
Montenegrin Police: Current Profile and Future Trends

Zoran Keković and Savo Kentera

Country Profile

Montenegro is situated in the western part of southeast Europe, opening onto the Adriatic Sea with 277 km of shoreline, and covers an area of 13,812 km². The demographic structure of Montenegro has changed over the past decade primarily due to migration caused by war. According to the last census (2011), Montenegro has a population of 620,029, including 50.61 % of women and 49.39 % of men. The population of Montenegro consists of Montenegrins (44.98 %), followed by Serbs (28.73 %), Bosniaks (8.65 %), Albanians (4.91 %), Muslims (3.31 %), Croats (0.97 %), and smaller numbers of Roma and various others. The Serbian language is spoken by over 42 % of citizens, while 37 % speaks Montenegrin. Both the Cyrillic and Latin alphabets are used. There are two primary religions in Montenegro: Islam and Christianity, with believers organized in several religious groups: Orthodox (72.07 %), Muslim (19.11 %), Catholic (3.44 %), and other (5 %).

Montenegro's recovery from the economic breakdown in the 1990s has been slow. The economy has suffered from a low growth rate, high

unemployment, low wages, and a high cost of living. The economy of Montenegro depends largely on trade and industry, and can be broken down as follows: trade (12 % of GDP), industry (11.3 % of GDP), transportation (9.5 % of GDP), real estate (8.4 % of GDP), and agriculture (8.3 % of GDP). In Montenegro, the gross national product per inhabitant, according to standard purchasing power, amounted to 41 % of the 2010 EU average (The Institute for Statistics of Montenegro, 2011). The GNP per capita in 2010, amounted to 5,006 Euros, while in 2009, was 4,720 Euros (The Institute for Statistics of Montenegro). Natural resources include bauxite, hydropower, and timber. The government of Montenegro is located in Podgorica—the republic's largest city, which is relatively well developed. By contrast, the rest of central Montenegro is relatively underdeveloped and shares the same problems as the north.

Montenegro was part of the Socialist Federal Republic of Yugoslavia (SFRY). After the Second World War, the Montenegrin police was absorbed into the greater Yugoslav Federation (Keković & Redžepagić, 2006). After the disintegration of the SFRY, Serbia and Montenegro remained together and created the Federal Republic of Yugoslavia in April 1992. In 2003, the country's name was changed into the State Union of Serbia and Montenegro. On 21 May 2006, a referendum for independence was held in Montenegro, which showed that the majority of the Montenegrin population supported independence (55.5 % of the population voted in favor). The Parliament of

Z. Keković (✉)

Faculty of Security, University of Belgrade, Serbia
e-mail: zorankekovic@yahoo.com

S. Kentera

Atlantic Council of Montenegro, Cetinjski put, City
kvart, I-4/21, 81000 Podgorica, Montenegro
e-mail: kentera@cir.org.me

Montenegro made a formal Declaration of Independence on 3 June 2006. As both Serbia and Montenegro had their own internal police, customs, and other structures, the outcome of this referendum had a limited impact on the structures within Montenegro's police. Montenegro signed the Stabilization and Association Agreement with the EU in October 2007, concluded a World Trade Organization (WTO) bilateral agreement with the EU in April 2008, and was invited to join an Intensified Political Dialogue with NATO on April 2008 at the summit in Bucharest. NATO foreign ministers invited Montenegro to participate in the Alliance's Membership Action Plan (MAP) on 4 December 2009. On 9 November 2010, the European Commission recommended EU candidate status to Montenegro, under the condition that accession negotiations begin after the completion of the seven "key priorities." That decision was ratified by the European Council, and the EU candidate status was granted on 17 December 2010 (United States Department of State, 2012).

In the strategic orientation of Montenegro to become a part of the Euro-Atlantic integrations, Montenegrin police has been rapidly transformed into a modern police organization adapted to the collective security of NATO and the EU. The reform process of the Montenegrin police in particular has remained strong after the declaration of independence. It is a complex process because it has opened the issue of stable functioning of security institutions, with the simultaneous need to transform the police force in a complex multi-ethnic and multireligious environment. In this regard, Montenegrin police is expected to be actively involved in legality, efficiency, and fairness in the law enforcement process to prevent public peace violations and ensure the maintenance of order, which, in turn, should be based on the principles of humanity, nondiscrimination, and professionalism.

Police Organization, Structure and Function

The organizational structure of the Montenegrin police service changed as a result of the adoption of the *Law on Police* (Zakon o policiji, 2005).

In accordance with the Law on Police (Zakon o policiji) and the *Regulation on organization and the work of the Ministry of Interior* (Government of Montenegro, 2010), the police performs administrative duties related to the security and protection of citizens, freedoms and rights set out in the Constitution; the protection of property; the prevention and detection of criminal offences and misdemeanors; finding and apprehending perpetrators of criminal offences, as well as bringing them to competent authorities; the maintenance of public peace and order; securing public gatherings and other meetings of citizens; protection of certain persons and facilities; road traffic safety and control; border crossing checks; control of movement and stay of foreigners; providing conditions for adequate operation of the courts; forensic expertise and research; forensic and other evidence gathering; international police cooperation; making analyses, studying and monitoring certain security issues; and other activities that are in its jurisdiction.

According to the Law, the Police Director is the government's appointee who directly appoints subordinate managers. In this shift, it is important to address the issue of decentralization. The organization remains highly centralized and it is recommended that decisions and planning regarding the work of uniformed officers should be moved closer to the local community level. Crime prevention is a complex task that often goes beyond the level of the local community and, as such, requires cooperation with other criminal justice authorities to consolidate resources and engage in activities that would maximize outcome.

The structure of the newly formed Police Administration still reflects the structure of its predecessor, the Ministry of Interior's (MoI) Public Security Service. Territorially, it is divided into eight police regions, called security centers. The security centers are territorial police districts. The security centers for the central part of Montenegro are located in the capital Podgorica and in the city of Nikšić. The south of Montenegro is covered by the security centers in Bar, Budva, and Herceg Novi. The south has a large sea border and lands that borders with Croatia, Bosnia-Herzegovina, and Albania, and an international airport in Tivat. In the north of Montenegro there

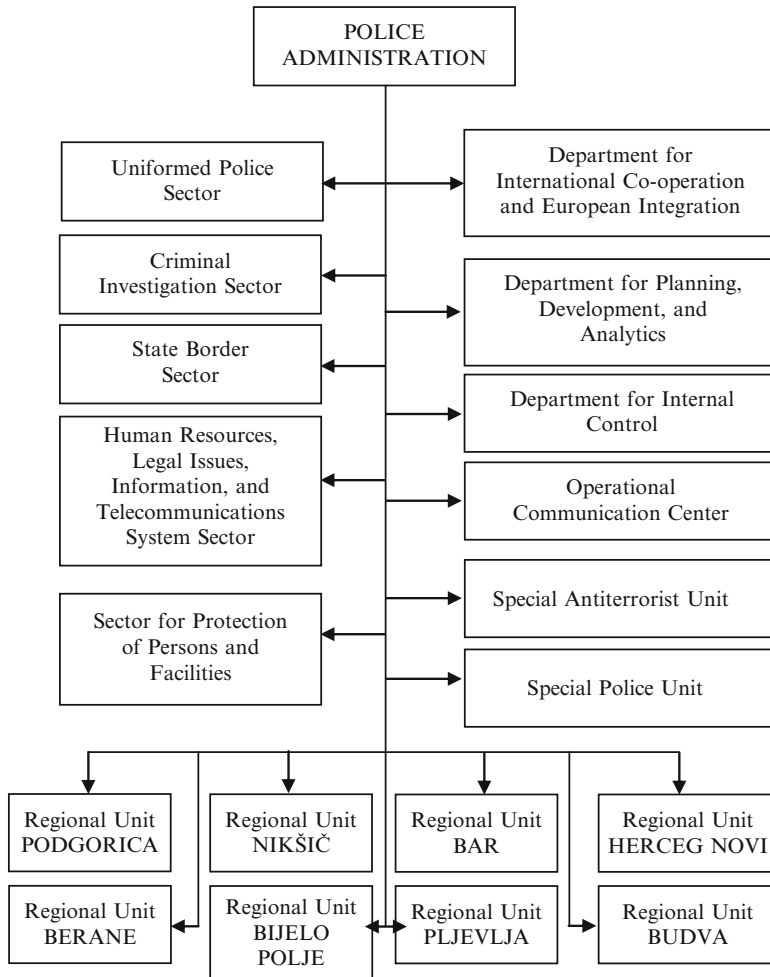


Fig. 1 The structure of police administration (Source: Police Directorate of Montenegro, 2011a)

are three security centers: Berane, Bijelo Polje, and Pljevlja. There are also 13 smaller regions, security departments, subordinated to the security centers. All 21 police regions reflect the administrative division of the Republic's 21 municipalities (Fig. 1).

