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# A New Concept of the Police and Policing in Republika Srpska (Bosnia and Herzegovina)

Mile Šikman and Velibor Lalić

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## Introduction

On 9 January 1992 Republika Srpska was declared a state entity verified by the Dayton Peace Agreement and Peace Treaty signed in Paris on 14 December 1995, which marked the end of a 3-years and a half old war (1992–1995) in Bosnia and Herzegovina (B&H).<sup>1</sup> Republika Srpska occupies 49 % of the B&H territory, covering over 24,858 km<sup>2</sup>, and according to the estimates in 2010, the population numbered 1,433,038 (Republički zavod za statistiku [RZS], 2012). The capital is Banja Luka, which is the administrative, economic, and cultural center of Republika Srpska.

According to Annex 11 of the Dayton Peace Agreement, recognizing the importance of establishing professional democratic police forces that

respect international standards, human rights and fundamental freedoms, UN Security Council Resolution 1,035 (21 December 1995) articulated the mandate for the International Police Task Force (IPTF). In response to the Dayton Peace Agreement, the IPTF developed a three-point plan, which concentrated on: restructuring a post-communist and post-paramilitary police force; reforming the police through training, selection, certification, and decertification procedures; democratizing the police forces by establishing a depoliticized, impartial, accountable, multiethnic police force, that abides by the principles of

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M. Šikman (✉)  
Police Education Administration,  
Ministry of the Interior, Banja Luka,  
Republic of Srpska, Bosnia and Herzegovina  
College for Internal Affairs, Banja Luka,  
Republic of Srpska, Bosnia and Herzegovina  
e-mail: nacelnik@education.muprs.org

V. Lalić  
NGO European Defendology Center, Banja Luka,  
Republic of Srpska,  
Bosnia and Herzegovina  
e-mail: lalicv@teol.net

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<sup>1</sup> Bosnia and Herzegovina was one of the six republics of the Socialist Federal Republic of Yugoslavia. Bosnia and Herzegovina spreads on 51,209,2 km<sup>2</sup>. According to the last census in 1991, there were 4,377,033 people—43.48 % Muslims/Bosniaks, 31.18 % Serbs, 17.36 % Croats, 5.52 % Yugoslavs, and 2.56 % other ethnic groups (Zavod za statistiku Republike Bosne i Hercegovine, 1993). However it is estimated that there are 3.8 million people living today in BiH (Agencija za statistiku Bosne i Hercegovine, 2010). Bosnia and Herzegovina is defined by the Dayton Peace Agreement as a complex state union which consists of two entities (Republika Srpska and the Federation of Bosnia and Herzegovina) and an independent territorial unit—the District (Brčko District of Bosnia and Herzegovina). The entities, Republika Srpska and the Federation of Bosnia and Herzegovina, are territorial units with a certain degree of independence when it comes to the execution of legislative, judicial, and administrative government. Brčko District of Bosnia and Herzegovina has a special political status in Bosnia and Herzegovina.

community policing (King, 2001). Reconstruction of the police after the war was the priority of the international community.<sup>2</sup> That was necessary in order to create the right conditions for sustainable peace and stability (Simonović & Pena, 2010; Vejnović & Lalić, 2005; Wisler, 2007). The United Nations Mission to Bosnia and Herzegovina, during its mandate, accomplished much in establishing a peace building process (UN Security Council, 2002: 1–5). During this period, accreditation of the Ministry of the Interior of Republika Srpska (MoI RS) was conducted by the United Nations Mission to Bosnia and Herzegovina, which meant that the MoI RS had met the international accepted standards in doing police work (Jovičić, 2008).<sup>3</sup> On 1 January 2003, the European Union Police Mission (EUPM) replaced the UN's IPTF. The EUPM is tasked with monitoring and training B&H's police, and, as such, represents the Union's debut in foreign operations. Police mission of the European Union in Bosnia and Herzegovina was the first mission conducted under the European security and defense policy. The mission mandate was finished on 30 June 2012 (European Union Police Mission [EUPM], 2012).

