curriculum of the Academy.

Participation of the RS Police Academy in the realization of the Security Marketing program is significant and active.

A new approach to problem solving within the community, i.e. strengthening of the “police – citizens” partnership, and active participation of the citizens in problem solving to increase the feeling of security caused modernization of the Police Academy Curriculum.

This issue is an integral part of the basic training program of the Academy students, the realization of which requires the use of the new pedagogy. In order to conduct surveys, the students are placed in a problematic situation of “direct contact with the citizens”.

Implementation of this project in the AOR of the Public Security Centre Banja Luka has shown exceptional results, which is corroborated by the following data.

“Security marketing” project

Introduction

In the frame of the Swiss project two pilot projects for **Security Marketing** have been launched throughout BiH in the period of May 2001 to December 2002.

Similar projects have been carried out since 1995 in four European countries (Switzerland, Italy, Hungary and Germany), that is in seven police institutions of these countries, and are likely to cover other countries that expressed the need for the same or similar projects.

The concept of the **Security Marketing** project consists of:

1. Orientation of the police towards the citizens, where the police will adjust their work to the needs of the citizens;
2. Deeper and stronger connection with the citizens, given the fact that the police cannot solve all problems of the community by themselves, but can identify the problem and successfully resolve it in cooperation with the community;

3. Overall security composed of two aspects:

a) The concept itself, where security is made of objective (factual state of the security) and subjective (feeling of security or insecurity of the citizens in their circles);

b) With the use of the classical methods of preventive and repressive policing, the **Security Marketing** also adds in proactive measures by which the police, together with the citizens, identify the problems and work on eliminating causes of the identified problems. The police actively involve the citizens and representatives of companies, institutions and organizations in their work, so that they can contribute to problem solving and, therefore, increase the level of subjective security of the citizens.

The first phase of the project implementation included the formation of the Project Administrative Board composed of the heads of the FED and RS Ministries of Interior, Directors and professors of both Police Academies and representatives of IPTF.

Project implementation in Banja-Luka police station 1

In RS, a project leader and local project group, composed of the police employees, were appointed, while the city of Banja Luka and the Banja Luka Police Station 1 were the locations selected for the **Security Marketing** project implementation.

The project itself included six phases (shown through poster presentation), and the last phase was completed in 2002.

One of the main phases of the project, “Analysis of the Security Situation”, based on a survey on subjective security and the security problems, was implemented in the AOR of the Banja Luka Police Station 1, the micro-location encompassing the city centre and the Borik settlement inhabited by the population of 35,000 to 40,000, which infrastructure enables smoother realization of the project.

The survey of citizens randomly chosen covered 32% of the population working or living on the micro-location. While selecting persons to be interviewed, all main groups of the population were taken in, bearing in mind age and gender structure of the questioned individuals.

The survey included representatives of religious, political and cultural circles and those of non-governmental, non-political and citizen associations, who gave their vision of subjective feeling of security while pointing out main security issues of the community; they therefore helped the police forces to solve problems together with the competent city and RS institutions, and undertake proactive measures in fighting the sources of problems.

As previously mentioned, the survey was conducted on the basis of “Expert Questionnaire on the Subjective Security...”

Results of the expert's survey

The analysis of the survey results made by the expert group showed the following:

1. The citizens feel safe in their neighbourhood;
2. They are of opinion that their neighbourhood has become safer in past few years;
3. The citizens state that the presence of the police and their better work in the community is one of the reasons for this increase of the security;
4. Vandalism, violence and crime perpetrated by idle youth are accentuated as three main security problems;
5. Disrespect of traffic rules and irregular vehicle parking are marked as the prime problems of the city;
6. The police are expected to be more active in:
 - ceasing drug abuse and illegal drugs trafficking;
 - preventing vehicle and motorcycle thefts;
 - regulating traffic in the city in a more efficient manner;
 - preventing thefts of personal belongings and vandalism;
7. The area of Borik is underlined as the location where the citizens feel unsafe in night hours due to a lack of street lights and large presence of youth hanging around at night time;
8. The citizens expect the police to intensify their work at night time in the mentioned settlement;
9. The interviewees seemed to be pleased with the work of the police and found the readiness of the police to help and their level of professionalism satisfactory, but were less content with the police courtesy and their promptness to respond to the calls of the citizens;
10. They are of opinion that the increasing level of professional relation of the police toward the community is what has made the police better;

The analysis of the questionnaire gives us answers to the following questions:

- How safe do the citizens feel?
- What is the status of the security as to the previous period?
- What are the reasons for problems causing the citizens to feel (un)safe?
- What areas are considered unsafe, when and why – reasons and problems?
- What spheres should the police be more active in?
- How is the police work assessed, what is good, what is not good and how can it be improved?

We can compare such data (subjective feeling of security) with the objective security (real security situation) and conclude that they do not differ much in most cases. On the other hand, the information/facts show us that there are various additional problems affecting the security of people that cannot be identified by analyzing the factual security situation. This can be used as a reference in the police work, i.e. what operational-tactical measures and activities can be undertaken to eliminate problems, through developing partner relations with the citizens – client orientation where the police serve the citizens and not vice versa.

Hence, a new definition of the security is of great magnitude since the trust of the community toward the police is building up, which is predominantly one of the goals of the Security Marketing.

The fourth international Biennale on policing in Eastern and Central Europe

Due to the work on this project and the results we achieved, we were invited by the College of Police and Security Studies from Ljubljana, Slovenia and the Scarman Centre of the Leicester University from the United Kingdom to partake in the fourth International Biennial On the Policing in Central and Eastern Europe from 12 to 14 September 2002.

The goal of this conference was to exchange concepts and research results with experts on the issue of the community policing. That was an ideal opportunity for us and our country to share our experiences in applying modern methods of policing and poster presentations of two Security Marketing pilot projects implemented in the Banja Luka 1 and Novi Grad police stations. The poster presentation was shown to all participants of the biennial and commended for its quality. Therefore, the whole presentation is displayed in this document as well.

Implementation of the project within the curriculum

The results of the pilot projects and the possibilities of their practical use brought about the inclusion of the “Security Marketing” in the Curriculum of the Police Academy for the students of basic, specialized and mid-management training, and is likely to be added in other courses.

The main goal we would like to attain is to introduce the project to the cadets, so that they can apply its work method and solving of problems affecting the security of the citizens in concrete cases.

Using this approach they will be apt to:

- a) conduct surveys properly;
- b) organize the project;
- c) identify main problems;
- d) establish the goal of the project;
- e) appropriately select partners for problem solving;
- f) take on proactive measures as to sources of problems;
- g) log the results on the project implementation.

The upshot of this project is a professional police officer who, while appreciating the importance of community policing, improves relations with the public by actively engaging the media and other subjects of the society as they are essential security factors. Thus, the objective feeling of security and trust of the citizens are enhanced.

During our visits to schools and institutions in Switzerland and Germany, we were introduced with the employment of the new pedagogy and situational training, curriculum development methodology for basic and specialized training, selection of teaching staff, work organization and technical equipment of the police institutions.

The visits to the mentioned police institutions are of great importance to us, given the fact that they just completed the process of the reform of the police training system. Lessons learned have already been included in the Police Academy Curriculum and currently the new pedagogy, i.e. situational training, covers 30% of all theoretical courses.

The results of incorporating the new pedagogy into the training are multifaceted:

- Renouncing of teaching stereotypes;
- A new role is assigned to the cadets in the training process. Instead of being passive viewers, they are creating situations and are actively involved in problem solving;
- Knowledge received can be applied in practice and acquires a new dimension of “I have learned it – I know how to do it”;
- A gap between theory and practice is evidently reduced;
- Training in concrete situations enables the cadets to face and solve various conflict situations.

Conflict Management under stress

Introduction

A police officer is the one who organizes and carries out all security tasks in all institutions dealing with the security issues and, therefore, in the Ministry of Interior as well. Everyday job of the police officers often requires working under bad weather and climate conditions, in shifts and overtime, carrying weapons and other equipment, providing assistance to the citizens and the helpless regardless of possible hazardous circumstances.

The use of firearms and other means of force under poor working conditions increases the number of frustrating situations that could affect health conditions of the officers and cause work-related injuries and disabilities.

The urgency of situations often requires the field officers to analyze actual information in a short time, make relevant conclusions on security status and its probable course of change, and make and execute timely and rational decisions in accordance with the law, tactical rules and measures and information gathered (bringing in custody, arrest, use of means of force, checking of IDs, stake outs, riot controls, etc.).

In order to perform their complex tasks, the police employees must have a sound knowledge of specialized issues, characteristics and skills in order to assess the demeanour of the person being processed and deal with the case accordingly.

Only an educated and well-trained individual will be able to properly assess whether a person is inclined to aggressive and criminal behaviour in critical situations or not, and react by prevention or repression to an individual, a group or mass.

Reactions to stress

Complex structure of the tasks the police officers perform and circumstances, under which the work is carried out, are causing mental and physical stresses affecting the health condition of the police officers.

While analyzing influence of stress on the police officers as compared to other categories of population, we have come to the conclusion that physical changes caused by stress impinge on work performance, thus leading to lesser productivity and an increase of sick leaves. Reactions to stress can be acute and chronic. In most cases the acute reactions are of psychological nature where stress emerges as a threat causing emotional or psychological disorders, while the chronic reactions to stress could permanently harm one's health.

On the whole, the reaction to stress is separated from its cause: the first part of the reaction is receiving threatening information, the second part is a reaction of the organism to the threat and the third part is the reaction itself. The reactions differ from when a police officer is able to respond to when an officer cannot do anything and has to submit to stress, i.e. his or her body is preparing to either fight the threat or try to avoid it (to fight or to run away).

Stress and conflict situations

The issue of what the police community can do to prepare its manpower for conflict management has been raised, given the fact that, despite receiving good physical training and using modern equipment and arms, the police officers still suffer damage while managing conflict situations.

The main problem is that we cannot expect from the police officers to achieve good results while working under stress if they were not trained for such situations.

Training in psychological preparedness to work under stress

One of the main reasons why stress shocks officers in a way they cannot react adequately is a lack of knowledge as to how to tackle the real situations.

Therefore, Mr. Peter Eneman, with his associates from the Swedish Police Academy and the Swedish Organization for Development and Cooperation and in cooperation with Police Academies from Banja Luka and Sarajevo, started a project of psychological preparedness titled "Conflict Management Under the Influence of Stress Using Non-violent Methods", which was based on experiences the Swedish National Police had attained since 1992. The 10-day course was conducted in the "Train the Trainer" manner, where most themes related to the structure of the police work and conduct in specific situations were elaborated: the role

of the police in society, human rights and the police, psychological preparation, stress management, techniques in emerging in public, tactical thinking and management with employment of various levels of resistance.

All topics were explained in theory and practice using contemporary audio-visual equipment, which offered new possibilities to instructors as to scenario recording in real settings. This enabled the students to actually see themselves in such segments and mend all errors while being exposed to real situations.

The whole process started off with training the cadets to be prepared prior to occurrence of an incident. The main goal is that they understand a problem, for certain situations will require psychological preparedness training in order to tackle a problem. We can also perceive what results can be achieved through this training. The police officers must be acquainted with aims and methods of conflict management.

Programme implementation within the curriculum

This type of work was incorporated in the Police Academy Curriculum allowing us to apply new teaching methods through realization of various scenarios in real settings. The students get to assess the situation and behaviour of a questionable individual, and thus opt for a solution to manage conflict situation with the use of proper means of force.

In order to evaluate situations successfully and hence decide on the proper action to be taken, the cadets undergo courses on how to apply procedures through various scenarios, i.e. Police Jurisdiction and Police Conduct, Firearms Training, Special Physical Training – Self-defence, where they are requested to assume the right attitude toward the person at issue, give accurate orders, maintain the distance and the triangle position, recognize ways of behaviour of an individual (body language) and level of resistance, use an appropriate level of force while placing a person under control and applying techniques of bringing in and arresting. Through managing conflict situations outdoors and indoors, they are also being trained in riot control, conducting raids, techniques of vehicle stopping, procedures applied to drivers and passengers, methods of advancing to and entering premises, search of apartments and persons found in apartments.

During the exercising of scenarios, the situations are gradually worked up, based on didactical principles (from simple to complex, from known to unknown) so that we can follow the progress the cadets are making in their work and employment of the lessons learned in hard and volatile situations.

DIES ACADEMICUS 3 was held in Jahorina in June 2002, where the Directors of the RS and FBiH Police Academies presented results achieved in the police training reform.

The seminar program was informative and outstanding, while themes were up-to-date and useful for the planning of future activities as the process of the police training reform carries on.

The following issues were covered by the seminar program:

- New work pedagogy;
- Police mediation;
- The media and the police;
- Community policing;
- Teacher profile;
- Survey on the police reform.

By active partaking in the program realization and presenting of their personal views on the mentioned themes, the participants of the seminar gained new experiences, which were formulated as tasks for the future development of the training reform.

These tasks, which are woven into our VISION of the future of the police training progress, stem from the question: WHAT DO WE WANT AS AN UPSHOT OF OUR WORK? – A police officer, trained to work in democratic environment, prepared to tackle the problems of the community and motivated to advance his knowledge.

In order to pull off this mission and reach the final goal, it is necessary to:

- place a cadet in the role of the subject of the educational process by applying the new pedagogy, where he/she independently copes with real situations;
- create conditions to utilize available resources and material technical means, in order to achieve better results in the training process;
- define the profile of teachers, enable transferability of personnel within the ministry of Interior in the “working in the police – teaching and vice versa” manner;
- revise the Curriculum of basic and specialized training regarding definition of the police work;
- enhance the cooperation with the police chiefs and lessen the gap between theory and practice in order to improve the quality of the training.

4. Police Integrity, a common challenge for police forces worldwide

By Prof. Thomas Feltes

Policing involves an enormous amount of discretion at the lowest level of the organizational hierarchy (Wilson 1968) – no matter in which country or in which situation a police officer is acting. Government and accountability of the police, police integrity and related aspects are important aspects of “Policing across the World” (Mawby 1999). Everybody knows that the cop in the street has more control over the life or death of citizens than any other peacetime civil servant (Fyfe 1988), but in many countries this cop has no adequate training. When discretion is combined with a lack of accountability to the police organization, inadequate training, low ethical standards within the police force, and no clear vision or corporate identity (What’s the purpose of my duty?), the result is a tense, uneasy relationship between the police and the community they serve (White 1997). Problems with integrity within the force might be a consequence of this. Peace and power, violence and tranquillity (Fehérváry/Stangl 1999) within a given society depend very much on how policing is organized, how well the members of the police force are doing their jobs, and how police and their work is recognized by the public. Policing citizens might look the same the whole world over (Waddington 1999, 3), but is different when we take a closer look. Decision making in different situations under different circumstances can never be the same, but we may find comparable elements, similarities and structures, influencing police activities, police accountability and integrity. People in organizations “tend to avoid responsibility and evade accountability”, as Markham and Punch (2000) pointed out, and therefore we must find out what influences accountability and how to strengthen and embrace individual and structural accountability within the police. White (1997) argued that at least three sets of variables at different levels have been shown to consistently influence police decision making: environment, organization, and situation. I would add personal and sub-cultural aspects to this list.

On the one hand, everybody will agree that the following aspects have an impact on police integrity: policing strategies, organizational structures, internal subsystems, subculture values, training, political decisions, and external factors like media and others. But the key question is: How strong is this impact? Do these aspects influence and perhaps contradict each other? And what is the most important factor, influencing police integrity? Finally: How can we measure police integrity (Klockars et.al. 2000)?

Until recently, police administrators viewed corruption, police misconduct, unethical behaviour or unnecessary violence by police officers primarily as a reflection of the moral defects of individual police officers. This individual approach, sometimes called the bad or rotten apple theory (Knapp Commission 1973) has been subject to severe criticism in recent years (Klockars et.al. 2000). Using an organizational/occupational approach, Klockars et.al. in their study for the National Institute of Justice (NIJ) found substantial differences in the environments of integrity among different agencies. Also for the NIJ, Weisburg and Greenspan (2000) reported on police attitudes toward abuse of authority.

Accountability, Integrity and Police Control within different Typologies of Police Systems

The first question is whether or not different typologies of police systems result in different forms of accountability and – as a consequence - different levels of police integrity. The

degree to which the police force can be made accountable for what is done is a central feature of government of the police. National police systems are made accountable at a national political level, usually by way of clear ministerial responsibility to a national parliament or assembly. In fragmented police systems, the accountability is much more local and diffuse. Police forces will be viewed as being immediately accountable to the local electorate, and they themselves might be headed by an elected leader (Sheriff-system in the US). A combined system has an element of balance between central and local government. Traditionally the police systems of USA and Britain would be classified as respectively fragmented and combined: where a large number of police forces operated in relative isolation or where local and central government were jointly responsible for the government of police (Loveday 1999). France has traditionally been identified as a clear example of a national centralized police system and cited as the most extreme form of centralized police activity in Europe in which the human rights (and the individual) have had to compete with the collective interests of the state. In such a situation, one could argue that the system is more concerned with the protection of the interests of the state than with the rights of the individual (Coatman 1959). But along with the dirigiste nature of policing in France, a very wide discretion given to the police in carrying out their duties has unofficially been accepted. Furthermore France, as some other European countries, has at least two, nowadays three or more different police forces. The Police Nationale (under the Ministry of Interior), the Gendarmerie (under the Ministry of Defence), and the Police Municipale (under the local mayor) (Gleizal et al. 1993; Guyomarch 1991) with some 10.000 Municipal police officers in nearly 3.000 localities (Journés 1993). If one includes the new founded “semi-police” or even the private police or crime prevention committees, there are four or more different police forces. The problem of such split police forces is that very often they do not cooperate, they have different training (Denis 1995), different philosophies in leadership or management and sometimes they even work against each other¹⁷. It is a waste of money, but often also a veiling of responsibility and accountability.

Drastic changes have resulted in either dramatic promotions of younger inexperienced police officers or (as in East-Germany) by “importing” and promoting police officers from West-Germany. Those police officers, who went from West to East in Germany got promotions over two or three steps, which had taken some ten years in their home department. They also got better salaries than their eastern colleagues, and a special surplus, called “Buschzulage” (extra money for working “in the bush”). The elimination of “rotten apples” that served the old communist regime was a mayor task in all of the former communist states (Wolfe 1992), but I doubt that this was done with really great emphasis and great success.

As the “free economic market” (i.e. capitalism) is pushing away and displacing the planned economy (i.e. socialism), tight social bindings and communications between the people disappeared, resulting in greater general feelings of being unsafe, less trust in each other and generally higher rates of aggressiveness. People got lost in the middle of their new freedom. In such a situation, the decision whether the police is on the side of the public or the government is a very important one for the police, the public acceptance and their integrity.

A changing system of values touches not only the society and the people living in it but also the police and the criminal justice system as a whole. Police have to cope with those changes, and a recent empirical field study on the effect of the German unification on everyday policing and the attitudes of police officers could show that there is a great unsteadiness for

¹⁷In 1987, officers of the French Gendarmerie arrested a very senior officer of the Police Nationale in Paris (Guyomarch 1991).

those who remained in the police, resulting in frustration, aversion against organizational changes and drawing-back from the public.

A good and comprehensive overview of different police systems and structures of police control has been prepared by John Benyon and members of the Centre for the Study of Public Order (CSPO) (Benyon et al. 1993)¹⁸ and by a working group of Hungarian and British police researchers, financed by the PHARE-Program of the European Union (Benke et al. 1997)¹⁹. The structural overviews taken from this publication show the great diversity within European states. In their conclusions and recommendations the authors state as follows:

“We recommend that the main guiding principle should be the assumption that police activities are an integrated part of civilian public administration. By the necessary amendments to the law, the current police organization should be decentralized and the supervisory competence of local government over local tasks should be further increased. It is worth examining whether there is a possibility to create a dual police system (local government police and state police). At the regional level, we recommend the development of a tripartite system for the management of the police (civilian public administration, local prosecutor’s office and the regional police organization). The role of each component should be accurately defined. At the national level we conclude that the Ministry of the Interior should be solely accountable to parliament for policing policies, recognizing that this department is also responsible at the higher level for local government.

Thorough technical investigations are needed to detect the reasons for breaches of law by police officers. In this area, measures for prevention should also be stressed. Any inclination towards deviance should be identified as early as possible in the recruitment process. Such inclinations should be a reason for exclusion. Effective prevention and disclosure of police corruption is an important part of the fight against police deviance. In police units, a cooperative management culture should be developed, based on modern partnership principles, to eliminate exposure to a feudalistic hierarchy. The relationship between the public and the police must be put on a new basis. The role of non-governmental organizations (NGOs) in civilian oversight of the police should be increased. However, we note that without decentralization and increasing local autonomy as described above, this will not be more than an empty phrase.

In order to investigate the complaints and reports of citizens, an independent forum should be created for complaints investigation. In addition, the overall supervision by the prosecutor’s offices should be strengthened. Bearing in mind the workload and commitments of the National Ombudsman, a separate police ombudsman should also be considered.”

The “Budapest Recommendations”, adopted by participants of the Police in Transition Conference, which was organized in February 1999 by the Hungarian Helsinki Committee, focus on structural and political changes, necessary to improve police work and to strengthen accountability and integrity.

A reference Brochure on Human Rights for Good Police Practice was provided by the Human Rights Information Centre of the Council of Europe (Council of Europe 1998; see appendix 2). To improve the training of police officers in former communist states, material

¹⁸Benyon et al. compared Belgium, Denmark, France, Germany, Greece, Ireland, Italy, Luxembourg, Netherlands, Portugal, Spain, United Kingdom; they also commented on Interpol, Schengen-Group, Trevi-Group, the Maastricht-Treaty and the Council of Europe.

¹⁹The authors compared the Police systems of the Netherlands, France, Germany, England and Wales and Hungary to prepare some recommendations for Hungary.

provided by the Council of Europe (Alderson 1994; Council of Europe 1997a, 1997b) is also very useful. A “Workbook for Practice-Oriented Teaching” and the Reference Brochure, both with the title “Human Rights and the Police”, was provided by the Human Rights Information Centre of the Council of Europe in 1998 under Anita Hazenberg, a former Dutch police officer. Although the material focus on problems and situations relating specifically to Bosnia and Herzegovina (because it was put together with the training staff of the United Nations International Police Task Force and police officers from Bosnia and Herzegovina), it is useful – in an adapted version - for police training everywhere. More examples are presented in the report of the seminar on “Police and Human Rights” by the Council of Europe, Directorate of Human Rights, in June 1999 in Strasbourg (Council of Europe 2000).

To summarize the first part, I would like to follow Loveday (1999), who has shown that classifications are theoretical and might not describe the real situation. The key question is what constitutes effective accountability or proper integrity in relation to the police service. One might argue that the typology of the police system has no direct or linear impact on accountability, because it is possible to blur accountability in every police system if one wishes to do so. In England and Wales, where the police are viewed as “the most accountable police service in the world”, the central-local government relationship has proved to be highly significant (Mark 1978). If the relationship and balance between central and local government is changing, e.g. because of the centralizing or decentralizing of public services, the police might be “accountable to none”, as the title of S. Jenkins book suggests (Jenkins 1995). Furthermore, in nearly every situation and under nearly every system, the ability of the central government, local community or local authority to effectively influence policing strategy and habits of policing depends very much on the personality and style of the chief police officer. The ability of the chief officer or the supervisor to decide how or whether to respond to local requests might be influenced by laws or regulations; but in the everyday business, there are always possibilities to blur accountability, to bypass given regulations or to avoid the possibility to prove that the acts undertaken by the police were against given orders, regulations, or even laws.

Controlling Police Officers: Quis custodiet ipsos custodes? (Who guards the guardians?)

Usually, suspected violations of laws or internal rules are investigated through internal complaints procedures, often by fellow police officers or peers. Such specialized departments like “Internal Affairs” or “Complaints and Discipline” usually are (in person) independent from the local police authorities and local supervisors, but they are not independent from the police as an institution. Such regulatory mechanisms have been studied quite intensely, with the result that only a tiny proportion of all allegations of wrongdoing are substantiated despite plentiful evidence of widespread police misconduct (Waddington 1999, Decker/Wagner 1982; Goldsmith 1991; Maguire/Corbett 1991). “Either those who do bother to complain are all liars, or there is something wrong with the system” (Lustgarten 1986, 154). On the other side, everybody who is working within the police system knows that some action (formal or informal) is taken against an officer against whom a complaint has been made (Russell 1986), and that such a “double-informal-action” for the police officer as “offender” might be even worse for him than a formal action or a court sentence.

After examining the regulations of police in South Africa, Northern Ireland, England and the United States, Haysom concludes that because of the infrequency with which officers are found guilty of disciplinary or legal violations, none of these systems offer a satisfactory

means of controlling police conduct (Haysom 1989). It might probably be more important that “Justice is seen to be done” than actually done in practice (Waddington 1999, 162); an aspect which was elaborated by Niklas Luhmann for the whole justice system (Luhmann 1969, 1985). Whether this kind of “procedural justice” is better than “restorative justice” (Braithwaite 1989, 1996), where offender and victim sit together and try to clear the situation, has to be decided.

Police Complaint Authorities might be named a modern “witch-hunter general” (Peach 1995), looking at these authorities from the point of a police officer, or can be seen as an “enemy” by police officers (Byers 2000); but such institutions for sure do have a preventive effect, because every police officer fears to be investigated by such an authority (one might at least conclude this, because Police believes very much in the deterrent effect of sanctions or police measures).

Britain has passed through three types of complaints processes since 1994 when procedural requirements were first laid down by statute. At first, complaints remained wholly a matter for the police; this was followed by the Police Complaints Board, that had review functions; and then by the Police Complaints Authority with supervisory powers over the investigation (Waddington 1999). But the installation of both PCA and PCB had no statistically significant effect (Maguire 1991). Perez and Muir’s (1996) analysis even reveals that an external review results in fewer substantiated complaints than internal procedures. Furthermore, such authorities might be misused by members of the police force, public or politicians to get rid of innocent but enlightened, sometimes troublesome, critical, progressive, or uncomfortable officers or police leaders.

The role of the courts and judges in investigating police deviance and in convicting police officers is also discussed with the tendency to protect or defend officers against the media and the public, the complainants or lawyers. Miyazawa shows repeatedly how the permissive legal culture in Japan facilitates the police “pulling strokes” (Miyazawa 1992). Waddington summarizes that police deviance occurs “within a context of tolerance”: “Thus, the ‘Dirty Harry problem’ (Klockars 1980) is turned on its head: when valiant cops use improper means to defeat the criminal, far from obstructing them, the courts give tacit encouragement” (Waddington 1999, 175 f). He also argues that politically too the police have been able to secure de facto immunity from scrutiny or sanction.

One must realize that there is no perfect solution for the prevention of or dealing with police misconduct (because we do have problems with police integrity all over the world), and that perhaps a “tailor-made-solution” might be necessary which differs for each country, for each police force and also for each district.

Available Information on Police Misconduct: Commissions, Ombudsman and other systems as means to handle citizen complaints and unlawful police violence

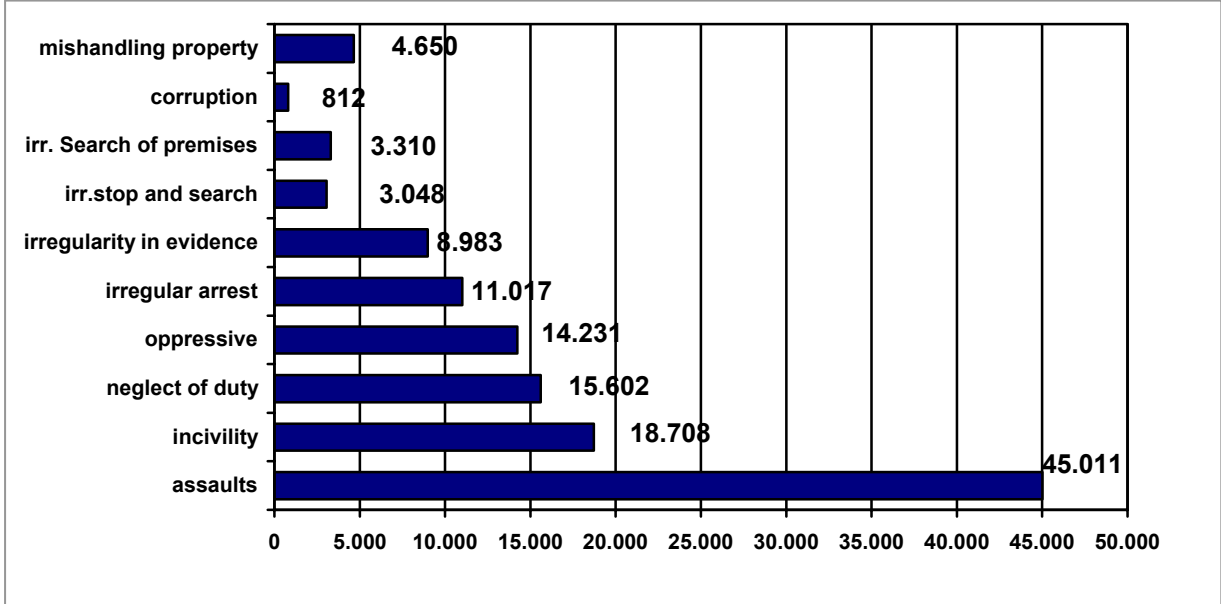
In England, under the Local Government Act 1992, the Audit Commission²⁰ has the duty to specify information about their performances which local authorities, including police, must

²⁰District Auditors were first appointed in England in 1840s to inspect the accounts of authorities administering the Poor Law. Auditors ensured the safeguards were in place against fraud and

collect and publish. The Audit Commission also has a duty to facilitate comparisons between authorities (Audit Commission 1993/94 and 1995). The Audit Commission measures mainly efficiency and effectiveness. Whether it really makes sense to compare target times for answering 999 (i.e. 911 or 110 calls in USA resp. Germany) or the pure number of screening breath tests requested may be discussed. But the Audit Commission also compares the number of complaints, differentiated in complaints substantiated and complaints resolved informally. For the Metropolitan Police of Greater London e.g., 7.588 complaints with 5.121 complaint cases were registered in the 1993/94 report, with 187 complaints only declared as “substantiated” (= 2.5%). 2,193 complaints were resolved “informally”. Unfortunately, the report by the Audit Commission did not give any information, what “substantiated” or “resolved informally” in reality means and by whom and how this was measured.

The Police Complaints Authority²¹ (PCA) (1995) gave in its report for the first ten years more information on that. Out of a total of 151.762 complaints between 1985 and 1994, 116.451 were fully investigated (the other 35.311 cases were dispensed) and 11.065 (or 11%) resulted in disciplinary action. The following table shows the main types of complaint dealt with. In 1992 the PCA started annual surveys of public attitudes towards the complaint system in general and the PCA in particular. The majority of those surveyed believe the PCA to be impartial, but a “substantial minority” believe that the PCA is on the side of the police (PCA 1995: 9). There is also reported a “fairly even split between those who would and those who would not trust the police to investigate their colleagues.”

Figure 1: Main Types of Complaints dealt with by the Police Complaint Authority in England

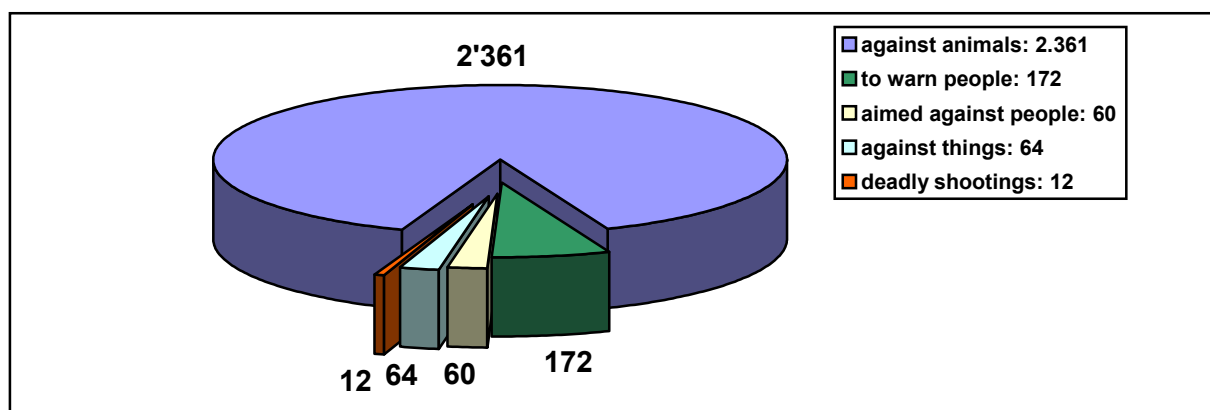


corruption. The task of today’s auditors is to assess expenditure, not just for probity and regularity, but for value for money as well.

²¹The Police Complaints Authority was set up by the Police and Evidence Act in 1984, after the Lord Scarman’s report on the 1981 Brixton disorders highlighted “a widespread and dangerous lack of public confidence in the existing system for handling complaints against the police”.

In Germany²², the use of deadly force (shootings) by police officers is reported every year. In 1997, 12 people were killed by police guns (Diederichs 1998); other information says that 38 people died between 1995 and 1997. The German Police fired 119 times in 1995, 76 times in 1996 and only 60 times in 1997 (Polizei-Newsletter No.2, 1999). In France, the number of people killed by police force varies between 24 and 34 for 1989 to 1993 (Jobard 1998).

Figure 2: Single Shots fired by German Police, 1997 (Pütter/Kant 1999)



The reactions or measures taken against police officers are shown in the following tables 1 and 2 (data from Pütter/Kant 1999):

Table 1: Penal Law and Disciplinary Cases against Policemen in Berlin, 1997

Disciplinary Cases	738	
Settled Cases	488	100%
Dismissals	352	72,1%
Sanctions ²³	136	27,9%

Penal Law Cases	2.262	
Settled Cases	2.012	100%
Dismissals	1.935	96,2%
Acquittal	23	1,1%
Sentenced	54	2,7%

Table 2: Penal Law Cases against Policemen in Hamburg, 1997

Settled Cases	3.324	100%
Dismissals	3.164	95,2%
Charges	92	2,8%
Court Decision	31	0,9%
Acquittal	19	0,6%
Sentenced	12	0,4%

²²Sworn Police Officers in Germany: 255.002; 9% female officers. 2.666 shots fired in 1997 mean one shot per 100 Police Officers per year.

²³ The sanctions were: Fine (73), reprimand (54), salary deduction (8), others (1).

During the last years, the misuse of power by German police officers was (at least in the media) mainly discussed because of a possible xenophobic background and reported by Amnesty International in 1995 and 1997 (AI 1995, 1997; Bornewasser/Eckert 1995; Kuratorium der Polizei-Führungsakademie 1996). The structural problem of police leadership was also discussed as a possible background for these unlawful acts against foreigners or members of subcultures, but also against journalists (Feltes 1996, Parlamentarischer Untersuchungsausschuss 1996, Schwind 1996).