Regarding their functional division, the Police Administration has five police sectors (Uniformed Police; Criminal Investigation; State Border Sector; Human Resources; Legal Issues, Information, and Telecommunications Systems Sector; Sector for Protection of Persons and Facilities); three departments (Department for International Co-Operation and European Integration; Department for Planning, Development, and Analytics; Department for

Internal Control); Operational Communication Centre (OCC); Forensics Centre, and two specialized units (Special Antiterrorist Unit; Special Police Unit). Heads of directorates, departments and specialized units report directly to the Police Director, as do the heads of the eight security centers. However, within the security centers, the heads of two police branches (Uniformed and CID) report both to the head of their respective security centre and to the head of their respective directorate. Such a dual chain of command may be inefficient because there is no official priority of tasks.

The Uniformed Police Sector is primarily in charge of public order. It consists of five organizational units: Department for Public Law and

Order; Traffic Police Department; Department for Prevention and Community Policing; Department for Protection of Property and Persons. The Criminal Investigations Sector (CID) is tasked with the fight against crime and is composed of six organizational units: Department for Suppression of General Crime; Organized Crime Department; Commercial Crime Department; Department for the Fight against Drugs and Smuggling; Department for Special Screening; Criminal Technical Department (Forensics); Unit for Witness Protection; the National Central Bureau of Interpol. The State Border Sector is the youngest and the most rapidly developing directorate, which currently has five departments/units: Department for Border Crossing Checks; Department for Control of Border Area; Department for Operational Work; Department for Fighting Illegal Migration. It also includes border police units in cities (Berane, Pljevlja, Bijelo Polje, Podgorica, Nikšić, Bar, Herceg Novi) and the Maritime Police Unit. The Human Resources, Legal Issues, Information and Telecommunications Systems Sector consist of Department for Legal Issues; Department for Management, Planning, and Development of Human Resources; Department for Telecommunication Technologies and Systems. The Sector for Protection of Persons and Facilities is in charge of protection of persons who are the subject of protection due to their employment engagements, their housing and positions in retaining in place and drive-by shooting. It consists of Department for Protection of Persons, Department for Protection of Facilities and Diplomatic Consular Offices, Department for Protection of Certain Foreign Persons and Anti-Terrorism Screening.

The OCC follows and registers occurrences and events in the field of security, as well as estimates the crucial events. Depending on the need, OCC takes and organizes urgent and more extensive operational measures, coordinates and directs organizational units of police services. The Forensic Centre conducts all criminal-technical tests of traces from the crime scene. Montenegro's police service has two specialized units: Special Police Unit (often known by its

acronym PJP—*Posebna jedinica policije*) and Special Antiterrorist Unit (SAJ—*Specijalna antiteroristička jedinica*). Both specialized units are organized only on state level and their heads report directly to the Police Director. Special Antiterrorist Unit is a classic police antiterrorist unit, while the Special Police Unit is a paramilitary police unit inherited from the 1990s. Militarization refers to the experience and training of staff, and the methods and equipment they use. These units carry out the most complex policing tasks and assist the regular police in carrying out other complex tasks. Both of them participate in the “fight against terrorism and organized crime.” The other tasks are ensuring public peace and order if endangered to a greater extent, resolving hostage situations, arresting criminal groups, securing public gatherings and events of the highest risk levels, etc.¹ The number of police officers in the service generally depends on the geographical area, security situation, style of policing (community policing requires more manpower) and other aspects. The size of the police service in Montenegro was such largely due to the security situation in the 1990s, which led Montenegro to focus more on building a “defense force.” During this period, the police force served as a virtual army for which a large number of officers were recruited. In 2000, after the fall of Milošević, the security situation eased and the country was left with a military-style, untrained and large police force.

According to the Study on Policing in the Federal Republic of Yugoslavia (Monk, 2001), the Ministry of Interior in Montenegro had

¹As their mandates seem to be quite similar, and as resources are scarce for special equipment and training, gfuture. In other European police services, SAJ and PJP-type officers participate in regular police duties when not carrying out their specialized tasks. “For instance, the practice in some other countries is for such units to be operational in normal police duties half of the time while continuing their specialist training the remainder of their time” (Downes, 2004). This would both help save resources and promote career development, as officers would have an easier transition to regular duties once they reach the age limit for performing special operation tasks. This would also be important for further police demilitarization.

approximately 10,000 staff overall, of which there were 3,800 uniform police officers. Moreover, there were an estimated further 10,000 members of the Special Police Unit created as a defense force. Ordinary police numbers were also increased to counter the perceived threat from the Yugoslav army and this has produced a relatively young police force with little sense of public service.

At the beginning of the first decade of the twenty-first century, Montenegro was opting for downsizing by setting high standards and enforcing rigorous performance assessment.² The Ministry of Interior was the biggest state employer in Montenegro, with the Police Administration employing the majority of the personnel. As of March 2006, the Police Administration employed 5,234 people (364 women and 4,870 men). The 5,234 employees of the Police Administration in a country with a population of around 650,000 people means a ratio of one officer per 125 citizens (OSCE Mission to Serbia and Montenegro, 2006).³ The composition of the police service in Montenegro was overwhelmingly male, with little ethnic minority representation, and the vast majority coming from the northern and central areas of Montenegro. Approximately 1,000 women work for the MoI, but the vast majority work in administrative positions and are not operational police officers.

According to the *Strategy for Development and Functioning of Police for the period 2011–2013* (Ministry of Interior and Public Administration of Montenegro, 2010), the current number of employees in the Police Administration is 5,313, out of which 4,648 are the police officers. More data of employees in the Police Administration:

- (a) Total population: 631,535 (Ministry of Interior and Public Administration of Montenegro, 2010)

- Number of classified jobs: 5,189
 - Number of employees: 5,313–4,684 police personnel
- (b) The Police Directorate employees' educational structure
- Doctor's degree: 0.056 %
 - Master's degree: 0.20 %
 - Bachelor degree: 15.48 %
 - Upper secondary school education: 7.45 %
 - Secondary education: 75.79 %
 - Primary education: 0.97 %
- (c) Employees' age structure
- Under 35: 33.09 %
 - Between 35 and 55: 64.20 %
 - Over 55: 2.71 %
- (d) Gender structure
- Female: 13.11 %
 - Male: 86.86 %

Crime and Disorder Trends in the Last 20 Years

After Slobodan Milošević took power in Serbia in 1987, the pro-Milošević fraction of the League of Communists of Montenegro (LCMN) came to power in 1989. That period was marked by an enormous increase in organized crime and corruption. Crime was not only tolerated, but its suppression was also a low priority for the police. Elements of the police force often turned a blind eye to illegal activities, which led to corruption at many levels (OSCE Mission to Serbia and Montenegro, 2006). Some of the criminals even rose to the status of “national heroes” in the eyes of an anxious and impoverished public. Aforementioned impunity for such individuals led to an increase in the general criminalization of the society. Politics, business, security services, and crime became a part of a messy, interdependent network. Organized crime groups in the former Yugoslavia “have gained protection for a wide variety of criminal activities by establishing connections with state security and intelligence agencies, forming autonomous power centers that are immune to prosecution and are able to control local politicians and manipulate the media” (Berry et al., 2003: 77). Not only were organized criminals

²The necessity for downsizing as part of police reform was outlined in the OSCE's report, *A Study on Policing in the Federal Republic in Yugoslavia*, and in the European Commission's Staff Working Paper from 2002.