<sup>2</sup>During the first 10 years of their mandate, the civil police mission significantly evolved—from “easy” questions such as training and monitoring, to “difficult” questions related to reorganization and more importantly to restructuring, which implied the redistribution of police tasks authorities from entity to state level and establishing of new institutions that necessarily led to the Dayton Peace Agreement changes (Wisler, 2007). Thus, the international civil police mission in Bosnia and Herzegovina represented a radical case of international intervention where police reform was used for changing the Dayton Peace Agreement, which is also the Constitution of Bosnia and Herzegovina.

<sup>3</sup>Namely, this was a process which was executed in the last year of the UN Mission mandate, and which implied the certification of police members, and afterwards the accreditation of the Ministry. This was a complex and extensive activity which implied the analysis of the Ministry on the whole. The accreditation document was given to the Minister of the Interior of Republika Srpska by the Secretary General of the UN mission Mr. Jacques Paul Klein on 1 October 2002 (Jovičić, 2008).

This kind of complex and politically motivated union led to the establishment of a specific security system. The Constitution of Bosnia and Herzegovina states that security affairs and internal affairs are under the authority of entities; although after signing of the Peace Treaty, some authority was delegated to the state level.

At the state level, there is a Ministry of Security of Bosnia and Herzegovina which consists of police agencies that perform police tasks (Zakon o ministarstvima i drugim organima uprave Bosne i Hercegovine, 2003, 2004, 2006, 2007, 2009). These include the Directorate for Coordination of Police Forces in Bosnia and Herzegovina, the Agency for Police Support, and the Agency for Forensics and Agency for Education. The status of administrative organizations in the Ministry of Security, with broad operational independence, is also given to the State Investigation and Protection Agency (SIPA), State Border Police of Bosnia and Herzegovina and Foreign Affairs Offices.

Apart from agencies at the state level, there are Ministries of the Interior in the entities. In Republika Srpska, there is an MoI RS and in the Federation of Bosnia and Herzegovina there is a Ministry of the Interior of Bosnia and Herzegovina. However, the Federation of Bosnia and Herzegovina, as a territorially and politically complex entity, has a complex police structure (Zakon o unutrašnjim poslovima FBiH, 2005). Accordingly, most of police tasks and authorities in security area are conducted by ten cantonal Ministries of the Interior.<sup>4</sup> District Brčko has a separate police structure, which in the territorial district executes its police tasks (Zakon o policiji Brčko Distrikta Bosne i Hercegovine, 2009).

<sup>4</sup>The authorities of the Federal Ministry of the Interior (Federal Police Administration) are prescribed by the Law on internal affairs of the Federation of Bosnia and Herzegovina, and the authorities of cantonal Ministries of the Interior are prescribed by cantonal Laws on internal affairs in accordance with the federal Law on internal affairs.

## Police Organization, Structure, and Function

The MoI RS, is an administrative organization and a police agency, whose authorities are prescribed by the Law on internal affairs of Republika Srpska (*Zakon o unutrašnjim poslovima Republike Srpske*, 2012).<sup>5</sup> The MoI RS is run by the Minister of the Interior, while the operational police sector is supervised by the Police Director. The headquarters of MoI RS are in Banja Luka. There are six administrative bodies within the Ministry: Police Administration, Administration for Crime Police, Administration for Information and Communication Technologies, Administration for Legal and Personnel Affairs, Administration for Material and Financial Affairs, Administration for Police Education. Republic Administration for Civil Protection also falls within the Ministry of the Interior. The Special Police Unit<sup>6</sup> is also an organizational unit of the Ministry (*Ministarstvo unutrašnjih poslova Republike Srpske [MUP RS]*, 2012).

The Ministry is organized into five regional Public Security Centers which cover the whole of

Republika Srpska. These include the Public Security Centers in Banja Luka, Doboj, Bijeljina, Istočno Sarajevo, and Trebinje. Within the Public Security Centers, there are numerous precincts, and a special trained police unit which helps the criminal police in executing its tasks, maintaining public peace and order at public gatherings of high risk, giving support to regular police forces in securing particular persons and facilities and other complex tasks. In 2011 there were 6,853 employees within the MoI RS (MUP RS, 2012: 45) (Fig. 1).

Police tasks executed by the Ministry are operational-expertise tasks and other internal affairs.