As psychologists suggest, there might be a relation between aggression and frustration, which was increasing among the police force in Germany (Feltes/Hermann 1987). The daily routine of a police officer does not reflect the aspect of "helping others", which was once crucial for their choice of vocation (Feltes 1990). Citizens are increasingly confronted with police officers who often come from different neighbourhoods and social classes than themselves. Structural changes in the police apparatus (centralization e.g.) and problems with the appointment of qualified personnel in the 70ies and 80ies have effected that a police officer nowadays only rarely works in the area in which he or she lives²⁴. This might result in a feeling of lower accountability by a given police officer, because he feels that he is just doing his job, but has besides this nothing to do with the people or the community he takes care of. On the other hand, integrity might be easier to be reached by policemen and policewomen not involved in neighbourhood connections, not linked with the people they are serving.

A major problem in constructing adequate institutions of police accountability is that the decisions which ultimately have the greatest effect on ordinary people are the less visible ones, made day-by-day by policemen on the street and in the backstage areas of police stations (Reiner 1993, 8). In making these decisions, police are influenced not by external accountability, but by their working practices and their perception of respectability.

If we accept that personal characteristics of police officers do not explain police behaviour, then the structural and institutional aspects and the work environment get even more important, as shown in a recent study on sources of job satisfaction (Zhao/Thurman/He 1999).

The German federal state of Baden-Württemberg discussed some years ago an ombudsman-system (with high ranking, retired police officers as ombudsman), but it was not put in force, because the police themselves argued against it. The main arguments against such a system were that no police officer would trust such a person, that we do not need such an institution, and that keeping up integrity is the main task of supervisors. Finally one argued that the old system (investigations by a special police task force and/or by the public prosecutor) was proven reliable, so why should we change it? This also raised the belief that having such an institution means there are problems with the integrity of the force. The state of Hamburg, after having received the report by the parliamentary commission mentioned above, installed a Police Complaint Consortium with members from inside and outside of the police.

After the New York City Police Department created new, more restrictive guidelines governing the use of deadly force in 1972, significant decreases in both the use of deadly force and in officer injury and death were reported (Fyfe 1979). Vice versa, after the "Zero-

²⁴In the 90ies, after the unification and with decreasing economy, the recruitment of young police officers became easier, which is changing now again. But these youngsters also do not want to work where they live.

Tolerance-Philosophy” was created in the last years in New York by Bratton and Safir, 40% more complaints against the police were registered, the number of illegal raids increased by 135%, and the NYPD had to pay 27 Mio US\$ in 1997 for compensation. 54% of the New York citizens thought that police are lying, breaking laws and fake or falsify evidence to increase the number of convicted persons (Feltel 1997, 2001).

Summarizing this part, one realizes that police misconduct happens everywhere, but investigations into such acts lack proper and professional institutions. Work environment has an impact on both job satisfaction and how policewomen and policemen are doing their jobs. Police Complaint Authorities, ombudsmen or other instruments controlling the police from outside have difficulties to handle complaints properly and seem to be of limited effect.

Guidelines and administrative regulations

Administrative policies had positive effects in some cities (White 1997), but also negative effects. In Philadelphia, after a new police commissioner abolished the restrictive deadly force policy, and “adopted an operating style in which the police were effectively free to do anything with their guns, as long as they did not use them to resolve their own personal disputes” (Fyfe 1988, 182), this city became the first to be sued by the United States Justice Department for tolerating brutality. Later on, homicide rates went down by 100% and fatal shooting by police dropped by 67% after this commissioner left (White 1997).

The use of deadly force is – as Fyfe concluded – heavily influenced by organizational philosophies, expectations, and policies. One might guess that this is true not only for the use of deadly force but for all kinds of behaviour by police officers. Interestingly, changes in the internal police working environment seemed to have an impact on off-duty shootings in Philadelphia as well (White 1997).

For Europe, we do not have any empirical study whether or not guidelines or administrative regulations really influence police activities. What we observe is a trend to establish guidelines, ethical standards and codes of ethics all over Europe during the last decade.

Examples are the “Leitbild” (Guiding Principles) of different German Police forces, the “Code of Ethics” of different Police forces all over the world, and the Resolution 690 (1979) on the Declaration on the Police by the Parliamentary Assembly of the Council of Europe. It seems that nowadays nearly every police force has its own “Code of Ethics”. This might be a result of the discussions on police integrity and police accountability, which started in nearly every European country during the last years. But one might question whether there really is a need for such a special “Police Ethics”. The basic ethic and moral aspects of a society, their constitution and their laws should be the ethical background of policing. If one accepts this, we do not need a special Code of Ethics for the police. On the other hand, we must also realize that police forces are losing their old hierarchical structures more and more, and with this structure a clear and easy understandable organization of accountability. One of the negative side effects of reorganizing and restructuring the police might be that people who were not used to think and to work independently and to take over responsibility by themselves for what they are doing, and also need some time to cope with the new democratic structures. Moreover, they need a clear vision of what their aims are and of whom they are working for.

What is better for keeping up police integrity: Management or Administration?

There is a difference whether a police service is administered or managed. Administration means bureaucratic regulations, and rules and procedures are controlled, but only if the formal or written-down rules are violated; there is no questioning of the meaning or the sense of those regulations. Management means shared responsibility, shared powers and decentralized actions. There seem to be two major approaches to guide police discretion, to improve accountability and to strengthen integrity. The first advocates rule-tightening as a means of controlling police actions, while the second believes in changing the informal culture of police organizations (Brogden et al. 1988). In an evaluation of the British law reform in the 1980s, McConville et al. question the utility of law reform as a method of changing police practice, since the occupational subculture of the police appears resistant to change (McConville et al. 1991). To change police practice, an “attack upon police occupational culture” would be necessary. This is to be achieved by redefining the police mandate and instituting new forms of accountability (Chan 1996). Reiner notes the uneven impact of law reform on police practice and concludes that legal regulations alone are of limited effectiveness for changing police practice. “The key changes must be in the informal culture of the police, their practical rules” (Reiner 1992: 332). For others, the key is to tighten the formal rules, since it is the “permissiveness” of the formal rules that “creates the space for occupational culture to flourish” (Brogden et al. 1988: 167, 170).

If we look at and compare these ideas with empirical studies on the local legal culture (Feltus 1992) we may resume that it is not the law or an administrative regulation that influences the activity of a legal organization, but the informal culture of the institution, respectively its members. If we compare different regions or areas, the way institutions act or react is definitely influenced by what we may call “the local institutional culture”. The habits are strongly affected by the informal norms, attitudes, expectations, practices and procedures of the local systems. Furthermore, the subjective elements of the local police community affect the level of concern with the existing use or misuse of power, the usual way complaints are handled and so on. If we include the observation from other studies of the criminal justice system and intentions to change different procedures like bail setting, pre-trial release, plea bargaining, sentencing decisions, it is rather obvious that ongoing systems and their actors develop stable patterns of behaviour. It is not easy to change those patterns just by imposing a new law or implementing some new administrative strategies. The local institutional culture within which a shared set of values exists regarding the conduct and pace of litigation might be upset by a new set of official rules given by legislation or advice, resulting in an even worse situation. New rules may contradict existing values of the local culture and may be viewed as placing an unwelcome burden on the practitioners with the result of ignoring or “undermining” the official rules or new norms. Local culture generally includes the importance of informal practices, the centrality of practitioner incentives, and the importance of practitioners’ expectations and (informal) norms, which are determined most directly through experience and given from one generation of practitioners to the next. The existence of local culture is a highly plausible explanation for many of the reported failures of past police reform efforts. Waddington (1999, 139) also points out that “the irony is that the more the legal process squeezes the police to ensure propriety, the more the police are tempted to circumvent or undermine procedural restraints”.

Putting pressure on the police through media reports on special cases of police misconduct and abuse of power, provided by citizen’s right groups, groups like “Citizens watching the police” or by Amnesty International might result in even stronger and tougher standing

together of police against the unjust accusations of the force as a whole, or even in a strategy of living down to its reputation, when a police force is universally distrusted as brutal and corrupt (Bayley 1969 for India). Official reports by people with a high reputation might have an better impact on the force, like the Scarman report on the 1981 inner-city riots in England (Scarman 1981) or the report by the parliamentary investigating committee in Hamburg, Germany (Parlamentarischer Untersuchungsausschluss 1996).

Police officers very often have the feeling that their work is not very effective or efficient, highly wasteful and bureaucratic (for England see Loveday 1999: "A combination of extended hierarchies, organizational culture and the lack of effective management had resulted in the police service taking on all the fines characteristics of a beached whale", p.139). This feeling is often shared by politicians, resulting in mistrust and a steady call for more and closer regulations on the police. This mistrust is not based on the concern that police might misuse their powers; it is mainly based on the feeling that one does not really know what they are doing. But both the feeling of the police themselves and the sometimes shown feeling of politicians and representatives may result in a "drawing-back-syndrome" within the police: the more the police have the feeling that the public is not satisfied with their service, the more they draw themselves back and even hide themselves behind official regulations or other formal aspects.

Police Integrity and Training

The patrolman, the lowest man in the hierarchy - and usually the least well trained and educated - is in the key position of exercising the greatest amount of discretion. He has "wide discretionary power concerning if, when, why, and how to intervene in private affairs" (Manning 1995, 114). Police nowadays are more highly trained than ever before, and the quality of the training has probably never been higher. Nevertheless, the positive relationship between training and enforcement seems to be evident, but this effect is not studied very much. The benefits of the training for institutions are generally more assumed or served as an important legitimating function for headquarters, than empirically demonstrated (Scott/Meyer 1994), and empirical studies have focused on officers' attitudes rather than actual behaviour (Mastrofski 1990). A recent study by Mastrofski and Ritti showed that the impact of training depends on organization-level considerations (Mastrofski/Ritti 1996). Training has a significant positive effect in agencies that provide a supportive environment, but fails to have an effect in agencies that are otherwise indifferent or hostile to the intentions the officers are trained for. The effect of the training therefore depends on the opportunities afforded by the institution to apply it on supervisors, who encourage the trained person and the intention, and on its relevance to the prospects for career advancement. The supervisor philosophy "Go out there and don't get into trouble" is not a good one to encourage trained officers (it is not a good one anyway). What is necessary is the institutional and personal (by the supervisor) value given to the intended activity. The supervisor must "live" what he or she wants to happen (Braiden 1992, 1994).

Highly educated officers and better trained personal do not per se guarantee better cooperation and communication, but training and education is a sine qua non factor on the way to improve the quality of police contacts. As highly educated police officers could become frustrated in their jobs, grow cynical and look for formal or informal ways out, changes must occur not only in the recruitment, selection and training programs, but in the organizational environment as well, as Goldstein already more than 20 years ago pointed out

(Goldstein 1977). Otherwise, new personnel will have little chance of surviving in the organization. The pressures for conformity are so strong that a new officer will either be forced into the police subculture, with the values and orientation of the larger group replacing his own, or his life will be made so unpleasant he will decide to resign (Sewell 1985).

The policeman's view of his role and his occupational culture are very influential in determining the nature of policing. As Manning points out, the basic source of police trouble is the inability of the police to define a mandate that will minimize the consistent nature of their self-expectations and the expectations of those they serve (Manning 1995). The development into a more citizen-responsive force and oriented to a closer relationship with the community has to be real rather than superficial, and therefore requires a significant change in philosophy, a reordering of priorities, and potentially massive restructuring of police organizations and police training. Police training especially has to focus on behavioural aspects rather than theoretical aspects. Students must learn how to communicate with citizens, how to solve conflicts in a proper and cooperative way.

Whether special "Codes of Ethics" for police are necessary and "ethics training" really have an impact might be doubted (Byers 2000). To include the basic ethical standards of a society are included in the different parts and aspects of police training, might be a better approach to reach "ethical awareness" within the police.

There must be a greater coordination of police and other agencies within the criminal-justice system in order to increase the benefits to the client and break down the isolation of the police. An organizational change in the policeman's function could lead to a referral specialist. This could bridge the gap between the police and many hostile segments within the public. Police must engage in community-based processes related to the production and maintenance of local human and social capital. The means by which these goals are to be achieved is the development of strong relationships with institutions and individuals in the community.

Rational policing means to assess the organizational capabilities of the force, to identify critical issues, threats, and opportunities by assessing the present and expected future environment in which police function. Success should be measured by the public value, produced by the police and not by clearance rates, number of convicted criminals and so on. Policing must be a political active business. Police should not wait for the politicians to decide what has to be done, after special (and very often momentary) problems occur; they should go ahead in approaching the public and serving their demands.

In summarizing this, one may conclude, that legal regulations alone are of limited effectiveness for changing police practice. The same is true for the pure fact, that complaint boards or ombudsmen are available. The informal local culture, supported or build up by supervisors and superiors, seem to be of most importance. Controlling the police from outside of the police is simply impossible. Police themselves must establish effective boarders against misuse of power and unlawful acts by peers. Activities to improve integrity and to strengthen self-control within the police force must start with management training for those who are heading police forces. A healthy police organization might be reached with healthy, respectful and accountable supervisors only. And as police supervisors depend very much on their political leaders, those politicians should be aware of the fact that the police are serving the people and the society, and not the politicians and the government.

It is the police agency's culture that encourages its employees to resist or tolerate certain types of misconduct and unethical behaviour. And therefore it is this culture that can

encourage police integrity. This has to be borne in mind, talking and acting on police integrity. Accountability is not a temporary adjunct to modern organizational behaviour, rather it is “a core institutional value, and a professional and responsible police service needs to fully embrace accountability, rather than seek to avoid it” (Markham/Punch 2000, 19).

Appendix:

Human Rights and The Police

The following remarks are taken from a reference Brochure on Human Rights for Good Police Practice by the Human Rights Information Centre of the **Council of Europe (Council of Europe 1998)**:

Protection of human rights

The functions that police perform are generally considered to be:

- 1. To prevent and detect crime.*
- 2. To maintain or restore social order.*
- 3. To provide assistance to people in times of emergency.*
- 4. To protect human rights.*

Police contribute to the protection of all human rights by maintaining social order so that people can enjoy their rights and freedoms. Police also protect specific human rights, for example the right to life or the right to peaceful enjoyment of possessions by preventing and detecting crimes which threaten or violate such rights.

In addition to taking positive action to protect human rights, police are required to respect human rights when exercising their powers and carrying out their functions.

Respect for human rights

Police are given powers by law, for example to use force, to arrest and detain people, and to search people, vehicles and buildings. These powers are essential for police to perform their functions and to carry out their duties. However, these powers are all limited in various ways to protect human rights, and some human rights are limited to protect other rights or to secure other benefits such as social order or the prevention of crime.

This can be illustrated by considering the right to liberty and security of person. This is a basic and important human right to which everyone is entitled, but it may be limited in certain cases specified by law – for example police are given powers to deprive people of their liberty so that a person suspected of crime may be brought before a court, or so that a person may be prevented from committing crime.

Whilst the right to liberty and security of person, and indeed other rights, may be limited by law, some rights are not subject to limitations. The prohibition of torture is total and absolute, and there are no circumstances whatsoever under which the crime of torture may be committed.

In any event, police must only exercise those powers which are given to them by law, and they must exercise them in accordance with procedures prescribed by law. For example, when a person has been arrested on lawful grounds, the law prescribes certain procedures which must be followed. These include informing the arrested person promptly of the reasons for his arrest, and bringing an arrested person promptly before a judge.

Good policing

Good policing combines expertise in the skill and craft of policing with good behaviour – that is to say respect for the law and respect for human rights. Police officials who attempt to achieve policing objectives by breaking the law or violating human rights are unprofessional, and are undermining the very purposes of policing.

It is important that the technical policing skills of all police officials should be developed – for example in interviewing persons suspected of crime so that information may be obtained during the interview and detainees are not mistreated; or skills in persuasion, negotiation or mediation with a view to limiting the use of force. This is the responsibility of governments and of police leaders who must ensure that proper training is provided, but it is also the responsibility of all police officials who must ensure that they benefit from training and continue to develop their skills in the operational context.

Human rights and policing

There is no conflict between human rights and policing because human rights are protected by law, and police powers are prescribed by law. As police are responsible for enforcing the law they, above all people, are not entitled to break the law. They must respect the law which protects human rights and they must not exceed the powers granted to them by the law.

Protection of and respect for human rights are essential elements of good policing.

The values which are to be converted into practice include the great common European values of political democracy, human rights and the rule of law; they include the values of reasonableness and fairness expressed in the principles of proportionality and non-discrimination; and they include the many detailed values, derived from the principle of respect for the inherent dignity of the human person, expressed in the human rights instruments and in the findings and decisions of treaty bodies.

The ways in which these values are converted into practice are through the knowledge and skills police leaders require to command, manage and supervise police agencies and police officials.

The Specific Responsibilities of Police Leaders

Recruitment and Training

The first responsibility of police leaders in relation to human rights is to ensure that only those people who can be entrusted with the power to use force against their fellow citizens, and to deprive their fellow citizens of their liberty are recruited into police agencies. Police leaders then have to ensure that police officials are trained to carry out their duties effectively, lawfully and humanely. This means that they must be trained in the necessary professional policing skills, and educated in the powers they may exercise as police officials and in the limitations on those powers.

Skills which are particularly important from a human rights perspective are investigative skills, and especially interviewing skills – to avoid over-reliance on securing confessions of crime from suspects, and to ensure that suspects are interviewed competently and in strict conformity with rules intended for their protection. Whilst police officials must be aware of all of the powers they may exercise, it is of vital importance that the power to deprive people of their liberty and the power to use force are fully understood and not exceeded.

Police leaders then have the duty, as far as they are able, to ensure that police officers have the necessary resources to function effectively, lawfully and humanely, but also to ensure that lack of resources is not used as an excuse for lazy or unlawful or inhumane policing. The proper management of resources is a further duty of police leaders, and this includes

prohibiting and preventing misuse of resources for purposes which are not lawful policing purposes.

All police officials are accountable to the law, and they are accountable to the communities they serve through democratic political processes. Police leaders have to ensure that both forms of accountability are fully realized, and that systems introduced for that purpose are effectively implemented. Good behaviour must be recognized and rewarded, and bad behaviour must be confronted and dealt with. It may be dealt with by a simple requirement to alter behaviour, or it may be necessary to invoke disciplinary proceedings or criminal prosecution.

It must be clearly seen that those responsible for enforcing the law are fully accountable to the law. Where police are immune from prosecution for unlawful acts, human rights are not protected and the conditions are created for corrupt, brutal and ineffective policing.

By these means police agencies and police officials may be managed and changed so that professional expertise may be further developed, higher standards of behaviour inculcated, and responsiveness to the community enhanced. Furthermore, a police culture with values and rewards professionalism and good behaviour, and rebuts and discredits those aspects of the culture inimical to these values, may be developed and sustained.

The purpose of all of this is to change the behaviour of the front line operational police official in his or her day to day dealings with the public he or she serves. Only if this changes does real change occur.

The responsibilities of police leaders in relation to human rights can be expressed in very simple terms – to convert values into practice by ensuring that human rights are respected and protected during the processes of policing.

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PRAVILNO UPRAVLJANJE U BOSNI I HERCEGOVINI POLICIJSKA OBUKA ZA DEMOKRATIJU

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1. PREDGOVOR

Predgovor SDC

Postovani citaoce,

u okviru implementacije Dejtonskom sporazuma, politicki, ekonomski i socijalni razvoj Bosne i Hercegovine (BiH) bitno zavisi od toga koliko sigurno se gradjani osjecaju i koliko su sigurni u svoju buducnost. Vladavina zakona, liberalni sistem demokratskih vrijednosti, obezbjedjena sredstva za zivot, licna i javna bezbijednost su vazni preduslovi za postizanje ovakvog osjecanja sigurnosti. Borba protiv siromastva moze biti plodonosna samo ako se BiH usmjeri ka naprednoj i socijalnoj ekonomiji orijentisanoj ka trzistu i izrazajnoj demokratiji i postane postovano mjesto u regiji i Evropi, sto moze garantovati bezbijednost baziranu na kriterijima vladavine zakona i *pravilnog upravljanja*. Svajcarska agencija za razvoj i saradnju (SDC) je podrzavala slicne napore nekoliko godina. 2003-e, SDC je manifestovala svoj poseban fokus na ovu temu izdvajajuci bezbijednost kao kljucni aspekt razvoja.

Od 1999-e, SDC je posebno davala svoj doprinos naporima vlasti BiH u podsticanju licne i javne bezbijednosti fokusiranjem na prevenciju kriminala kao i na izgradnju povjerenja izmedju gradjana i policije. Kako je u drzavnoj nadleznosti, policija ima dvojnu ulogu osiguranja bezbijednosti javnosti i predstavljanja drzave i njene legitimnosti. Ovo podrazumjeva filozofiju sluzbe gradjanima, vaznost promovisanja ljudskih prava, vecu odgovornost, napredno znanje o prevenciji i kooperativna partnerstva sa civilnim drustvom. U svojim svakodnevnim kontaktima sa gradjanima, policajci se dozivljavaju kao indikatori rezima drzave. Kako policija implementira filozofiju sluzbe gradjana ostaje jedno od glavnih faktora u procesu transformacije koji se odvija u BiH.

Reforma policijskih akademija u BiH, koju podrzava Svajcarska, posebno adresira pitanje policijske obuke u pomaganju policijskim akademijama u oba BiH entiteta kako bi se modernizovao menadzment i poboljsao njihov kapacitet u adaptiranju novim i kompleksnim pitanjima bezbijednosti. Fokusiranjem na institucije policijske obuke, Svajcarska podrzava nastojanja kako bi se osigurala odrzivost policijske reforme posto policijske akademije predstavljaju tacku sa koje se misija policije uvodi i cvrsto uspostavlja u sistem provodjenja zakona.

Mnogo toga je postignuto od pocetka reforme. Nivo koji su do sada postigle policijske akademije nam dozvoljava da budemo optimisticni o buducem razvoju novih policijskih vjestina i radu u skladu sa medjunarodnim standardima prema naprednoj javnoj bezbijednosti.

Walter Fust, Ambasador
Direktor Svajcarske agencije za razvoj i saradnju

Predgovor Ministra unutrašnjih poslova Federacije Bosne i Hercegovine

Za uspostavljanje demokratske i profesionalne policije po međunarodno prihvaćenim principima i standardima, značajno mjesto zauzima školovanje i stručno osposobljavanje i usavršavanje policijskih kadrova.

Jedan od prioriteta nakon potpisivanja Dejtonskog sporazuma kojim je uspostavljen mir u Bosni i Hercegovini bio je da se uz pomoć međunarodne zajednice rekonstruišu policijske snage i stvore preduslovi za organizovanje i reformu policijske obuke. U Federaciji BiH u tom smislu smo polučili značajne rezultate ostvarene radom Policijske akademije Federalnog ministarstva unutrašnjih poslova.

Reforma obuke je proces kojim se uvode novi koncepti i oblici obuke, kao i nove metode učenja i uvježbavanja postupaka i radnji, za šta je neophodno stalno stručno usavršavanje nastavnika i instruktora, savremena nastavna učila, infrastruktura za primjenu prakseoloških metoda u nastavi i drugo.

Primjenom savremenih metoda obučavanja ostvarena je neophodna saradnja institucija za obuku policije i operativnih policijskih organizacija, čime je omogućeno provođenje izmijenjene strategije policijskog djelovanja – efikasan rad policije u službi zajednice.

Projekt reforme policijske obuke omogućio je da se školovanje i stručno osposobljavanje policije već sada vrši približno evropskim standardima, kao i da se unaprijedi ukupan rad policije u Bosni i Hercegovini.

Uvjeren sam da će prilog publikaciji “Kvalitetno upravljanje u BiH: Policijska obuka za demokratiju”, koji će u okviru “Švicarskog projekta” pod naslovom “Reforma policijske obuke u Federaciji BiH (1998. – 2003.)” na bosanskom i hrvatskom jeziku objaviti TC TEAM CONSULT iz Ženeve, doprinijeti da se šira čitalačka publika, a posebno polaznici osnovne obuke, ali i polaznici stručne obuke i usavršavanja koja se izvode na Policijskoj akademiji FMUP-a, iscrpno upozna sa dostignutim nivoom policijske obuke u FBiH i krupnim reformskim zahvatima koji su učinjeni i koje permanentno poduzimamo na dobrobit građana Bosne i Hercegovine kojima svi skupa služimo.

U Sarajevu, 21.08.2003.

MINISTAR

Mevludin Halilović

ПРЕДГОВОР ЗА КЊИГУ | ОБУКА ПОЛИЦИЈЕ ЗА ДЕМОКРАТИЈУ

На основу споразума између Дирекције за развој и обуку Министарства иностраних послова Швајцарске (ДЕЗА) и Министарства унутрашњих послова Републике Српске, у вези сарадње у домену полиције, предвиђено је да у оквиру програма сарадње, ДЕЗА пружи подршку полицији Министарства унутрашњих послова Републике Српске у њеним реформама. Сарадња у оквиру наведеног споразума се одвијала у облику пројекта чији су модалитети утврђени појединачним уговорима о пројектима. Пројекти су се заједнички планирали и координисали између Министарства унутрашњих послова Републике Српске и |Тeам Консулт| као носиоца активности испред ДЕЗА-е.

Пројекти које је провео |Тeам Консулт| у Републици Српској и Босни и Херцеговини у оквиру мандата добијеног од стране ДЕЗА-е, у многоме су допринијели реформи полицијске обуке на Полицијској академији у Бањој Луци за потребе припадника Министарства унутрашњих послова Републике Српске.

Сарадња у оквиру Швајцарског пројекта између |Тeам Консулт| и Полицијске академије у Бањој Луци датира од 1999. године. Прва активност се односила на стратешку анализу образовног центра Министарства унутрашњих послова Републике Српске у којој су утврђене чињенице, предности, слабости, изазови и могућности. Након урађене анализе, створени су услови за реформу полицијског образовања Министарства унутрашњих послова Републике Српске. Заједно са руководством Полицијске академије, а у сарадњи са |Тeам Консулт| били смо свјесни чињенице да професионалну обуку по начелима демократске полиције, могу обезбједити само добро обучени професори и инструктори.

У Републици Српској је 1999. године успостављена Полицијска академија, која је на себе преузела основну обуку, обуку обнављања знања и специјалистичку обуку по европским стандардима. Оснивањем Полицијске академије, са радом је престала Средња школа унутрашњих послова, која је у претходном периоду обављала све видове обуке за потребе Министарства унутрашњих послова.

Захваљујући наведеном споразуму и активностима |Тeам Консулт| учињен је видљив прогрес у полицијској обуци. Активностима ДЕЗА-е и |Тeам Консулт| професори и инструктори који учествују у извођењу наставног процеса на Полицијској академији, путем разних семинара добили су нова знања о методама полицијске обуке, као и из других области полицијског образовања, као што је полицијска етика, однос полиције и медија, потреба полиције да буде орјентисана ка грађанима, посредовању полиције код насиља у породици, примјени нових методологија, медијацијом као новом средству у раду полиције.

Наведене области су обухваћене у садржајима нових наставних планова и програма, а полицијска обука је стандардизована.

У претходном периоду, заједничким радом 'Тeам Цонсулт' и Министарства унутрашњих послова је реализовано више пилот пројеката са циљем унапређења метода рада полиције у цјелини, као и осавремењавања наставног плана и програма за обуку полиције. Најзначајнији пилот пројекти у организацији 'Тeам Цонсулт' у протеклом периоду су примјене нове педагогије, ситуациона настава, маркетинг безбједности и испитивање јавног мнијења о виктимизацији.

Захваљујући стручној помоћи 'Тeам Цонсулт', на Полицијској академији у Бањој Луци се у потпуности примјењује СЦОРЕ–карта, балансирана картица резултата, визија менаџмента, ситуациона настава, а полицијска обука је приближена шефовима полиције на терену.

Током сарадње са 'Тeам Цонсулт', представници Полицијске академије у Бањој Луци су посјетили разне образовне полицијске институције у западноевропским земљама, које су омогућили истима да се упознају са организацијом и вођењем тих институција, наставним плановима и програмима обуке, методама извођења наставе, начину процеса селекције, реформама система полицијског образовања, те су стечена искуства примјењена у полицијској обуци Републике Српске. Током наведених посјета, створени су партнерски односи са полицијским академијама у Швајцарској, Њемачкој и Шпанији.

Поред немјерљиве стручне помоћи у овом периоду, 'Тeам Цонсулт' је путем ДЕЗА–е, Полицијској академији у Бањој Луци донирао разну опрему и учила за унапређење наставног процеса као и стан за извођење ситуационе наставе.

Полицијско образовање у Републици Српској, захваљујући активностима 'Тeам Цонсулт' је на добром путу да школује нове полицајце који ће своје задатке извршавати у потпуности поштујући људска права и законе за нову Републику Српску и Босну и Херцеговину интегрисану у Европу, што нам је свима заједнички циљ.

Да би прогрес у раду Полицијске академије био настављен, очекујемо помоћ и даљу сарадњу са ДЕЗА–ом и 'Тeам Цонсулт'.

Срећан сам што ће сви резултати остварени у процесу полицијске обуке у Републици Српској бити обухваћени у овој књизи која ће бити објављена у организацији ДЕЗА–е и 'Тeам Цонсулт', а која ће бити доступна и другима, како би се могли упознати са нашим заједничким активностима.

МИНИСТАР
Зоран Ђерић

2. POLICIJSKA OBUKA I TRANZICIJA POLICIJE

Svajcarska kooperacija u reformi policijske obuke
TC Team Consult

“Sigurnost i pravda su uslovi koji smanjuju tendenciju priklanjanja nasilju u slucaju nesuglasica, i zbog toga su osnovne potrebe drustava koji teze prevenciji konflikta”²⁵

Postavljanje projekta u kontekst: demokratski rad policije i reforma obuke

Artikulacija na obuku i rad na terenu

Projekat koji provodi TC Team Consult u Bosni i Hercegovini u okviru mandata svajcarske Agencije za razvoj i kooperaciju (SDC) doprinosi reformi policijske obuke na Policijskim Akademijama iz Sarajeva i Banja Luke.

U bilo kojoj zemlji svijeta, institucije za obuku igraju glavnu ulogu u policijskoj sluzbi s obrizom da ona djeluje u konstantno promjenljivoj sredini. Ovo je posebno tacno u post-konfliktnim podrucjima, gdje nove paradigme menadzmenta policijskog rada i sigurnosti moraju zamijeniti sistem koji se pokazao nedemokratskim i orijentisanim prema rezimu. Slijedjenjem principa da ciljevi obuke moraju biti isti onima iz sluzbe, nove paradigme policijskog rada podrazumjevaju nove paradigme u obuci. Ova relacija, ciji dokaz izgleda napadno kada je izrecen na papiru, predstavlja kontinuirano problematino pitanje menadzmenta policije²⁶. U kratkoj istoriji projekata policijske reforme, artikulacija agende izmedju institucija obuke i rada na terenu nije bila evidentna. Na primjer, u jednom od najvećih programa policijske reforme ikad vodjenog od strane medjunarodne zajednice (El Salvador, izmedju 1985 i 1997), reforma policijske akademije je vodjena odvojeno od one u policijskoj sluzbi kako bi se izbjegle interferencije Komesara²⁷. Reformatori su se plasili velikog uticaja policijskih lidera.

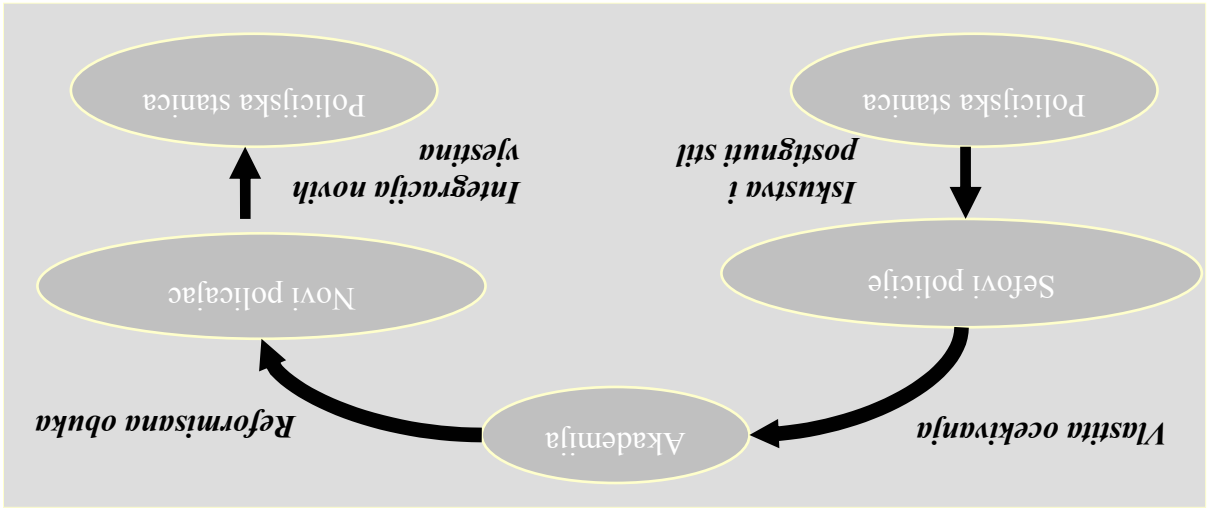
Policijska obuka mora zbog toga da uspostavi balans izmedju integracije novog stila policijskog rada, sto je fundamentalno u svakoj sustinskoj reformi kao sto je slucaj u Bosni i Hercegovini, i prihvatanja lokalnih potreba i ocekivanja Komesara. Drugim rijecima: *kako pribliziti obuku potrebama terenskog rada i istovremeno investiti nove vjestine u stari sistem policijske prakse?*

²⁵ Neild R., Ziegler M., *From Peace to Governance: police reform and the international community*, WOLA, Washington, 2002, str. 56

²⁶ Vidjeti npr. Roberg R., Crank J. and Kuyendall J., *Police and Society*, Roxbury Publishing.