³This ratio is relatively high in comparison to police services in the European Union and Serbia, where they have one officer per 250–350 citizens.

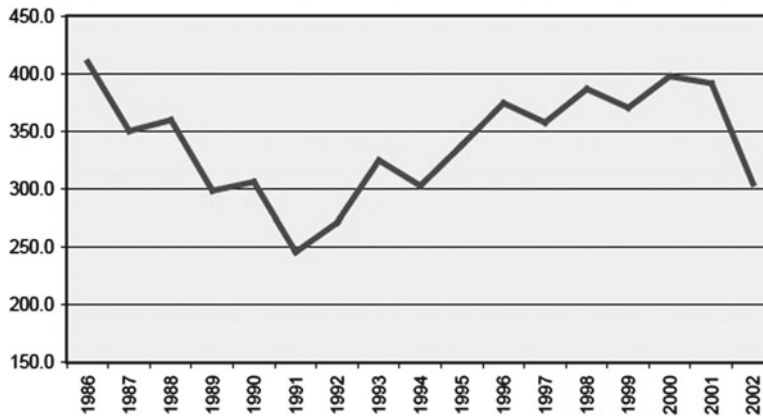


Fig. 2 The number of sentenced persons (per 100,000 inhabitants) (Source: Ministry of Interior and Public Administration of Montenegro, 2005)

on the loose, but the war environment provided them with entirely new areas for “business.” Warring factions, for example, used criminals for circumventing the international arms embargo that the UN Security Council imposed against Yugoslavia (and its successors) in 1991. The authorities of Montenegro and Serbia also used them to break the UN economic embargo against the Federal Republic of Yugoslavia (1992–1995). The smuggling of various goods, primarily fuel and tobacco, started out as being seen as in the national interest, but soon became quite a lucrative activity.

Organized crime was not limited by national borders. Many criminals of Montenegrin origin operated outside of the republic, but Montenegro was also the victim of international organized crime.⁴ Montenegro was also a transit area for international organized crime. International police cooperation and exchange of data was almost non-existent between 1992 and 2001. A major obstacle was the revocation of Interpol membership for the Federal Republic of Yugoslavia in 1992.

⁴During the 1990s, Italian mafia organization Sacra Corona Unita used Montenegro’s coast as a base for their smuggling activities and as a safe haven. Italian Interpol opened their office in the port city of Bar in 1999, which was instrumental for extraditing dozens of Mafiosi from the republic and cutting smuggling lines for tobacco and drugs.

In absence of a comprehensive crime statistic for the Republic of Montenegro during the 1990s, the ratio of sentenced persons per 100,000 inhabitants can represent crime trends for the last decade of the twentieth century. In the period 1986–2003, the ratio of sentenced persons per 100,000 inhabitants was the lowest in 1991, and the highest in 1986. This rate suddenly increased in 1999, after which the number of sentenced juveniles reduced. Over the past 20 years, the number of convicted juveniles in relation to the total number sentenced is not completely clear. Finally, the armed robbery continues to be a problem in Montenegro. To a large extent, this is the consequence of wars in the Balkans, when many illegal weapons were in possession of ordinary citizens (United Nations Development Programme, 2005) (Figs. 2 and 3).

The crime statistics for the Republic of Montenegro (1996–2000) show crime to be reducing substantially in all categories. The view of experts is that the major offences linked to organized crime, such as murder, has reduced whilst the criminals assess the situation under new regimes. Property crime is also declining but it is expected to increase as the transition to a new economy takes effect (Monk, Holm, & Rumin, 2001).

The statistics on crime in the Republic of Montenegro (1998–2003) show characteristics of a situation where general crime dominates compared to commercial crime. Regarding the

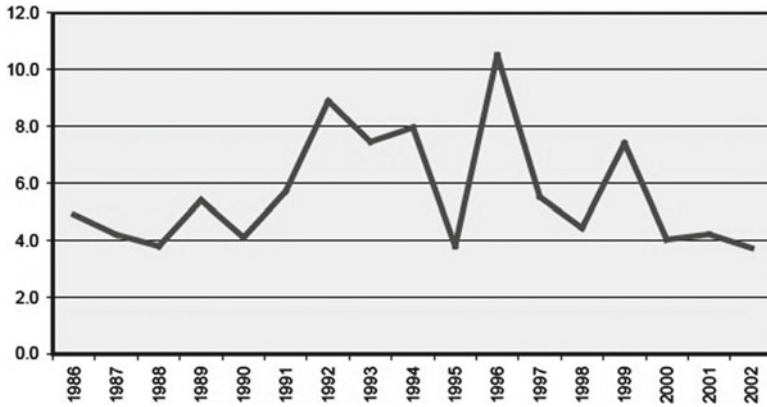


Fig. 3 Sentenced juveniles (percentage of totally sentenced) (Source: Ministry of Interior and Public Administration of Montenegro, 2005)

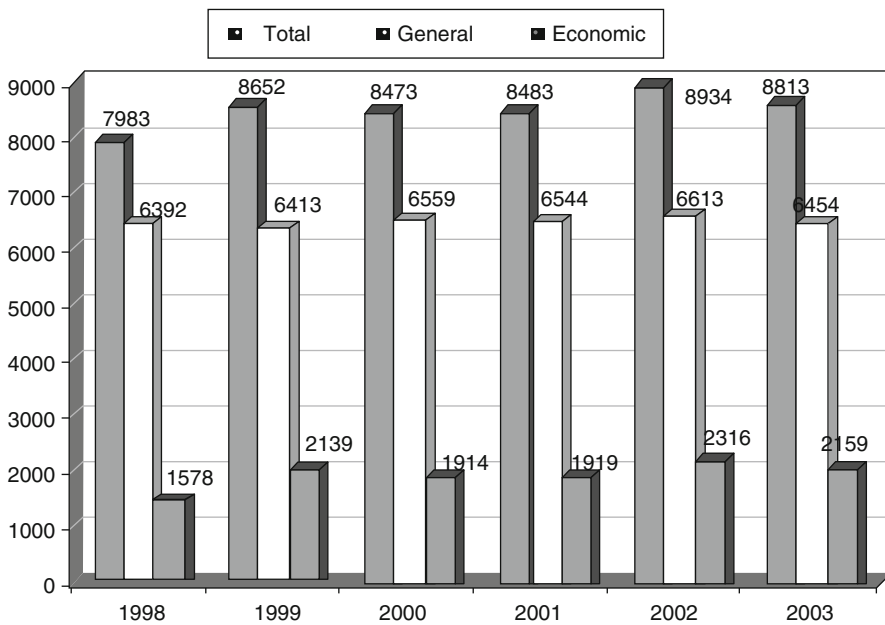


Fig. 4 Registered crimes on territory of Montenegro (1998–2003) (Source: Ministry of Interior and Public Administration of Montenegro, 2005)

general criminal structure, there was a high rate of property crime in the same period (Figs. 4 and 5).

There is an unequal crime trend in the period between 2001 and 2005 with a growing number of criminal acts occurring between 2002 and 2005 (Table 2). This can be explained by turbulent political and economic changes in the Montenegrin society before the referendum of independence. The relationship between the number of criminal

acts by unknown perpetrators and the total number of criminal acts, as well as resolved cases (in percentage), is presented in Table 1.