Operational-expertise tasks include: life protection, personal protection, human rights and freedoms, protection of constitutional order from violent endangerment and changes and security of the Republic in accordance with the law; protection of all forms of property; prevention of all forms of property; prevention of criminal acts, detection of criminal acts, tracking down, arresting and handing in the perpetrator of criminal acts to the authorities; maintaining public peace and order; protection of specific persons and facilities; securing public gatherings, manifestations, cultural and sporting events, and other allowed forms of mass gathering of citizens; security and control of traffic on roads, specific forms of security in other traffic fields and giving assistance for the purpose of eliminating consequences which pose a threat to the safety of persons and property on a larger scale; providing assistance and help to other bodies, as well as protection against fires, preventive technical protection, traffic, use, and storage of hazardous materials. Other internal affairs units that fall under the authority of the Ministry are: administrative-legal and property affairs, analytic-informational affairs; communication affairs and connections; material-financial and property affairs; education and professional training; control of procurement, keeping and carrying of weapons and munitions; identification number; place of residence; registration of motor and additional vehicles.

<sup>5</sup> MoI RS was established on 4 April 1992 when, after the division of the MoIBiH, a part of the then Ministry started to function on the today's Republika Srpska territory. In the meantime, a lot of new and innovated regulations were prescribed which changed the organization and systematization of the Ministry. The most significant change took place in 1998 when the Department for Security ceased to function, and its tasks and assignments were taken over by the Intelligence Agency, as an expert service outside the internal affairs body (Pena, 2006).

<sup>6</sup> Special Police Unit executes specific tasks and assignments for the purpose of securing maximum safety of citizens and their property, also providing support to regular police forces in executing police operations which fall outside the authority of their professional capacity and training. Primarily, this relates to the fight against terrorism at the tactical and operational level, dealing with hostage crises, giving assistance to the Administration for Crime Police and Public Security Centers in arresting dangerous criminals and criminal groups, especially in situations where resistance through use of firearms is expected.



**Fig. 1** The structure of the Ministry of the Interior of Republika Srpska (Source: MUP RS, 2012)

Police tasks are performed by police officers and other tasks are performed by officers and employees at the Ministry. The aforementioned police tasks the Ministry employees perform in accordance with the Law on internal affairs, Law on police officers, Law on criminal procedure, Criminal law, Law on public peace and order, Law on citizens’ gathering, Law on traffic safety, and other laws.

### Crime and Disorder Trends in the Last 20 Years

The war in B&H (1992–1995) caused many human casualties and material destructions. It is estimated that the total number of killed and missing soldiers, and civilians totaled 100,000 (Tabeau & Bijak, 2005).

Due to the war, about one-third of the population of B&H left their place of residence. According to the data proved by the Ministry for human rights and refugees of B&H, an estimated

124,593 registered displaced persons in the country still want to return to their homes (United States Department of State, Bureau of Democracy, & Human Rights, and Labor, 2010).

During the war, the most severe criminal acts were executed against humanity and international law. The United Nations established the International criminal court in 1993 for the former Yugoslavia (MKJS) in the Hague, for the purpose of prosecuting war crimes committed during the conflict on the Balkans in the 1990s. The breakdown of social, economic, and political structures as consequences of war led to the expansion of different forms of organized crime. The disintegration of society led to a free tactical space for criminal groups to exploit institutional weaknesses for the realization of their criminal goals. Organized crime is mostly related to economic crime, drug trafficking, trafficking in human beings and money laundering, and other transnational crimes (Council of Europe, 2005: 59). Violence among members of organized crime groups or their affiliates is quite common.

Violent crimes, including machine gun attacks, car bombings, and an increasing number of grenade attacks, are often committed with war-era munitions (United States Department of State & Bureau of Diplomatic Security, 2012).

In B&H, including Republika Srpska, as in other countries in Southeastern Europe, economic crime accounts for a significant number of cases linked to organized crime, in particular in relation to tax and customs fraud, public procurement, privatization, bank fraud, and counterfeiting of legal products. In 2003, B&H reportedly losses of hundreds of millions of Euros annually to “organized economic crime” (Council of Europe, 2005: 14).