²⁷ Sto je, u ovom slucaju ocijenjeno nezadovoljavajucim, vidjeti Neild R., Ziegler M., *idem*, str. 48

Ovaj balans moze biti sazet kao:



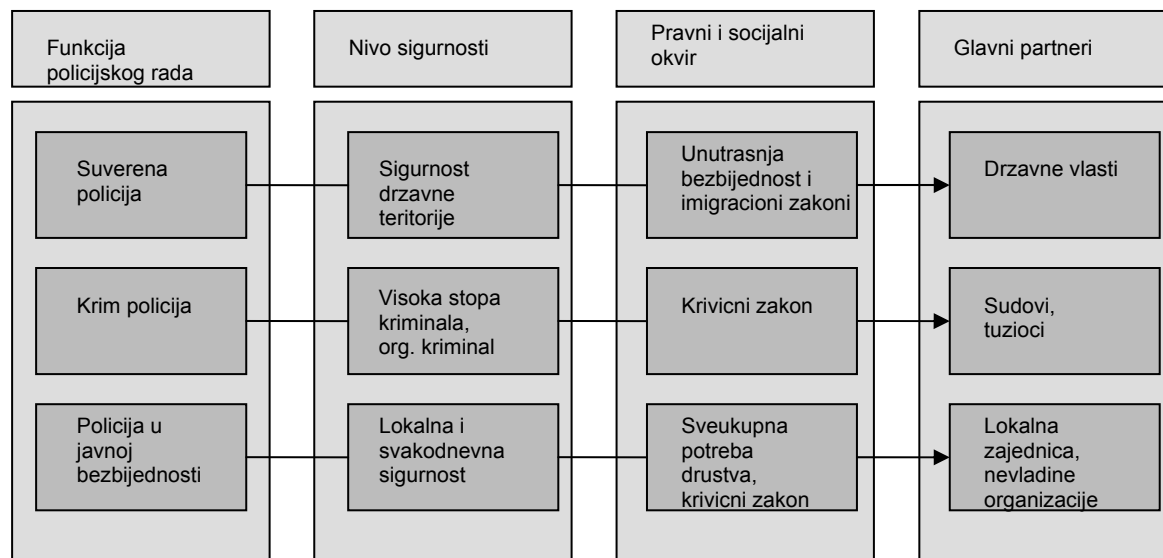
U Svajcarskom projektu ovaj balans je integrisan u metodologiju izbalansirane "scorecard" policijske akademije. Ova metodologija dozvoljava organizovanje aktivnosti institucija obuke kao aktivnosti onih koji *obezbeđuju službu*, a koji rade za različite klijente sa različitim očekivanjima: kadeti, Ministarstvo unutrašnjih poslova i, naravno, setovi policije.

Uzimanje različitosti policijske misije u obzir

Samu službu policije se sastoji od nekoliko funkcija koje, iako posvećene istom cilju implementacije zakona i osiguravanja javne bezbjednosti, mogu biti veoma različite u svom tipu aktivnosti i kompetencija koje se primjenjuju²⁸ i zbog toga zahtijevaju različite stilove obuke i sadržaja.

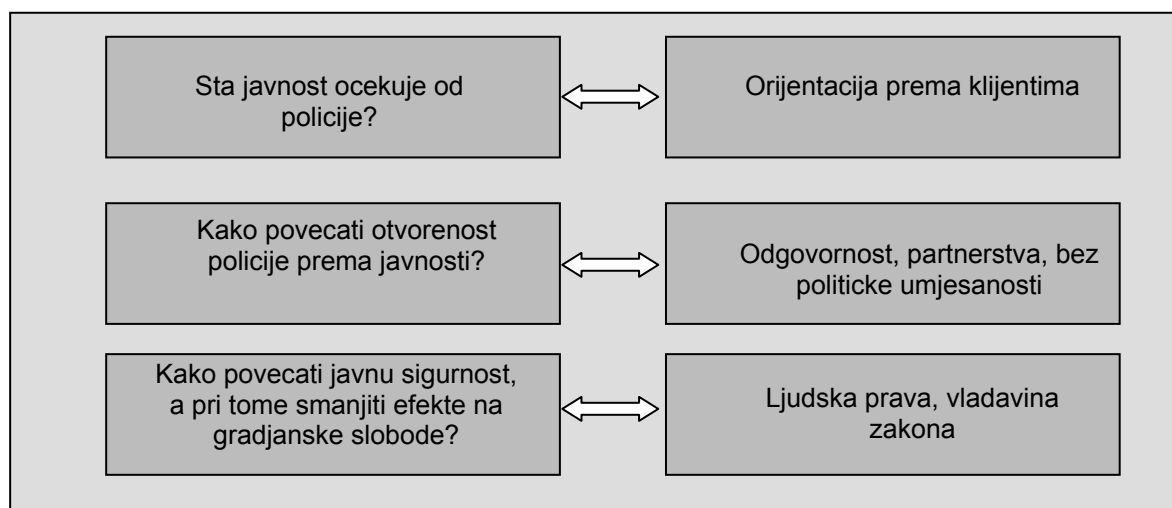
²⁸ Monjardet D., *Crime et Sécurité, l'Etat des Savoirs, La Découverte & Syros*, 2002, 260-273. « Interst za diferencijaciju ova tri sistema je upravo da se otkrije njihova logika »

Tri funkcije policijskog rada:



Svajcarski projekat se fokusirao na rad policije na nivou javne sigurnosti. Prikazan je u opstem okviru kako bi se shvatili njegovi ciljevi i ocijenila njegova postignuca. Na ovom nivou osnova demokratizacije lezi u uvjerenju da policija mora raditi prema potrebama gradjana u smislu sigurnosti, a ne za zastitu drzave ili ideologije. Pitanja, koja trebaju odgovoriti sve demokratske policijske snage na ovom nivou, i principi koji se podrazumjevaju su ovim rezimirani²⁹.

Sta je demokratski rad policije u javnoj sigurnosti:



²⁹ Uzeto od Bayley D., *Democratizing Police Abroad*, National Institute of Justice, 2001

Ova tri ranga principa ukazuju na (novu) kompleksnost s kojom se policija mora suočiti u demokratskoj zemlji. Mogu se identifikovati dva glavna razloga za ovakvu složenost, u Bosni i Hercegovini i drugdje:

- koncept sigurnosti građana se sastoji od objektivnih (zvanična stopa kriminala) i subjektivnih (strah javnosti od kriminala) aspekata. Ove aspekte, ukoliko im se pravilno pristupi, treba tačno identifikovati. Švajcarski projekat je u tom smislu nadgledao i upotrijebio prvu anketu o viktimizaciji vezanu za kriminal u zemlji.

- Tradicije, demokratske i ekonomske tranzicije u cjelini otvaraju put ka rapidnim društvenim promjenama oblikujući nove aspekte kriminala.

Pritisak na policijsku službu će nastaviti da raste zahtijevajući novi tip njene uključenosti u društvo, sa novim mentalitetom i sredstvima. Potreba za obukom će se povećati u istoj mjeri.

Operativna logika između pet ciljeva i njihovih rezultata na micro i meso nivoima

U eri rada policije u zajednici, osnovna obuka se mora baviti pitanjima rukovodjenja i proaktivnog misljenja na osnovnom nivou. Metode decentralizacije lanca komande, ovlastavanja zaposlenih i rješavanja problema, koje su osnove filozofije rada policije u zajednici, zahtijevaju razvoj takvih sposobnosti na nivou običnog policajca³⁰.

Imajući ovo u vidu, projekat SDC/TC se uglavnom fokusirao na pet međusobno povezanih ciljeva:

- Predstavljanje modernih metoda menadžmenta na akademijama sa strateskim planiranjem i kontrolom (izbalansirana scorecard policijske akademije i godišnje izvještavanje).
 - Nova sredstva dozvoljavaju akademijama da izgrade obuku na osnovu otvorenog stila menadžmenta u kojem sudjeluju, zajednicke vizije za budućnost, i daju im fleksibilnost adaptiranja novim zahtjevima terenskog rada.
- Implementacija nove pedagogije zasnovane na interaktivnoj i prakticnoj obuci.
 - Situativna nastava priprema kadete za rad na terenu tako što ih uključuje u igre uloga zasnovane na stvarnim situacijama. Takvi kursevi imaju za cilj da odgovore na kritike, često opravdane, da je policijska obuka previše teoretska i udaljena od stvarnog policijskog posla na ulicama.
- Postavljanje modula obuke u rješavanju konfliktnih situacija.
 - Kroz metodu obuke instruktora i uspostavljanja dva pilot-projekta u oba entiteta, TC Team Consult je predavao metodologiju marketinga sigurnosti nastavnom osoblju i policajcima. **Marketing sigurnosti** je sredstvo čiji je cilj spriječiti i riješiti konflikte na

³⁰ M.R Haberfeld, *Critical Issues in Police Training*, Prentice Hall, str.136

lokalnom nivou i riješiti probleme sigurnosti u partnerstvu sa zajednicom. U ovom kontekstu održan je kurs za odnose sa javnošću. Marketing sigurnosti predstavlja konkretnu formu dobro poznate filozofije “rada policije u zajednici”.

- Akademije su upoznate sa novim trendovima policijskog rada
 - Direktori kao i nastavno osoblje su učestvovali na tri **Dies Academicus**-a. Ovakvi sastanci su bili posvećeni seminarima na kojima se gradi timski rad, obukama (u posredovanju, ispitivanju javnog mnijenja, itd.), međuentitetskim/međunarodnim kulturnim aktivnostima.
- Reintegracija akademija u evropsku mrežu institucija policijske obuke.
 - Direkcije policijskih akademija su se progresivno uključile u **mrežu evropskih policijskih akademija**. One su posjetile nekoliko institucija u Evropi (Spanija, Svajcarska, Belgija, Francuska, Njemačka i Holandija) i uspostavile kontakte vezane za razmjenu kadeta i/ili oficira koji prolaze kroz obuku.

Primjena metoda implementacije i pedagoških sredstava

Konkretno, radne metode i njihove primjećene prednosti su bile:

- Redovne radionice su organizovane u BiH sa direkcijama akademija, nastavnicima i odabranim oficirima kako bi se dobro upoznali partneri i kontekst lokalnog policijskog rada.
- Siroka upotreba kurseva “obuci instruktora” čiji cilj je bio prenijeti lokalnom nastavnom osoblju nova sredstva (kao što su marketing sigurnosti i posredovanje), i garantovati održivost.
- Zahvaljujući svojoj širokoj mreži, TC Team Consult je uključio BiH akademije u evropsku mrežu policijskih akademija kroz zvanična putovanja i učestvovanja na međunarodnim kolokvijima (TC simpozijum policije, 2001, Lozana; Konferencija o radu policije u centralnoj i istočnoj Evropi, 2002, Ljubljana).
- Kako je već istaknuto, obuka se mora fokusirati na rad policije za sigurnost građana. U tom smislu TC Team Consult je vodio zajedno sa Skolom kriminologije pri Univerzitetu Lozane, prvo ispitivanje o viktimizaciji ikad urađeno u BiH. Ovo je dozvolilo vlastima u BiH da uvedu međunarodne trendove u analizama kriminala, ocijene glavne oblike viktimizacije, očekivanja javnosti, sliku policije i osjećaj nesigurnosti (subjektivna sigurnost). Rezultati ispitivanja su se koristili kako bi se predložile nove opcije obuke (rješavanje delinkvencije omladine, pružanje pomoći žrtvama i patroliranje). Ministri unutrašnjih poslova su u junu 2002 ozvanicali rezultate ankete.

Ucinak na macro nivou

U osnovi, osim tehnickih pitanja SDC projekta (micro i meso nivou), TC Team Consult je morao rijesiti dva glavna kulturna izazova:

- Medjuintitetski dijalog i izgradnja povjerenja
- Standardizacija obuke

Nakon sto je prvi pokusaj uspostavljanja zajednicke skole propao zbog politickih prepreka, Svajcarski projekat je nastavio ici prema standardizaciji obuke, ovog puta dajuci privilegiju neformalnim osnovama. Tada su sve aktivnosti TC-a bile vodjene istovremeno sa dvijema direkcijama akademija kako bi se promovisali dijalog i koordinacija. Pored toga, fokusiralo se na projekat na nivou akademije kako bi se promjena desila na saglasnim i odrzivim osnovama.

Ova dva izazova su imala uspjesan ishod stvarajuci blizak odnos pun povjerenja izmedju akademija. Oni sada u potpunosti saradjuju i utvrduju zajednicke standarde obuke u uvedenoj novoj pedagogiji i novim modulima.

Istrazivanja o viktimizaciji

Istrazivanja o viktimizaciji se koriste od 80tih godina za razne svrhe: da se izmjeri stvarni nivo nasilja koje je predhodno pokazan samo kroz policijske statistike, da se bolje shvate odnosi izmedju gradjana i policije, da se ustanovi nivo osjecaja nesigurnosti, itd. Upotreba ovakvih ispitivanja su ubrzo prihvatili i znanstveni krugovi i politicke vlasti koje se bave problemima kriminaliteta i policije. Medjunarodne ankete o viktimizaciji su bile u stalnom porastu, uvijek ukljucujuci vise zemalja: u 1989 godine, 14 industrijskih zemalja je ucestvovalo u medunarodnim anketama, a u 1992-1994, dodato je 19 zemalja u tranziciji ili u razvoju. U studiji radjenoj 1996-1997 ovih 19 zemalja su predstavljale vecinu zemalja obuhvacene istrazivanjem, na Balkanu, Hrvatska, Makedonija, Srbija i Slovenija. Iz ociglednih razloga - konflikta u regionu - Bosna i Hercegovina nije bila u mogucnosti da ucestvuje u ovom zadnjem ispitivanju. Istrazivanje u nastavku nadomjestava taj nedostatak i vlastima pruza pomoc sa naucnom osnovom u promjeni sirokog i kompleksnog domena interne bezbjednosti.

Koristeci standardizovani upitnik, u kojem su neka pitanja prilagodjena domacoj stvarnosti, otvara se nova mogucnost poredjenja sa slicnim zemljama.

Sadasnje ispitivanje je postalo dijelom reforme BiH policijskih akademija, koja se fokusira na ciljeve demokratizacije, uvodjenja evropskih i medjunarodnih policijskih standarda i sluzbe koja je orjentisana prema gradjanima. Ispitivanje, u ovoj perspektivi, pruza interaktivnu alatku koja ce policiji omoguciti da prepozna svoju jaku stranu, svoje slabosti i nivo kvaliteta svoje sluzbe kroz odgovore gradjana. Ispitivanje onda moze istaci i biti instrument kontrole za elaboriranje novih programa obuke namjenjenih da popune prepoznate rupe. Pored obuke, ispitivanje moze sluziti u svrhu uspostavljanja novih sluzbi, *poboljsanja* ostalih, i na kraju, ovakav instrument pruza kontrolu kvaliteta pristupa orjentiranog prema klijentu i sluzbe.

Prva preporuka: Posredovanje i pomoc zrtvama

Rezultati ispitivanja pokazuju da oko 70 % zrtava smatra krivicno djelo koje su pretrpjeli “veoma vaznim” i “prilicno vaznim”.

Tabela 1 Znacaj dozivljenih krivicnih prijestupa
(Procenat odgovora zrtava, svi prijestupi)

	Federacija BiH	Republika Srpska	BiH
Veoma vazno	41.6	39.9	41.0
Dovoljno vazno	27.9	27.5	27.8
Ne toliko vazno	18.8	23.9	20.1
Potpuno nevazno	6.6	5.8	6.5
Ne zna/bez odgovora	5.0	2.9	4.5

Pokazalo se da je zenski dio populacije najosjetljiviji, kada je u pitanju delikt protiv licnosti.

Tabela 2 Znacaj krivicnih djela protiv licnosti
(Procenat odgovora zrtava provala, seksualnog nasilja, nasilja i prijetnji)

	Federacija BiH		Republika Srpska		BiH	
	Musko	Zensko	Musko	Zensko	Musko	Zensko
Veoma vazno	33.7	50.0	30.2	61.3	32.4	53.3
Dovoljno vazno	23.5	23.9	30.2	0.0	25.4	17.5
Ne toliko vazno	24.5	14.8	27.9	29.0	26.1	18.3
Potpuno nevazno	11.2	5.7	9.3	6.5	10.6	5.8
Ne zna/bez odgovora	7.1	5.6	2.3	3.2	5.6	5.0

Ispitivanje sugerise da je jedan od najvaznijih razloga prijavljivanja slucaja policiji upravo taj koji se smatra “ozbiljnim”, i to opet u slucaju krivicnih djela pocinjenih protiv licnosti.

Anketa nam pokazuje da zrtve, koje su bile u kontaktu sa policijom, manje cijene angazovanost policije, nego osobe koje nisu imale kontakt sa policijom.

Tabela 3: Misljenje o policiji (dobar rad policije i usluga pružena građanima): poredjenje misljenja osoba koje su dozivjele bar jedno krivično djelo u posljednjih 5 godina

(Procenat odgovora)

	Dobro služi građanima		Dobro radi	
	Ne-zrtve	Zrtve	Ne-zrtve	Zrtve
Federacija BiH	67.0	60.5	67.7	61.8
Republika Srpska	64.4	55.8	67.3	58.4
BiH	66.2	59.0	67.3	60.4

Zbog toga možemo identifikovati nedostatak koji postoji između očekivanja javnosti, zasnovanih na prilično pozitivnom imidžu policije, i praktičnog policijskog posla. Primjećeno je da je ovaj nedostatak sličan onom koji egzistira u većini evropskih zemalja i Sjedinjenim američkim državama. To pokazuje da dok se kriminal, počinjen pogotovo protiv licnosti, smatra dovoljno ozbiljnim od strane javnosti da zahtijeva policijsku intervenciju, rješavanje potreba žrtava se poboljšava kako bi se ispunila očekivanja javnosti. Međunarodno izjednačavanje zakona i praksa vezanih za pružanje pomoći žrtvama, nam dozvoljava da u ovoj perspektivi predstavimo neke konkretne sugestije.

Zrtva je, prije svega “produkt” kriminala. Kao takva, zrtva je donekle rezultat neuspjeha države da se postuje javni red. Prema tome, političke vlasti progresivno dozivljavaju zrtvu kao nekoga ko zaslužuje pravo na pomoć u procesu psihološkog (nekad finansijskog) oporavka. U kontinentalnoj Evropi, fokus na zrtve je relativno nova misija agencija koje provode zakon³¹. U procesu uspostavljanja policije orijentisane prema građanima, kao što se poduzelo u Bosni i Hercegovini, zrtve su vidjene kao segment “klijenta” koji traži specifičan tip pomoći.

U Svajcarskoj zakon o pomoći žrtvama datira od 1991, a u važnosti je od 1993. godine. Ovaj zakon je jedan od najrazvijenijih u kontinentalnoj Evropi zbog širokog spektra mjera koje provodi:

- Uspostavljanje specijalizovanih centara sirom zemlje
- Pružanje psihološke pomoći od strane policije i ne-polijskih partnera
- Pravna pomoć
- Finansijska naknada za zrtve
- Finansijska pomoć lokalnim administracijama za obuku policajaca

Medju ovim zadacima, psiholoska pomoc je prvi korak koji bi se mogao preduzeti u entitetima Bosne i Hercegovine.

Ovakav pristup problematici zrtve u okviru policijskog menadzmenta pripada “institucionalizaciji” zrtve, što takodje ukljucuje siru upotrebu *posredovanja*. Posredovanje je metoda *rjesavanja konfliktnih situacija* u kojoj policija predstavlja trecu osobu izmedju zrtve i pocinioca krivicnog djela dozvoljavajuci im da nadju rjesenje spora. Kao takvo,

³¹ Kao temelj, Evropska konvencija o kompenzaciji zrtvana teskih krivicnih dijela je donijeta 1983 u Vijecu Evrope i vazeca je od 1988.

posredovanje je metoda koja *ovlastava* zrtvu. Ovo je alternativa koja izbjegava isključivi proces krivične kazne. Njena svrha je izbjeći da se neznatna pitanja među građanima pogorsaju i pretvore u ostrije konfrontacije. Ispitivanje pokazuje da se očekivanja populacije tačno fokusiraju na “izbjegavanje da se problem open ne ponovi” kada su upitanju krivična djela počinjena protiv licnosti.

Tabela 4. Razlozi za podnošenje prijave policiji: procenat odgovora zrtava koje su prijavile svoj slučaj policiji

(Procenat odgovora)

	Federacija BiH		Republika Srpska		BiH	
	Delikti licnosti	protiv	Delikti licnosti	protiv	Delikti licnosti	protiv
Da bi se pronasla ukradena dobra	-		-		-	
Da bi osiguranje nadoknadilo stetu	4.7		10.5		6.0	
Krivično djelo koje se mora prijaviti	21.9		31.6		23.8	
Da bi se pocinilac uhvatio/ kaznio	18.8		15.8		17.9	
Da se to vise ne bi ponovilo	28.1		21.1		27.4	
Da bi se dobila pomoc	7.8		5.3		7.1	
Radi nadoknade stete od strane pocinioca	0.0		10.5		2.4	
Drugi razlozi	9.4		5.3		8.3	
Ne zna/bez odgovora	9.4		0.0		7.2	

- Pomoc zrtvama i posredovanje su komplementarni procesi. Kurs o posredovanju je vec uveden u orvir Svajcarskog projekta kroz kurs “obuci instruktora” na akademijama.

Sa gledista zrtve, postoje dvije faze koje treba uzeti u obzir nakon sto je krivično djelo počinjeno. Ove dvije faze podrazumijevaju dvije razlicite uloge policije.

Prije svega, u fazi koja direktno dolazi iza incidenta, policija treba da pravilno primi zrtvu, bez obzira da li se radi o registrovanju žalbe ili se to desava direktno na mjestu počinjenog krivičnog djela. Ovaj momenat je krucijalan jer se tada moze javiti rizik od *druge viktimizacije*³² sto moze pogorsati traumu zrtve.

³² Ova druga viktimizacija se cesto desava kada zrtva mora ponavljati istu pricu iznova razlicitim ljudima imajući osjecaj da niko od njih nije kompetentno lice. Vidjeti Mathey J., Boggio Y., « La Lavi vue pas ses usagers », *Cahiers médico-sociaux*, 1997, str.219-226.

- Policajci su često prvi predstavnici sistema krivično-pravne zaštite s kojima se žrtva susreće nakon počinjenog krivičnog djela. Ovo govori u prilog uvodjenju specijalne obuke na osnovnom nivou akademija.
- Kurs kao “kako djelovati u slučaju nasilja” ili “kako djelovati u slučaju seksualnog nasilja” može ponuditi policajcima adekvatno znanje u radu sa žrtvama.

Pod okriljem švajcarskog zakona o pružanju pomoći žrtvama, policiju obučavaju psiholozi specijalizovani za pružanje pomoći žrtvama kako bi ona mogla raditi sa traumiranim individuuama.

Druga faza pružanja pomoći žrtvama je pomoć u *oporavljanju*. Ovaj drugi momenat mora preuzeti druga institucija van policijske administracije. Švajcarski zakon obavezuje sve kantone da imaju bar jedan centar koji je u mogućnosti da pruži pomoć žrtvama. Ovakvi centri su, na primjer, povezani sa psiholoskim/psihoterapeutskim odjelima bolnica. Druga faza ima za cilj obezbijediti žrtvi kratkorocnu ili dugorocnu pomoć specijalista. Medjutim, žrtvi je najcesce potreban “neko za razgovor”, kako je naglaseno u ispitivanju English Home Office iz 1998. godine. Proces debriefinga žrtve je od posebnog znacaja nakon dozivljene viktimizacije. Ovo je centralna potreba u procesu oporavka. Za žrtvu to može biti jednako vazno kao vidjeti pocinioca krivičnog djela uhapsenog i kaznjenog. Dodatno njenoj ulozi u prvoj fazi, jedan od zadata policije je da djeluje kao *info centar* za žrtve kako bi ih usmjerila odgovarajućem partnerskom centru. U većini postojećih zakona o pružanju pomoći žrtvama (SAD, Kanada, Njemacka, Engleska i Švajcarska) odgovornost policije je informisati svoje klijente o postojanju ovakvih centara. Kompetentnost partnerskih centara u ovakvim pitanjima mora naravno biti prihvacena od strane državnih vlasti.

Policajci u Bosni i Hercegovini bi trebali biti stimulisani kako bi upucivali na druge partnerske službe i trebali bi biti dovoljno upoznati sa uslugama koje te službe pružaju. Shodno tome, potrebno je da se svi policajci u potpunosti informisu o civilnim centrima kako bi onda o tome mogli obavijestiti i javnost

Ovakav rad sa informacijama igra bitnu, a prilično jednostavnu ulogu u procesu pružanja pomoći. Medjutim, iskustvo u Švajcarskoj pokazuje da komunikacija koju ostvaruje policija nije dovoljna u informisanju populacije o centrima koji pružaju ovakve usluge.

Za ovo su potrebni:

- Relevantna osnovna obuka o tome kako usmjeriti žrtve specijalizovanim centrima.
- Upotpunjavanje novim informacijama tokom godina kao bi svaki policajac bio informisan o dostupnim službama za žrtve.
- Razmjena obuke, gdje policajci provode vrijeme u partnerskim centrima, a osoblje centara provodi vrijeme na terenu sa policijom kako bi se izjegli međusobni nespozazumi i maksimiziralo shvatanje uloga partnera.
- Direktni kontakti između partnera na najnižim hijerarhijskim nivoima.

Iskustvo u Švajcarskoj i Velikoj Britaniji pokazuje da žene predstavljaju većinu (oko 75% u Švajcarskoj) klijenata centara. Izgleda da je emocionalni uticaj krivičnog djela veći na ženske žrtve, uglavnom kao posljedica dva tipa napada (fizičko nasilje) i provala. Rezultati ispitivanja pokazuju da bi ovakve tendencije bile slične u Bosni i Hercegovini.

- Specifčno partnerstvo, orijentisano prema radu sa ženskim žrtvama i žrtvama krivičnog djela protiv ličnosti, može prema tome imati prednosti.

Kada je riječ o seksualnom nasilju, na primjer, žrtva će vjerovatno prijaviti krivično djelo ukoliko zna kakve joj usluge može pružiti policija. Primjer koji se često navodi jeste garancija da će sa ženskim žrtvama raditi ženski policajci.

“U većini slučajeva, kada žrtve kontaktiraju policiju, one očekuju trenutne rezultate. Nasuprot tome, policajci očekuju da žrtve podnesu tačan izvještaj o događajima zbog kojih su pozvali policiju. Ovakva dva očekivanja često prouzrokuju konflikte između žrtvava i policije, mada bi oni zaista trebali biti saveznici i raditi zajedno u rješavanju slučaja”³³. Sa stanovišta policije, pružanje pomoći žrtvama je novi zadatak koji se može pokazati plodonosnim. Policija može dramatično poboljšati svoju sliku u javnosti, koja nakon svega pomaze policajcima u obavljanju njihovog posla na efikasan način i način koji se postuje. Policija koja potice postovanje zadobiva povjerenje populacije i, zauzvrat, stanovništvo se bez problema obraća policiji. Ukoliko potencijalne žrtve imaju dovoljno povjerenja u policiju, one su više podstaknute da prijave svoj slučaj kako bi se problem riješio.

Druga preporuka: Omladina, zaštita i sprječavanje krivičnih djela

Kada je riječ o deliktima protiv ličnosti, segment stanovništva mlađeg od 45 godina je više viktimiziran nego segment stanovništva starijeg od 45 godina (35.8% prema 20.7%).

Dodatno tome, mladi ljudi su dva puta više žrtve krađa lične imovine nego ljudi stariji od 45 godina (9.6% prema 4%) i jedan i po put više žrtve nasilja i prijetnji (9.8 % prema 6.6 %).

Kada se radi o seksualnoj viktimizaciji, opet su mlade žene te koje su duplo češće žrtve nego žene starije od 35 godina (2.2 % žena mlađih od 35 godina prema 1.1 % starijih žena). Ovakvi odnosi su primjećeni i u svim drugim zemljama. Oni manifestuju razlike vezane za spol i godiste, «stil života» i rutinske aktivnosti.

Sto se tiče starosne dobi počilaca krivičnih djela, procenti su također različito podjeljeni u skladu sa vrstom počinjenog delikta:

Tabela 4 Starosna dob počilaca delikta
(Procenat odgovora u Federaciji BiH)

	Razbojnistvo	<i>Seksualno nasilje</i>	Nasilje i prijetnje
< 18 godina	11.5%	2.8%	8.6%
18 - 25 godina	30.8%	22.2%	24.2%
26 - 35 godina	23.1%	33.3%	28.5%
> 35 godina	30.8%	36.1%	36%

³³ Moriarty J., *Policing and Victims*, Prentice Hall, 2002, p vii.

Kada je u pitanju strah od kriminala, kategorija “mladjih od 25 godina”, pogotovo grupa “mladih žena”, pokazuje najveći procenat osjećanja nesigurnosti.

Tabela 5 Osjećaj nesigurnosti u odnosu na starost

(Procenat odgovora u Bosni i Hercegovini)

	16-25 godina	26-35 godina	36-45 godina	46-55 godina	>55 godina
Sasvim sigurno	36.4	42.5	49.5	60.3	52.2
Prilicno sigurno	35.5	27.3	28.4	20.5	24.2
Ne bas sigurno	22.2	23.1	15.2	12.3	10.2
Sasvim nesigurno	3.1	3.4	3.4	1.0	3.0
Ne izlazim nikad iz bezbjednosnih razloga	2.0	2.9	2.1	4.8	8.5
Ne zna/bez odgovora	0.9	0.8	1.5	1.0	1.9

Ova relacija između viktimizacije i osjećaja sigurnosti je protivna onoj koja postoji u drugim evropskim zemljama, gdje je kod mladjih ljudi, iako su cesce zrtve nego odrasli i stariji ljudi, primjecen manji osjećaj nesigurnosti. Tendencija da se starost poveze za osjećanjem sigurnosti je obrnuta u Bosni i Hercegovini, gdje se osjećaj nesigurnosti smanjuje kod stanovništva starije dobi. Primjenjivanjem iste logike, ispitivanje pokazuje da su mladi ljudi manje zadovoljni radom i dostupnoscu policije nego ostale grupe stanovništva

Table 6. Zadovoljstvo anketiranih osoba vezano za rad policije, nacin na koji sluzi i tretira zahtjeve stanovništva: poredjenje izmedju mladjeg i starijeg stanovništva

(Procenat odgovora u Bosni i Hercegovini)

	Dobro sluzi stanovnistvu			Dobro radi		
	Dobra sluzba	Los a Sluzba	Ne zna/bez odgovor a	Dobar rad	Los rad	<i>Ne zna/bez odgovora</i>
16 – 25 godina	59.8%	35.5%	4.7%	60.3%	36.0%	3.7%
26 – 35 godina	60.4%	33.9%	5.7%	65.7%	27.4%	6.9%
36 – 45 godina	65.5%	27.6%	5.9%	64.4%	27.5%	8.1%
> 45 godina	65.5%	21.6%	12.9%	66.1%	17.8%	16.1%

Procenat odgovora mladih ljudi, koji traze vece prisustvo policije na ulicama, je visi nego kod ostalih grupa:

Tabela 7. Procenat odgovora osoba koje se slazu sa izjavom: “Potrebno je vise policije na ulicama i javnim mjestima”: poredjenje izmedju mladjeg i starijeg stanovnistva
(Procenat odgovora)

	Federacija BiH	Republika Srpska	BiH
16-25 godina	75.9	78.5	76.8
26-35 godina	69.6	58.8	66.4
36-45 godina	69.9	62.0	66.5
46-55 godina	63.9	60.1	62.8
> 55 godina	66.7	64.8	65.9

Pored visoke stope viktimizacije i velikih ocekivanja od policije, dokazi takodje pokazuju da je vandalizam, cesto vezan za omladinu, najcesce pocinjeno krivicno djelo u zemlji.

Tabela 6 Domacinstva koja su viktimizovana u 2000 i izmedju 1996 i 2000 godine
(procenat odgovora u Bosni i Hercegovini)

	Godina 2000			Period izmedju 1996 i 2000		
	Fed. BiH (N=1431)	RS (N=724)	BiH (N=2'193)	Fed. BiH (N=1431)	RS (N=724)	BiH (N=2'193)
Samo vlasnici						
Kradja vozila	0.7	0.4	0.6	2.8	2.5	2.6
Kradja iz vozila	3.3	2	2.8	11.2	7.2	9.8
Vandalizam (vozila)	4.7	3.6	4.3	10.7	6.8	9.3
Kradja motocikla	0.0	0.0	0.0	1.1	0.0	1.0
Kradja bicikla	1.8	2.3	2.0	6.8	5.7	6.4
Svi anketirani						
Provala	1.5	1.1	1.3	6.7	4.7	6.0
Pokusaj provale	1.3	0.4	1.0	3.6	2.1	3.0
Razbojnistvo	0.6	0.1	0.4	1.7	0.8	1.4
Kradja licne imovine	2.2	1.5	2.0	6.3	4.8	5.7
Nasilje i prijetnje	1.9	1.7	1.8	5.9	4.6	5.5
Rasni delikti	3.6	3.0	3.5	-	-	-
Korupcija	0.9	1.2	1.0	2.1	3.0	2.4

Samo zene						
Seksualno nasilje	1.0	0.5	0.9	2.0	1.3	1.7
Globalna viktimizacija	14.6	12.0	13.7	31.7	25.3	29.4

Sugerise se da su mladi ljudi istovremeno i zrtve i pocinioci sitnog kriminala, sto zahtijeva posebnu paznju policije.

Kao odgovor zahtjevima koje je ispitivanje identifikovalo, prva mjera bi bila povecati broj pjesackih patrola, pogotovo nocu. Ustvari, ispitivanje pokazuje da mladi ljudi imaju poseban ritam zivota: oni cesto idu u kafice/restorane i diskoteke. Objektivna nesigurnost kao i subjektivni osjecaj nesigurnosti se vjerovatno pojacavaju i prave bar malu razliku u odnosu na specifican ritam zivota.

U ovom kontekstu, pjesacka patrola moze biti efikasnija od mobilnih patrola. U vecini zemalja gdje su se realizovale strategije rada policije u zajednici, pjesacke patrole se uveliko primjenjuju. One se trebaju strateski izvrsavati, e.g. prema analizama koje usmjeravaju angazovanost policije u mjestima gdje za to postoji potreba. Pjesacke patrole, dijelom zbog bliskog kontakta sa gradjanima i proksimitetu potencijalnom mjestu zlocina, jasnije predstavljaju namjeru proaktivnog patroliranja.

Kada se radi o subjektivnom dijelu osjecanja nesigurnosti, uloga policije je umanjiti zabrinutost i strah. Zajednica ili neki od njenih clanova mogu vidjeti problem mnogo gorim nego sto on jeste u stvarnosti. Mediji i/ili popularno vjerovanje ponekad pretjeruju u problemima kriminala vezanih za omladinu tako da oni izgledaju veci nego sto zaista jesu, pogorsavajući time strah stanovnistva. Ovakva situacija moze dovesti do formiranja "blokade-odbijanja" mladih ljudi, koji se sistematski dozivljavaju kao potencijalni kriminalci.

Prema Goldsteinu, "prenosenje prave informacije je trenutno jedno od najmanje koristenih, ali vjerovatno najefektivnijih sredstava koje policija primjenjuje u radu sa širokim spektrom problema"³⁴. Isto je i sa subjektivnim strahom od kriminala. Pruzanjem tacnih informacija javnosti o stvarnom obimu problema policija moze znacajno smanjiti osjecaj nesigurnosti. Pojedini specifični programi bi se trebali napraviti za mlade zene.