In 2005, within the total number of registered criminal acts, there were 7,643 (6,431 in 2004) acts in the category of general crime, with a significant increase compared to the previous year—18.84%. More significant growth is registered in the following categories of criminal acts: blackmail, violent

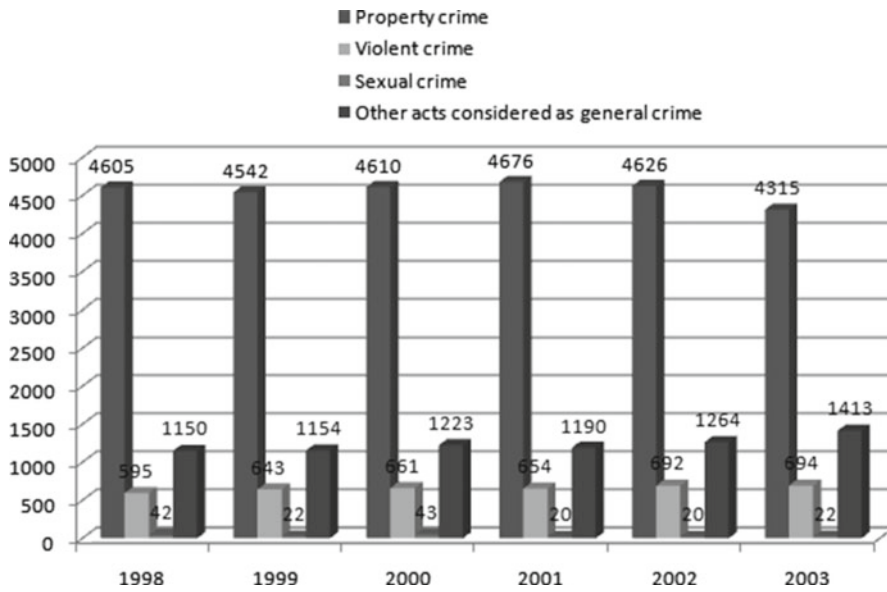


Fig. 5 General structure of crimes (1998–2003) (Source: Ministry of Interior and Public Administration of Montenegro, 2005)

Table 1 Criminal acts 2001–2010 and their resolution

	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Total number of criminal acts	8,463	8,934	8,613	8,227	9,579	9,564	9,258	8,277	8,101	6,994
Criminal acts by unknown perpetrators	5,251	5,166	4,576	4,329	4,959	4,323	3,947	3,470	3,388	2,842
Resolved cases (%)	57.78	53.75	56.9	45.64	50	55.8	59.5	64.2	68.3	67.8

Source: Police Directorate of Montenegro (2011b)

Table 2 Violent and sexual crime (2001–2010)

	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Murder	22	27	20	14	22	25	10	23	24	15
Attempted murder	62	93	92	66	70	77	59	60	52	56
Grave bodily harm	124	148	141	150	155	164	181	196	186	193
Endangering by means of using dangerous instruments in brawls or quarrels	145	148	131	111	128	128	154	93	81	78
Rape	6	8	5	14	8	11	7	17	9	5
Attempted rape	4	5	6	6	9	3	3	3	3	1

Source: Police Directorate of Montenegro (2011b)

behavior, stolen vehicles, fraud, murder, robberies, attempted rape, illegal possession of firearms and explosive devices, family violence.

Decreasing trends in the number of criminal activities was evident after 2005 (Table 2), resulting in the lowest crime rate in the last 5 years (2005–2010). Changes in Europe and the region have made in this period certain changes in the

nature and extent of security threats in Montenegro, through organized crime and corruption, crimes with the use of violence, smuggling and trafficking; owning and using firearms, disturbance of public order at sports events and public gathering.

Statistics about the property crimes is of the most important indicator for the vulnerability

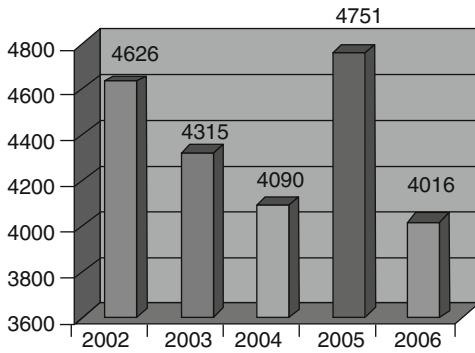


Fig. 6 Property crime (2002–2006) (Source: Police Directorate of Montenegro, 2007)

assessment in the general structure of crime. In relation to the 5-year period (2002–2006), the largest number of property crimes within the structure of general crime was registered. In 2005, there were 4,751 criminal acts against property, which makes almost half of the total recorded criminal acts (Fig. 6).

An increase of 7.8 % in commercial crime in 2005 (1,936) has been registered, compared to 2004 (1,796). Substantial growth has been recorded among the following categories of commercial crime: abuse of power and authority in business, fraud, issuing NSF checks, unauthorized trade, tax evasion, and violation of the Law on Foreign Exchange. Increase of crime is noticeable among the commercial offenses such as negligent performance of business activities, fraud, issuing NSF checks a no-cash payment means, unauthorized trade, counterfeiting money.

In 2009, property crime is the most numerous crime of general crime (44.9 %). In the field of economic crime, in 2008, 1,692 criminal offences were discovered and prosecuted (20.6 % less than in 2007). For recent years it has been registered the reducing trend of property crime (18.3 % in 2010 related to the previous year). As a number of crimes have not been reported or remain undetected, it can be concluded that the degree of crime is significantly higher than the police and prosecution statistic show.

According to the statistic of the Police Administration, crime has been reduced to 27 % in the past 5 years (Table 2). In comparison to 2005,

2006, and 2007, the number of crimes was slightly lower in 2008 and 2009, while the number of crimes that are prosecuted by private action is lowered by 6.6 % (Table 2). Crime rate decreased (number of registered criminal acts per 1,000 inhabitants) for criminal acts which are prosecuted ex officio (11.3 %) and this is the lowest rate in Europe. The rate has increased the most in SC Budva, which is considered the centre of Montenegrin tourism during the summer (31.5 %). In the past 5 years number of public order violations is reduced, and there were no cases of disturbance of public peace and order to a greater extent.

In the previous years, a special problem is the number of violent crimes caused by increasing in drug abuse, economic crisis and the activities of organized criminal groups with an international character. As significant changes and factors that influenced the development of certain forms of organized crime in Montenegro, as well in the region, may be cited: wars in region; ownership transformation and privatization of public property; monopoly of large enterprises and companies; economic crisis; extent of corruption; social stratification and low standard of living; and unemployment. In Montenegro, it is observable that there are groups which are not fixed organized network, whose members collaborate with one or more experienced criminals to commit crime. The largest number of organized criminal groups engages in drug trafficking, and most of them are involved in murder, blackmails, kidnapping, extortion, and counterfeiting money. Organized criminal groups cooperate with criminal groups in the region regardless of the ethnicity of criminals. Compared to 2009, the rate of drug abuse and drug trafficking has been reduced by 20.6 % in 2010. In 2010, the number of registered acts of trafficking in human beings has been increased in relation to the year 2009, which is the result of “Afrodita” action and cooperation with the special prosecutor for organized crime. In spite of this, the crime rate is significantly higher because the data presented do not include crimes that are reported directly to the prosecutors, acts that are not reported or not registered for various reasons (lack of trust, consequences, etc.) and so-called dark figure crime, or criminal

acts that are registered only when they are discovered and whose number is much higher than it is reported (criminal acts of corruption, economic crime, property crime, crime related to the drugs, etc.).

In spite of the consequences of economic crisis, which is reflected in all spheres of social life, as well as other security risks, the state of security in Montenegro in 2010 can be assessed as favorable compared to the previous years. More favorable state of security in Montenegro is characterized by the reduction in the number of criminal acts, high percentage of resolved crimes with unidentified perpetrators, the reduction in the number of offences against public order and peace, the number of traffic accidents, as well as the number of illegal border crossings and incidents at the border. The reduced trend of the total number of registered criminal acts in 2010 has been followed by the reduction in the criminal acts committed by an unknown perpetrator with the smallest number since 2005. From this number, 1,928 acts or 67.8 % have been resolved, which is a very good result.

Criminal offences against traffic safety have been reduced by almost 15 % in 2010 as compared to 2009, primarily as a result of stricter implementation of traffic safety regulations. State of road safety is unsatisfactory despite the reduction in the number of traffic accidents with injured persons and fatalities. Number of detected and prevented illegal crossings is increased by 18.4 %.

Ensuring stable public order and peace, safety of the citizens and their property, preventing and detecting criminal acts and all illegal conducts which endanger public order have been one of the basic priorities of policing in the previous decade. Many disorders have occurred under the influence of difficult living conditions caused by the process of disintegration and wars from the previous period, the economic reconstruction and privatization, as well as the independence referendum when police intervention and assistance was necessary to provide public peace and order. With the establishment of political stability and reduction of consequences of the economic crisis, the decreased trend has been recorded for a

number of criminal offences and misdemeanors against public order and peace (1,944 in 2010 compared to 2,198 in 2009 or 11.6 % fewer compared to 2009).