When it comes to trafficking in human beings in B&H, it would seem that while in the past the country was primarily one of transit and destination, now it is also a country of origin of human trafficking victims. Exploitation, in particular through prostitution, is shifting from night bars to hotels and private houses. B&H is also an important transit country for people smuggled in from south-eastern Europe (Council of Europe, 2005: 34).

When it comes to terrorism in Republika Srpska, there were no such cases. However, B&H on the whole is not without elements willing to participate in the support and financing of terrorist organizations. Extremist groups, which may have ties to terrorist support structures and financing, do exist (United States Department of State & Bureau of Diplomatic Security, 2012). There have been a couple of terrorist attacks in B&H. The last one was an armed attack on the American Embassy in Sarajevo which took place on 28 October 2011. The attack was executed by a Muslim extremist, a member of the Vehabia movement, Melvedin Jašarević. During the attack on the American Embassy, Jašarević blocked the entire city center for 45 min until he was shot in the leg by a sniper of the MoI Sarajevo Canton. During the 50-min attack, Jašarević fired more than 105 bullets on the Embassy. On that occasion, he managed to wound a police officer who was in charge of the outdoor security of the American Embassy in Sarajevo (Jašareviću odgođeno suđenje zbog bolesti, 2012). In addition, in 2007 the first verdict in B&H was given

to the persons charged with an attempt to commit terrorism in B&H or other European countries, with the aim of forcing the B&H authorities and other country governments to withdraw their forces from Iraq and Afghanistan (Sud BiH, 2007). Also, in the first half of December in 2009 the Prosecutors’s Office of B&H charged five persons for being accomplices of an organized group on B&H’s territory, from November 2007 to November 2009, with an attempt to carry out a terrorist attack on an identified object, i.e., a desired target with the aim of serious frightening of people and destabilization of constitutional, political, economic, and social structures (Sud BiH, 2009). Political violence in Republika Srpska, however, is rare.

Reported general crime in Republika Srpska is also very low. There is no estimation regarding the “gray area of crime.” However, it is to be expected that the real crime rate is larger than presented in official statistics.

Table 1 shows that general crime, in the last 10 years, was on the rise until 2006 when the number of committed crimes started to continually decline. It is also clear that the total number of solved cases is constantly rising, the same in the number of unknown crime act perpetrators.

Table 2 shows that all of these parameters are on the rise, which can be expected considering the increase in this form of crime. In the context of confiscating drugs and persons involved, marijuana is the most widespread drug on the illegal market, followed by synthetic drugs, while the influx of heroin occurs through different channels in the regional countries.

Criminal offences of economic crime in the last 10 years have recorded different trends, with the notion that the total number of criminal offences is on the rise. The most common forms of criminal offences include misuse of authority or position, and money counterfeiting (Table 3).

Regarding traffic safety, there were 9,378 recorded traffic accidents on Republika Srpska roads in 2011 (MUP RS, 2012), resulting in 163 persons killed in traffic accidents, 702 persons seriously injured, and 2,517 person slightly injured (MUP RS, 2012).

**Table 1** General crime in Republika Srpska 2001–2011 (Source: MUP RS, 2012)

No.	General crime	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
1	Number of criminal offences	7.585	8.416	10.538	12.891	12.864	12.240	11.726	11.588	10.979	9.518	9.066
2	Number of reports	6.328	7.249	9.546	11.978	11.503	10.693	10.479	10.294	9.782	8.479	8.058
3	Number of registered persons	4.410	5.034	5.850	7.284	9.308	8.935	8.562	7.709	7.669	7.440	7.346
3a	Minors	512	542	577	884	787	859	872	781	837	705	488
3b	Recidivists	773	898	941	1.381	2.042	2.225	2.125	2.071	2.101	2.143	2.304
4	Total number of solved criminal cases	61.9	61.8	52.3	50.0	61.4	67.5	64.2	61.6	64.97	71.7	72.7
5	Number per N.N.	49.1	48.8	34.2	32.6	47.5	53.1	43.1	41.7	47.1	57.0	58.7