Medjutim, ma koliko oni bili efikasni u strateskoj primjeni, nocno patrolisanje i javne informacije se moraju u potpunosti kombinovati sa preventivnim mjerama kako bi se mogla rijesavati pitanja omladine. Prema tome, metode marketinga sigurnosti su relevantne u dizajniranju mjera fokusiranih na stanovnistvo. Jedna od mjera koja je identifikovana jeste da se sljedeci stadij koncentrise na izgradnju kompetentne mreze koju ce ciniti lokalni partneri.

Policija je prvo odgovorna da identifikuje partnere koji su zainteresovani da se problemi omladine rijese na dugorocnoj osnovi i koji su vec ukljuceni u ovakav proces. Partneri kao sto su programi pruzanja socijalne pomoci, nastavno osoblje, omladinski centri, itd.su, zbog preventivnih mjera, dostupni lokalnim vlastima. Spektar institucija koje su odgovorne da pruzе omladini siguran zivot je širok. U drustvenoj strukturi, institucije kao sto su nevladine

³⁴ Goldstein H., *Problem-solving Policing*, McGraw-Hill, 1990, str.114

organizacije (medjunarodne i lokalne), zatim vlasnici barova i diskoteka, javni prevoz, itd., mogu biti uključene u rješavanje problema omladine. Preduslov za izgradnju takve mreže jeste spremnost policajaca da obavljaju ovakve poslove i da ne smatraju rad policije u zajednici "socijalnim radom".

Policija treba voditi procese definisanja i rješavanja problema zajedno sa svojim partnerima. Svi mehanizmi ove metode su već integrirani u okviru akademija u Sarajevu i Banja Luci. Dva pilot projekta se uspješno realizuju.

Savladane lekcije

Promovisanje adaptacije centara obuke

Ukoliko se demokratizacija policijskih snaga želi održati, institucije koje obezbijedjuju obuku moraju biti dovoljno fleksibilne kako bi odgovorile rapidnim promjenama u potrebama sigurnosti. Interni menadžment centara obuke je, zbog toga, stub za dugoročnu reformu i zahtjeva moderan menadžment nad osobljem, otvorenost prema zahtjevima rada na terenu i stalno osoblje obučeno za rukovođenje.

- U Bosni i Hercegovini, potrebe društva se mogu modifikovati brzo ukoliko se ekonomski kontekst poboljša, kao što se primjetilo u drugim zemljama u tranziciji.
- Progresivno povlačenje međunarodne zajednice će zasigurno proizvesti novi kontekst kojem će se obuka morati prilagoditi.

Indirektna i integrirana obuka

Sa političkim ili teoretskim pitanjima više uspjeha se ponekad može postići tretirajući najteža pitanja na indirektnan način, a ne frontalno³⁵. Na primjer, pitanje ljudskih prava, iako je dio opsteg cilja Svajcarskog projekta, nije bilo centralno u vođenju projekta. Projekat nije uveo pitanja ljudskih prava u razvoj nastavnog plana, ali je predstavio koncepte rada policije i radnih metoda kao što je marketing sigurnosti, što je promovisalo veću otvorenost i razmatranje potreba BH javnosti. Ovakva "indirektna" obuka je povezana sa konceptom "integrirane obuke", koja podrazumijeva da bi se teoretski kursevi, kao što je zakon o ljudskim pravima, trebali učiti kroz situativne scenarije, a ne samo kao formalni predmeti³⁶.

Mozemo posmatrati isti indirektni proces sa međuentitetskim dijalogom. Mada nije kao takav prikazan u planiranju projekta, međuentitetski dijalog se drastično poboljšao od 2001. To je bilo moguće izgradnjom povjerenja između ključnih igrača kroz zajedničke radionice, tri Dies Academicus-a i međunarodnim posjetama.

Vlasništvo lokalnih partnera

Prenosjenje održivog znanja je vjerovatno najlakše postići stavljanjem snažnog akcenta na vlasništvo lokalnih partnera. Saglasnost mora biti osnova za svaku donesenu odluku. Sve dok lokalni partneri ne prihvate ciljeve projekta, ne može se nadati nikakvom vjerodostojnom outputu, a da ni ishodu.

³⁵ Vijeti također Evans Ph., Biddle K., Morris J., *Evaluation of the Indonesia Police Management Training Project, 1983-1996*, DFID Evaluation report, 1999

³⁶ Marenin O., *Police training for democracy*, Rad iznesen na Međunarodnom policijskom izvrsnom forumu, Antalya, Turkey, May 2002

Prioritet metoda rada policije u zajednici

Uvodjenje metoda rada policije u zajednici u postkonfliktna podrucja je plodonosno uprkos kritikama koje tvrde da takve metode mogu biti uspjesne samo nakon reforme ostalih funkcija policijskog rada ("prvo krim policija, a onda rad policije u zajednici"). Mi tvrdimo da ne postoji hronoloski red ili red vaznosti izmedju policijskih nivoa, vec komplementarnosti. Promjene koje su uvele nove metode lokalnog policijskog rada ce najprije osjetiti javnost. Pored toga, stvaranjem orijentacije prema gradjanima vezane za svakodnevnu sigurnost, rad policije u zajednici cak moze i povecati povjerenje gradjana u drzavne institucije i natjerati druge javne sluzbe da se otvore prema portebama drustva.

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3.KAKO SE ZIVOT PROMIJENIO U INSTITUCIJAMA POLICIJSKE OBUKE?

3.1 REFORMA POLICIJSKE OBUKEU FBiH

(1998.– 2003.)

Taib Spahic, Vinko Pradvic

Tekst: Bosanski jezik

UVOD

U Sarajevu je 1970. godine otpočela sa radom Srednja policijska škola unutrašnjih poslova, kao samostalna institucija za obuku policije u Bosni i Hercegovni. Prije toga policija je osposobljavana na kursovima u trajanju do 6 mjeseci. U školu su primani kandidati poslije završene osmogodišnje škole. Svi kandidati bili su muškarci, a za školovanje žena za policiju bilo je samo nekoliko pokušaja organizovanja kurseva, što nije dalo trajnije rezultate. U početku je školovanje trajalo tri godine, kasnije četiri, a jedno vrijeme primani su kandidati na dvogodišnje školovanje sa prethodno završena dva razreda srednje škole (školovanje bez općeobrazovnih predmeta), da bi opet bilo uvedeno četverogodišnje školovanje. Nastava je bila uglavnom teorijska, uz određeni broj policijskih, pa i vojnih vježbi.

U skladu sa Aneksom 11 Dejtonskog sporazuma, Bon-Petersburškim sporazumom o rekonstrukciji policije u Bosni i Hercegovini iz 1996. godine, kao i drugim sporazumima, uz pomoć međunarodne zajednice, a na osnovu izmjena i dopuna tadašnjeg Zakona o unutrašnjim poslovima Federacije Bosne i Hercegovine, oktobra 1998. godine formirana je Policijska akademija Federalnog ministarstva unutrašnjih poslova, kao osnovna institucija u Federaciji Bosne i Hercegovine za školovanje i stručno osposobljavanje policije u Federaciji Bosne i Hercegovine. Istim zakonom ukinuta je bivša Srednja (četverogodišnja) policijska škola.

Policijska akademija Federalnog ministarstva unutrašnjih poslova vrši školovanje i stručno osposobljavanje kadrova za potrebe Federalnog ministarstva unutrašnjih poslova, a u njoj se, u skladu sa Zakonom o unutrašnjim poslovima Federalnog ministarstva unutrašnjih poslova školuju i stručno usavršavaju i kadrovi za potrebe kantonalnih ministarstava unutrašnjih poslova* kao i drugih organizacija koje se bave poslovima sigurnosti.

Formiranju Akademije prethodila je jednogodišnja priprema u Federalnom ministarstvu unutrašnjih poslova, te je uz pomoć pripadnika Međunarodne zajednice utvrđen koncept osnovne obuke u Policijskoj akademiji od 6 mjeseci teorijske i 6 mjeseci praktične nastave u policijskim organizacijama.**

Za razliku od prethodnog načina školovanja po kojem su kandidati primani poslije završene osnovne škole, ili poslije završena dva razreda srednje škole, način školovanja na Policijskoj akademiji zasnovan je na novom konceptu. Kandidati se primaju sa završenom srednjom školom u građanstvu, a školovanje traje dvanaest mjeseci.

* Policijska u FBiH je decentralizovano organizovana u FMUP i deset KMUP-ova

** Ovaj koncept se smatra jednim od najmodernijih i najefikasnijih u svijetu, pa ga tako primjenjuju i razvijene zemlje, kao što su, naprimjer Kanda, Belgija i dr.

MISIJA POLICIJSKE AKADEMIJE

Radi provođenja reforme policijske obuke prema međunarodno prihvaćenim principima i standardima, odmah u početku rada utvrđena je misija Policijske akademije, i to:

Policijska akademija će težiti školovanju i stručnom usavršavanju i osposobljavanju efikasne i moderne policije prema demokratskim principima i načelima. U radu će primjenjivati savremene nastavne metode i nastavna sredstva, što će doprinijeti većem uvažavanju univerzalnih vrijednosti ljudskih prava i sloboda. Na taj način Policijska akademija će doprinijeti otvaranju policije prema građanima, jačanju uzajamnog povjerenja i partnerstva, a time i jačanju osjećaja sigurnosti, kao i poboljšanju kvaliteta življenja u zajednici.

Izjavom o misiji definisan je cilj Policijske akademije i utvrđeni strateški pravci reforme policijske obuke u Federaciji Bosne i Hercegovine.

Cilj Policijske akademije Federalnog ministarstva unutrašnjih poslova jeste da osigura visokokvalitetno i efikasno školovanje i stručno osposobljavanje i usavršavanje policije za službu u zajednici, koje će doprinijeti ukupnoj demokratizaciji i profesionalizaciji policije u Federaciji Bosne i Hercegovine. Nastavni plan i program Policijske akademije koncipiran je prema međunarodno prihvaćenim principima i standardima obuke policije. Nastavni proces zasnovan je na savremenim metodama izvođenja nastave uz poštivanje univerzalnih vrijednosti ljudskih prava i dostojanstva čovjeka.

Doprinos Policijske akademije reformi policije ostvaruje se realizacijom standardizovanih nastavnih sadržaja u kojima su uz nastavne cjeline iz policijskog profesionalnog djelovanja zastupljeni načela i principi djelovanja demokratske policije. Procesom odabira i školovanja novih policajaca Policijska akademija doprinosi uspostavi policije po principu multietničnosti, zastupljenosti žena i općenito policije u službi zajednice.

ORGANIZACIJA POLICIJSKE AKADEMIJE

Policijska akademija je organizovana u dva odjeljenja i dva odsjeka, i to: Odjeljenje za osnovnu obuku, Odjeljenje za stručno osposobljavanje i usavršavanje, Odsjek za standardizaciju obuke i Odsjek za obuku u rukovanju oružjem.

Navedena organizacija Policijske akademije je optimalna, zadovoljava postojeće standarde i nema potrebe za njenu izmjenu u narednom periodu.

U protekle četiri godine IPTF (International Police Task Force), ICITAP (International Criminal Investigative Training Assistance Program) i drugi predstavnici međunarodne zajednice, između ostalog, imali su izraženu ulogu u realizovanju selekcije kandidata za školovanje u Policijskoj akademiji i vršenju stručnog osposobljavanja i usavršavanja policije. Međunarodna zajednica je tako doprinosila uspješnijoj saradnji između kantonalnih ministarstava unutrašnjih poslova i Policijske akademije.

Na inicijativu i uz pomoć «Švicarskog projekta», početkom 2003. godine formirana je Komisija za obuku policije u FBiH, koju čine načelnici odjeljenja za obuku u kantonalnim ministarstvima unutrašnjih poslova, predstavnik Uprave policije Federalnog ministarstva unutrašnjih poslova i predstavnici Policijske akademije. Komisija, između ostalog, razmatra, utvrđuje i predlaže sljedeće:

- donošenje pravila, određivanje načina vršenja selekcije i utvrđivanje kriterija za selekciju kandidata za osnovnu obuku;
- izmjene i dopune profila zanimanja policajca (poslovi i zadaci policajca), kao osnove za izradu nastavnog plana i programa osnovne obuke;
- izmjene i dopune Nastavnog plana i programa osnovne obuke;
- razmatranje tzv. scenarija – (policijske situacije) iz pojedinih oblasti policijskog rada za izvođenje situacione nastave;
- način izvođenja praktične nastave polaznika osnovne obuke, obuka koordinatora i mentora i sl.;
- unapređenje koncepta osnovne obuke;
- utvrđivanje potreba za školovanjem polaznika osnovne obuke;
- sačinjavanje evidencija o osposobljenosti policije;
- utvrđivanje modula obuke stručnog osposobljavanja policije, te razmatranje kratkoročnih i dugoročnih planova ove obuke;
- donošenje polugodišnjeg i godišnjeg plana stručnog osposobljavanja policije u Policijskoj akademiji i na lokalnom nivou;
- angažovanje vanjskih saradnika – gostujućih nastavnika u Policijskoj akademiji, te angažovanje nastavnika i instruktora Policijske akademije u obuci policije na lokalnom nivou;
- pripreme za organizovanje i izvođenje stalne obuke policije (godišnja obuka), te utvrđivanje tzv. policijskih standarda;
- ostala pitanja iz oblasti organizovanja i unapređenja obuke policije.

U decentralizovanom sistemu policije, kakav je sada u Federaciji Bosne i Hercegovine, aktivnosti Komisije doprinjet će bržem razvoju Policijske akademije, boljoj komunikaciji sa kantonalnim ministarstvima unutrašnjih poslova, transparentnijem radu Policijske akademije, odnosno efikasnijem preuzimanju aktivnosti koje su do sada vršile IPTF, ICITAP i druge međunarodne organizacije, a radi standardizacije ukupne policijske obuke u Federaciji Bosne i Hercegovine.

UVJETI RADA

Prva generacija polaznika osnovne obuke i polaznici – (policajci) prvih oblika stručnog osposobljavanja i usavršavanja (kursevi, seminari i sl.) pohađali su nastavu u otežanim uvjetima. Na početku rada Policijska akademija je raspolagala nastavnim objektom (nastavni kabineti, dvorane za sport i dr.) bez neophodnih nastavnih učila i pomagala, kao i jednim poludevastiranim montažnim objektom za smještaj polaznika. Tadašnje teške uvjete rada Policijske akademije najbolje ilustruje podatak da se nastava u toku zime 1998./99. izvodila bez uspostavljenog centralnog sistema zagrijavanja prostorija. Polaznici su stanovali u prostorijama sa najminimalnijom opremom.

Polaznici su bili smješteni u montažnom objektu sa lošom opremom i oštećenom infrastrukturom. U zajedničkim prostorijama boravilo je po 10 i više polaznika, što je otežavalo njihov život i rad, a ukupan smještajni kapacitet iznosio je 120 kreveta.

Nastava se odvijala u nastavnom objektu koji nije bio devastiran, ali je u njemu nedostajala nastavna oprema potrebna za primjenu odgovarajućih nastavnih metoda.

U periodu do 2003. godine uz pomoć UNMIBH-a, Evropske komisije i drugih međunarodnih organizacija izvođeni su radovi na rekonstrukciji devastiranih objekata Policijske akademije.

U novim prostorijama za smještaj u skladu sa savremenim standardima sada može boraviti 350 polaznika.

Nastavni objekt opremljen je modernim nastavnim sredstvima i učilima koji omogućuju primjenu savremenih nastavnih metoda. Policijska akademija u protekle četiri godine ostvarila je napredak u primjeni savremenih metoda na način da je od table i krede, kao osnovnog nastavnog sredstva, dostignut nivo standardizovanih nastavnih priprema putem prezentacija u POWER POINT-u, primjena savremenih nastavnih metoda - situaciona nastava i druge prakseološke metode uz korištenje modernih audiovizuelnih nastavnih učila, kao i infrastrukture i opreme za izvođenje situacione nastave.

KADROVI

Stalna težnja Policijske akademije bila je da nastavnici, instruktori i drugi službenici budu osposobljeni za obavljanje svojih zadataka u skladu sa savremenim principima i metodama izvođenja nastave. Istovremeno, kadrovska struktura uspostavljena je po principu multietničnosti.

Do početka 2003. godine (završetak rekonstrukcije objekata) Policijska akademija je raspolagala ograničenim prostorom za smještaj polaznika, te tako nije bila izražena potreba za potpunom kadrovskom popunom do broja sistematizovanih radnih mjesta.

Konstantno je vršeno stručno osposobljavanje postojećih kadrova, i to na sljedeći način:

- organizovanje individualnog i kolektivnog stručnog osposobljavanja iz oblasti organizovanja i izvođenja nastave, informatike, stranih jezika, odbrambenih taktika i sl.

- u okviru «Švicarskog projekta» do sada su održana tri seminara (Dies academicus) sa težištem na razvoju i primjeni nove pedagogije u policijskoj obuci, te uvođenje novih metoda iz oblasti strategije policijskog djelovanja;
- IPTF je kontinuirano do kraja 2002. godine organizovao kurseve i seminare za nastavnike i instruktore o temama, kao što su: policija i ljudska prava, ljudsko dostojanstvo i sl. Učešćem nastavnika i instruktora u radu kurseva i seminara iz usko-stručnih policijskih poslova IPTF je značajno doprinio kvalitetnijem izvođenju nastave;
- pored vrlo značajnih specijalističkih kurseva na kojima su osposobljeni i nastavnici i instruktori, ICITAP je organizovao i izveo višesedmične kurseve sa ciljem da nastavnici, instruktori i drugi službenici Policijske akademije mogu uspješno u radu primjenjivati standardizovane nastavne metode, kvalitetno planirati i pripremati nastavu, te vršiti procjenjivanje rezultata rada polaznika.

Poslije rekonstrukcije objekata (smještajni kapacitet je povećan sa 120 na 350 mjesta) poduzete su aktivnosti da se Policijska akademija u što kraćem roku kadrovski popuni do sistematizovanog broja službenika, te da se stručno osposobljavanje kadrova kontinuirano nastavi, i to u dva pravca:

- dalje stručno osposobljavanje i usavršavanje za obavljanje poslova radnog mjesta (seminari, tečajevi, stručne posjete i sl.),
- usko-stručno osposobljavanje iz jednog ili više modula stručnog osposobljavanja policije s ciljem da jedan instruktor (ili sa više instruktora) može efikasno i kvalitetno realizovati pripremu i izvođenje određenog modula obuke u Policijskoj akademiji ili na terenu.

Na prikazani način Policijska akademija bi u budućnosti mogla samostalno (svojim kadrovima) još kvalitetnije obavljati poslove osnove obuke, organizovati i realizovati pojedine oblike stručnog osposobljavanja policije u Policijskoj akademiji (kursevi, seminari), kao i aktivno sudjelovati u realizaciji lokalne obuke u policijskim organizacijama.

Policijska akademija je organizovana tako da bez angažovanja gostujućih nastavnika ne može u potpunosti realizovati sve poslove iz svoje nadležnosti, posebno iz oblasti stručnog osposobljavanja i usavršavanja policije. Zbog toga Policijska akademija teži da dostigne optimalan odnos stalnih i gostujućih nastavnika u policijskim akademijama sa razvijenom policijskom obukom (40% stalnih i 60% gostujućih).

ISKUSTVA DRUGIH

U uspostavi i razvoju Policijske akademije značajnu ulogu imala su već dostignuta iskustva organizovanja i izvođenja policijske obuke u zemaljama razvijene demokratije koja su u Policijskoj akademiji primijenjena u cjelini ili djelimično, zavisno od postojećih zakona, propisa, uvjeta, potreba i drugih specifičnosti, i to:

- SAD - rad policije u zajednici (sistem obuke policije orijentisan prema građaninu); organizacija života i rada na policijskoj akademiji (specifičnosti vezane za tradiciju); izvođenje i razvijanje modula obuke stručnog usavršavanja policije za sve nivoe i vrste policijskih organizacija; permanentna selekcija kandidata; scenariji za situacionu nastavu; visoki nivo specijalističke obuke; aktivnosti nacionalne akademije pri FBI-ju.

- ŠVICARSKA - decentralizovani sistem policije i policijske obuke u funkciji sigurnosti građana (sličnost sa FBiH); provođenje pilot-projekata o radu policije u zajednici; marketing sigurnosti; istraživanje viktimizacije; medijatorstvo kao savremena metoda policijskog djelovanja; međusobna saradnja i uvezanost kantonalnih policija u policijskom radu i obuci; naučnoistraživački rad u oblasti policijskog djelovanja i obuka visokostručnih policijskih kadrova; rukovođenje u policiji i vrednovanje rezultata rada; primjena savremenih sredstava u operativnom policijskom radu i sl.
- NJEMAČKA - sistem policijske obuke koji omogućuje stalno stručno osposobljavanje i napredovanje u službi; razvijenost nove pedagogije u policijskoj obuci – situacione nastave; razvijenost modula stručne – specijalističke obuke policije.
- FRANCUSKA - obuka policije za efikasno izvršavanje zadataka; motociklistička obuka; obuka saobraćajne policije; angažovanje vanjskih saradnika u obuci; permanentna obuka posebno iz oblasti primjene zakonskih propisa; primjena savremenih tehničkih sredstava u radu policije i sl.
- ŠPANIJA - izvođenje situacione nastave uz primjene moderne infrastrukture («bulevar»); moderan sistem angažovanja vanjskih saradnika; selekcija kandidata na osnovu savremenih kriterija i postupaka.
- ŠVEDSKA - situaciona nastava sa primjenom scenarija koji se baziraju na rješavanju konfliktnih situacija uz dovođenje polaznika u situaciju da savladava stres, visok standard života i rada polaznika, izvođenje permanentne obuke policije, uvezanost centara obuke prema specifičnim usmjerenjima.
- BELGIJA - reforma policije i policijske obuke u savremenim uvjetima; obuka mentora praktične nastave (metoda – portfolio); primjena koncepta jednogodišnje osnovne obuke; organizovanje policijske obuke u državi (sinhronizacija decentralizovanog rada policije i centralizovane koordinacije obuke); sistem angažovanja gostujućih nastavnika (40% + 60%).
- HOLANDIJA - obuka policije orijentisana za rad u zajednici; praktična primjena metode rada policije u zajednici; školovanje policije primjenom novih modernih metoda učenja u grupama.
- TURSKA – efikanost organizacije policije; kontinuitet školovanja, općeobrazovni nastavni sadržaji u funkciji obuke policije; razvijenost specijalističke obuke.

PROFIL ZANIMANJA – POSLOVI I ZADACI POLICAJCA

Radi utvrđivanja zajedničkih osnova nastavnih planova i programa i stvaranja pretpostavki za organizovanje i izvođenje nastave u primjeni novih nastavnih metoda, policijske akademije Sarajevo i Banja Luka organizovale su raspravu o temi: analiza poslova i zadataka policajca.

Uz učešće predstavnika policijskih organizacija iz cijele Bosne i Hercegovine, utvrđen je jedinstveni opis poslova i zadataka policajca – profil zanimanja, a poslovi i zadaci policajca svrstani su u 15 grupa s ukupno 222 karakteristična posla i zadatka.

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Ukupno poslova i zadataka..... 222

Na osnovu opisa profila policajca, odnosno na osnovu navedenih poslova i zadataka, utvrđen je nastavni plan i program osnovne obuke.

Nastavni predmeti su podijeljeni na tri oblasti, i to:

- policijske procedure i postupci;
- pravna grupa predmeta;
- ostali predmeti (ljudska prava, psihologija, strani jezik i tjelesni odgoj)

NASTAVNI PLAN I PROGRAM – (6+6)

Red br.	NASTAVNI PREDMET	Sed. fond fond fond	Fond sati	Teorijska obuka	
				K.P.N.	S.N.
	Ljudska prava	1	25	17	8
	Uvod u pravo i demokratski principi	2	50	34	16
	Prekršajno i krivično pravo	3	75	51	24
	Poslovi policije i kodeks ponašanja	5	125	85	40
	Kriminalistika	4	100	68	32
	Saobraćajni propisi	3	75	51	24
	Naoružanje i sredstva prinude	4	100	68	32
	Samoodbrana i borilačke vještine	3	75	51	24
	Komunikacije i administracija	2	50	34	16
	Psihologija	1	25	17	8
	Strani jezik	2	50	34	16
	Tjelesni odgoj i prva pomoć	3	75	51	24
FOND SATI ZA 25 SEDMICA:		33	825	561	264
ZAVRŠNA SEDMICA		33	33	/	33
UKUPNO:		33	858	561 2/3	297 1/3

NAPOMENA:

- K.P.N. - Kabinetsko-poligonska nastava
- S.N. - Situaciona nastava
- Za posljednju sedmicu (33 sata) planirano je završno uvježbavanje (policijski scenarij u koji su uključeni svi aspekti rada policije)

REFORMA OSNOVNE OBUKE

Osnovna obuka na Policijskoj akademiji sastoji se od teorijske i praktične obuke i traje ukupno godinu dana. Zasniva se na intenzivnom obučavanju polaznika i to u toku šest mjeseci teorijske i šest mjeseci praktične nastave.

Teorijska nastava izvodi se na Policijskoj akademiji, a praktična obuka u organizacionim jedinicama Federalnog ministarstva i kantonalnim ministarstvima unutrašnjih poslova. Osnovna obuka zasnovana je na visokim principima poštivanja ljudskih prava i sloboda kao i visokom nivou budućeg profesionalnog i efikasnog policijskog rada.

Ovakva obuka omogućava osposobljavanje polaznika za samostalno i efikasno obavljanje policijskih poslova u službi zajednici. Realizacija obuke se zasniva na pozitivnim iskustvima policijskih institucija za obuku u zemljama visokorazvijene demokratije i savremene strategije policijskog djelovanja i pruža dobru osnovu za stalno usavršavanje i osposobljavanje u službi.

U početnoj fazi organizovanje i provođenje osnovne obuke bilo je uz učešće domaćih kadrova, ali i uz pomoć predstavnika međunarodnih policijskih snaga, što je bilo važno zbog razmjene iskustava. Nakon uspostave i kadrovskog osamostaljenja Policijske akademije, nastavljena je savjetodavna i logistička podrška međunarodne zajednice i to radi reforme i demokratizacije policijske obuke.

REFORMA OSNOVNE POLICIJSKE OBUKE NA POLICIJSKOJ AKADEMIJI ZASNOVANA JE NA USTAVU, ZAKONIMA, PROPISIMA, UVJETIMA I SPECIFIČNOSTIMA U FBIH, A UZ UVAŽAVANJE I PRIMJENU SAVREMENIH METODA IZ ZEMALJA SA RAZVIJENOM POLICIJSKOM OBUKOM.

Koncept osnovne obuke u trajanju od jedne godine, zasnovan na navedenim principima, omogućava školovanje u duhu reforme strategije policijskog djelovanja u dva osnovna pravca:

- Prevencija – koja se postiže primjenom proaktivne filozofije i stvaranjem čvrste veze i međusobnog povjerenja između policije i građana. Ova strategija bazira se na bavljenju uzrocima, a ne posljedicama, usmjerena je prema građanima i zasniva se na pet principa rada policije u zajednici: rješavanje/sprečavanje problema, usmjeravanje prema građanima u vidu utvrđivanja prioriteta za rješavanje sigurnosnih problema (socijalne potrebe), odgovornost – transparentnost prema javnosti, decentralizacija odgovornosti prema policajcima i partnerstvo.
- Efikasnost – ogleda se u osposobljavanju policajaca za brze reakcije, primjeni novih metoda, postupaka i savremene tehnike u radu, pomoću kojih se ostvaruju bolji i efikasniji rezultati u zajednici.

OBUKA USMJERENA PREMA PRAKSI – SITUACIONA NASTAVA

Nastava na Policijskoj akademiji izvodi se prema novoj metodologiji koja se zasniva na uvježbavanju policijskih radnji i procedura na približno stvarnim situacijama. U tom smislu, kao jedan od pilot-projekata pomoći Švicarske reformi policije u Bosni i Hercegovini, uspješno se razvija nova prakseološka metoda – situaciona nastava. Na pripremljenim scenarijima, koji se snimaju videotehnikom i naknadno analiziraju, polaznici uvježbavaju primjenu teorijskog znanja u praktičnim situacijama. Na taj način vrši se provjera znanja, stiču potrebne vještine, vrši se koordinacija rada sa drugim subjektima, a svoje postupke polaznici usaglašavaju s univerzalnim vrijednostima ljudskih prava i sloboda. Filozofija osnovne obuke, primjenom situacione nastave kao jedne od najvažnijih nastavnih metoda, orijentisana je prema praksi. Osnovni preduvjeti neophodni za pripremu, organizaciju i izvođenje situacione nastave su:

- Utvrđivanje opisa poslova i zadataka policajca, odnosno identifikovanje glavnih aktivnosti budućih policajaca;
- Donošenje nastavnog plana osnovne obuke u skladu s opisom poslova policajca, kao i utvrđivanja odnosa kabinetske i situacione nastave;
- Formulisanje modula obuke zasnovanih na praksi putem pripremanja praktičnih realističnih scenarija obuke;
- Korištenje neophodne infrastrukture i nastavne opreme za izvođenje obuke.

Ostvarivanjem navedenih pretpostavki moguće je organizovati situacionu nastavu kao savremenu nastavnu metodu, čijom primjenom se postiže učenje orijentisano usavršavanju vještina i postupaka.

Primjenom situacione nastave postiže se korelacija svih nastavnih sadržaja, a polaznici mogu uvježbavanjem policijskih radnji i postupaka naučiti kako da postupe u određenim situacijama sa svih aspekata policijske dužnosti u zajednici.

Izborom najrealističnijih situacija koje odražavaju policijski rad, kreativnim pristupom izradi scenarija, te stavljanjem polaznika u položaj da sami preduzimaju određene postupke i radnje, podiže se motivisanost za učenje i uspješnije razvijanje neophodnih vještina za efikasan policijski rad.

U realizaciji programskih sadržaja, pored ostalog, posebna pažnja je usmjerena na oblast ljudskih prava, krivično-procesne radnje u istražnom postupku od strane policije u svjetlu najnovijih izmjena zakona, te fizičku pripremljenost polaznika, kao i saradnju i koordinaciju aktivnosti sa drugim subjektima u zajedničkoj borbi protiv kriminala.

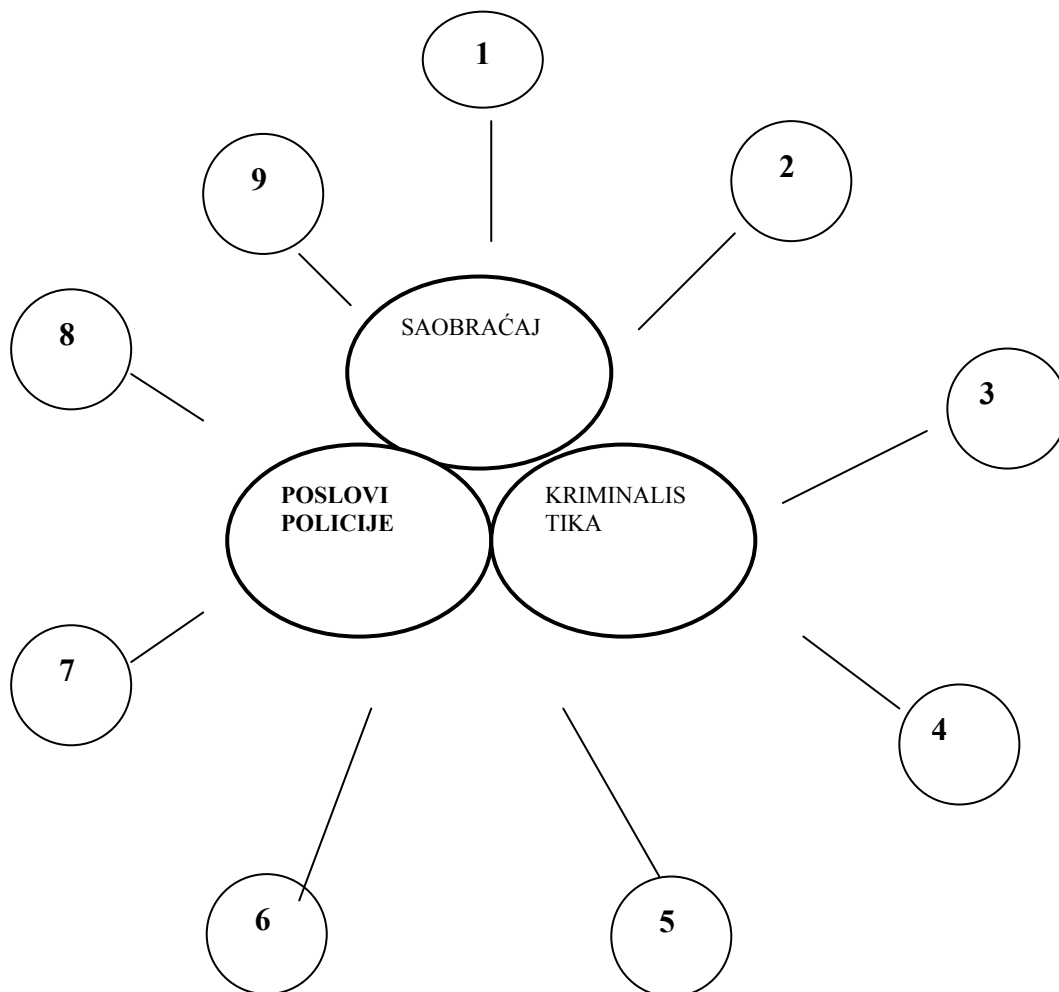
Na osnovu moguća 222 karakteristična zadatka policajca iz opisa profila, kreirana su 142 realistična scenarija za situacionu nastavu.

TEORIJSKA NASTAVA - ŠEST MJESECI

KABINETSKA NASTAVA - 2/3

SITUACIONA - 1/3
(142 SCENARIJA)

MODULI OBUKE ZA SITUACIONU NASTAVU



Shematski prikaz korelacije nastavnih sadržaja tri glavna predmeta sa preostalih deset predmeta iz Nastavnog plana i programa

Jedna od najbitnijih karakteristika situacione nastave koja se izvodi na Policijskoj akademiji jeste njena organizovanost. Unaprijed su utvrđene policijske situacije (142) i usmjereni svi nastavni sadržaji. Realizovanje je plansko i nije zavisno od pojedinca. Kreativnost i druge vrijednosti instruktora i polaznika ispoljavaju se u pripremi scenarija i neposrednom radu. Na jednoj policijskoj situaciji – scenariju uvježbavaju se radnje i postupci iz svih nastavnih sadržaja zastupljenih u osnovnoj obuci. Naknadne analize uz pregled snimljenih scenarija i zapažanja polaznika omogućavaju izobog najboljih rješenja u određenoj situaciji.