Police Training and Police Educational Systems

Training and education are key tools in any reform process. This has been acknowledged in Montenegro with the transformation of the High School of Internal Affairs into the Police Academy in 2006. The High School of Internal Affairs was in charge of basic police training; it also organized professional courses and seminars. Courses were mainly taught by experts from the police of Montenegro; associates from civil and police educational and scholarly institutions from neighboring countries also participated. Together with Organization for Security and Co-operation in Europe (OSCE) and other international organizations and NGOs, training aimed at meeting the development needs of the Montenegrin police, especially in the domains of human rights and freedoms, public relations and education of educators (Keković & Redžepagić, 2006) has been put into place.

Currently, training and education at the Police Academy is used to serve the identified needs of the police service at all levels. New recruits receive standardized *basic education*, and attention is paid to the principle of career-long development. All serving officers require continuous updating of their skills in new technologies, policies, and procedures, best achieved through a program of in-service training. Moreover, officers are expected to have access to specialized and advanced training as their position requires. *Additional training* is organized for officers who work in the organizational units of the police, but who did not previously complete basic police education. *Specialized training* develops expert knowledge, skills, and abilities required for particular fields within the police service, such as border policing, forensic policing, traffic policing, or special antiterrorist and other units. *Training for police management* develops managerial

knowledge, skills, and abilities required of police officers in positions of management (from first line supervisors to senior management). The nature of specialized and advanced training an officer receives depends on the position s/he fills in the police organization and on their educational background and experience.

The Academy has signed an agreement on cooperation with the Ministry of Internal Affairs and Public Administration, as well as with the Sector for Protection and Rescue to train operational units and personnel for protection and rescue in emergency. As for its primary focus, the Academy conducts training and professional development of private policing personnel for carrying out the protection of persons and property and detective activities.

Since 2006, the Police academy managed to become the national institution for all types of police training. However, complete transformation is acknowledged to be a longer term goal. In the future, the development of undergraduate and graduate specialist courses could attract officers to the areas that are currently lacking resources, such as IT or forensic specialists. Education, like training, also requires the proper research to ensure that the courses offered are meeting the needs of the officers and police service (e.g., job task analyses, education needs analyses, curricula, evaluation).

As Montenegro's police service does not have any experience in higher police education, (e.g., a police faculty), it is strongly recommended to involve universities in its development, as well as seek the advice of similar police institutions and universities in other countries. Higher education should be encouraged for police officers wishing to further develop their advanced or specialized knowledge and turn it into a university degree. Conversely, all recruits entering the police service with a higher education degree should receive a form of basic training before they enter service, as mentioned above (OSCE Mission to Serbia and Montenegro, 2006).

The Academy has also attempted to establish a research and publication element, which indicates that developing higher education at the Academy might be forthcoming, which is encouraging.

As the successor of the School of Internal Affairs, the Police Academy has continued to produce the "Perjanik" magazine in which theoretical works and experiences from practice in the area of human rights, forensics, and security are published.

There is a need to increase the cooperation between the Police Academy and the practitioners in the field. The vast majority of the courses require knowledge, skills, and abilities from a constantly changing environment—which applies to all courses (basic, specialized, advanced, and in-service). Currently, instructors are assigned to work at the Academy and are removed from the field. While instructors at the Police Academy should be professional police officers, they could be rotated back into regular police service occasionally to reconnect with activities in the field. The removal of instructors from the field impacts the training, as the knowledge and skills of the instructors can become stale. A rotation system would require a higher number of instructors to be trained, but would benefit the quality of training. A rotation system would de facto increase the connection between the practice and the Academy, and ensure the establishment of more open lines of communication (OSCE Mission to Serbia and Montenegro, 2006).

The final point is improving regional and international cooperation. The contributions from the international community to training and education have been considerable. As the only police education institution in the republic, the Police academy has established the cooperation with International Criminal Investigative Training Assistance Program (ICITAP), OSCE, Southeast European Cooperative Initiative (SECI), European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union (Frontex), Geneva Centre for the Democratic Control of Armed Forces (DCAF), Southeast Europe Police Chiefs Association (SEPCA), The Council of Europe (CoE), International Organization for Migration (IOM), United Nations Development Program (UNDP), Swedish National Police Board, and other international and national institutions. A large number of trainers

from the police academies abroad have also contributed to various trainings at the Academy. However, it must be said that the vast majority has been ad hoc, i.e., not part of a broader, long-term program of assistance. Since 2011, Academy has become a part of the CEPOLs network, which is made up of educational institutions of EU member states. This cooperation should continue and improve, especially with institutions in the region.

Changes in Policing in the Last 20 Years

In the past few decades, the police was often used as an oppressive arm of the government. With the criminalization of the elements of the society in the 1990s, the situation worsened. Not only did the police continue to be a tool of oppression, but the level of professionalism deteriorated significantly. An unfavorable security situation led the government to militarize the police, so the aspects such as the fight against crime and community policing were largely neglected. Criminal investigation capacities fell to a very low level, while the uniform police component (especially the militarized police elements) was considered more important and thus given a disproportionate amount of resources.

Policing in Montenegro suffered, directly and indirectly, from the effects of the Yugoslav crisis. It delayed the process of reform by at least 10 years, compared to the other central and eastern European countries. In addition, the police system developed during the 45 years of peace drastically deteriorated during the 1990s. The isolation of the Federal Republic of Yugoslavia (Serbia and Montenegro) made it difficult for the police to follow international trends in policing, especially in training, procuring proper equipment, and keeping up with modern policing methods. The uniformed and more militarized components of the police force became more important than criminal investigation, community policing, or crime prevention. Fighting crime became less important and criminal activities, such as smuggling of embargoed goods, were

even condoned by the authorities (OSCE Mission to Serbia and Montenegro, 2006).

The security situation in Montenegro became tenser after the 1997 political changes. Since Montenegro did not have its own army, the police force was heavily militarized in order to become a virtual armed force. Several thousands of people were hired into the police, envisaged to perform military duties. In 2001, in his significant report, Richard Monk estimated that the more militarized element numbered as many as 10,000 (OSCE Mission to Serbia and Montenegro, 2006). At that time, the police force procured military equipment. Tensions between the Montenegrin police and the Milošević-led federal military were the highest during the NATO bombing in 1999. Incidents between the opposing forces were frequent and often ended in fatalities.

Organized crime groups in the former Yugoslavia “have gained protection for a wide variety of criminal activities by establishing connections with state security and intelligence agencies, forming autonomous power centers that are immune to prosecution and are able to control local politicians and manipulate the media”. The war environment provided them with entirely new areas for ‘business.’ Warring factions used criminals for circumventing the international arms embargo that the UN Security Council imposed against Yugoslavia (and its successors) in 1991. The authorities of Montenegro and Serbia also used them to break the UN economic embargo against the Federal Republic of Yugoslavia (1992–1995). For example, smuggling in Montenegro became a state-sanctioned activity during the UN economic embargo. It was deemed necessary by some for the survival of the population. However, the smuggling of goods such as fuel started as a patriotic duty, but soon became very lucrative. Numerous smugglers and black marketers emerged. “By the second half of the 1990s, Montenegro was the centre of smuggling operations for the Balkans, ‘one gigantic marketplace for smuggled cigarettes,’ according to German customs investigators” (Hozić, 2004). Smuggling penetrated political structures, public administration, the commercial sector, the criminal justice system, as well as the police.

According to the OSCE Report on *Police Reform in Montenegro 2001–2005*, there have been several high-profile organized crime-related cases that remain unsolved. These cases and their lack of progress in the investigations continue to shape the perceptions of citizens and the international community regarding the state. In all cases, except for the arrest of a dozen individuals, there was no systematic inquiry into the area of criminal justice system's failure. Organized crime in Montenegro is a politicized issue. A prime example is the notorious 2002 case of *trafficking for sexual exploitation*. Based upon recommendations from the joint OSCE/Council of Europe special report on the case, new legislation was introduced that strengthens the penalties, and the government adopted a *Strategy for the Fight Against Trafficking in Human Beings* in November 2003.

A serious concern is that for many years the authorities have avoided officially acknowledging that organized crime exists in Montenegro. Several high-profile murders changed that to some extent.⁵ A major obstacle was the revocation of Interpol membership for the Federal Republic of Yugoslavia in 1992.