**Table 2** Misuse of narcotics in Republika Srpska 2001–2011 (Source: MUP RS, 2012)

No.	Criminal offences	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
1	Number of criminal offences	126	107	136	128	199	167	204	193	197	213	219
2	Number of reports	102	94	125	113	187	147	183	171	170	192	193
3	Number of registered persons	131	127	129	150	245	205	235	238	288	393	329
4	Misdemeanor charges	165	186	279	181	256	209	194	110	183	162	71
5	Registered persons	165	186	279	181	256	209	194	116	186	404	77
6	Persons deprived of liberty		303	370	276	571	532	610	495	592	761	512

**Table 3** Economic crime in Republika Srpska 2001–2011 (Source: MUP RS, 2012)

No.		2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
1	Total number of criminal offences	591	649	544	726	851	790	793	644	661	701	722
2	Number of reports	479	394	404	515	616	587	560	446	503	494	478
3	Number of registered persons	619	542	500	640	675	803	828	619	681	739	716

## Police Training and Police Educational System

Human resources are the basis of every organizational system, especially of the state administration system and the police subsystem. This was the primary goal and motive in establishing the contemporary educational system, improvement and development of human resources, bringing the realization of basic goals of this important state administration subsystem (Šikman & Amidžić, 2011). Education and training of human resources of the police consists of two methods—theoretical and practical preparation for police service (Milosavljević, 1997). Police education in Republika Srpska is of public interest and it is entrusted to the MoI RS.<sup>7</sup> The Administration for Police Education is in charge of police education, which is the basic organizational unit in the

headquarters of MoI RS (Šikman & Amidžić, 2011).<sup>8</sup> The Administration for Police Education provides education and professional training of personnel for work in the Ministry. Tasks and assignments of the Administration for Police

<sup>7</sup>Namely, the MoI RS, according to the Law on internal affairs and Law on police officers, is in charge of education and specialized training of its employees.

<sup>8</sup>Police education in Republika Srpska has been present since the establishment of the MoI RS and has gone through a lot of organizational and institutional transformations in the last 20 years. First, in 1992 High School of Internal Affairs was established which was in charge of education and specialized training of the personnel. Then, in 1994 Center for the Education of Internal Affairs personnel was established, whose primary function was education and specialized training of the personnel for work at the Ministry through regular schooling and courses for police officers in period of 6 months. After that, in 1995 Advanced School of Internal Affairs was established, which lasted five semesters and with the completion of School students earned a degree of a law bachelor of internal affairs. Furthermore, in 1999 Police Academy was established, and in 2002 School of Internal Affairs was transformed into College for Internal Affairs. Finally, in 2002 the School Center was transformed into Administration for Police Education, which remains today. Hence, constant trend of this change was followed by a permanent improvement of basic police education activity, which today has a complete system of basic, high, specialized, and permanent police education (Šikman & Amidžić, 2011).

Education are performed by four internal organizational units, and they are: College for Internal Affairs, Unit for basic and specialized training—Police Academy, Division for specialized training, and Division for logistics and boarding services.

The College for Internal Affairs is a police college, whose primary function is the education of highly educated personnel fitting the needs of the MoI RS as well as the needs of other police and security agencies in Republika Srpska and B&H.<sup>9</sup> The College is organized with a science teaching unit, scientific research unit, and students' office, and it has four departments: The Department for general education studies, the Department for legal studies, the Department for security-police studies, and the Department for criminal studies. The studies at the College for Internal Affairs, according to the new curriculum, is completely in accordance with the Bologna Process, and is organized in one cycle which lasts from six to eight semesters. The College for Internal Affairs has been a member of the University of Banja Luka since 2008, and all academic issues are under its authority.<sup>10</sup> More than 900 students graduated from the College for Internal Affairs, and currently there are more than 581 active students in all years of study (MUP RS, 2012).

The Unit for basic and specialized training, the Police Academy, is in charge of professional training of the personnel through basic training, which consists of two levels. The first level is basic police training that lasts 12 months and it consists of three phases. The first phase is theoretical with practical exercises and situation

teaching, it lasts 7 months, and is located in the Administration for Police Education. The second phase is practical training, where students have practical training at the Public Security Center in the region of Republika Srpska, which lasts 4 months. The third phase is situational teaching and taking the final exam.

The second level of basic police training is for those students who are preparing themselves to perform the police tasks with a bachelor degree, but who lack police education. This training lasts 18 weeks.