Ova nastava se izvodi svake treće sedmice i predstavlja svojevrsan rezime naučenog u prethodne dvije sedmice.

U šestomjesečnoj teorijskoj nastavi situaciona nastava je zastupljena sa 1/3 ili sa 8 sedmica.

Ostvarivanje koorelacije nastavnih sadržaja vidi se iz rasporeda rada situacione nastave za prve dvije sedmice.

Ponedjeljak	Utorak	Srijeda	Četvrtak	Petak
<p>4 nastavna sata 2 voda 4 grupe</p>	<p>4 nastavna sata 2 voda 4 grupe</p>	<p>4 nastavna sata 2 voda 4 grupe</p>	<p>4 nastavna sata 2 voda 4 grupe</p>	<p>4 nastavna sata 2 voda 4 grupe</p>
<p>4 nastavna sata 2 voda 4 grupe</p>	<p>4 nastavna sata 2 voda 4 grupe</p>	<p>4 nastavna sata 2 voda 4 grupe</p>	<p>4 nastavna sata 2 voda 4 grupe</p>	<p>4 nastavna sata 2 voda 4 grupe</p>

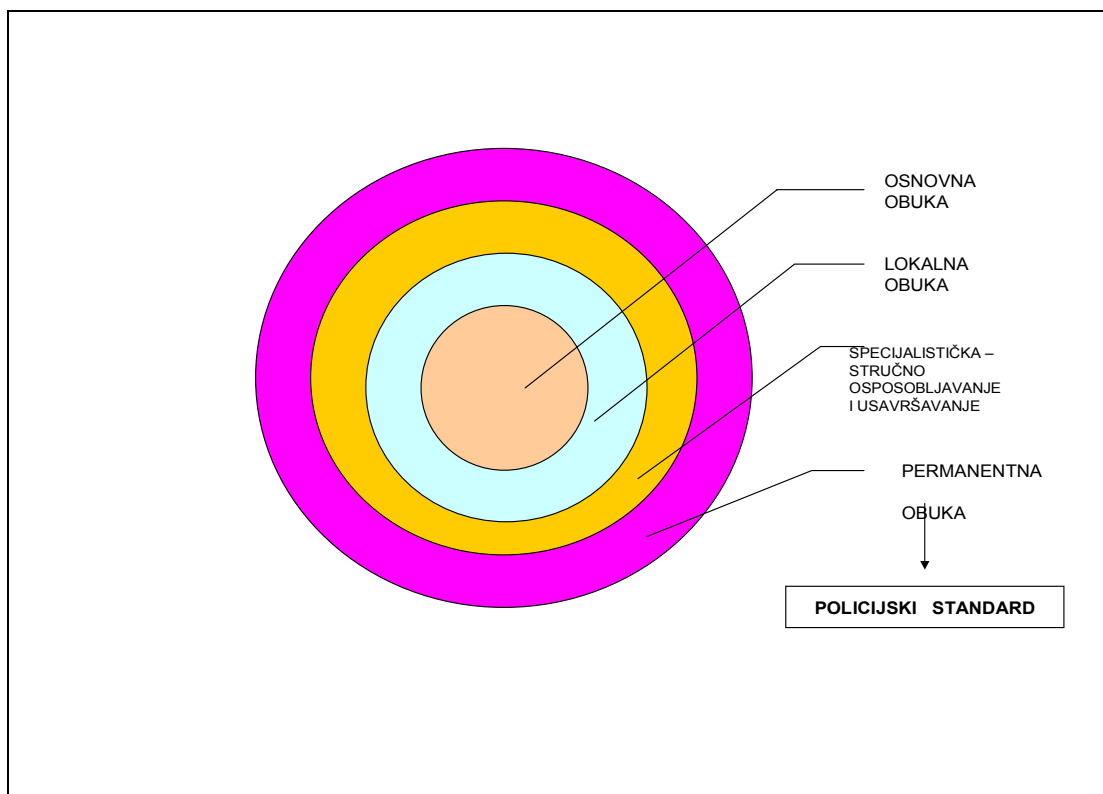
LEGENDA: PSIH - Psihologija, LJ.P. - Ljudska prava, P i K PRAVO - Prekršajno i krivično pravo, N i SRP - Naoružanje i sredstva prinude, UV U PR. - Uvod u pravo i demokratski principi, SAMOO- Samoodbrana i borilačke vještine, KOM i ADMIN - Komunikacija i administracija, FIZ i PP - Fizička kultura i prava pomoć.

Ponedjeljak	Utorak	Srijeda	Četvrtak	Petak
<div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; padding: 2px;">P i K PRAVO</div> <div style="border: 1px solid black; padding: 2px;">LJ.P.</div> </div> <div style="text-align: center; margin: 10px 0;"> </div> <div style="border: 1px solid black; padding: 5px; background-color: #ffffcc; text-align: center;"> 4 nastavna sata 2 voda 4 grupe </div>	<div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; padding: 2px;">PSIH.</div> <div style="border: 1px solid black; padding: 2px;">UV. U PR.</div> </div> <div style="text-align: center; margin: 10px 0;"> </div> <div style="border: 1px solid black; padding: 5px; background-color: #ffffcc; text-align: center;"> 4 nastavna sata 2 voda 4 grupe </div>	<div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; padding: 2px;">KOM. I ADMINI</div> <div style="border: 1px solid black; padding: 2px;">FIZ. I PP</div> </div> <div style="text-align: center; margin: 10px 0;"> </div> <div style="border: 1px solid black; padding: 5px; background-color: #ffffcc; text-align: center;"> 4 nastavna sata 2 voda 4 grupe </div>	<div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; padding: 2px;">P i K PRAVO</div> <div style="border: 1px solid black; padding: 2px;">SAM OO</div> <div style="border: 1px solid black; padding: 2px;">ENG. JEZIK</div> </div> <div style="text-align: center; margin: 10px 0;"> </div> <div style="border: 1px solid black; padding: 5px; background-color: #ffffcc; text-align: center;"> 4 nastavna sata 2 voda 4 grupe </div>	<div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; padding: 2px;">N i SRP</div> <div style="border: 1px solid black; padding: 2px;">SAM OO</div> <div style="border: 1px solid black; padding: 2px;">PP</div> </div> <div style="text-align: center; margin: 10px 0;"> </div> <div style="border: 1px solid black; padding: 5px; background-color: #ffffcc; text-align: center;"> 4 nastavna sata 2 voda 4 grupe </div>
<div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; padding: 2px;">N i SRP</div> <div style="border: 1px solid black; padding: 2px;">UV. U PRAVO</div> </div> <div style="text-align: center; margin: 10px 0;"> </div> <div style="border: 1px solid black; padding: 5px; background-color: #ffffcc; text-align: center;"> 4 nastavna sata 2 voda 4 grupe </div>	<div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; padding: 2px;">P i K PRAVO</div> <div style="border: 1px solid black; padding: 2px;">FIZ i PP</div> </div> <div style="text-align: center; margin: 10px 0;"> </div> <div style="border: 1px solid black; padding: 5px; background-color: #ffffcc; text-align: center;"> 4 nastavna sata 2 voda 4 grupe </div>	<div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; padding: 2px;">SAM OO</div> <div style="border: 1px solid black; padding: 2px;">N i SRP</div> <div style="border: 1px solid black; padding: 2px;">PP</div> </div> <div style="text-align: center; margin: 10px 0;"> </div> <div style="border: 1px solid black; padding: 5px; background-color: #ffffcc; text-align: center;"> 4 nastavna sata 2 voda 4 grupe </div>	<div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; padding: 2px;">KOM. I ADM.</div> <div style="border: 1px solid black; padding: 2px;">N i SRP</div> </div> <div style="text-align: center; margin: 10px 0;"> </div> <div style="border: 1px solid black; padding: 5px; background-color: #ffffcc; text-align: center;"> 4 nastavna sata 2 voda 4 grupe </div>	<div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; padding: 2px;">ENG. JEZIK</div> <div style="border: 1px solid black; padding: 2px;">FIZ i PP</div> </div> <div style="text-align: center; margin: 10px 0;"> </div> <div style="border: 1px solid black; padding: 5px; background-color: #ffffcc; text-align: center;"> 4 nastavna sata 2 voda 4 grupe </div>

LEGENDA: PSIH - Psihologija, LJ.P. - Ljudska prava, P i K PRAVO - Prekršajno i krivično pravo, N i SRP - Naoružanje i sredstva prinude, UV U PR. - Uvod u pravo i demokratski principi, SAMOO- Samoodbrana i borilačke vještine, KOM i ADMIN - Komunikacija i administracija, FIZ i PP - Fizička kultura i prava pomoć.

USPOSTAVA CJELOVITOG SISTEMA POLICIJSKE OBUKE U FBIH

Daljim razvijanjem osnovne obuke, ovladavanjem najvećim brojem modula stručnog osposobljavanja policije, sudjelovanjem Policijske akademije u realizaciji obuke u policijskim organizacijama – lokalna obuka, te uvođenjem tzv. permanentne obuke uspostaviti će se sistem obuke zasnovan na savremenim principima obuke policije.

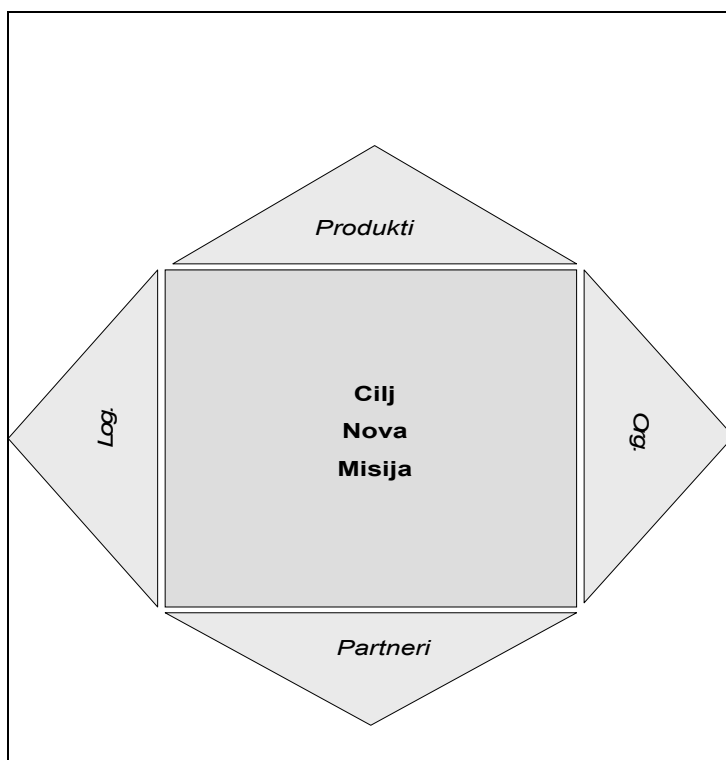


Navedeni sistem obuke trebao bi rezultirati primjenom policijskih standarda* u praksi. Na taj način bi se za vrlo kratak vremenski period (3-5 godina) mogla vrlo efikasno poboljšati obučenost policije u funkciji jačanja sigurnosti građana i poboljšanja kvaliteta življenja u zajednici.

* Pod policijskim standardom podrazumijeva se propisivanje, organizovanje i realizacija kriterija za uspješno obavljanje policijskog posla.

SCORE – CARD (KARTICA REZULTATA)

Strategija razvoja Policijske akademije i dalja reforma policijske obuke usmjereni su ciljevima koji se mogu definisati primjenom metode koja proizlazi iz balansirane SCORE-CARD:



- Zajednički cilj – školovanje, stručno usavršavanje policije prema demokratskim međunarodno prihvaćenim principima i standardima obuke za efikasnu službu u zajednici.
- Proizvodi – policajci, profesionalno efikasni, demokratski opredijeljeni
- Kadrovi i logistika – profesionalni nastavnici i instruktori (s iskustvom u policijskom radu i obučavanju), znanje, motivacija, odgovarajuća logistička podrška
- Organizacija i efikasnost – važnost odgovarajuće pozicije unutar opće organizacione strukture, kao i važnost vlastite unutrašnje organizacije; naglašeni ključni procesi u organizaciji, važnost stalnog poboljšanja kao i održivost niova nastave.
- Partneri – važnost dobre saradnje sa policijskim organizacijama, lokalnom administracijom, međunarodnim organizacijama i institucijama, a posebno sa policijskim akademijama u Bosni i Hercegovini, Evropi i svijetu.

3.1 REFORMA POLICIJSKE NAOBRAZBE U FBiH (1998. – 2003.)

Taib Spahic, Vinko Pradvic

Tekst: Hrvatski jezik

UVOD

U Sarajevu je 1970. godine otpočela s radom Srednja policijska škola unutarnjih poslova, kao samostalna institucija za naobrazbu policije u Bosni i Hercegovini. Prije toga policija je osposobljavana na tečajevima u trajanju do 6 mjeseci. U školu su primani kandidati poslije završene osmogodišnje škole. Svi kandidati bili su muškarci, a za naobrazbu žena za policiju bilo je samo nekoliko pokušaja organiziranja tečajeva, što nije dalo trajnije rezultate. U početku je školovanje trajalo tri godine, kasnije četiri, a jedno vrijeme primani su kandidati na dvogodišnja naobrazba s prethodno završena dva razreda srednje škole (naobrazba bez općeobrazovnih predmeta), da bi opet bila uvedena četverogodišnja naobrazba. Nastava je bila uglavnom teorijska uz određeni broj policijskih, pa i vojnih vježbi.

Sukladno Aneksu 11 Daytonskog sporazuma, Bonn-Petersberskim sporazumom o rekonstruiranju policije u Bosni i Hercegovini iz 1996. godine, kao i drugim sporazumima, uz pomoć međunarodne zajednice, a na temelju izmjena i dopuna tadašnjeg Zakona o unutarnjim poslovima Federacije Bosne i Hercegovine, 1998. godine formirana je Policijska akademija Federalnog ministarstva unutarnjih poslova, kao temeljna institucija u Federaciji Bosne i Hercegovine za naobrazbu i stručno osposobljavanje policije u Federaciji Bosne i Hercegovine. Istim zakonom ukinuta je bivša Srednja (četverogodišnja) policijska škola.

Policijska akademija Federalnog ministarstva unutarnjih poslova vrši naobrazbu i stručno osposobljavanje kadrova za potrebe Federalnog ministarstva unutarnjih poslova, a u njoj se, sukladno Zakonu o unutarnjim poslovima Federalnog ministarstva unutarnjih poslova osposobljavaju i stručno usavršavaju i kadrovi za potrebe kantonalnih ministarstava unutarnjih poslova** kao i drugih organizacija koje se bave poslovima sigurnosti.

Formiranju Akademije prethodila je jednogodišnja priprema u Federalnom ministarstvu unutarnjih poslova, te je uz pomoć pripadnika međunarodne zajednice utvrđen koncept temeljne naobrazbe u Policijskoj akademiji od 6 mjeseci teorijske i 6 mjeseci praktične nastave u policijskim organizacijama.**

Za razliku od prethodnog načina školovanja po kojem su kandidati primani poslije završene osnovne škole, ili poslije završena dva razreda srednje škole, način naobrazbe na Policijskoj akademiji utemeljen je na novom konceptu. Kandidati se primaju sa završenom srednjom školom u građanstvu, a naobrazba traje dvanaest mjeseci.

* Policijska u FBiH je decentralizirano organizirana u FMUP i deset KMUP-ova

**Ovaj se koncept smatra jednim od najmodernijih i najefikasnijih u svijetu, pa ga tako primijenjuju i razvijene zemlje, kao što su, naprimjer Kanda, Belgija i dr.

MISIJA POLICIJSKE AKADEMIJE

Radi provođenja reforme policijske naobrazbe prema međunarodno prihvaćenim principima i standardima, odmah u početku rada utvrđena je misija Policijske akademije, i to:

Policijska će akademija težiti naobrazbi i stručnom usavršavanju i osposobljavanju efikasne i moderne policije prema demokratskim principima i načelima. U radu će primjenjivati suvremene nastavne metode i nastavna sredstva, što će doprinijeti većem uvažavanju univerzalnih vrijednosti ljudskih prava i sloboda. Na taj će način Policijska akademija doprinijeti otvaranju policije prema građanima, jačanju uzajamnog povjerenja i partnerstva, a time i jačanju osjećaja sigurnosti, kao i poboljšanju kvalitete življenja u zajednici.

Izjavom o misiji definiran je cilj Policijske akademije i utvrđeni strateški pravci reforme policijske naobrazbe u Federaciji Bosne i Hercegovine.

Cilj Policijske akademije Federalnog ministarstva unutarnjih poslova jeste da osigura visokokvalitetnu i efikasnu naobrazbu i stručno osposobljavanje i usavršavanje policije za službu u zajednici, koje će doprinijeti ukupnoj demokratizaciji i profesionalizaciji policije u Federaciji Bosne i Hercegovine. Nastavni plan i program Policijske akademije koncipiran je prema međunarodno prihvaćenim principima i standardima naobrazbe policije. Nastavni se proces temelji na suvremenim metodama izvođenja nastave uz uvažavanje univerzalnih vrijednosti ljudskih prava i dostojanstva čovjeka.

Doprinos Policijske akademije reformi policije ostvaruje se realiziranjem standardiziranih nastavnih sadržaja u kojima su uz nastavne cjeline iz policijskog profesionalnog djelovanja zastupljeni načela i principi djelovanja demokratske policije. Procesom odabira i naobrazbe novih policajaca Policijska akademija doprinosi uspostavi policije po principu multietničnosti, zastupljenosti žena i općenito policije u službi zajednice.

USTROJ POLICIJSKE AKADEMIJE

Policijska je akademija ustrojena u dva odjela i dva odsjeka, i to: Odjel za temeljnu naobrazbu, Odjel za stručno osposobljavanje i usavršavanje, Odsjek za standardizaciju naobrazbe i Odsjek za obuku u rukovanju oružjem.

Navedeni ustroj Policijske akademije je optimalan, zadovoljava postojeće standarde i nema potrebe za njenu izmjenu u narednom periodu.

U protekle četiri godine IPTF (International Police Task Force), ICITAP (International Criminal Investigative Training Assistance Program) i drugi predstavnici međunarodne zajednice, između ostalog, imali su izraženu ulogu u realiziranju izbora kandidata za naobrazbu u Policijskoj akademiji i vršenju stručnog osposobljavanja i usavršavanja policije. Međunarodna zajednica je tako doprinosila uspješnijoj suradnji između kantonalnih ministarstava unutarnjih poslova i Policijske akademije.

Na inicijativu i uz pomoć «Švicarskog projekta», početkom 2003. godine formirana je Komisija za naobrazbu policije u FBiH, koju čine načelnici odjela za obuku u kantonalnim ministarstvima unutarnjih poslova, predstavnik Uprave policije Federalnog ministarstva unutarnjih poslova i predstavnici Policijske akademije. Komisija, između ostalog, razmatra, utvrđuje i predlaže:

- donošenje pravila, određivanje načina vršenja izbora i utvrđivanje kriterija za izbor kandidata za temeljnu naobrazbu;
- izmjene i dopune profila zanimanja policajca (poslovi i zadaće policajca), kao osnove za izradu nastavnog plana i programa temeljne naobrazbe;
- izmjene i dopune Nastavnog plana i programa temeljne naobrazbe;
- razmatranje tzv. scenarija – (policijske situacije) iz pojedinih oblasti policijskog rada za izvođenje situacione nastave;
- način izvođenja praktične nastave polaznika temeljne naobrazbe, naobrazbe koordinatora i mentora i sl.;
- unapređenje koncepta temeljne naobrazbe;
- utvrđivanje potreba za temeljnu naobrazbu polaznika;;
- sačinjavanje evidencija o osposobljenosti policije;
- utvrđivanje modula naobrazbe stručnog osposobljavanja policije, te razmatranje kratkoročnih i dugoročnih planova ove naobrazbe;
- donošenje polugodišnjeg i godišnjeg plana stručnog osposobljavanja policije u Policijskoj akademiji i na lokalnoj razini;
- angažiranje vanjskih suradnika – gostujućih nastavnika u Policijskoj akademiji, te angažiranje nastavnika i instruktora Policijske akademije u naobrazbi policije na lokalnoj razini;
- pripreme za organiziranje i izvođenje stalne naobrazbe policije (godišnja naobrazba), te utvrđivanje tzv. policijskih standarda;
- ostala pitanja iz oblasti organiziranja i unapređenja naobrazbe policije.

U decentraliziranom sustavu policije, kakav je sada u Federaciji Bosne i Hercegovine, aktivnosti Komisije doprinijeti će bržem razvoju Policijske akademije, boljem komuniciranju sa kantonalnim ministarstvima unutarnjih poslova, transparentnijem radu Policijske akademije, odnosno efikasnijem preuzimanju aktivnosti koje su do sada vršile IPTF, ICITAP i druge međunarodne organizacije, a s ciljem standardiziranja ukupne policijske naobrazbe u Federaciji Bosne i Hercegovine.

UVJETI RADA

Prva generacija polaznika temeljne naobrazbe i polaznici – (policajci) prvih oblika stručnog osposobljavanja i usavršavanja (tečajevi, seminari i sl.) pohađali su nastavu u otežanim uvjetima. Na početku rada Policijska je akademija raspolagala nastavnim objektom (nastavni kabineti, dvorane za sport i dr.) bez neophodnih nastavnih učila i pomagala, kao i jednim poludevastiranim montažnim objektom za smještaj polaznika. Tadašnje teške uvjete rada Policijske akademije najbolje ilustruje podatak da se nastava tijekom zime 1998/99. izvodila bez uspostavljenog centralnog sustava zagrijavanja prostorija. Polaznici su stanovali u prostorijama s najminimalnijom opremom.

Polaznici su bili smješteni u montažnom objektu s lošom opremom i oštećenom infrastrukturom. U zajedničkim prostorijama boravilo je po 10 i više polaznika, što je otežavalo njihov život i rad, a ukupan smještajni kapacitet iznosio je 120 kreveta.

Nastava se odvijala u nastavnom objektu koji nije bio devastiran, ali je u njemu nedostajala nastavna oprema potrebna za primjenu odgovarajućih nastavnih metoda.

U vremenu do 2003. godine uz pomoć UNMIBH-a, Europske komisije i drugih međunarodnih organizacija izvođeni su radovi na rekonstruiranju devastiranih objekata Policijske akademije.

U novim prostorijama za smještaj sukladno suvremenim standardima sada može boraviti 350 polaznika.

Nastavni je objekt opremljen modernim nastavnim sredstvima i učilima koji omogućuju primjenu suvremenih nastavnih metoda. Policijska je akademija u protekle četiri godine ostvarila napredak u primjeni suvremenih metoda na način da je od table i krede, kao temeljnog nastavnog sredstva, dostignuta razina standardiziranih nastavnih priprema putem prezentiranja u POWER POINT-u, primjena suvremenih nastavnih metoda - situaciona nastava i druge prakseološke metode uz korištenje modernih audiovizuelnih nastavnih učila, kao i infrastrukture i opreme za izvođenje situacione nastave.

KADROVI

Stalna težnja Policijske akademije bila je da nastavnici, instruktori i drugi službenici budu osposobljeni za obavljanje svojih zadaća sukladno suvremenim principima i metodama izvođenja nastave. Istodobno, kadrovska je struktura uspostavljena po principu multietičnosti.

Do početka 2003. godine (završetak obnova objekata) Policijska je akademija raspolagala ograničenim prostorom za smještaj polaznika, te tako nije bila izražena potreba za potpunom kadrovskom popunom do broja sistematiziranih radnih mjesta.

Konstantno je vršeno stručno osposobljavanje postojećih kadrova, i to na slijedeći način:

- organiziranje individualnog i kolektivnog stručnog osposobljavanja iz oblasti organiziranja i izvođenja nastave, informatike, stranih jezika, obrambenih taktika i sl.
- u okviru «Švicarskog projekta» do sada su održana tri seminara (Dies academicus) s težištem na razvoju i primjeni nove pedagogije u policijskoj naobrazbi, te uvođenje novih metoda iz oblasti strategije policijskog djelovanja;
- IPTF je kontinuirano do kraja 2002. godine organizirao tečajeve i seminare za nastavnike i instruktore o temama, kao što su: policija i ljudska prava, ljudsko dostojanstvo i sl. Sudjelovanjem nastavnika i instruktora u radu tečajeva i seminara i usko-stručnih policijskih poslova IPTF je značajno doprinio kvalitetnijem izvođenju nastave;
- pored vrlo značajnih specijalističkih tečajeva na kojima su osposobljeni i nastavnici i instruktori, ICITAP je organizirao i izveo višetjedne tečajeve s ciljem da nastavnici, instruktori i drugi službenici Policijske akademije mogu uspješno u radu primjenjivati standardizirane nastavne metode, kvalitetno planirati i pripremati nastavu, te vršiti prosudjivanje rezultata rada polaznika.

Poslije obnove objekata (smještajni kapacitet je povećan sa 120 na 350 mjesta), poduzete su aktivnosti da se Policijska akademija u što kraćem roku kadrovski popuni do sistematiziranog broja službenika, te da se stručno osposobljavanje kadrova kontinuirano nastavi, i to u dva pravca:

- daljnje stručno osposobljavanje i usavršavanje za obavljanje poslova radnoga mjesta (seminari, tečajevi, stručne posjete i sl.),
- usko-stručno osposobljavanje iz jednog ili više oblika stručnog osposobljavanja policije s ciljem da jedan instruktor (ili više instruktora) može efikasno i kvalitetno realizirati pripremu i izvođenje određenog oblika obuke u Policijskoj akademiji ili na terenu.

Na taj način Policijska akademija bi u budućnosti mogla samostalno (svojim kadrovima) još kvalitetnije obavljati poslove temeljne obuke, organizirati i realizirati pojedine oblike stručnog osposobljavanja policije u Policijskoj akademiji (tečajevi, seminari), kao i aktivno sudjelovati u realiziranju lokalne naobrazbe u policijskim organizacijama.

Policijska akademija je organizirana tako da bez angažiranja gostujućih nastavnika ne može u potpunosti realizirati sve poslove iz svoje nadležnosti, posebice iz oblasti stručnog osposobljavanja i usavršavanja policije. Zbog toga Policijska akademija teži dostignuću optimalanog odnosa stalnih i gostujućih nastavnika u policijskim akademijama s razvijenom policijskom naobrazbom (40% stalnih i 60% gostujućih).

ISKUSTVA DRUGIH

U uspostavi i razvoju Policijske akademije značajnu ulogu imala su već dostignuta iskustva organiziranja i izvođenja policijske obuke u zemaljama razvijene demokracije koja su u Policijskoj akademiji primijenjena u cjelosti ili djelimično, zavisno od postojećih zakona, propisa, uvjeta, potreba i drugih posebnosti, i to:

- SAD - rad policije u zajednici (sustav naobrazbe policije orijentiran prema građaninu); organiziranje života i rada na policijskoj akademiji (posebnosti vezane za tradiciju); izvođenje i razvijanje oblika izobrazbe stručnog usavršavanja policije za sve razine i vrste

policijskih organizacija; stalni izbor kandidata; scenariji za situacionu nastavu; visoka razina specijalističke naobrazbe; aktivnosti nacionalne akademije pri FBI-ju.

- ŠVICARSKA - decentralizirani sustav policije i policijske naobrazbe u funkciji sigurnosti građana (sličnost sa FBiH); provođenje pilot-projekata o radu policije u zajednici; marketing sigurnosti; istraživanje viktimizacije; medijatorstvo kao suvremena metoda policijskog djelovanja.; međusobna suradnja i uvezanost kantonalnih policija u policijskom radu i obuci; znanstvenoistraživački rad u oblasti policijskog djelovanja i naobrazba visokostručnih policijskih kadrova; rukovođenje u policiji i vrednovanje rezultata rada; primjena suvremenih sredstava u operativnom policijskom radu i sl.

- NJEMAČKA - sustav policijske naobrazbe koji omogućuje stalno stručno osposobljavanje i napredovanje u službi; razvijenost nove pedagogije u policijskoj naobrazbi – situacione nastave; razvijenost oblika stručne – specijalističke naobrazbe policije.

- FRANCUSKA - naobrazba policije za efikasno izvršavanje zadaća; motociklistička naobrazba; naobrazba prometne policije; angažiranje vanjskih suradnika u naobrazbi; stalna naobrazba, posebice iz oblasti primjene zakonskih propisa; primjena suvremenih tehničkih sredstava u radu policije i sl.

- ŠPANJOLSKA - izvođenje situacione nastave uz primjenu moderne infrastrukture («bulevar»); moderan sustav angažiranja vanjskih suradnika; izbor kandidata na temelju suvremenih kriterija i postupaka.

- ŠVEDSKA - situaciona nastava s primjenom scenarija koji se temelje na rješavanju konfliktnih situacija uz dovođenje polaznika u situaciju da savladava stres, visok standard života i rada polaznika, izvođenje stalne naobrazbe policije, uvezanost središta za naobrazbu prema posebnim usmjerenjima.

- BELGIJA - reforma policije i policijske naobrazbe u suvremenim uvjetima; izobrazba mentora praktične nastave (metoda – portfolio); primjena koncepta jednogodišnje temeljne naobrazbe; organiziranje policijske naobrazbe u državi (sinhroniziranje decentraliziranog rada policije i centralizirane koordinacije naobrazbe); sustav angažiranja gostujućih nastavnika (40% + 60%).

- NIZOZEMSKA - naobrazba policije orijentirana za rad u zajednici; praktična primjena metode rada policije u zajednici; naobrazba policije primjenom novih modernih metoda učenja u skupinama.

- TURSKA – efikasnost organiziranja policije; kontinuitet naobrazbe, općeobrazovni nastavni sadržaji u funkciji naobrazbe policije; razvijenost specijalističke izobrazbe.

PROFIL ZANIMANJA – POSLOVI I ZADAĆE POLICAJCA

Radi utvrđivanja zajedničke osnove nastavnih planova i programa i stvaranja pretpostavki za organiziranje i izvođenje nastave primjenom novih nastavnih metoda, policijske akademije Sarajevo i Banja Luka su organizirale raspravu o temi: analiza poslova i zadaća policajca.

Uz sudjelovanje predstavnika policijskih organizacija iz cijele Bosne i Hercegovine, utvrđen je jedinstveni opis poslova i zadaća policajca – profil zanimanja, a poslovi i zadaće policajca svrstani su u 15 skupina s ukupno 222 karakteristična posla i zadaće.

1. Kodeks ponašanja policajca.....	8
2. Održavanje javnog reda i mira.....	44
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4. Istraga kaznenih djela.....	13
5. Kontrola dokumenata.....	6
6. Zaštita osoba i objekata.....	5
7. Odgovaranje na žurne slučajeve.....	21
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9. Rad policije u zajednici / prevencija kriminala.....	8
10. Rad s motornim vozilima.....	11
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12. Uhićenja, pretrage i pretresi.....	15
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Ukupno poslova i zadaća..... 222

Na temelju opisa profila policajca, odnosno na temelju navedenih poslova i zadaća, utvrđen je nastavni plan i program temeljne naobrazbe.

Nastavni su predmeti podijeljeni na tri oblasti, i to:

- policijske procedure i postupci;
- pravna skupina predmeta;
- ostali predmeti (ljudska prava, psihologija, strani jezik i tjelesna kultura)

NASTAVNI PLAN I PROGRAM NAOBRAZBE– (6+6)

Red · br.	NASTAVNI PREDMET	Tjedni fond	Fond sati	Teorijska naobrazba	
				K.P.N.	S.N.
	Ljudska prava	1	25	17	8
	Uvod u pravo i demokratski principi	2	50	34	16
	Prekršajno i kazнено pravo	3	75	51	24
	Poslovi policije i kodeks ponašanja	5	125	85	40
	Kriminalistika	4	100	68	32
	Prometni propisi	3	75	51	24
	Naoružanje i sredstva prinude	4	100	68	32
	Samoobrana i borilačke vještine	3	75	51	24
	Komunikacije i administracija	2	50	34	16
	Psihologija	1	25	17	8
	Strani jezik	2	50	34	16
	Tjelesna kultura i prva pomoć	3	75	51	24
FOND SATI ZA 25 TJEDANA:		33	825	561	264
ZAVRŠNI TJEDAN		33	33	/	33
UKUPNO:		33	858	561 2/3	297 1/3

NAPOMENA:

- K.P.N. - Kabinetsko-poligonska nastava
- S.N. - Situaciona nastava
- Za posljednji tjedan (33 sata) planirano je završno uvježbavanje (policijski scenarij u koji su uključeni svi aspekti rada policije)

REFORMA TEMELJNE NAOBRAZBE

Temeljna naobrazba na Policijskoj akademiji se sastoji od teorijske i praktične naobrazbe i traje ukupno godinu dana. Temelji se na intenzivnoj naobrazbi polaznika i to u toku šest mjeseci teorijske i šest mjeseci praktične nastave.

Teorijska se nastava izvodi na Policijskoj akademiji, a praktična naobrazba u organizacijskim jedinicama Federalnog ministarstva i kantonalnim ministarstvima unutarnjih poslova. Ova se naobrazba temelji na visokim principima štovanja ljudskih prava i sloboda kao i visokoj razini budućeg profesionalnog i efikasnog policijskog rada.

Ovakva naobrazba omogućava osposobljavanje polaznika za samostalno i efikasno obavljanje policijskih poslova u službi zajednici. Realiziranje naobrazbe temelji se na pozitivnim iskustvima policijskih institucija za naobrazbu u zemljama visokorazvijene demokracije i suvremene strategije policijskog djelovanja i pruža dobar temelj za stalno usavršavanje i osposobljavanje u službi.

U početnoj fazi ustroj i provodjenje temeljne naobrazbe bilo je uz sudjelovanje domaćih kadrova, ali i uz pomoć predstavnika međunarodnih policijskih snaga, što je bilo važno zbog razmjene iskustava. Nakon uspostave i kadrovske osamostaljenja Policijske akademije, nastavljena je savjetodavna i logistička potpora međunarodne zajednice, i to radi reforme i demokratizacije policijske naobrazbe.

REFORMA TEMELJNE POLICIJSKE NAOBRAZBE NA POLICIJSKOJ AKADEMIJI UTEMELJENA JE NA USTAVU, ZAKONIMA, PROPISIMA, UVJETIMA I POSEBITOSTIMA U FBIH, A UZ UVAZAVANJE I PRIMJENU SUVREMENIH METODA IZ ZEMALJA S RAZVIJENOM POLICIJSKOM NAOBRAZBOM.