Proper police reform started in 2001, after the fall of Milošević. It is important to emphasize that the reform during this time was strongly influenced by politics (Monk, 2001). Political instability led to inconsistencies in police reform policies, as priorities were set by issues often not related to home affairs. The Montenegrin government took a critical step by adopting its *Program of fighting against corruption and organized crime* (Ministry of Interior, 2005). The small size and narrow scope of work of the understaffed Criminal

Investigation Directorate (CID)/Organized Crime Department is not reflective of the government's publicly expressed commitment to fight organized crime. The CID still requires deep structural reforms. Adequate staffing must also be supported by adequate infrastructure. Insufficient methods and a lack of infrastructure in the areas of criminal intelligence, forensics, special investigative techniques, witness protection and border policing gravely impact the abilities to fight crime of any nature. The establishment of a central criminal intelligence system is crucial for the success of the fight against all criminal activities in Montenegro (OSCE Mission to Serbia and Montenegro, 2006).

In 2005, the Parliament of Montenegro finally adopted the *Law on Police* (Zakon o policiji, 2005), simultaneously with the *Law on the Agency for National Security* (Zakon o agenciji za nacionalnu bezbjednost, 2005). The new legislation radically restructured the security sector in Montenegro by establishing a Border Police Directorate, by initiating strategic planning, expanding the structures and mechanisms of accountability, and establishing a training institution. The Law on Police regulates the police affairs, police powers and duties, the status of police officers and their control. The Agency for National Security (ANS, formerly the State Security Service) was taken out of the Ministry of Interior and placed in its own agency directly under the government's supervision. The separation of the MoI and the Police Administration was the other major structural innovation of the new legislation. Previously, the police service was called the Public Security Service and with these structural changes renamed into the Police Administration. Under the previous system, the Minister of Interior was also the "top policeman" in Montenegro, but now its power is significantly reduced and the executive power over the police service now belongs to the Police Director. The MoI has executive oversight over the Police Administration. The MoI and the Police Administration are still in a transitional process and restructuring is still on-going.

Central to the police reform is the principle stating that it could be carried out using a holistic

⁵The assassination of Dusko Jovanovic, editor-in-chief of the daily Dan in 2004, and of Slavoljub Ščekić, Head of the CID's Department for the Suppression of General Crime in 2005 brought the pervasive character of organized crime in Montenegro into sharper focus. Solving these two assassinations have been considered as a test of the police service and criminal justice system's capacity to deal with serious and organized crime and crucial, as well, for regaining public confidence and support. International police co-operation and exchange of data was almost nonexistent between 1992 and 2001.

approach. Reform cannot take place without addressing all aspects of policing. The priority areas were defined in a *Memorandum of Understanding* signed between the Ministry of Interior (MoI) and the OSCE Mission to Serbia and Montenegro in 2005 as community policing, police accountability, criminal investigation, border policing, strategic planning and development and police education and development. Memorandum provides recommendations for the organizational aspects of the Police Administration, the work of the three directorates—Uniformed Policing, Criminal Investigation and Border Police, the external bodies and mechanisms that play an important role in policing, as well as recommendations for the international community.

The level of transparency in the Police Administration in Montenegro has made significant progress with the adoption of the *Law on the Free Access to Information (Zakon o slobodnom pristupu informacijama, 2005)*, the implementation of which provides a basis for ensuring this aspect has been reformed within the police service.

Border policing is the area of police reform that had the fastest and most comprehensive development. Removing control of the border from the military to the border police was completed by the end of 2003. Nowadays, it is very important that the border police are seen as a part of the police service, in charge of policing the border, and not as a separate unit that still uses military methods for military-style border protection.

The concept of community policing seeks to bring together the police and the community to work together in addressing problems of crime, disorder, and community safety. Community policing has been embraced in the government representatives' speeches but little has been done on the implementation of this approach of policing.

According to the *Report on the Work of Police Directorate and Security Conditions in 2010* (Police Directorate of Montenegro, 2011a), recent trends regarding policing in Montenegro can be described as performing tasks written in government documents and related plans of the Police Administration, as well as responding to

the demands of the process of Euro-Atlantic integrations, the protection and safety of citizens and their property, the prevention and detection of organized crime and grave criminal offences, the prevention of abuse and trafficking in drugs and the improvement of traffic safety. Border security and the prevention of illegal crossings, the protection of certain persons and facilities, the safety of public events and gatherings, the participation in the minimization of consequences of natural disasters, the search and rescue personnel services, the assistance to certain institutions and other important activities, are priorities in police work as well.

Current Trends in Policing (Public and Private, Multilateral, Plural Policing)

Having in mind the success of public-private partnership (PPP) projects in the member states of the EU, and the lack of the budget funds for infrastructure development, the Government of Montenegro decided to use the PPP model more intensively through the privatization process. In the past 2 years, the number of concluded PPP contracts has increased significantly. This decision of the Montenegrin government was based on the following rationale: when there are areas/resources in which the state may not act efficiently and whereby no significant budget funds may be allocated for the revitalization of that certain sector, it is more convenient to “delegate” a certain area/resource to companies that are willing to use the necessary financial means to help the development of natural resources. The provisions of laws protect national interests and prevent the permanent allocation of such resources and infrastructures to private companies. This cooperation produces multiple gains for both sides. In the long term, the state retains the infrastructure, while the private company receives material compensation by using the resource. However, there are certain risks, mirrored in the potential low profit margin from the attained resource for the private company, or high loss for the state, if the company receives those infrastructure segments that have monopoly positions (Institute Alternative, 2010).

As reform of policing in Montenegro in one or two areas would have a limited effect and police reform therefore requires a holistic approach, public and private, multilateral policing has significant influence on improving and strengthening public safety and security. In Montenegrin society, many stakeholders with their capacities could play significant roles in providing modern, comprehensive, and structural responses to the current security challenges and threats. Economic reasons and the dynamic of changes caused the reduction of the state monopoly in the field of security. Counter-diversion inspections and baggage checks in objects of particular importance are conducted by private companies as well as providing transport of money.

External institutions, such as the Parliamentary Committee, the Council for Citizens' Control of Police Work, the Ombudsman, NGOs, and the media can contribute to policing in various ways as instruments of control and transparency of policing. Their external role is extremely valuable. In that sense, accountability, as an important principle of police work and service should not be perceived as an instrument of control, but rather as a mechanism to improve the services the police provide, and as a means to ensure that the abuse of power or position is adequately dealt with. The Montenegrin Police Administration should view accountability from a broader perspective, looking beyond the Internal Control Department, towards improving performance accountability and the related issue of financial accountability and transparency. Transparency enables the public to witness how the police perform their duties and helps to foster an environment of trust, cooperation, and mutual benefit between the police and the community it serves.

Although the private security industry in Montenegro started to work in 1992, which is relatively early compared to the surrounding countries, the industry has begun to be developed in the late 1990s. A key question regarding the privatization of security in Montenegro is the need to adequately enforce the existing laws. Though the licensing system does exist, it is not fully implemented. In that sense, the companies which are registered do not have to conduct security

checks of their employees. As well, the police officers usually perform private security activities while they are out of work, which leaves the question of police control and potential conflicts of interest open. The SALW report on companies for private security in Southeast Europe recommends that there should be a clearer relationship between Private Security Companies (PSC) and the police, more transparency in the regulation of PSC, and the implementation of rigorous training programs, which would be related to the proper use of force and other issues (South Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons, 2005).

A modern police service needs to be working fully in partnership with the community regarding all fields of policing. The focus needs to be placed on issues that directly relate to the police services' ability to efficiently perform regular tasks, such as preventing crime, ensuring traffic safety, maintaining public order, border protection, issuing personal documents, training staff, managing crime scenes, gathering evidence, conducting investigative interviews and building cases to assist the prosecution. To most effectively and efficiently fight serious and organized crime, a consolidation of police and community capacities is needed. It is especially crucial that specialized, intelligence-driven, strategic capacities of communities have to be developed. They are necessary for rapid deployment to support local investigators across Montenegro.

Current trends in policing depend on the degree of centralization of certain police organization. Since the organizational structure of the Montenegro's Police Administration is mostly in line with developed police services' structures, the emphasis of structural reform should be less on the number of units or their place in the system, and more on changing their relationships and functioning. The key issue is police centralization vs. decentralization, and finding the correct balance between the two for optimum performance of the police service. The police centralization affected local police districts and departments around the republic, as local governments lost influence over them. More effort should be given to reversing this process, especially regarding

uniformed police and future community policing. Monk et al. (2001) pointed out that the decentralization of authority and decision-making to the lowest possible level in the organization makes police more responsive to local needs.

Establishing and reinforcing the structural integrity of the police service as an institution is equally important. Building structural integrity of a police service is one of the main tools for strengthening public confidence in the police service. It entails promoting three crucial principles: accountability (professional standards and oversight), transparency (internal and external openness), and operational independence (depoliticization).

The gender structure of police organization also influences the necessary degree of public-private and local partnership. The composition of the police service in Montenegro is overwhelmingly male, with little ethnic minority representation, and the vast majority of personnel coming from the northern and central areas of Montenegro. In order to ensure a better balance in the police service, the number of women and ethnic minorities should increase and regional representation should be improved. If one element of the community is overrepresented in the police service, it affects the culture and the ethos of the police service. While such equal representation is a difficult goal to achieve for any police service, visible and credible attempts should still be made to meet this aim. Approximately 1,000 women work for the MoI, but the vast majority work in administrative positions and are not operational police officers. Within the total number of employees in the Police Administration (5,313) just 13.11 % are women. Ethnic minorities are also poorly reflected in the ranks of the police service. Montenegro is a relatively homogenous state, with the majority (around 75 %) of its citizens classifying themselves as Montenegrin or Serbian. The vast majority of the police officers are also Montenegrin or Serbian. Ethnic minorities such as Albanians, Croats, Bosniaks, and Roma, are poorly represented and their percentages are not reflected in the Police Administration. In some security centers the problem of recruiting

minorities is more apparent than in others. Some interviewers expressed difficulty in recruiting ethnic Albanians, for example, and said they would welcome applications from the Albanian community, but that none were being received.

By implementing the concept of “community policing” in Montenegro, preventive work of police, cooperation with citizens and with other institutions would be significantly improved, as well as the overall security. There is also a need to guide the public in their new community policing role, as the transition towards a democratic police service requires new strategies and concepts for all involved. NGOs, in their role as lobby groups and advocates, are also expected to help the public become more familiar with the work of the police.

A good example of community policing efforts was the European Basketball Championship in Serbia and Montenegro, in September 2005, which demonstrated the capacity of Montenegrin agencies to work together towards a common objective.⁶ To ensure a safe and successful championship, two working groups were set up in Podgorica, the first to deal with public order and the second to deal with emergencies. The Uniformed Police Directorate was in charge of the public order working group and the Department for Prevention against Fire, Explosions and Breakdowns and for the Protection of Technical Facilities was in charge of the second working group. The second one was formed to assess the possible risks to the championship, such as a stadium fire, to prevent the risks where possible, and to develop emergency plans. The working group consisted of representatives of companies (such as electricity and water companies), hospitals, state institutions in charge of infrastructure, fire-fighters, rescue teams, and organizations in charge of the facilities used by the teams. The working groups contributed to a well-run event, which took place without major incidents.

⁶Podgorica hosted the group stages for the European Basketball Championships together with Novi Sad, Belgrade, and Vršac.

Police, the Media and the Public Opinion of Police

Police-media relations in Montenegro can be best described as inconsistent. There are examples of good cooperation, as well as examples of animosity between the police and media. The media views the police as unwilling to provide sufficient information, whilst the police claim the media is not professional enough to report responsibly on sensitive security-related issues. Information from the police about issues of serious crime or politically sensitive crimes is minimal, according to the media.⁷ There is a lack of understanding, as well as a lack of acknowledgement, of the importance of their cooperation on both sides. The media's ability to conduct critical and independent analyses is affected by a number of factors.

The media in Montenegro, both print and electronic, is divided largely into pro- and antigovernment camps. A number of media outlets are state-owned. Competition between the media outlets is high and there is pressure to publish quickly. Pro-government media outlets have more access to information than those more critical of the government. As such, some journalists use unofficial, anecdotal information from political parties or individuals within the police service for their reports. Information from these sources is often not corroborated by the MoI or the Police Administration. The media would like to see more contact, both formal and informal, with the MoI, the Police Administration and the spokespersons in particular. For example, during snow falls that have befallen Montenegro in 2012, a great sacrifice and solidarity was demonstrated, in particular by the state media in order to provide timely and permanent communication between all stakeholders included in this extraordinary situation and thus reduce tensions among the most endangered segments of the population. In such situations, the forces for protection and rescue operations expected from the media to be

objective in reporting, regardless of their political background, as well as timely warnings from competent state bodies and services in a timely fashion. On the other hand, the first responders (police service, medical service, and fire service) used to be criticized due to the numerous shortcomings in their work during such situations: lack of appropriate assessment and action plans, failure to block the roads, failure to provide medical care and supplies to the most vulnerable categories of population, inability to provide a steady food supply to the cut-off villages, etc.

The role of the media in the prevention and resolution of crime is largely misunderstood and underestimated in Montenegro. First, the media needs to understand that they have a responsibility in reporting. For example, in the "S.C." trafficking for sexual exploitation case in 2002–2003, reporting was highly politicized and failed to protect the victim's rights. Media representatives have to become aware of the balance between providing the public with information and keeping information confidential regarding police investigations, which is also in the interest of the public.

After the separation of the police service from the MoI, as a result of the new Law on Police, the Police Administration appointed their own spokesperson in March 2006. The communication of the Police Administration with the media is carried out by the heads of security centers and the Police Administration's spokesperson. The spokesperson in the Police Administration is in charge of informing the public about the daily operational tasks of the police.

Negative effects of misunderstandings between the police service and public are that the level of trust in the police will affect the level of reporting of crimes by the public. This makes the police less effective, as they have less information about where to spend their scarce resources most efficiently. Public perception surveys in late 2004 revealed that citizens were primarily concerned about crimes such as theft, drugs, and traffic safety (Centre for Democracy and Human Rights [CEDEM], 2004). A political public opinion survey carried out in December 2005 indicated that people are generally dissatisfied with the

⁷ Some evidence for these conclusions comes from expert OSCE knowledge about Montenegro.

government and its work (CEDEM, 2005). This dissatisfaction could be attributed to the level of crime, the level of corruption, poverty, inequality or other issues that affect people directly or indirectly.

Results of research on corruption in Montenegro (April–May, 2011) show that citizens identify two key reasons for ineffective anti-corruption measures: ineffective prosecution of corruption by the authorities (60.9 %) and the unwillingness of citizens to fight corruption (60.5 %). In the same survey, data on the trust in the system show that citizens have the greatest confidence in the Church, that are religious in general (69.9 %). In the middle echelon, with the similar data of measured confidence are the police (47.9 %), ministries, army, local government, public administration, and judiciary (Bešić, 2011).

Besides the accountability of police officers, a democratic police culture embodies transparency and operational independence as being a structural feature both for the multilateral policing and public opinion on police service. Transparency is not only the police service's tool of communication, but also all police officers in Montenegro need to overcome the legacy of secrecy and understand that transparency helps them build connections with the community. The same applies to politicization. Police officers must perceive themselves not merely as hired security guards, but as protectors and servants of their own society. Only then will the Montenegrin public trust, accept, and respect them.