Koncept temeljne naobrazbe u trajanju od jedne godine, utemeljen na navedenim principima, omogućava naobrazbu u duhu reforme strategije policijskog djelovanja u dva pravca:

- **Prevenција** – koja se postiže primjenom proaktivne filozofije i stvaranjem čvrste veze i međusobnog povjerenja između policije i građana. Ova strategija bazira se na bavljenju uzrocima, a ne posljedicama, usmjerena je prema građanima i temelji se na pet principa rada policije u zajednici: rješavanje/sprečavanje problema, usmjeravanje prema građanima u vidu utvrđivanja prioriteta za rješavanje sigurnosnih problema (socijalne potrebe), odgovornost – transparentnost prema javnosti, decentraliziranje odgovornosti prema policajcima i partnerstvo.
- **Efikasnost** – ogleda se u osposobljavanju policajaca za brze reakcije, primjeni novih metoda, postupaka i suvremene tehnike u radu, pomoću kojih se ostvaruju bolji i efikasniji rezultati u zajednici.

NAOBRAZBA USMJERENA PREMA PRAKSI – SITUACIONA NASTAVA

Nastava na Policijskoj akademiji izvodi se prema novoj metodologiji koja se temelji na uvježbavanju policijskih radnji i procedura na približno stvarnim situacijama. U tom smislu, kao jedan od pilot projekata pomoci Švicarske reformi policije u Bosni i Hercegovini, uspješno se razvija nova prakseološka metoda – situaciona nastava. Na pripremljenim scenarijima, koji se snimaju videotehnikom i naknadno analiziraju, polaznici uvježbavaju primjenu teorijskog znanja u praktičnim situacijama. Na taj način vrši se provjera znanja, stiču potrebne vještine, vrši se koordinacija rada s drugim subjektima, a svoje postupke polaznici usaglasavaju s univerzalnim vrijednostima ljudskih prava i sloboda.

Filozofija temeljne naobrazbe, primjenom situacione nastave kao jedne od najvažnijih nastavnih metoda, orijentirana je prema praksi. Temeljni preduvjeti neophodni za pripremu, organiziranje i izvođenje situacione nastave su:

- Utvrđivanje opisa poslova i zadaća policajca, odnosno identificiranje glavnih aktivnosti budućih policajaca;
- Donošenje nastavnog plana temeljne obuke sukladno opisu poslova policajca, kao i utvrđivanje odnosa kabinetske i situacione nastave;
- Formuliranje oblika naobrazbe temeljenih na praksi putem pripremanja praktičnih realističnih scenarija;
- Uporaba neophodne infrastrukture i nastavne opreme.

Ostvarivanjem navedenih pretpostavki moguće je organizirati situacionu nastavu kao suvremenu nastavnu metodu, čijom primjenom se postiže učenje orijentirano usavršavanju vještina i postupaka.

Primjenom situacione nastave postiže se korelacija svih nastavnih sadržaja, a polaznici mogu uvježbavanjem policijskih radnji i postupaka naučiti kako postupiti u određenim situacijama sa svih aspekata policijske dužnosti u zajednici.

Izborom najrealističnijih situacija koje odražavaju policijski rad, kreativnim pristupom izradi scenarija, te stavljanjem polaznika u položaj da sami poduzimaju određene postupke i radnje, podiže se motiviranost za učenje i uspješnije razvijanje neophodnih vještina za efikasan policijski rad.

U izvođenju programskih sadržaja, pored ostalog, posebna pažnja je usmjerena na oblast ljudskih prava, kazneno-procesne radnje u istražnom postupku od strane policije u svjetlu najnovijih izmjena zakona, te tjelesnu pripremljenost polaznika, kao i suradnju i koordiniranje aktivnosti sa drugim subjektima u zajedničkoj borbi protiv kriminala.

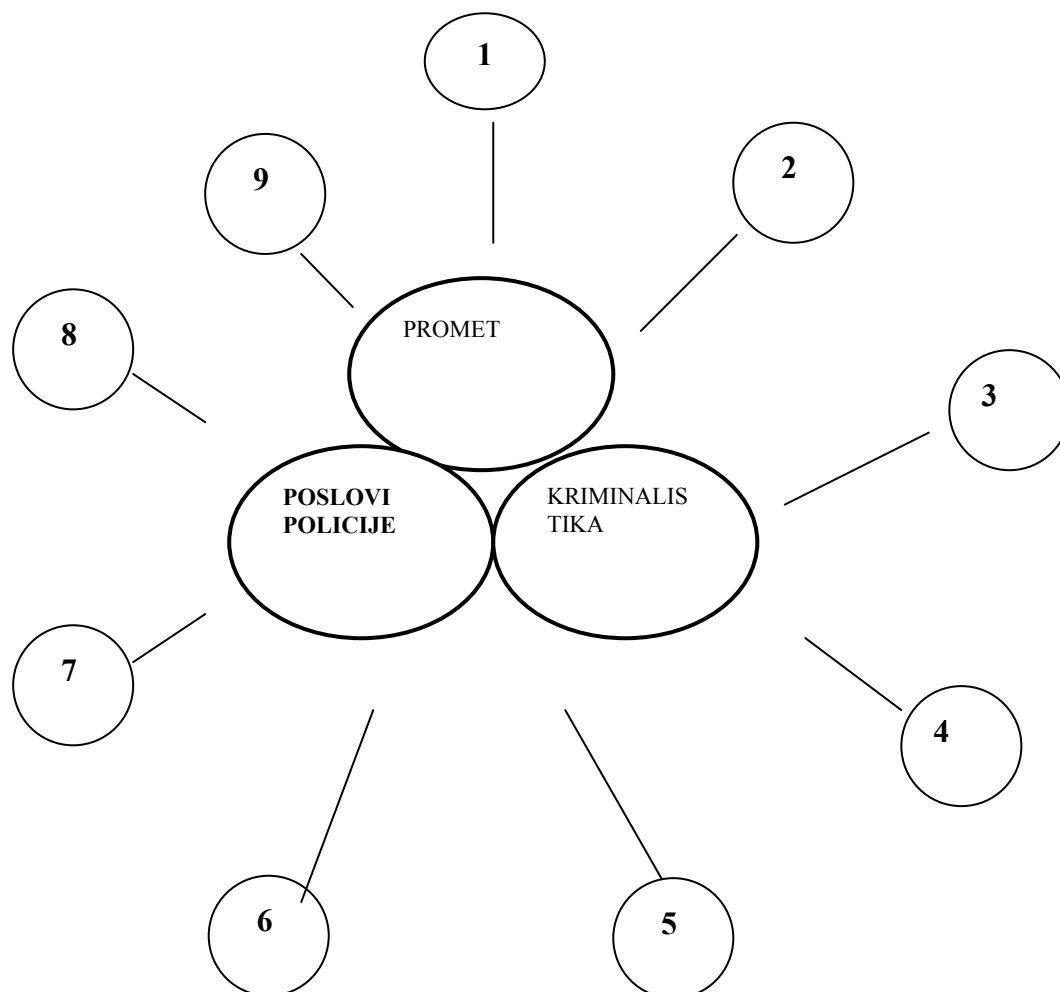
Na temelju moguće 222 karakteristične zadaće policajca iz opisa profila, kreirana su 142 realistična scenarija za situacionu nastavu.

TEORIJSKA NASTAVA - ŠEST MJESECI

KABINETSKA NASTAVA - 2/3

SITUACIONA - 1/3
(142 SCENARIJA)

OBLICI NAOBRAZBE ZA SITUACIONU NASTAVU



Jedna od najbitnijih karakteristika situacione nastave koja se izvodi na Policijskoj akademiji jeste njena organiziranost. Unaprijed su utvrđene policijske situacije (142) i usmjereni svi nastavni sadržaji. Realiziranje je plansko i nije ovisno o pojedincu. Kreativnost i druge vrijednosti instruktora i polaznika ispoljavaju se u pripremi scenarija i neposrednom radu. Na jednoj policijskoj situaciji – scenariju uvježbavaju se radnje i postupci iz svih nastavnih sadržaja zastupljenih u temeljnoj naobrazbi. Naknadne analize uz pregled snimljenih scenarija i zapažanja polaznika omogućuju izbor najboljih rješenja u određenoj situaciji.

Ova nastava se izvodi svaki treći tjedan i predstavlja svojevrsan rezime naučenog u prethodna dva tjedna.

U šestomjesečnoj teorijskoj nastavi situaciona nastava je zastupljena sa 1/3 ili sa 8 tjedana.

Ostvarenje koorelacije nastavnih sadržaja vidljivo je iz rasporeda rada situacione nastave za prva dva tjedna.

Ponedjeljak	Utorak	Srijeda	Četvrtak	Petak
<p>4 nastavna sata 2 voda 4 grupe</p>	<p>4 nastavna sata 2 voda 4 grupe</p>	<p>4 nastavna sata 2 voda 4 grupe</p>	<p>4 nastavna sata 2 voda 4 grupe</p>	<p>4 nastavna sata 2 voda 4 grupe</p>
<p>4 nastavna sata 2 voda 4 grupe</p>	<p>4 nastavna sata 2 voda 4 grupe</p>	<p>4 nastavna sata 2 voda 4 grupe</p>	<p>4 nastavna sata 2 voda 4 grupe</p>	<p>4 nastavna sata 2 voda 4 grupe</p>

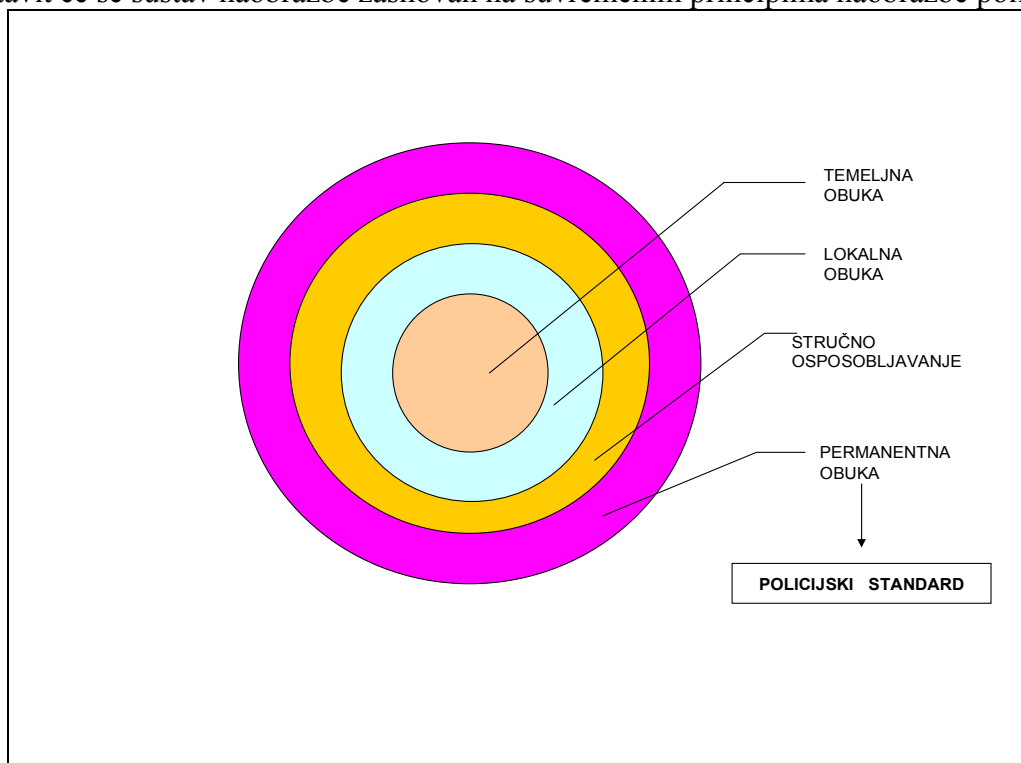
LEGENDA: PSIH - Psihologija, LJ.P. - Ljudska prava, P i K PRAVO - Prekršajno i kazneno pravo, N i SRP - Naoružanje i sredstva prinude, UV U PR. - Uvod u pravo i demokratski principi, SAMOO- Samoobrana i borilačke vještine, KOM i ADMIN - Komunikacija i administracija, TJ i PP - Tjelesna kultura i prva pomoć.

Ponedjeljak	Utorak	Srijeda	Četvrtak	Petak
<div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; padding: 2px;">P i K PRAVO</div> <div style="border: 1px solid black; padding: 2px;">LJ.P.</div> </div> <div style="text-align: center; margin: 10px 0;"> </div> <div style="background-color: yellow; padding: 5px; text-align: center;"> 4 nastavna sata 2 voda 4 grupe </div>	<div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; padding: 2px;">PSIH.</div> <div style="border: 1px solid black; padding: 2px;">UV. U PR.</div> </div> <div style="text-align: center; margin: 10px 0;"> </div> <div style="background-color: yellow; padding: 5px; text-align: center;"> 4 nastavna sata 2 voda 4 grupe </div>	<div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; padding: 2px;">KOM. I ADMI</div> <div style="border: 1px solid black; padding: 2px;">FIZ. I PP</div> </div> <div style="text-align: center; margin: 10px 0;"> </div> <div style="background-color: yellow; padding: 5px; text-align: center;"> 4 nastavna sata 2 voda 4 grupe </div>	<div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; padding: 2px;">P i K PRAVO</div> <div style="border: 1px solid black; padding: 2px;">SAM OO</div> <div style="border: 1px solid black; padding: 2px;">ENG. JEZIK</div> </div> <div style="text-align: center; margin: 10px 0;"> </div> <div style="background-color: yellow; padding: 5px; text-align: center;"> 4 nastavna sata 2 voda 4 grupe </div>	<div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; padding: 2px;">N i SRP</div> <div style="border: 1px solid black; padding: 2px;">SAM OO</div> <div style="border: 1px solid black; padding: 2px;">PP</div> </div> <div style="text-align: center; margin: 10px 0;"> </div> <div style="background-color: yellow; padding: 5px; text-align: center;"> 4 nastavna sata 2 voda 4 grupe </div>
<div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; padding: 2px;">N i SRP</div> <div style="border: 1px solid black; padding: 2px;">UV. U PRAVO</div> </div> <div style="text-align: center; margin: 10px 0;"> </div> <div style="background-color: yellow; padding: 5px; text-align: center;"> 4 nastavna sata 2 voda 4 grupe </div>	<div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; padding: 2px;">P i K PRAVO</div> <div style="border: 1px solid black; padding: 2px;">FIZ i PP</div> </div> <div style="text-align: center; margin: 10px 0;"> </div> <div style="background-color: yellow; padding: 5px; text-align: center;"> 4 nastavna sata 2 voda 4 grupe </div>	<div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; padding: 2px;">SAM OO</div> <div style="border: 1px solid black; padding: 2px;">N i SRP</div> <div style="border: 1px solid black; padding: 2px;">PP</div> </div> <div style="text-align: center; margin: 10px 0;"> </div> <div style="background-color: yellow; padding: 5px; text-align: center;"> 4 nastavna sata 2 voda 4 grupe </div>	<div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; padding: 2px;">KOM. I ADM.</div> <div style="border: 1px solid black; padding: 2px;">N i SRP</div> </div> <div style="text-align: center; margin: 10px 0;"> </div> <div style="background-color: yellow; padding: 5px; text-align: center;"> 4 nastavna sata 2 voda 4 grupe </div>	<div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; padding: 2px;">ENG. JEZIK</div> <div style="border: 1px solid black; padding: 2px;">FIZ i PP</div> </div> <div style="text-align: center; margin: 10px 0;"> </div> <div style="background-color: yellow; padding: 5px; text-align: center;"> 4 nastavna sata 2 voda 4 grupe </div>

LEGENDA: PSIH - Psihologija, LJ.P. - Ljudska prava, P i K PRAVO - Prekršajno i kazneno pravo, N i SRP - Naoružanje i sredstva prinude, UV U PR. - Uvod u pravo i demokratski principi, SAMOO- Samoobrana i borilačke vještine, KOM i ADMIN - Komunikacija i administracija, TJ i PP - Tjelesna kultura i prva pomoć.

USPOSTAVA CJELOVITOG SUSTAVA POLICIJSKE NAOBRABZE U FBIH

Daljim razvijanjem temeljne naobrazbe, ovladavanjem najvećeg broja oblika stručnog osposobljavanja policije, sudjelovanjem Policijske akademije u realiziranju izobrazbe u policijskim organizacijama – lokalna izobrazba, te uvođenjem tzv. stalne izobrazbe uspostaviti će se sustav naobrazbe zasnovan na suvremenim principima naobrazbe policije.

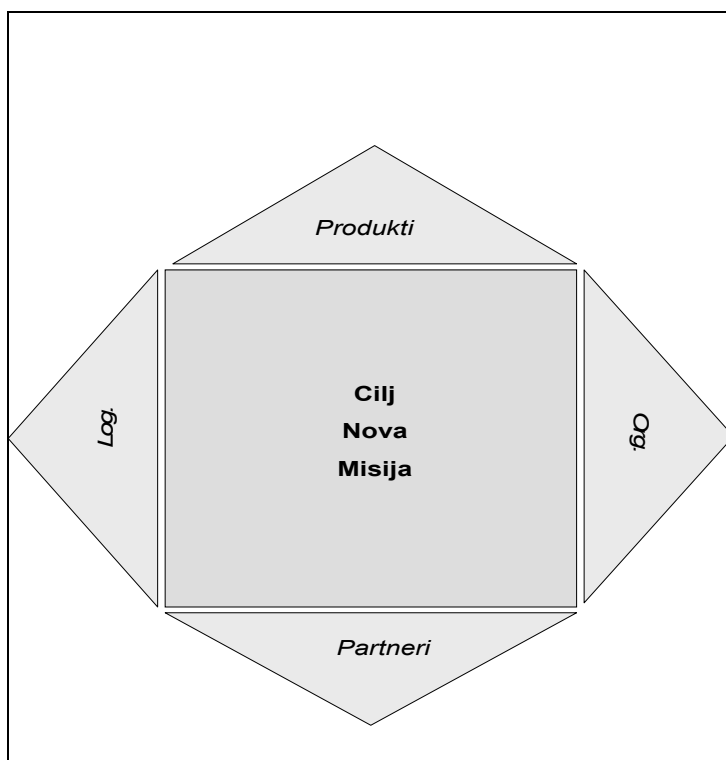


Navedeni sustav naobrazbe trebao bi rezultirati primjenom policijskih standarda* u praksi. Na taj način bi se za vrlo kratak vremenski period (3-5 godina) mogla vrlo efikasno poboljšati osposobljenost policije u funkciji jačanja sigurnosti građana i poboljšanja kvaliteta življenja u zajednici.

* Pod policijskim standardom podrazumijeva se propisivanje, organiziranje i realiziranje kriterija za uspješno obavljanje policijskog posla.

SCORE – CARD (KARTICA REZULTATA)

Strategija razvoja Policijske akademije i dalja reforma policijske naobrazbe usmjereni su ciljevima koji se mogu definirati primjenom metode koja proizlazi iz balansirane SCORE-CARD:



- Zajednički cilj – naobrazba, stručno usavršavanje policije prema demokratskim međunarodno prihvaćenim principima i standardima naobrazbe za efikasnu službu u zajednici.
- Proizvodi – policajci, profesionalno efikasni, demokratski opredijeljeni.
- Kadrovi i logistika – profesionalni nastavnici i instruktori (s iskustvom u policijskom radu i nastavi), znanje, motivacija, odgovarajuća logistička potpora.
- Organizacija i efikasnost – važnost odgovarajuće pozicije unutar opće organizacijske strukture, kao i važnost vlastite unutarnje organizacije; naglašeni ključni procesi u organizaciji, važnost stalnog poboljšanja, kao i održivost razine nastave.
- Partneri – važnost dobre suradnje s policijskim organizacijama, lokalnom administracijom, međunarodnim organizacijama i institucijama, a posebice s policijskim akademijama u Bosni i Hercegovini, Europi i svijetu.

3.2 REFORMA OBRAZOVANJA POLICIJE REPUBLIKE SRPSKE

Tomislav Mirosavic, Zoran Jovanovic, Dragica Markovic, Darko Paspalj

Aneksom A Madridske deklaracije u tacki 16. naglasena je potreba formiranja Policijske akademije u Republici Srpskoj, kao institucije ciji je generalni cilj profesionalizacija policije, obukom koja je zasnovana na fokusiranju strucnih znanja kroz savremeni nastavni proces, koncipiran tako da omoguci primjenu nove policijske prakse u demokratskim okvirima.

Reformi obrazovawa policije prethodio je nimalo lak posao zaposlenih u Srednjoj skoli unutrasnjih poslova Republike Srpske, Skolskom centru i Ministarstvu unutrasnjih poslova Republike Srpske.

Napustanje cetvorogodisnjeg oblika skolovawa policije, je ujedno napustanje uobicajenih tradicionalnih metoda u nastavnom procesu, kao i tradicionalnog nacina planiranja obrazovnog procesa.

Primjenom novih pedagogija rada Nastavni plan i program obrazovanja policije pretrpio je drasticne promjene u smislu napustawa stereotipnog nacina izvodjenja nastave.

Osnova za izradu novog Nastavnog plana i programa je opis poslova policajca na demokratskim principima, a realizuju se kroz ostvarenje zadataka obuke policije:

- brza transformacija policije,
- zadovoljenje principa javnosti policije,
- permanentno strucno usavravanje,
- zadovoljenje standarda profesionalne etike,
- izgradnja kulture ponasanja i odgovornosti,
- njegovanje humanosti, zajednistva i odgovornosti pred zajednicom, uvazavanje ravnopravnosti gradjana i drugi.

Na osnovu formulisanih zadataka obuke policije sacinjen je i prvi Nastavni plan i program, koji nakon zavrsetka skolovanja svake klase Policijske akademije dozivljava reviziju, modifikaciju i modernizaciju.

U okviru realizacije Svicarskog projekta za strucnu i materijalnu pomoc Policijskim akademijama Republike Srpske i Federacije B i H, a pod pokroviteljstvom Agencije za razvoj i saradnju (DEZA), u organizaciji TIM KONSALTA iz Zeneve, pruzena je velika strucna, moralna i materijalna pomoc u razvoju, reorganizaciji i progresu Policijske akademije Republike Srpske.

Kao logican slijed dogadjanja 19. jula 1999.godine pocelo je skolovawe prve klase Policijske akademije Republike Srpske.

Struktura polaznika Policijske akademije, nivo razvoja njihovih fizickih i mentalnih sposobnosti, definisan cilj obuke kroz konkretne zadatke, zahtjevali su novi nacin pristupa realizaciji sadrzaja programa obuke.

Iako iskusan nastavni kadar, stručno zastupljena nastava na svim nivoima, nametnula se potreba za edukacijom nastavnika u smislu primjene novih metoda rada u nastavi.

Osnovni cilj je: smanjenje frontalnog - narativnog načina prenošenja znanja i predavanja EH - katedra, a uvođenje metoda pokazivanja, demonstracije i uvježbavanja do učenja konkretnih situacija sa kojima se policajac susreće u okruženju radeći svoj posao.

Jedan od oblika edukacije nastavnika za primjenu novih metoda rada jeste seminar DIES AKADEMIKUS u organizaciji TIM KONSALTA iz Zeneve.

Prvi DIES AKADEMIKUS, a ujedno i jedno novo iskustvo za rukovodstvo i nastavnike Policijske akademije Republike Srpske, organizovan je i održan juna mjeseca 2000. godine u Neumu.

Program seminara se odnosio na tri veoma aktuelne teme, a to su:

- Policijska etika ... zasto? ,
- Policijsko obrazovanje ,
- Policijska i mediji.

Poseban izazov za učesce na seminaru bila je organizacija i realizacija programa seminara. Rad je organizovan u grupama nastavnika sa Policijskih akademija Republike Srpske i Federacije B i H, a uz stručno vođenje monitora (predavaca) je ustvari konkretan primjer primjene nove pedagogije i timskog rada u nastavnom procesu.

Svi nastavnici su ravnopravni učesnici u rješavanju postavljenog problemskog zadatka, što isključuje pasivnost pojedinih učesnika seminara, a dominaciju drugih (monitora), predstavlja osnovnu ideju organizatora da se takav oblik rada primjenjuje i u obuci policije.

Iskustva stečena na ovom seminaru su dragocjena za svakog učesnika i Policijsku akademiju kao instituciju. To je prvi korak u ulaganju napora za "promjenom vlastite svijesti" kod pojedinaca koji su se sa nepovjerenjem uklapali u proces reforme obuke.

Učesnici seminara su obogaćeni novim iskustvom koje je implementirano u realizaciju Nastavnog plana i programa obuke policije.

Jedan od zadataka navedenog seminara je i standardizacija obrazovanja policije na nivou B i H i prihvatanje evropskih standarda u obrazovanju.

U cilju ostvarenja navedenog zadatka, u junu mjesecu 2001.godine održan je drugi DIES AKADEMIKUS u Svajcarskoj i Njemačkoj.

Učesnici seminara su aktivno učestvovali u radu iz oblasti rada policije u zajednici po sledećim temama:

- Policijska orijentisana ka građanima ,
- Marketing bezbjednosti,
- Posredovanje policije kod nasilja u porodici,
- Neposredni kontakti policije sa građanima .

Sve navedene teme su veoma aktuelne za društveni i socijalni momenat (zemlja u tranziciji) u našem okruženju, a stečena iskustva nastavnika pozitivna i ugrađena u Nastavni plan i program rada Policijske akademije Republike Srpske.

U okviru realizacije programa Marketinga bezbjednosti, Policijska akademija Republike Srpske ima aktivno i značajno učešće.

Novi pristup rješavanju problema u zajednici, tj. jačanje partnerstva "policija - građani" i aktivno učešće građana u rješavanju problema u cilju povećanja osjećaja sigurnosti uslovio je inoviranje Nastavnog plana i programa Policijske akademije Republike Srpske.

Navedena tema je sastavni dio programa osnovne obuke polaznika Policijske akademije, a realizacija zahtijeva primjenu nove pedagogije u obuci. Polaznici su stavljeni u problemsku situaciju "neposrednog kontakta sa građanima" u cilju ispitivanja javnog mnijenja.

Primjena ovog projekta na području CJB-i Banjaluka, dala je izvanredne rezultate, što je vidljivo iz sledećih podataka.

Projekat "Security Marketing"

Uvod

U okviru reforme policije svajcarska firma TC TEAM CONSULT AG uz podršku svajcarske vlade i IPTF-a, od maja meseca 2001. godine do decembra 2002. godine na području B i H je sprovela projekat Security marketing-a.

Slični projekti sprovode se od 1995. godine u 4 evropske zemlje (Svajcarska, Italija, Mađarska i Njemacka), odnosno u 7 policijskih organizacija u tim zemljama, sa tendencijom širenja na druge zemlje koje su izrazile želju za sprovođenjem istih ili njima sličnih projekata u svojim zemljama.

Koncept projekta Security marketing-a sastoji se u:

1. orijentacija policije prema građanima, po kome bi policija svoj način rada što više prilagodila potrebama građana;
2. što dublje i snažnije povezivanje sa građanima s obzirom da policija samostalno ne može riješiti sve probleme zajednice, nego u saradnji sa zajednicom utvrditi problem i naći način za njegovo zajedničko rješavanje;
3. Sveobuhvatnoj bezbjednosti koja se sastoji iz dva aspekta;
 - a) samog koncepta, da se bezbjednost sastoji od objektivne bezbjednosti (stvarnog stanja bezbjednosti) i subjektivne bezbjednosti (osjećanja građana koliko su ili nisu bezbjedni u svojoj sredini);
 - b) uz upotrebu klasičnih metoda preventivnog i represivnog rada policije, Security marketing uključuje i proaktivne mjere po kojima policija, zajedno sa građanima, uočava probleme i radi na uklanjanju uzroka uočenih problema, pri tom aktivno uključujući u svoj rad građane, predstavnike preduzeća, ustanova i organizacija koje mogu svojim radom

doprinjeti rjesenju problema, a samim tim i povecanju stepena subjektivne bezbjednosti gradjana;

U prvoj fazi sprovođenja projekta na nivou B i H osnovan je Upravni odbor projekta čiji su članovi rukovodioci MUP-a RS i Federacije B i H, direktori Policijskih akademija MUP-a oba entiteta, te profesori Policijskih akademija MUP-a RS i Federacije B i H, te predstavnici IPTF-a.

Sprovođenje Projekta Na Području PS 1 Banja Luka

Na nivou RS određen je vođa projekta i lokalna projektna grupa, sastavljena od radnika policije, te je izabran grad Banjaluka i područje PS Banjaluka 1, kao lokacija gdje će se sprovesti projekat Security marketing.

Sam projekat se sastoji od 6 faza (bice prikazane kroz poster prezentaciju) s tim da se poslednja faza završila 2002. godine.

Jedna od bitnih faza projekta "Analiza bezbjednosne situacije" na osnovu ekspertnog upitnika o subjektivnoj sigurnosti sprovedena je, u skladu sa bezbjednosnom problematikom na području PS Banjaluka 1, na mikrolokaciji koja obuhvata uži centar grada i naselje Borik, na kojoj je nastanjeno oko 35 - 40 hiljada stanovnika, a čija infrastruktura omogućava što lakše sprovođenje projekta.

Anketiranje ekspertnih uzoraka populacije je obuhvatilo 32 populacijske grupe koje žive ili rade na mikro lokalitetu projekta. Prilikom izbora kandidata za anketiranje obuhvacene su sve glavne grupe populacije, vodeći računa o starosnoj i polnoj strukturi ispitanika.

U ispitivanje su bili uključeni predstavnici vjerskog, političkog i kulturnog života, kao i pripadnici raznih nevladinih i apolitičkih udruženja i organizacija građana, koji su dali svoju viziju subjektivnog osjećaja bezbjednosti-markirajući glavne bezbjednosne probleme zajednice, te na taj način omogućili pripadnicima policije da u sklopu projekta pokušaju zajedno sa odgovarajućim strukturama grada i Republike otkloniti uzroke problema odnosno preduzeti proaktivne mjere borbe sa uzrocima problema.

Kao što je navedeno anketiranje je izvršeno na osnovu "Ekspertnog upitnika o subjektivnoj sigurnosti u " ¹

Rezultati Sprovedene Ankete

Analizom rezultata ispitivanja ekspertne grupe došlo se do sledećih rezultata:

1. Građani se osjećaju bezbjedno u svom dijelu grada;
2. Mislija su da je njihov dio grada u zadnjih nekoliko godina postao bezbjedniji;
3. Kao jedno od objašnjenja za povećanje bezbjednosti navode prisustvo policije i njen bolji rad u lokalnoj zajednici;
4. Kao tri najvažnija problema bezbjednosti izdvojeni su: vandalizam, nasilje i kriminalitet, čiji su nosioci besposlena omladina;

¹ Prilog 1 Ekspertni upitnik o subjektivnoj sigurnosti

5. Kao najveći problem Grada markirani su saobraćajna nekultura i nepravilno parkiranje vozila;
6. Od policije se očekuje da bude aktivnija na:
 - suzbijanju narkomanije i nelegalne trgovine narkoticima,
 - sprecavanju krađa motornih vozila i motocikala,
 - sto efikasnijoj regulaciji saobraćaja u gradu,
 - sprecavanju pojava ostecenja tuđe imovine i vandalizma.
7. Područje naselja Borik je markirano kao područje gdje se građani u noćnim časovima osjećaju nebezbedno zbog nedostatka ulične rasvjete i velikog broja omladine koja se kreće tim naseljem u noćnim časovima,
8. Po njihovom mišljenju očekuje se od radnika policije još intenzivniji rad u noćnim časovima u navedenom naselju,
9. Ispitanici su zadovoljni radom policije i dali zadovoljavajuću ocjenu za spremnost radnika policije da pomognu i sve veći stepen profesionalizma, dok su nešto slabije ocjenjeni uljudnost i brzina reagovanja na pozive građana;
10. Po njihovom mišljenju, ono što policiju već sada čini dobrom je sve veći stepen profesionalnog odnosa prema zajednici.

Navedeni upitnik na bazi analize daje nam odgovore na pitanja:

1. Koliko se građani osjećaju sigurno
2. Kakvo je stanje po pitanju bezbednosti u odnosu na raniji period
3. Razlozi problemi zbog kojih se građani osjećaju (ne) sigurnije
4. Koja su područja najugroženija, kad i zašto -razlozi -problemi
5. U kojim sferama bi policija trebala biti aktivnija
6. Kakav je rad policije, šta je dobro-sta nije dobro i kako poboljšati rad policije

Ove podatke (subjektivni osjećaj sigurnosti) možemo upoređivati sa objektivnom sigurnošću (stvarno stanje bezbednosti) i doći do konstatacije da se u većini slučajeva poklapaju, ali i razlikuju po tome što dolazimo do podataka - činjenica koje ukazuju da postoji još mnogo različitih problema koji utiču na sigurnost ljudi a do kojih se ne može doći analizom stvarnog stanja bezbednosti na tom području. Upravo ti podaci mogu poslužiti kao smjernice za rad policije, odnosno u kom pravcu se trebaju preduzimati operativno taktičke mjere i radnje radi otklanjanja uzroka koji utiču na bezbednost ljudi, kroz razvijanje partnerskih odnosa sa građanima -orijentacijom ka klijentima gdje će policija biti servis građana, a ne obrnuto.

Nova definicija bezbednosti na taj način dobija na značaju samim tim što se jača povjerenje zajednice -građana prema policiji, a to je u osnovi jedan od ciljeva projekta Security marketing-a.

Cetvrto Medjunarodno Bienale O Radu Policije

Rad na ovom projektu i rezultati u praksi su vjerovatno doprinjeli da smo u toku provodjenja projekta dobili zahtjev od Koledza policijskih i studija bezbednosti iz Ljubljane -Slovenija i Scarman centra Univerziteta Leicester iz Ujedinjenog kraljevstva da damo svoj doprinos četvrtom medjunarodnom bienalu o radu policije u centralnoj i istočnoj Evropi održanog od 12. - 14. septembra 2002. godine.

Cilj ove konferencije je bio razmjena stajalista koncepta i rezultata istraživanja između stručnjaka o radu policije u zajednici.

To je bila idealna prilika za nas i našu zemlju da u ovom polju doprinesemo razmjeni iskustva o primjeni modernih metoda policijskog rada i prezentaciji postera dva pilot projekta "Security marketing-a" koji su se sproveli u PS Bawaluka 1 i Novi Grad .

Poster prezentacija je bila u osnovi srz, a ista je predstavljena svim učesnicima bienala i izazvala je najviše pažnje a samim tim i dobila najvišu ocjenu. Iz navedenih razloga istu prezentiramo u cjelosti.²

Implementacija Projekta U Nastavni Plan I Program

Postignuti rezultati pilot projekata i mogućnost njihove primjene u praksi su rezultirali da se "Security marketing " implementira u Nastavni plan i program Policijske akademije za polaznike -osnovne obuke kao i za polaznike kurseva specijalističke obuke za srednje rukovodni kadar kako bi se u skorije vrijeme isti projekat mogao, po mogućnosti, proširiti na šire područje.

Osnovni cilj koji želimo postići je da polaznike upoznamo sa navedenim projektom kako bi isti način rada i rješavanja problema koji utiču na sigurnost ljudi mogli primjeniti u konkretnim slučajevima.

Na taj način će biti sposobni da:

- a) pravilno izvrše anketiranje
- b) organizuju projekat
- v) utvrde glavne probleme
- g) utvrde cilj projekta
- d) pravilno izaberu partnere za rješavanje problema
- e) preduzmu proaktivne mjere prema uzrocima problema
- f) prate rezultate da li je projekat uspio ili ne

Rezultat ovog projekta je profesionalan policajac koji shvatajući značaj rada sa zajednicom unapređuje i jača odnose sa zajednicom, aktivno uključujući medije i ostale subjekte u društvu, koji čine bitan faktor bezbjednosti, i na taj način povećava objektivni osjećaj sigurnosti i povjerenja kod građana.

Prilikom posjete policijskim školama i institucijama u Svajcarskoj i Njemackoj imali smo mogućnost da se upoznamo sa primjenom nove pedagogije rada i načinom izvođenja situacione nastave, metodologijom razvoja nastavnih planova i programa za osnovnu i specijalističku obuku, načinom odabira nastavnih kadrova, te sa organizacijom rada i opremljenosti policijskih institucija materijalno tehničkim sredstvima.

Značaj posjete navedenim institucijama je tim veći što su i oni sami upravo završili proces reforme sistema obrazovanja policije. Stečena iskustva su ugrađena u Nastavni plan i program Policijske akademije Banjaluka, te se u ukupnom vremenskom trajanju teorijskog obrazovanja 30 % nastave izvodi primjenom nove pedagogije tj. situacione nastave .

² Prilog 2 Poster prezentacija Marketinga bezbjednosti sa ~etvrtog međunarodnog bienala u Qubqani

Rezultati uvođenja novih pedagogija u obuku su višestruki:

- Napuštanje stereotipa (predavanja)
- Polaznici obuke dobijaju novu ulogu u nastavnom procesu. Oni su kreatori situacije i nosioci aktivnosti pri rješavanju problema, a ne pasivni posmatraci.
- Steceno znanje je primjenjivo u praksi i dobija novu dimenziju "naucio sam - znam to uraditi".
- Evidentno je smanjenje raskoraka teorije i prakse
- Obuka kroz konkretne situacije osposobljava polaznika za suocavanje i rješavanje različitih konfliktnih situacija.

Rješavanje Konfliktnih Situacija Pod Uticajem Stresa

Uvod

U svim institucijama koje se bave bezbjednoscu, pa tako i u Ministarstvu unutrašnjih poslova, covjek -policajac, je glavni organizator i nosilac svih bezbjednosnih poslova i zadataka. Svakodnevni poslovi policajca zahtijevaju rad cesto pod nepovoljnim vremenskim i klimatskim uslovima, rad u smjenama i prekovremeno, nošenje oruzja i druge opreme, pružanje pomoci gradjanima i nemocnim osobama, bez obzira na uslove i opasnosti pri kojima im se ukazuje pomoc.

Upotreba vatrenog oruzja i drugih sredstava prinude uz lose uslove rada povecava broj frustracionih situacija i nepovoljan uticaj na zdravstveno stanje radnika, uz mogucnost profesionalnih oboljenja i invaliditeta.

Urgentnost situacija cesto zahtjeva od radnika da na terenu, u vrlo kratkom vremenskom intervalu izvrse analizu aktuelnih informacija, donesu relevantne zakljucke o bezbjednosnom statusu i vjerovatnom pravcu njegovih promjena i da na osnovu odgovarajucih taktickih pravila, mjera i radnji i prikupljenih i integrisanih informacija, donesu pravovremene i valjane odluke zasnovane na zakonskim osnovama o preduzimanju i realizaciji konkretnih operativnih i drugih mjera (privodjenje, lisavanje slobode, upotreba sredstava prinude, legitimisanje, postavljanje zasjede, uspostavljanje narusenog javnog reda i mira itd.) i da iste na najbolji nacin realizuju.

Da bi mogli uspješno obavljati svoje složene poslove u okruženju koje se stalno edukuje i osposobljava, radnici policije moraju imati potreban obim i kvalitet specifičnih znanja, karakteristika i sposobnosti, sa kojima mogu da procjene ukupno ponasanje lica prema kojima postupaju i da donesu pravu odluku o izvršenju zadatka.

Samo obrazovana i dobro osposobljena licnost ce biti u stanju da u kritičnim situacijama pravilno procjeni eventualnu namjeru lica koje je sklono agresivnom i kriminogenom ponasanju i uspješno intervenise prevencijom ili represijom prema pojedincu, grupi ili masi, a na osnovu stepena usaglasenosti ukupnih kvaliteta licnosti koji su posljedica valjane selekcije i organizovane edukacije.

Reakcije Na Stres

Na osnovu složenosti strukture poslova koje obavljaju i okruženja u kojima ih provode radnici policije doživljavaju mentalne i fizičke stresove koji se znatno odražavaju na njihov zdravstveni status.

Analizirajući uticaj stresa na policajce u odnosu na druge kategorije stanovništva, vidljivo je da zbog psihickih promjena koje uzrokuje stres, lose djeluje na izvršenje zadataka policajca, a ogleda se u smanjenoj produktivnosti i povecanju bolovanja. Reakcije na stres mogu biti akutne i hronicne. Akutne su u vecini slucajeva psihicke prirode gdje se stres javlja u obliku prijetnje i izaziva emocionalni ili psihicki poremećaj koji ostaje nerijesen, dok hronicna reakcija na stres može trajno oštetiti zdravlje.

Reakcija na stres je u principu odvojena od uzroka, prvi dio reakcije je primanje prijeteće informacije, drugi dio je reakcija organizma na prijetnju, dok je treci dio sama reakcija i razlikuju se reakcije kada je policajac u mogućnosti da reaguje, od onih kada policajac ne može nista uciniti i mora pretrpjeti stres, tj. tijelo se priprema za borbu protiv prijetnje ili pokušava da je izbjegne (boriti se ili pobjeci).

Stres I Konfliktne Situacije

Na osnovu pokazateća da policajci i pored dobrog treninga fizickih sposobnosti, najsavremenije opreme i naoruzanja i dalje stradaju prilikom rješavanja konfliktnih situacija, postavilo se pitanje sta policijska zajednica može da uradi da pripremi svoje ljudstvo za rješavanje tih situacija.

Glavni problem je kako možemo očekivati od policajaca da postignu dobre rezultate, da rade i ponasaju se pod stresom i okruženjima kada tome nisu bili izloženi u toku školovanja.

Obuka Mentalne Pripremljenosti Za Rad Pod Stresom

Jedan od glavnih razloga zasto stres sokira policajce tako da oni ne reaguju adekvatno, je nepripremljenost kako da se ponasaju u realnim situacijama.

Iz tih razloga, a na osnovu dosadasnjih iskustava koja se provode od 1992. godine na svedskoj nacionalnoj policiji gospodin Peter Eneman je sa svojim saradnicima ispred svedske policijske akademije i svedske organizacije za razvoj i saradnju, a u saradnji sa Policijskim akademijama Banjaluka i Sarajevo na teritoriji Bosne i Hercegovine započeo projekat obuke mentalne pripremljenosti pod nazivom "Rješavanje konfliktnih situacija pod uticajem stresa mirnim putem". Kurs se provodio po principu "obuci instruktore" u vremenskom periodu od 10 dana kojom prilikom je obradjen veci broj tematskih cjelina vezano za strukturu policijskog posla i postupanja u odredjenim situacijama kao sto su: uloga policije u drustvu, ljudska prava i policija, mentalna priprema, ophodjenje u stresnim situacijama, tehnike pojavljivanja u javnosti, takticko razmisljanje i postupanje sa primjenom raznih nivoa otpora.

Sve ove teme su obradjene teoretski i prakticno uz korištenje savremenih audio vizuelnih nastavnih sredstava i pomagala i opreme koja se koristi u obradi i prezentaciji nastavnog materijala, dajuci nove mogućnosti instruktorima u radu kroz snimanje scenarija u realnom

okruženju, omogućavajući polaznicima kursa da vide sebe u tom segmentu i da na taj način uče kroz rad otklanjajući nedostatke u radu.

Citav proces započinje obukom o pripremljenosti prije incidenta, a glavni cilj je stvoriti razumjevanje za problem tj. pokazati da u nekim situacijama postoji problem zbog čega je potrebna mentalna priprema u obuci policije i koje rezultate možemo postići kroz trening mentalne pripreme. Policajci moraju imati razumjevanje za neophodne ciljeve i načine postupanja u rješavanju konfliktnih situacija.

Implementacija Programa U Obuci Policije

Ovaj oblik rada je uvršten u Nastavni plan i program osnovne obuke Policijske akademije i omogućava nam upotrebu novih metoda u nastavi, kroz realizaciju raznih scenarija u realnom okruženju, što omogućuje polaznicima da na osnovu procjene situacije i ponašanja lica prema kojem postupaju odaberu način rješavanja konfliktnih situacija uz primjenu podesnog sredstva prinude.

Da bi mogli uspješno da procijene situaciju i donesu odluku o primjeni odgovarajućeg sredstva prinude, polaznici se kroz nastavne predmete na Policijskoj akademiji, a prevažno iz predmeta Nadležnost policije i kodeks ponašanja, Obuka u rukovanju naoružanjem i sredstvima prinude i Specijalno fizičko obrazovanje -samoodbrana, obučavaju i uvježbavaju u primjeni načina postupanja kroz razne scenarije, gdje se od njih traži da na osnovu ponašanja lica prema kojem postupaju zauzmu pravilan stav, izdaju propisane naredbe, održavaju distancu i poziciju trougla, da prepoznaju načine ponašanja pojedinca (govor tijela), nivo otpora i da upotrijebe adekvatan nivo sile prilikom savladavanja otpora lica i poduzimanja tehnika privođenja ili hapsenja. Kroz rješavanje konfliktnih situacija na otvorenom prostoru obučavaju se u sprečavanju narušavanja javnog reda i mira u većem obimu, izvodjenju racije i blokade, kao i tehnikama zaustavljanja vozila, postupcima prema vozaču i drugim licima u vozilu, kao i rješavanju konfliktnih situacija u zatvorenom prostoru, kroz razne načine prilaska i ulaska u zatvoren prostor, pretres stana i drugih prostorija, pretres lica zatečenih u stanu.

Kod izvodjenja scenarija situacije se postepeno nadograđuju, na osnovu didaktičkih principa (od jednostavnog ka složenom, od poznatog ka nepoznatom), kako bi se mogao pratiti rad polaznika i primjena naučenog gradiva u teškim i nepredvidivim situacijama.

Juna mjeseca 2002.godine na Jahorini je održan DIES AKADEMIKUS 3, na kojem su direktori Policijskih akademija Republike Srpske i Federacije B i H prezentirali postignute rezultate u reformi policijskog obrazovanja.

Program seminara je bio sadržajan i kvalitetan, a teme aktuelne i korisne za planiranje budućih aktivnosti u nastavku procesa reforme policijskog obrazovanja.

Programom seminara obuhvacene su sledece teme:

- Nova pedagogija rada,
- Medijacija (posredovanje) u policiji,
- Mediji i policija,
- Rad policije u zajednici,
- Profil nastavnika,
- Anketa u reformi policije.

Aktivnim ucescem u realizaciji programa, a iznosjenjem vlastitih iskustava na pomenute teme, ucesnici seminara su stekli nova iskustva, koja su formulisana u vidu zadataka za buduci rad na reformi obrazovanja.

Ti zadaci su utkani u nasu VIZIJU procesa obuke policije u buducnosti, a proisticu iz pitanja.

STA ZELIMO KAO PRODUKT NASEG RADA? - Policajca, osposobljenog za rad u demokratskim uslovima, spremnog da se suoci sa problemima zajednice, a istovremeno motivisanog za samoucenje i samoobrazovanje.

Da bi ostvarili taj zadatak i dostigli krajnji cilj neophodno je:

- primjenom nove pedagogije, polaznika stavljati u ulogu subjekta obrazovnog procesa, samostalnim rjesavanjem stvarnih situacija iz djelokruga rada policije,
- stvoriti uslove za primjenu raspolozivih resursa i materijalno - tehnickih sredstava za postizanje sto boljih rezultata u procesu obuke,
- definisati profil nastavnika, omoguciti prohodnost kadrova na nivou Ministarstva unutasnjih poslova u smislu, rad u policiji -predavac u nastavi i obrnuto,
- revidirati Nastavni plan i program osnovne i pecijalisticke obuke u smislu definisanja radnih zadataka policije.
- u cilju poboljsanja kvaliteta obuke podizati nivo saradnje sa sefovima policije i smanjivati raskorak izmedju teorije i prakse.

4. INTEGRITET POLICIJE

ZAJEDNICKI IZAZOV ZA POLICIJSKE SNAGE SIROM SVIJETA

Prof. Thomas Feltes

Policijski rad uključuje jako puno diskrecije na najnižem nivou organizacione hijerarhije (Wilson 1968) – bez obzira u kojoj zemlji ili u kakvoj situaciji policajac radi. Uprava i odgovornost policije, integritet policije i slicno su vazni aspekti “Policijskog rada u svijetu” (Mawby 1999). Svi znaju da policajac na ulici ima vise kontrole nad zivotom i smrcu gradjana nego bilo koji mirnodobski civilni sluzbenik (Fyfe 1988), medjutim u mnogim zemljama ovaj policajac nije adekvatno obucen. Kada se diskrecija kombinuje sa nedostatkom odgovornosti prema policijskoj organizaciji, neadekvatnom obukom, niskim etickim standardima u policiji i nejasnom vizijom o zajednickom identitetu (koja je svrha mog posla?), rezultat je napet i tjeskoban odnos medju policajcima i zajednice kojoj sluze (White 1997). Posljedica ovoga mogu biti problemi vezani za integritet u policiji. Mir i vlast, nasilje i mirnoca (Fehérváry/Stangl 1999) u drustvu dosta zavise od toga kako je rad policije organizovan, kako dobro policajci rade svoj posao i kako javnost cijeni policiju i njen rad. Gradjanima mozda policijski rad svuda u svijetu izgleda isto (Waddington 1999, 3), mada postoje razlike kada izbliza pogledamo. Donosenje odluka u razlicitim situacijama i pod razlicitim okolnostima nikad ne moze biti isto, ali mozemo uociti uporedive elemente, slicnosti i strukture koje uticu na policijske aktivnosti, odgovornost i integritet policije. Ljudi u organizacijama “su skloni izbjegavanju odgovornosti”, kako su to naglasili Markham i Punch (2000), i zbog toga mi moramo otkriti sta utice na odgovornost i kako da pojacamo i obuhvatimo individualnu i strukturnu odgovornost u okviru policije. White (1997) je tvrdio da barem tri grupe varijabli na razlicitim nivoima konstantno uticu na odluke koje policija donosi: okolina, organizacija i situacija. Ja bih dodao jos licne i subkulturne aspekte ovoj listi.

Svi bi se na pocetku slozili da sljedeci aspekti imaju uticaja na integritet policije: strategije rada policije, organizacione strukture, interni podsystemi, subkulturne vrijednosti, obuka, politicke odluke, vanjski faktori kao sto su mediji i ostalo. Ali glavno pitanje je: koliko je ovaj uticaj snazan? Da li ovi aspekti uticu jedni na druge ili su kontradiktorni? I koji je najvazniji faktor koji utice na integritet policije? Na kraju: Kako mozemo ocijeniti integritet policije (Klockars et.al. 2000).

Sve donedavno policijski rukovodioci su gledali na korupciju, nepravilno ponasanje policije, neeticko ponasanje ili bezpotrebno nasilje policajaca uglavnom kao odraz moralnih defekata pojedinih policajaca. Ovakav individualni prilaz, koji ponekad zovu teorijom trule jabuke (Knapp Commission 1973) je bio izlozen ostrim kritikama zadnjih godina (Klockars et.al. 2000). Koristeci organizacioni/profesionalni prilaz, Klockars et.al. u svojim studijima na Nacionalnom institutu pravde (NIP) su otkrili bitne razlike u integritetu u raznim agencijama. Weisburg i Greenspan (2000) su takodje za NIP napravili izvjestaj o stavu policije prema zloupotrebi vlasti.

Odgovornost, integritet i policijska kontrola u raznim doktrinama policijskih sistema

Prvo pitanje je da li različite doktrine policijskih sistema imaju za rezultat različite forme odgovornosti i – kao posljedicu – različite nivoe policijskog integriteta. Stepen do kog se policijske snage mogu smatrati odgovornim za ono što je učinjeno je centralna karakteristika upravljanja policijom. Nacionalni policijski sistemi su odgovorni na nacionalnom politickom nivou, obicno je to odgovornost ministara prema nacionalnoj vladi ili skupstini. U fragmentiranim policijskim sistemima, odgovornost je vise lokalna i difuzna. Policijske snage ce se smatrati direktno odgovornim birackom tijelu, a one same mogu biti pod izabranim vodjom (sistem serifa u SAD). Kombinovani sistem ima elemenat balansa izmedju centralne i lokalne vlade. Policijski sistemi u SAD i Velikoj Britaniji bi se tradicionalno tako mogli klasifikovati kao fragmentirani i kombinovani, gdje veliki broj policijskih snaga radi u relativnoj izolaciji ili gdje lokalne i centralne vlade dijele zajednicku odgovornost za upravljanje policijom (Loveday 1999). Francuska je uobicajeno identifikovana kao cisti primjer nacionalnog centralizovanog policijskog sistema i smatrana za najekstrimniji oblik centralizovanih aktivnosti policije u Evropi gdje se “prava covjeka” (i individue) moraju takmiciti sa kolektivnim interesima drzave. U takvoj situaciji moze se tvrditi da se sistem vise bavi zastitom interesa drzave nego pravima individue (Coatman 1959). Medjutim, uz ovakvu prirodu policijskog rada u Francuskoj, veoma siroka diskrecija, koja je data policiji u radu, je nezvanicno prihvacena. Pored toga, Francuska, kao i neke druge evropske zemlje, ima bar dvije, a sada tri ili vise, razlicitih policijskih snaga. Nacionalna policija (pod Ministarstvom unutrasnjih poslova), Zandarmerija (pod Ministarstvom odbrane), Opstinska policija (pod lokalnim gradonacelnikom) (Gleizal et al. 1993; Guyomarch 1991) sa nekih 10.000 opstinskih policajaca u oko 3.000 mjesta (Journés 1993). Ako ukljucimo novoformiranu “polu-policiju” ili cak privatnu policiju ili komitete za prevenciju kriminala, onda imamo cetiri ili vise razlicitih policijskih snaga. Problem ovako podjeljenih policijskih snaga je da one cesto ne saradjuju, prolaze kroz razlicitu obuku (Denis 1995), imaju razlicite filozofije u upravljanju i menadzmentu i ponekad cak i rade jedni protiv drugih³⁷. To je gubljenje novca, ali cesto dovodi do nejasnoća u odgovornosti.

Drasticne promjene su rezultirale ili dramaticnim unapredjenjima mladjih neiskusnih policajaca ili (kao u Istocnoj Njemackoj) “uvozom” i unapredjenjem policajaca iz Zapadne Njemacke. Policajci koji su sa zapada dosli na istok Njemacke su dobivali unapredjenja za dva ili tri stepena, za sto bi im inace trebalo nekih deset godina rada u svom odjelu u svojoj zemlji. Takodje su dobivali bolje plate za razliku od svojih istocnih kolega i specijalni dodatak koji se zvao “Buschzulage” (dodatni novac za rad “u divljini”). Eliminacija “trulih jabuka”, koje su sluzile starom komunistickom rezimu, je bila glavni zadatak u svim bivsim komunistickim zemljama (Wolfe 1992), ali sumnjam da se to uradilo sa zaista jakim naglaskom i velikim uspjehom.

Kako “slobodno ekonomsko trziste” (i.e. kapitalizam) potiskuje i zamijenjuje planiranu ekonomiju (i.e. socijalizam), uske socijalne veze i komunikacije medju ljudima su nestale, rezultirajuci pojacanim opstim osjecajem nesigurnosti i generalno vecim procentom agresivnosti. Ljudi su se izgubili negdje usred svoje nove slobode. U takvoj situaciji, odluka da li je policija na strani javnosti ili vlade je veoma vazna za policiju, njen integritet i prihvacenost od strane javnosti.

³⁷ 1987-e, policajci francuske zandarmerije su uhapsili visokog sluzbenika Nacionalne policije u Parizu (Guyomarch 1991).

Sistem vrijednosti, koji se mijenja, ne dodiruje samo društvo i ljude koji žive u njemu, već i policiju i cjelokupni sistem krivičnog pravosuđa. Policija se mora nositi sa ovim promjenama, a nedavni empirijski studij o efektu integracije svakodnevnog policijskog rada i stava policajaca bi mogao pokazati da postoji velika nestabilnost među onima koji su ostali u policiji, a koja rezultira frustracijom, averzijom prema organizacionim promjenama i misljenju javnosti.

Ispravan i detaljan pregled različitih sistema policije i struktura policijske kontrole su pripremili John Benyon i članovi Centra za studije o javnom redu (CSPO) (Benyon et al. 1993)³⁸ i radna grupa mađarskih i britanskih policijskih istraživača, a finansirao PHARE-Program Evropske Unije (Benke et al. 1997)³⁹. Strukturni pregledi, uzeti iz ove publikacije, pokazuju velike razlike u evropskim zemljama. U svojim zaključcima i savjetima autori iznose sljedeće:

“Misljenja smo da glavni princip – vodilja treba da bude pretpostavka da su aktivnosti policije integrisani dio civilne javne administracije. Kroz neophodne amandmane zakona, trenutna organizacija policije treba biti decentralizovana i nadzorne kompetencije lokalnih vlasti nad lokalnim zadacima se trebaju pojačati. Vrijedi ispitati da li postoji mogućnost stvaranja dvojnog policijskog sistema (policija lokalne vlasti i državna policija). Na regionalnom nivou, preporučujemo razvoj tripartitnog sistema za upravljanje policijom (civilna javna administracija, lokalna tuzilastva i regionalna policijska organizacija). Uloga svake komponente se treba tačno definisati. Na nacionalnom nivou misljenja smo da ministarstvo unutrašnjih poslova treba biti isključivo odgovorno parlamentu za politike policijskog posla, s tim da je ovaj odjel također odgovoran za lokalne vlasti na visem nivou. Detaljne tehničke istrage su potrebne kako bi se otkrili razlozi zasto policajci narušavaju zakon. U toj sferi mjere prevencije se također trebaju naglasiti. Bilo kakve inklinacije ka devijaciji se trebaju identifikovati što je prije moguće u procesu uposljanja. Ovakve inklinacije mogu biti razlog za isključenje. Efektna prevencija i razotkrivanje korupcije policije je važan dio borbe protiv devijacije policije. U policijskim jedinicama bi se trebala razviti kultura kooperativnog menadžmenta policije, bazirana na modernim principima partnerstva, kako bi se eliminisalo izlaganje feudalističkoj hijerarhiji. Odnos između javnosti i policije se mora postaviti na novim osnovama. Uloga nevladinih organizacija (NGO) u civilnom nadzoru policije se treba povećati. Međutim, primjećujemo da bez decentralizacije i povećanja lokalne autonomije, kako je već navedeno, od ovoga svega neće biti ništa osim praznih riječi.

Nezavisan forum bi se trebao kreirati za razmatranje žalbi i izvještaja. Pored toga, tuzilastva trebaju pojačati sveukupni nadzor. Imajući u vidu obim rada i obaveze nacionalnih ombudsmena, posebni policijski ombudsmeni bi se također trebali uzeti u obzir.”

Dokumenat “Preporuke iz Budimpeste”, koje su prihvatili učesnici Konferencije policija u tranziciji, koju je organizovao mađarski Helsinski komitet u februaru 1999, se fokusirao na strukturne i političke sanse, neophodne za poboljšanje rada policije i jačanje odgovornosti i integriteta.

Informativni centar za ljudska prava pri Vijecu Evrope je obezbijedio Brosuru o ljudskim pravima za pravilni policijski rad (Vijeće Evrope 1998; vidjeti appendix 2). Materijal koji je

³⁸ Benyon et al. je uporedio Belgiju, Dansku, Francusku, Njemacku, Grčku, Irsku, Italiju, Luksemburg, Portugal, Spaniju, Veliku Britaniju; oni su također komentarisali Interpol, Schengen-grupu, Trevi-grupu, the Maastricht-Treaty i Vijeće Evrope.

³⁹ Autori upoređuju sisteme policije u Holandiji, Francuskoj, Njemackoj, Engleskoj i Velsu i Mađarskoj kako bi pripremili određene preporuke za Mađarsku.

obezbijedilo Vijeće Evrope (Alderson 1994; Council of Europe 1997a, 1997b) je takodje veoma koristan za poboljšanje obuke policajaca u bivsim komunističkim zemljama. “Radnu knjiga za nastavu orijentisanu ka praksi” i Brosuru, obje pod naslovom “Ljudska prava i policija” je obezbijedio Informativni centar za ljudska prava pri Vijecu Evrope 1998. godine na celu sa Anitom Hazenberg, bivšom pripadnicom holandske policije. Mada se materijal fokusira na probleme i situacije specifične za Bosnu i Hercegovinu (jer je napravljen zajedno sa instruktorima UN IPTF-a i policije Bosne i Hercegovine), koristan je – u usvojenoj verziji – za policijsku obuku bilo gdje. Više primjera je dato u izvjestaju sa seminara o “Policiji i ljudskim pravima”, koji je podnijelo Vijeće Evrope, Direktorat ljudskih prava, u junu 1999 u Strazburu (Vijeće Evrope 2000).

Kako bi rezimirali prvi dio, zelio bih slijediti Loveday-a (1999), koji je pokazao da su klasifikacije teoretske i da ne bi mogle prikazati stvarnu situaciju. Glavno pitanje je sta konstituise efikasnu odgovornost i pravilan integritet vezan za policijsku sluzbu. Mogli bi raspravljati da doktrina policijskog sistema nema direktan ili linearan uticaj na odgovornost, jer je moguće stvoriti nejasnoće u odgovornosti u svakom policijskom sistemu, ukoliko se to zeli uraditi. U Engleskoj i Velsu, gdje se policije smatraju “najodgovornijim policijskim sluzbama u svijetu”, odnos izmedju centralne i lokalne vlade se pokazao veoma važnim (Mark 1978). Ako se odnos i balans izmedju centralne i lokalne vlade mijenja, e.g. centralizacija i decentralizacija javnih servisa, policija nije “nikome odgovorna”, kako to sugerise naziv knjige S. Jenkins-a (Jenkins 1995). Pored toga, u skoro svakoj situaciji i u skoro svakom sistemu, sposobnost centralne vlade, lokalne zajednice ili lokalne vlasti da efikasno uticu na strategije i navike policijskog rada mnogo zavisi od licnosti i stila sefa policije. Zakoni i propisi mogu da uticu na sposobnost sefa policije ili supervizora da odluce kako ili da li odgovoriti na lokalne zahtjeve; ali u svakodnevnom poslu uvijek je moguće pomutiti odgovornost, izbjegavati date propise i mogućnost da se dokaze da akcije koje poduzima policija nisu u skladu sa naredjenjima, propisima i čak i zakonima.

Kontrolisanje policajaca: Quis custodiet ipsos custodes? (Ko čuva čuvare?)

Obično kolege policajci vrše istrage o prekršajima zakona ili internih pravila kroz procedure internih žalbi. Ovakvi specializovani odjeli, kao što su “Unutrasnji poslovi” ili “Zalbe i disciplina” su obično nezavisni u odnosu na lokalne policijske vlasti i supervizore, ali ne i u odnosu na policiju kao instituciju. Intenzivne studije o ovakvim regulativnim mehanizmima su pokazale da se samo mala proporcija svih navoda o ilegalnim radnjama dokazala uprkos mnogim svjedočenjima o takvom ponasanju policije (Waddington 1999, Decker/Wagner 1982; Goldsmith 1991; Maguire/Corbett 1991). “Ili su ti koji se zale svi lazovi, ili nešto nije u redu sa sistemom” (Lustgarten 1986, 154). S druge strane, svako ko radi u policijskom sistemu zna da se određene akcije (zvanicne ili nezvanicne) poduzimaju protiv policajca protiv koga je podnesena žalba (Russell 1986), i da te “duple nezvanicne akcije” mogu biti gore po policajca kao “prestupnika” nego zvanicna akcija ili sudska kazna.

Nakon ispitivanja propisa policije u Juznoj Africi, Sjevernoj Irskoj, Engleskoj i Sjedinjenim drzavama, Haysom zaključuje da nijedan sistem ne pruža zadovoljavajuća sredstva kontrole policijskog ponasanja zbog rijetkih slucajeva gdje su policajci proglašeni krivim za disciplinske ili zakonske prekršaje. Vjerovatno je važnije da “se vidi da je pravda zadovoljena” nego da se to zaista u praksi i ucini (Waddington 1999, 162); aspekt, koji je Nikolas Luhmann elaborirao za cijeli sistem pravde (Luhmann 1969, 1985). Mora se odluciti

da li je ova vrsta “proceduralne pravde” bolja od “restorativne pravde” (Braithwaite 1989, 1996), gdje se suocavaju prijestupnik i zrtva i pokušavaju razjasniti situaciju.

Gledajući iz perspektive policajca, policijske vlasti koje se bave zalbama se mogu nazivati modernim “generalima lova na vjestice” (Peach 1995) ili mogu biti vidjeni kao neprijatelji (Byers 2000); ali ovakve institucije zaista imaju preventivan efekat, jer se svaki policajac boji istrage ovakve vlasti (ovo se bar može zaključiti, posto policija veoma vjeruje u razne efekte sankcija ili policijskih mjera).

Britanija je prošla kroz tri vrste žalbenih procesa od 1994 kada su statutom propisani proceduralni zahtjevi. Prvo, žalbe su isključivo bile stvar policije; nakon toga je slijedio Odbor za žalbe u policiji, koji je imao funkcije razmatranje; i potom Nadležni organ za žalbe u policiji, koji je nadgledao istrage (Waddington 1999). Međutim, uspostavljenje ova dva tijela nije imalo značajnog zadovoljavajućeg efekta (Maguire 1991). Analize, koje su izvršili Perez i Muir (1996), također pokazuju da interne procedure imaju boljih rezultata u obradivanju žalbi nego eksterne revizije. Pored toga, pripadnici policijskih snaga, javnost ili političari bi mogli zloupotrijebiti ovakve vlasti kako bi se riješili nevinih, ali liberalnih, ponekad neugodnih, kritičnih, progresivnih policajaca ili sefova policije.

Uloga sudova i sudija u istragama devijacije policije i osuđivanju policajaca je također diskutovana sa tendencijom da se policajci zaštite i odbrane od medija i javnosti, tuzitelja i advokata. Miyazawa stalno prikazuje kako tolerantna zakonska kultura u Japanu olaksava policajcima “da se izvuku” (Miyazawa 1992). Waddington ukratko izlaze da se devijacija policije desava “u kontekstu tolerancije”: “Zbog toga se ‘problem prljavog Harrya’ (Klockars 1980) izvuce: kada dobar policajac koristi nedopustena sredstva kako bi pobijedio kriminal, sud ih precutno ohrabruje” (Waddington 1999, 175 f). On također tvrdi da je policija, čak i politički, u mogućnosti da obezbijedi de facto imunitet od istraga ili sankcija.

Mora se shvatiti da ne postoji savršeno rješenje u prevenciji i rješavanju neprimjerenog ponasanja policajaca (zato što mi zaista imamo probleme sa integritetom policije u cijelom svijetu), i možda je potrebno “naci posebno rješenje za posebne slučajeve” koje je različito za svaku zemlju, za svaku policijsku snagu i čak za svaki distrikt.

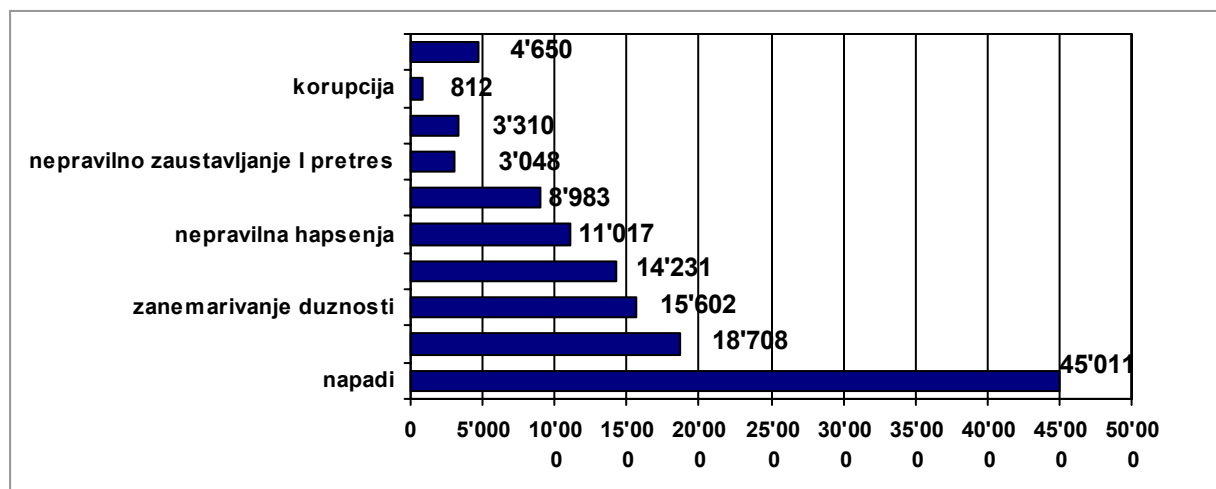
Dostupne informacije o neprimjernom ponasanju policije: komisije, Ombudsman i ostali sistemi kao sredstva koja se bave zalbama građana i nezakonitom nasilju od strane policije policije

U Engleskoj, pod Aktom lokalne vlade 1992, Kontrolna komisija ima za zadatak da specificira, sakupi i objavi informacije o svom radu sa lokalnim vlastima. Zadatak Kontrolne komisije je također da dozvoli i omogući poredjenja između vlasti (Kontrolna komisija 1993/94 i 1995). Kontrolna komisija uglavnom ocjenjuje efikasnost. Može se diskutovati o tome da li zaista ima smisla porediti određeno vrijeme odgovora na pozive na 999 (npr. pozivi na 911 ili 110 u SAD ili Njemackoj) ili cjelokupni broj obradjenih alkotestova. Ali Kontrolna komisija također poredi broj žalbi, i razliku u broju žalbi koje su dokazane i one koje su nezvanicno riješene. Za Metropolitan policiju Greater London-a e.g. 7.588 žalbi sa 5.121 slučajeve vezanih za žalbe je registrovano u izvjestaju 1993/94, sa samo 197 žalbi deklariranih kao “dokazanih” (=2,5%). 2.193 žalbe su riješene “nezvanicno”. Na žalost, izvjestaj Kontrolne komisije nije dao nikakve informacije o tome šta “dokazano” ili “rješeno nezvanicno” znaci u stvarnosti i ko i kako je ovo ocijenio.