Transparency or openness should be an integral part of police culture. Transparency, both internal and external, is a key aspect of democratic policing. External transparency is based on the presumption that citizens have a right to know what the police is doing and why. The higher the level of openness, the higher the level of trust the police enjoy from the community. Internal openness aims at transparency of operations and procedures, aiming to increase cooperation inside the police service, as well as provide a form of accountability. Transparency is the guarantor of accountability (Greenwood & Huisman, 2006). Both openness and accountability can prevent a culture of impunity within the police, i.e., that the

police do not have to justify their actions. Transparency in sensitive police operations has obvious and necessary constraints. Certain information must be kept secret in order to carry out effective policing. However, the ability to keep information secret should be exercised with caution. Currently it is difficult for the public to access information. There remains a mind-set that the public has to justify their right to information rather than the MoI or the Police Administration having to justify that certain information is classified. The police have the responsibility to find a balance between openness and secrecy, with a dual goal to protect the citizens and to uphold the democratic right for transparency. This has been legally regulated with the adoption of the *Law on the Free Access to Information* in 2005 (Zakon o slobodnom pristupu informacijama, 2005). However, the implementation of this law is slow. Legislation can contribute to ensuring transparency, as well as training, but first and foremost, like accountability, transparency should become a part of the culture of the police. At the moment, the police in Montenegro fail to demonstrate the importance of openness in police operations and procedures.

The media and civil society can play a very constructive role to play in achieving effective external police oversight. The media can highlight misuse or abuse of police powers, while civil society NGOs can act as an intermediary between the police and the public. Both media and civil society therefore have a unique role in accountability. This role depends largely on the quality of media and civil society. At the moment, Montenegro's media lacks independent analytical capacities and is too politically biased to perform this role.⁸

The two NGOs are good examples of how civil society can play a role in increasing accountability and oversight. The NGO Network for the Affirmation of the NGO Sector (MANS) established an SOS hotline for victims of corruption in February 2005. MANS cooperates with the MoI

⁸Recommendations to improve this role of the media can be found in the chapter "Police-Media Relations" (OSCE Mission to Serbia and Montenegro, 2006).

and the police, who have started investigations based on the reports submitted by MANS. Another NGO, CEDEM, regularly publishes surveys on political public opinion in Montenegro, providing insight into the priorities of the public. The CEDEM research showed a general dissatisfaction with the work of the government in Montenegro, which indicates that the overall level of trust in government institutions might be low, including the police, but just higher in comparison to other institutions. Some people trust NGOs more than they do official structures and prefer to address their concerns through these bodies rather than to go directly to the police. This will ideally change in the longer term as people gain more confidence in the police and their abilities.

To improve confidence and partnership between police and other members of the community, a classification system for documents should be established. Communication with the public and the media has improved, but a mindset remains that the public has to justify their right to information rather than the MoI or the Police Administration justifying their right to keep it classified. Transparency requires such an approach to handling information, where information is accessible until ruled otherwise through specific procedures. If this issue is not addressed, and if official bodies do not release declassified information to the public, it will foment rumors, speculation and complaints. As Caparini and Marenin stress (2004: 8): “Unless offset by open documentation and transparency, nonofficial information will undermine police credibility and public support.”

Recent Trends in Research on Policing: Specificities of Research on Police and Policing (Researchers and the Police)

Montenegro’s strategic orientation to become a part of the Euro-Atlantic family influenced the fast transformation of Montenegrin police into a modern police organization interoperable with police organizations of EU countries. The reform process of the Montenegrin police in particular has remained strong after the declaration of inde-

pendence. This is a complex process because it has opened the issue of stable functioning of the security institutions, with the simultaneous need to transform the police in a complex multiethnic and multireligious environment. In this regard, Montenegrin police is expected to be actively involved in legality, efficiency, and fairness of the law enforcement process in order to prevent violating the public peace and order that should be based on the principles of humanity, nondiscrimination, and professionalism.

Research in the area of police and policing is underdeveloped due to the lack of relevant research institutions or research work on police practice within the academic framework. The transformation of the police educational system towards police academy without respectable research resources mismatches the training to the real needs of the police organization, while the motivation of target groups to learn and advance knowledge are only some of the problems that have been identified as major causes of the lack in the police research work.

In 2006, Ministry of Internal Affairs launched the project Reform of Police Education in Montenegro, as a part of the strategic reform of the Ministry of Interior and the police. The main objective of the project was to improve the general knowledge and skills of the Montenegrin police and meet international standards in the field of policing. To meet these requirements, it was necessary to establish a modern and efficient police academy which would have the capacity to deliver highly qualified research and development activities for the purposes of police education and training. Although research work is considered a very important segment of the Police Academy and its activities, as it contributes to the increasing of the level of training, instead of the results of research, experienced police practices are more predominant in police education.

Police reform in Montenegro is generally marked by development projects that have been done within the scope of the strategic framework and goals of Police Administration to be a part of regional and international projects of police cooperation for the purposes of data exchange, combating of all types of crimes, cooperation

with international police associations, as well as to be the part of the process of European and Euro-Atlantic integrations. Currently, within the framework of assistance of the European Commission, the project of establishing the national coordination offices for the international cooperation in law enforcement is conducted (ILECUs project). The goal of project is the international cooperation within the Western Balkans for the purposes of data exchange among judicial bodies, as well as the police. The Project led by Austria and supported by a number of other countries in the region has been running for several years. Concrete results have been achieved through the establishment of International Law Enforcement Coordination Units in six beneficiary countries, including Montenegro.

Future Developments in Policing

Developing the Montenegrin police further could be considered in the following fields⁹: Normative Framework; Organizational Structure; Structural Capacity: human resources management, financial resources management, technical and infrastructure resources; Structural Integrity—Police Culture (accountability—professional standards and oversight, transparency—internal and external openness, operational independence—depoliticization); and Planning and Development.

In terms of financial capacity, more than 10 % of Montenegro's annual budget is allocated to policing. The budget indicates that the vast majority of funds are spent on salaries, to the neglect of maintenance and innovation of technical resources and infrastructure. Moreover, the budget cycle is carried out without adequate input from the lower levels of the police service. Although expenditures are accounted for, the police service requires an audit where the expenditures would be measured against achievements (whether police provide an appropriate service for the means the tax payers invest in them).

Strategic planning and development is essential to the sustainable development of the Montenegrin police service. The establishment of the Strategic Planning Unit has had a major role in this progress. Strategic planning group in the MoI would carry out strategic policy planning (i.e., overarching goals as identified by the Minister, the elected official ultimately in charge of the ministry and the police), while the Police Administration would be responsible for carrying out these directives and engaging in operational and strategic planning.

In 2010, the MoI and the Public Administration passed the Strategy for Development and Functioning of Police for Period 2011–2013 emphasizing the following areas of strategic importance for future development:

- (a) *Improvement of the police organizational structure*—police restructuring should be in accordance with the standards of developed countries, the EU police systems, and real needs; Normative framework should be harmonized with international standards and regulations; Development of strategic management and leadership; Strategy development and implementation (Strategy for Combating Corruption and Organized Crime, and the Action Plan for Implementation of the Strategy); Annual National Program (ANP) in the first cycle of the NATO MAP; The national strategic response to drug consumption; Strategies to improve traffic safety for the period 2010–2019; National Strategy for Integrated Border Management and Action Plan for its implementation; Strategies for prevention and suppression of terrorism, money laundering and terrorist financing and its Action Plan (2010–2012).
- (b) *Standardization of police work*—Further development and improvement of the IT system; Development of standards on crime and strengthening the capacity in data collection.
- (c) *Security*—Fight against corruption and organized crime; Combating drug trafficking; Fight against all forms of terrorism; Increased road safety; Maintaining public order and safety; Greater efficiency in preventing and combating cross-border crime; Control and reduction of small arms and light weapons.

⁹These fields were being used as the framework of analysis in the paper "Police reform in Montenegro 2001–2005" (OSCE Mission to Serbia and Montenegro, 2006).

- (d) *Construction and development of partnerships*—An effective mechanism of cooperation with government agencies and other institutions in the security system; Developing a relationship of trust and partnership with citizens, media, and civil society; Developing capacities for regional and international police cooperation; The police have their representatives in relevant international organizations. Sending police officers to the headquarters of Interpol in Lyon, France, the SECI Centre in Bucharest and the UN peacekeeping mission in Cyprus.
- (e) *Human resources, education and training*—Adequate gender and ethnic representation; Creating the conditions for adequate valorization of police officers' work environment, and providing necessary tools for obtaining personal and professional standards for all police members; Training program development at all levels, with implementation and application of modern standards related to police training and its evaluation; Education and professional development of police officers is conducted by the Police Academy; Training and professional development of police officers is carried out with the support of relevant international organizations (OSCE, DCAF, ICITAP et al.), embassies, and others.

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