Nadzorno organ za žalbe u policiji (Police Complaint Authority)⁴⁰ (PCA) (1995) je obezbijedio više informacija o tome u svom izvještaju za prvih deset godina. Od 151.762 žalbi u periodu od 1985 i 1994, 116.451 žalba je u bila pod istragom (ostalih 35.311 slučajeva nije bilo obradjeno) i 11.065 (ili 11%) je rezultiralo disciplinskim mjerama. Sljedeća tabela pokazuje glavne tipove žalbi na kojima je radjeno. 1992-e, PCA je započeo godišnja ispitivanja o stavu javnosti o sistemu žalbi generalno i posebno o PCA. Većina ispitanih vjeruju da je PCA nepristrastan, međutim “bitna manjina” vjeruje da je PCA na strani policije (PCA 1995: 9). Takođe je prijavljena “prilicno jednaka podjeljenost onih koji bi i onih koji ne bi povjerali policiji istragu svojih kolega.

Slika 1: Glavni tipovi žalbi kojima se bavio Organ za žalbe u policiji u Engleskoj

U Njemačkoj⁴¹, upotreba smrtonosne sile (upotreba oružja) od strane policajaca se prijavljuje svake godine. 1997-e, 12 ljudi je ubijeno policijskim oružjem (Diederichs 1998); druge informacije govore da je 38 ljudi poginulo između 1995 i 1997. Njemačka policija je pucala 119 puta u 1995, 76 puta u 1996 i samo 60 puta u 1997 (Polizei-Newsletter No.2, 1999). U



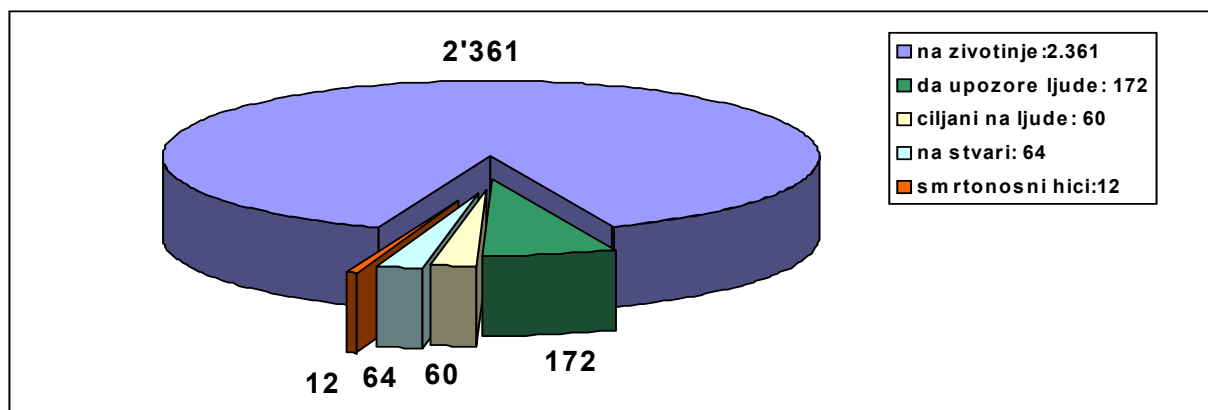
⁴ Revizori distrikta su prvo uspostavljeni u Engleskoj u 1840-tim kako bi izvršili kontrolu obracuna vlasti koji su sproveli Zakon o siromasnim. Revizori su poduzeli mjere protiv prevare i korupcije. Zadatak današnjih revizora je da ocijene troškove, ne samo zbog ispravnosti i regularnosti, već i zbog vrijednosti novca.

⁴⁰ Nadzorni organ za žalbe u policiji je uspostavljen Aktom o policiji i dokazima iz 1984-e, nakon što je izvještaj Lorda Scarman-a o nemirima u Brixton-u iz 1981-e naglasio „rasprostranjen i opasan nedostatak povjerenja javnosti u postojeće sisteme koji se bave žalbama protiv policije”.

⁴¹ Policajci pod zakletvom u Njemačkoj: 255.002; 9% zenskih policajaca. 2.666 metaka je ispaljeno u 1997-oj, što znači 1 metak na 100 policajaca godišnje.

Francuskoj, broj ljudi koje je policija usmrtila, varira od 24 do 34 za period od 1989 do 1993 (Jobard 1998).

Slika 2: Pojedinačni hici ispaljeni od strane njemačke policije, 1997 (Pütter/Kant 1999)



Reakcije ili mjere koje su poduzete protiv policajaca su pokazani u sljedećim tabelama 1 i 2 (podaci od Pütter/Kant 1999):

Tabela 1: Kazneni zakon i disciplinski slucajevi protiv policajaca u Berlinu, 1997

Disciplinski slucajevi	738	
Rijeseni slucajevi	488	100%
Odbaceni slucajevi	352	72,1%
Sankcije ⁴²	136	27,9%

Slucajevi vezani za Kazneni zakon	2.262	
Rijeseni slucajevi	2.012	100%
Odbaceni slucajevi	1.935	96,2%
Oslobodjeni	23	1,1%
Osudjeni	54	2,7%

Tabela 2: Kazneni zakon i disciplinski slucajevi protiv policajaca u Hamburgu, 1997

Rijeseni slucajevi	3.324	100%
Odbaceni slucajevi	3.164	95,2%
Optuzeni	92	2,8%
Odluka suda	31	0,9%
Oslobodjeni	19	0,6%
Osudjeni	12	0,4%

⁴² Sankcije su bile: novcana kazna (73), strog ukor (54), smanjenje plate (8), ostalo (1).

Zadnjih godina, zloupotreba vlasti od strane njemackih policajaca, o kojoj je izvjestavao Amnesty International 1995 i 1997 (AI 1995, 1997; Bornwasser/Eckert 1995; Kuratorium der Polizei-Führungsakademie 1996) je (bar u medijima) bila uglavnom predmet rasprava zbog moguceg ksenofobicnog bekgraunda. Strukturalni problem policijskog rukovodstva je takodje diskutovan kao moguci bekground ovih nezakonitih aktova protiv stranaca ili predstavnika subkultura, ali takodje i protiv novinara (Feltes 1996, Parlamentarischer Untersuchungsausschuß 1996, Schwind 1996).

Kako su psiholozi sugerisali, mozda postoji relacija izmedju agresije i frustracije, koja se pojacavala medju policijskim snagama u Njemackoj (Feltes/Hermann 1987). Dnevna rutina policajca se ne odrazava na aspekt "pomaganja drugima", sto je nekad bilo krucijalno za njihov izbor profesije (Feltes 1990). Gradjani se sve vise suprostavljaju policajcima, koji cesto dolaze iz drugih naselja i socijalnih klasa od samih gradjana. Strukturalne promjene u policijskoj aparaturi (centalizacija e.g.) i problemi pri uposljavanju kvalifikovanog osoblja 70-ih i 80-ih su uticali na to da policajac sada rijetko radi u podrucju gdje on/ona zivi⁴³. Ovo moze rezultirati u osjecaju da dati policajac ima manje odgovornosti, zato sto on osjeca da samo radi svoj posao i da osim tog nema nista sa ljudima ili zajednicom o kojoj se treba brinuti. S druge strane, policajac ili policajka, koji nemaju veza sa naseljem ni sa ljudima kojima sluze, mozda mogu lakse postici integritet.

Glavni problem u konstruisanju adekvatnih institucija odgovornosti policije jeste da odluke, koje ultimativno imaju najjaci efekat na obicne ljude, budu skoro neprimjetne i koje svakodnevno donose policajci koji rade na ulicama i van podrucja policijskih stanica (Reiner 1993, 8). U donosenju ovih odluka, na policiju ne utice samo eksterna odgovornost, vec i njihove radne prakse i njihovo vidjenje respektibilnosti.

Ukoliko prihvatimo da licne karakteristike policajaca ne objasnjavaju ponasanje policije, strukturalni i intitucionalni aspekti i radna okolina dobijaju vise vaznosti, kako je to pokazano u nedavnoj studiji o izvorima zadovoljstva u radu (Zhao/Thurman/He 1999).

Njemacka federalna drzava Baden-Württemberg je prije nekoliko godina razmatrala sistem ombudsmena (sa visoko rangiranim, penzionisnim policajcima kao ombudsmenima), ali se nije uspostavio, jer je sama policija bila protiv. Glavni argumenti protiv takvog sistema su bili da nijedan policajac ne bi vjerovao takvoj osobi, da nam ne treba takva institucija, da je zadrzavanje integriteta glavni zadatak supervizora. Najzad se izjavilo da se stari sistem (istrage koje vrse specijalne policijske snage i/ili javni tuzilac) pokazao pouzdanim, prema tome zasto ga mijenjati? Takodje je postojalo misljenje da prisustvo takve institucije znaci da postoje problemi sa integritetom policije. Drzava Hamburg, nakon primanja izvjestaja parlamentarne komisije gore navedene, je uspostavila Konzorcij za zalbe u policiji sa predstavnicima iz i van policije.

Nakon sto je policija New Yorka-a napravila nova, vise ogranicena uputstva vezana za primjenu smrtonosne sile 1972 godine, registrovana su bitna smanjenja i u upotrebi smrtonosne sile i povredama i smrti policajaca (Fyfe 1979). Vice versa, nakon sto su Bratton i Safir kreirali "Filozofiju netolerancije" zadnjih godina u New York-u, registrovano je 40% vise zalbi protiv policije, broj ilegalnih racija se povecao za 135%, i policija New York-a je

⁴³ 90-ih, nakon ujedinjenja i sa opadajucom ekonomijom, upasljavanje mladih policajaca je postalo lakse, sto se sada opet mijenja. Ali i ovi mladi ne zele raditi u mjestu gdje zive.

morala platiti 27 miliona USD 1997-e za kompenzaciju. 54% gradjana New York-a je smatralo da policija laze, krseci zakone i lazirajuci dokaze kako bi povecali broj optuzenih osoba (Feltes 1997, 2001)

Rezimirajuci ovaj dio, shvatamo da je nepravilno ponasanje policije svuda prisutno, medjutim istragama ovih cinova nedostaju adekvatne i profesionalne institucije. Radna okolina utice i na zadovoljstvo u radu i na nacin kako policajci i policajke obavljaju svoj posao. Organi za zalbe u policiji, ombudsmeni ili drugi instrumenti koji kontrolisu policiju izvana, nailaze na poteskoce u pravilnoj obradi zalbi i cini se da imaju limitiran efekat.

Uputstva i administrativne regulacije

Administrativne politike su imale pozitivnog uticaja u nekim gradovima (White 1997), ali takodje i negativnog. U Filadelfiji, nakon sto je novi policijski komesar ukinuo politiku ogranicene upotrebe smrtonosne sile i “usvojio operativni stil po kom je policija bila efektivno slobodna da uradi bilo sta sa svojim oruzjem, dok god ga ne koriste kako bi rijesili licne sporove” (Fyfe 1988, 182), ovaj grad je bio prvi kojeg je tuzio Odjel za pravdu SAD-a za tolerisanje brutalnosti. Kasnije, stope ubistava su spale za 100%, a smrtonosno pucanje od strane policije je opalo za 67% nakon sto je pomenuti komesar smijenjen (White 1997). Na upotrebu smrtonosne sile – kako Fyfe zakljucuje – jako uticu organizacione filozofije, ocekivanja i politike. Mozemo pretpostaviti da je ovo tacno ne samo za upotrebu smrtonosne sile vec i za sve vrste ponasanja policajaca. Interesantno je da izgleda da su promjene u internoj policijskoj radnoj sredini imale uticaja na upotrebu vatrenog oruzja van duznosti i u Filadelfiji (White 1997).

Za Evropu nemamo nikakve empirijske studije o tome da li su uputstva ili administrativne regulacije zaista uticale na policijske aktivnosti. Ono sto smo shvatili jeste trend uspostavljanja uputstava, etickih standarda i kodova etike sirom Evrope u posljednjoj dekadi. Primjeri su “Leitbild” (Uputstveni principi) raznih njemackih policijskih snaga, “Kodeks etike” raznih policijskih snaga sirom svijeta, i Rezolucija 690 (1979) o deklaraciji o policiji Parlamentarne skupstine Vijeca Evrope. Izgleda da danas skoro svaka policija ima svoj “Kodeks etike”. Ovo bi mogao biti rezultat diskusija o policijskom integritetu i policijskoj odgovornosti, koje su zapocele u skoro svakoj evropskoj zemlji zadnjih godina. Osnovna etika i moralni aspekti drustva, njihova konstitucija i njihovi zakoni bi trebali biti eticki bekgrund policijskog rada. Ukoliko ovo prihvatimo, nije nam potreban specijalni kodeks etike za policiju. S druge strane, moramo takodje shvatiti da policijske snage sve vise gube svoje stare hijerarhijske strukture, a sa ovom strukturom jasnu i lako razumljivu organizaciju odgovornosti. Jedan od nezelenih efekata reorganizacije i restrukture policije moze biti da je ljudima, koji nisu navikli da nezavisno razmisljaju i rade i ne preuzimaju odgovornost za ono sto rade, potrebno vise vremena da se suoce sa novim demokratskim strukturama. Njima je takodje potrebna jasna vizija o tome sta su njihovi ciljevi i za koga rade.

Sta je bolje za ocuvanje policijskog integriteta: Rukovodjenje(menadzment) ili upravljanje (administracija)?

Postoji razlika u tome da li se policijom upravlja ili rukovodi. Administracija znaci da se birokratske regulacije, pravila i procedure kontrolisu, ali samo ako se formalna ili propisana pravila, a ne njihovo znacenje i smisao, prekrse ili ne prekrse. Rukovodjenje predstavlja podjeljenu odgovornost, podjeljenu vlast i decentralizovane akcije. Izgleda da postoje dva glavna pristupa u vodjenju policijske diskrecije, u povecanju odgovornosti i jacanju integriteta. Prvi podrzava strozija pravila kao sredstva kontrolisanja akcija policije, dok drugi vjeruje u promjenu neformalne kulture policijskih akcija (Brogden et al. 1988). U evaluaciji reforme britanskog zakona 80-ih godina, McConville et al. sumnjaju u prednost reforme zakona kao metode promjene policijske prakse, posto potkultura profesija u policiji izgleda da se protivi promjenama (McConville et al. 1991). Kako bi se promijenila policijska praksa, "napad na policijsku kulturu profesija" bi bio potreban. Ovo se moze postici ponovnom definicijom policijskog mandata i institucijom novih formi odgovornosti (Chan 1996). Reiner primjecuje nejednak uticaj reforme zakona na policijsku praksu i zakljucuje da same zakonske regulacije imaju limitiran efekat na promjene u policijskoj praksi. "Glavne promjene se moraju desiti u neformalnoj kulturi policije, njihovim prakticnim pravilima" (Reiner 1992: 332). Za ostalo, kljuc je pojacati formalna pravila koja "stvaraju prostor za prosperitet kulture profesija" (Brogden et al. 1988: 167, 170).

Ako pogledamo i uporedimo ove ideje sa empirijskim studijima o lokalnoj zakonskoj kulturi (Fettes 1992) mozemo rezimirati da zakon ili aministrativno pravilo nisu ti koji uticu na aktivnost zakonske organizacije, vec neformalna kultura institucije, tj. njenih clanova. Ukoliko uporedimo razlicite regije ili podrucja, nacin na koji institucije djeluju ili reaguju je definitivno pod uticajem onog sto mozemo nazvati "kultura lokalnih institucija". Na navike jako uticu neformalne norme, stavovi, ocekivanja, prakse i procedure lokalnih sistema. Pored toga, subjektivni elementi lokalne policijske zajednice uticu na nivo ucestvovanja u postojecoj upotrebi ili zloupotrebi vlasti, uobicajenom nacinu procesiranja zalbi, itd. Ako ukljucimo zapazanja drugih studija o pravosudnom sistemu i namjere da se promjene razne procedure, kao sto su odredjivanje kaucije, pustanje pred sudjenje, proces podnosenja molbe, donosenja sudskih odluka, prilicno je ocito da sadasnji sistemi i njihovi akteri razvijaju stabilne paterne ponasanja. Nije lako promijeniti takve paterne samo nametanjem novog zakona ili implementacijom nekih novih administrativnih strategija. Kultura lokalnih institucija, koja ima svoje vrijednosti vezane za provodjenje i trajanje sudskih procesa, bi se mogla poremetiti novim setom zvanicnih zakonskih ili savjetodavnih pravila, sto bi imalo za rezultat samo goru situaciju. Nova pravila mogu biti kontradiktorna postojecim vrijednostima lokalne kulture i mogu biti vidjena kao stavljanje neugodnog tereta na praktikante sa rezultatom ignorisanja ili "miniranja" zvanicnih pravila ili novih normi. Lokalna kultura generalno ukljucuje vaznost neformalne prakse, centralnost motivacije praktikanata, i vaznost ocekivanja praktikanata i (neformalnih) normi, koje se najdirektnije odredjuju kroz iskustvo i prenose sa jedne generacije praktikanata na drugu. Postojanje lokalne kulture je veoma uvjerljivo objasnjenje za mnoge registrovane neuspjehe u naporima prijasnjih reformi policije. Waddington (1999, 139) takodje istice da je "ironija u tome da sto vise zakonski proces priteze policiju kako bi se osigurala ispravnost, policija je vise na iskusenju da izbjegava ili minira proceduralna ogranicenja".

Stavljanje pritiska na policiju kroz izvjestaje medija o posebnim slucajevima nepravilnog ponasanja policije i zloupotrebe vlasti, koje podnose gradjanske grupe za prava, grupe kao "Citizen's watching the police" ili Amnesty International, mogu imati za rezultat cak i jaci i

cvrsci zajednicki stav policije protiv nepravednih optuzbi policije u cjelini, ili cak u strategiji opravdavanja reputacije kada se na policiju opcenito gleda kao na brutalnu ili korumpiranu (Bayley 1969 for India). Zvanicni izvjestaji ljudi visokog ugleda mozda bi imali veci uticaj na policiju kao izvjestaj Scarman-a o gradjanskim nemirima u Engleskoj iz 1981-e (Scarman 1981) ili izvjestaj parlamentarnog istraznog komiteta u Hamburgu, Njemacka

Policajci cesto imaju osjecaj da njihov rad nije veoma efikasan, da je protracen i birokratski (za Englesku vidjeti Loveday 1999: “Kombinacija prosirenih hijerarhija, organizacione kulture i nedostatak efikasnog rukovodjenja je rezultiralo u tome da policija na sebe preuzima ‘sve karakteristike kita nasukanog na obalu’ “, str.139). Ovakav osjecaj cesto dijele politicari sto za posljedicu ima nepovjerenje i stalnu potrebu za dodatnim i strozijim propisima za policiju. Ovo povjerenje nije zasnovano na pitanju da li policija mozda zloupotrebljava svoje vlasti; ovo se uglavnom bazira na osjecaju da oni zaista ne znaju sta rade. Ali, osjecaj koji ima sama policija i osjecaj koji politicari i predstavnici ponekad ispolje, moze rezultirati u “sindromu povlacenja” u okviru policije: Sto vise policija osjeca da javnost nije zadovoljna sa njihovim radom, to se oni vise povlace i cak i skrivaju iza zvanicnih propisa ili drugih formalnih aspekata.

Integritet policije i obuka

Patrolni policajac - najnizi covjek u hijerarhiji – i najcesce sa najnim obrazovanjem i obukom – je ključna pozicija u sprovođenju najvećeg nivoa diskrecije. On ima “najveću moc diskrecije po pitanjima ako, kada, zasto i kako intervenisati u aferama licne prirode” (Manning 1995, 114). Danasnja policija je mnogo vise obucena nego ikad prije, a kvalitet obuke vjerovatno nikad nije bio visi. Medjutim, iako izgleda da je pozitivan odnos izmedju obuke i policije evidentan, ovaj efekat se nije puno proucavao. Prednosti obuke za institucije se opcenito vise pretpostavljaju ili sluze kao vazna opravdana funkcija za stabove, nego sto se u praksi primjenjuju (Scott/Meyer 1994), dok su se empirijske studije vise fokusirale na stavove policajaca nego na njihovo aktuelno ponasanje (Mastrofski 1990). Nedavno istrazivanje koje su sproveli Mastrofski i Ritt, pokazalo je da uticaj obuke zavisi od razmisljanja na nivou organizacija (Mastrofski/Ritti 1996). Obuka ima vrlo pozitivan efekat u agencijama koje podrzavaju obuku, ali nema nikakvog efekta u agencijama koje su inace indiferentne ili neprijateljski raspolozene prema namjerama za koje se policajci obucavaju. Dakle, efekat obuke zavisi od prilika koje institucije mogu da iskoriste, supervizora koji ohrabruju obucenu osobu i namjeru, i vaznosti. Filozofija supervizora “radi i kloni se nevolja” nije dobra u ohrabrivanju obucenih policajaca (nije svakako dobra). Ono sto je neophodno jeste institucionalna i licna (od strane supervizora) vrijednost data namjenskoj aktivnosti. Supervizor mora “dozivljavati” ono sto on ili ona zele da se dogodi. (Braiden 1992, 1994).

Visoko obrazovani oficiri i bolje obuceno osoblje ne garantuju per se bolju kooperaciju i komunikaciju, ali obuka i obrazovanje jeste krajnji faktor ka poboljsanju kvaliteta policijskih kontakata. Kako visoko obrazovani policajci mogu postati frustrirani u svom poslu, cinicni, trazeci formalno ili neformalno laka rjesenja, promjene se moraju desiti ne samo u programima uposljanja, selekcije i obuke, vec takodje i u organizacionoj sredini, kao sto je to vec Goldstein naglasio prije vise od 20 godina (Goldstein 1977). Inace ce novo osoblje imati male sanse u prezivljavanju u organizaciji. Pritisci za pokoravanje su toliko jaki da ce novi policajac biti ili potisnut u policijsku potkulturu, sa vrijednostima i orijentacijom vece grupe koja ce zamijeniti njegove, ili ce njegov zivot postati toliko neugodan da ce odluciti da da ostavku (Sewell 1985).

Misljenje policajca o njegovoj ulozi i profesionalnoj kulturi nisu od velikog uticaja na odredjivanje prirode policijskog rada. Kako to Manning istice, osnovni izvor nevolja policije je nesposobnost policije da definise mandat koji ce minimizirati dosljednu prirodu njenih sopstvenih ocekivanja i ocekivanja onih kojima policija služi (Manning 1995). Razvoj policije koja je pristupacnija gradjanima i orijentisana ka blizem odnosu sa zajednicom, mora biti prije stvaran nego površan i, zbog toga, zahtijeva bitnu promjenu u filozofiji, ponovni poredak prioriteta, i potencijalnu masivnu restrukturu policijskih organizacija i policijske obuke. Policijska obuka se posebno treba fokusirati prije na aspekte ponasanja nego na aspekte teorije. Studenti moraju nauciti kako da komuniciraju sa gradjanima, kako da rijese konfliktne situacije na pravilan i kooperativan nacin.

Neizvjesno je da li su specijalni "Kodeksi etike" za policiju neophodni i da li "obuka o etici" zaista ima uticaja (Byers 2000). Ukljucivanje osnovnih etickih standarda drustva u razlicite dijelove i aspekte policijske obuke moze biti bolji pristup kako bi se postigla "eticka svjesnost" u policiji.

Mora postojati veca koordinacija policije i drugih agencija u pravosudnom sistemu kako bi klijent imao vise koristi i kako bi se eliminisala izolacija policije. Organizaciona promjena u funkciji policajca moze voditi do eksperta u njegovom polju. Ovo moze povezati jaz izmedju policije i mnogih neprijateljski raspolozenih segmenata u javnosti. Policija se mora angazovati u procesima koji su zasnovani na zajednici i vezani za produkciju i odrzavanje socijalnog i humanog kapitala. Ovi ciljevi se mogu postici kroz razvijanje jakih odnosa sa institucijama i individuama u zajednici.

Racionalni policijski rad znaci procjenjivanje organizacionih sposobnosti policije, identifikacija kritичnih pitanja, prijetnji i prilika ocjenjivanjem sadasnje i ocekivane buduce sredine u kojoj policija funkcionise. Javnost treba da ocijeni uspjesnost policije prema svojim vrijednostima, a ne prema postotku završenih slucajeva, broju osudjenih kriminalaca, itd. Policijski rad mora biti politicki aktivan biznis. Policija ne treba cekati na politicare da odluce o tome sta se treba uraditi nakon sto se pojave specijalni (i veoma cesto kratkotrajni) problemi; oni treba da stupe u vezu sa javnoscu i sluze zahtjevima gradjana.

Ukratko se moze zakljuciti da same zakonske regulacije imaju limitiran efekat na promjene policijske prakse. Isto se moze potvrditi cinjenicom da postoje odbori za zalbe i ombudsmeni. Neformalna lokalna kultura, koju podrzavaju i uspostavljaju supervizori i nadredjeno osoblje, izgleda da je od najveceg znacaja. Kontrolisanje policije izvan policije je skoro nemoguće. Sama policija mora postaviti efektne granice prema zloupotrebi vlasti i nezakonitim akcijama svojih kolega. Aktivnosti u poboljsanju integriteta i jacanju samokontrole u policiji moraju poceti sa obukom o menadzmentu za one koji su na celu policijskih snaga. Zdrava policijska organizacija se moze postici samo sa zdravim, postovanim i odgovornim supervizorima. A kako supervizori policije u mnogome zavise od svojih politickih lidera, ti politicari bi trebali biti svjesni cinjenice da policija služi ljudima i drustvu, a ne politicarima i vladi.

Kultura policijske agencije je ta koja ohrabruje svoje zaposlene da se odupru ili tolerisu odredjene tipove nepravilnog i neetickog ponasanja. I, zbog toga, ta kultura moze ohrabriti integritet policije. Diskusije i rad na policijskom integritetu se moraju imati na umu. Odgovornost nije privremeni dodatak modernom ponasanju organizacije, prije je "osnovna institucionalna vrijednost, a profesionalna i odgovorna policijska sluzba treba da u potpunosti prihvati odgovornost, a ne da trazi nacine da je izbjegne" (Markham/Punch 2000, 19).

Appendix:

Ljudska prava i policija

Sljedeće napomene su uzete iz Brosure o ljudskim pravima za pravilnu policijsku praksu, koju je napravio Informativni centar za ljudska prava pri Vijecu Evrope (Council of Europe 1998):

Zastita ljudskih prava

Funkcije koje obavlja policija se generalno smatraju za sljedeće:

- 1. Sprijeciti i otkriti kriminal.*
- 2. Održati i uspostaviti red i mir u društvu.*
- 3. Pruziti pomoc ljudima u hitnim situacijama.*
- 4. Zastititi ljudska prava.*

Policija doprinosi zastiti svih ljudskih prava održavanjem javnog reda i mira tako da ljudi mogu uzivati svoja prava i slobode. Policija takodje stiti specificna ljudska prava, npr. pravo na zivot ili pravo na mirno uzivanje svojine, sprjecavanjem i otkrivanjem kriminala koji prijete ili naruzava takva prava.

Dodatno preduzimanju pozitivnih mjera u zastiti ljudskih prava, od policije se zahtijeva da postuju ljudska prava pri obavljanju svog posla i primjeni vlasti.

Postovanje ljudskih prava

Policiji je zakonom dato ovlastenje da, npr. koristi silu, uhapsi i zadrzi ljude u pritvoru, da vrsi pretrese ljudi, vozila i zgrada. Ovakva ovlastenja su bitna za policiju u obavljanju njihovih funkcija i poslova. Medjutim, ova ovlastenja su limitirana na razne nacine da bi zastitila ljudska prava, a neka ljudska prava su limitirana da bi zastitila druga prava ili obezbijedila druge povoljnosti kao sto su javni red i mir i prevencija kriminala.

Ovo se moze ilustrovati razmatranjem prava na slobodu i bezbjednost osobe. Ovo je osnovno i bitno ljudsko pravo na koje svako ima pravo, ali moze biti limitirano u pojedinim slucajevima odredjenim zakonom – npr. policiji su data ovlastenja da lisi ljude slobode, tako da se osoba na koju se sumnja da je pocinila krivicno djelo moze sprijeciti u pocinjavanju krivicnog djela.

Dok pravo na slobodu i bezbjednost osobe, kao i druga prava, mogu biti limitirani zakonom, neka prava se ne mogu limitirati. Zabrana torture je totalna i absolutna, i ne postoje nikakve prilike pod kojima se krivicno djelo torture moze pociniti.

U svakom slucaju, policija mora primjeniti samo ona ovlastenja koja su joj data zakonom i u skladu sa procedurama odredjenim zakonom. Npr., kada je osoba uhapsena na zakonskim osnovama, zakon odredjuje specificne procedure koje se moraju slijediti. Ovo ukljucuje pravovremeno informisanje uhapsene osobe o razlozima hapsenja i dovodjenje uhapsene osobe na vrijeme pred sudiju.

Pravilan policijski rad

Pravilan policijski rad kombinuje ekspertizu u znanju i umijecu policijskog rada sa pravilnim ponasanjem – drugim rijecima, postovanje prema zakonu i postovanje prema ljudskim pravima. Policijski zvanicnici koji pokusavaju postici ciljeve policijskog rada krsenjem zakona i narusavanjem ljudskih prava su neprofesionalni i miniraju samu svrhu policijskog rada.

Vazno je da se razvije tehnicko znanje svih policijskih sluzbenika o policijskom radu – npr. u intervjuisanju osoba osumnjicenih za krivicno djelo tako da se informacija prilikom obavljanja intervjuja moze dobiti, a sa osobom se nije postupalo na los nacin; ili vjestine uvjeravanja, pregovaranja ili posredovanja sa limitiranjem upotrebe sile. Ovo je odgovornost vlada i policijskih lidera, koji moraju osigurati da se pravilna obuka obezbijedi, ali je isto tako odgovornost svih policijskih sluzbenika da moraju biti sigurni da imaju koristi od obuke i da nastave da razvijaju svoje vjestine u operativnom kontekstu.

Ljudska prava i policijski rad

Ne postoji konflikt izmedju ljudskih prava i policijskog rada zato sto su ljudska prava zasticena zakonom, a policijska ovlastenja propisana zakonom. Kako je policija odgovorna za provodjenje zakona, nije im dozvoljeno da krse zakon. Policija mora da postuje zakon koji stiti ljudska prava i ne smije prekoraciti ovlastenja koja im garantuje zakon.

Zastita i postovanje ljudskih prava su bitni elementi pravilnog policijskog rada.

Vrijednosti koje treba primijeniti u praksi ukljucuju zajednicke evropske vrijednosti politicke demokratije, ljudskih prava i vladavine zakona; one ukljucuju vrijednosti razumnosti i postenja koje se ispoljavaju po principima proporcionalnosti i ne-diskriminacije; i ukljucuju mnoge detaljne vrijednosti koje dolaze iz principa postovanja inherentnog dostojanstva covjeka, ispoljene u instrumentima ljudskih prava i u otkricima i odlukama tijela u pregovorima.

Nacini na koje se ove vrijednosti primjenjuju u praksu su kroz znanje i vjestine, sto je potrebno policijskim liderima da komanduju, upravljaju i nadgledaju policijske agencije i policijsko osoblje.

Specifne odgovornosti policijskih lidera

Uposljavanje i obuka

Prva odgovornost policijskih lidera vezano za ljudska prava jeste osigurati da samo oni ljudi, kojima se moze povjeriti ovlastenje da upotrijebe silu protiv gradjana i da ih lise slobode, mogu biti zaposleni u policijskim agencijama. Policijski lideri onda moraju osigurati da je policijsko osoblje obuceno da obavlja svoje duznosti efikasno, po zakonu i na human nacin. To znaci da osoblje mora proci kroz obuku o neophodnim profesionalnim vjestinama policijskog rada i steci znanje o ovlastenjima koja mogu primijeniti i ogranicenjima tih ovlastenja.

Vjestine koje su posebno vazne iz perspektive ljudskih prava su vjestine u provodjenju istraga i, posebno, vodjenja intervjuja – kako bi se izbjegla pretjerana pouzdanost u obezbjedjivanju priznavanja krivicnog djela osumnjecenih i kako bi se osiguralo da se sa osumnjecenim osobama razgovaralo na kompetentan nacin i u skladu sa pravilima namijenjenim za njihovu zastitu. Dok policajci moraju biti svjesni svih ovlastenja koja mogu primijeniti, od vitalnog je znacaja da se ovlastenje o lisavanju slobode ljudi u potpunosti shvati i ne prekoraci.

Duznost policijskih lidera je, koliko su u mogucnosti, da obezbijede resurse policajcima kako bi oni funkcionisali efikasno, na zakonit i human nacin, ali isto tako da osiguraju da se nedostatak resursa ne koristi kao izgovor za lijeni ili nezakoniti i nehumani rad policije. Pravilno upravljanje resursima je dodatna duznost lidera policije, sto ukljucuje zabranu i sprjecavanje zloupotrebe resursa za svrhe koje nisu legalne policijske svrhe.

Svo policijsko osoblje je odgovorno zakonu i zajednicama kojima sluze kroz demokratske politicke procese. Policijski lideri moraju osigurati da se obje forme odgovornosti u potpunosti realizuju i da se sistemi, uvedeni u tu svrhu, efikasno implementiraju. Pravilno ponasanje se mora prepoznati i nagraditi, a sa nepravilnim ponasanjem se mora suociti i

baviti. Bavljenje ovim problemom može uključiti jednostavan zahtjev da se ponasanje promjeni, a možda je potrebno primijeniti disciplinske mjere ili krivično gonjenje.

Mora biti jasno da su oni, koji su odgovorni da provode zakon, u potpunosti odgovorni zakonu. Kada policija ne podliježe sudskom gonjenju za svoje nezakonite radnje, tada ljudska prava nisu zaštićena i uslovi za korumpiran, brutalan i neefikasan policijski rad su stvoreni.

Ovim sredstvima se policijskim agencijama i policijskim osobljem može upravljati i doći do promjene tako da se profesionalna ekspertiza može dalje razvijati, visi standardi ponasanja usaditi i odgovornost prema zajednici pojačati. Pored toga, policijska kultura, koja nagradjuje i cijeni profesionalizam i pravilno ponasanje a pobija i diskredituje one aspekte kulture koji su štetni po ove vrijednosti, se može razviti i održati.

Svrha svega ovog jeste promijeniti ponasanje operativnog policijskog osoblja u njihovom svakodnevnom radu sa javnošću kojoj služe. Samo ukoliko se ovo promjeni, prava promjena će se desiti.

Odgovornosti policijskih lidera u relaciji sa ljudskim pravima se mogu izraziti veoma jednostavnim riječima – primijeniti vrijednosti u praksi osiguravajući da se ljudska prava poštuju i štite za vrijeme procesa policijskog rada.

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