As of 2012, 1,009 cadets have finished the Police Academy, and currently there are 50 cadets at the Academy (MUP RS, 2012). The Division for Professional Training deals with specialized and professional training of the personnel at the Ministry RS. It also organizes and offers courses, seminars, and other forms of specialized training.

Police education is an integral part of the MoI RS. This model of organization, taking into account all its advantages and disadvantages, is satisfactory since it completely meets the needs of the Ministry and development and affirmation of police education in Republika Srpska and B&H (Šikman & Amidžić, 2011).

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## Changes in Policing in the Last 20 Years

MoI RS has gone through many phases of organizational and functional changes in the last 20 years, all of which have been directed towards the improvement of police work and adjusting the police organization to these needs. In that sense, there are several processes which need to be pointed out, such as police professionalization, implementation of contemporary police standards and methods in confronting social negative phenomena and integral police development (Jovičić, 2008; MUP RS, 2011; Pena, 2006).

Police professionalization is a requirement which was particularly emphasized in the previous period, but which continues even today. The professionalization process was directed towards awareness about continuing education throughout the whole professional career, which allows an individual to maintain his professional status,

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<sup>9</sup>College for Internal Affairs is the only high education institution of this kind in Bosnia and Herzegovina which primarily focuses on high police education. Note, only students who graduate from the College for Internal Affairs can work in police agencies in Bosnia and Herzegovina without additional education, given the fact that the School was certified by the United Nation Mission, in regard to necessary requirements for personnel education in police institutions.

<sup>10</sup>College for Internal Affairs has a good cooperation with police institutions in the region countries, including the Criminal and Police Academy in Belgrade, the State University of Internal Affairs of Lviv, Ukraine and Faculty of Security at the University Bitola in Skopje.



and the police to perform their social tasks. This issue also involves building of professional police morality, where police officers need to be aware of their ethical responsibilities and to fulfill the highest possible standards of professional police work. Modernization of police work implies adoption and implementation of new technologies, because they represent a prerequisite for the development of the police organization. The development of IT and information technologies in the MoI RS began with a desire for efficient managing of these social systems.<sup>11</sup> Police democratization is one of the basic principles which has marked police work in the recent period<sup>12</sup> and in Republika Srpska was realized with the introduction of a system for evaluation of work, promotion, appointing and discharging, salary, praise, and reward and punishment, followed by union improvement and social partnership. Police transformation (of the MoI RS) was in the center of attention and the main question was: How to deal with growing social changes?<sup>13</sup>

<sup>11</sup> Namely, it is known that those systems which have faster and more efficient flow of information are more successful at all levels and that they have better managing systems due to organized flow of information. As it became clear that timely and true information is the key to management and control for the purpose of achieving the goal, IT developed as well. This development has been most obvious in the last decade, so today literacy is associated with information literacy, i.e., today all social areas have prefix "e." Ministry of the Interior of Republika Srpska, within its powers, is trying to apply contemporary technologies to all work areas.

<sup>12</sup> The ability to carry out democratic standards cannot be realized without the adoption of these standards within its own organizational structure. Democratic organizational structure is characterized by a dialog culture, free flow of information, the right and the opportunity for participation in decision-making of all those affected by these decisions, openness, and sincerity, taking responsibility for one's own actions, establishing interpersonal relations, and solidarity and empathy. Implementation of organizational culture is a long process (Pena, 2006).

<sup>13</sup> Traditional organizational models and ways of work are not effective any more. The police are exposed to an increasing public pressure. The solution lies within a new approach of police role in society. The belief that the police are the only one who are responsible for social safety is no longer true. It is necessary to raise awareness that except the police, who are the main factor in public safety, other subjects in society are also responsible.

In that regard, a new concept was established which meant that instead of being the only guardian of law and order with a predominantly reactive mode of action, the MoI RS became a public service for citizens to assist them in solving many problems, which are essential to their quality of life. This concept was applied through a strategy called "Community policing," which is accepted in many developed countries. The police in Republika Srpska adopted a new philosophy of police work and new strategies of police action, and in the future this practice needs to be more intensively and methodically developed. The primary objective of police depoliticization in the recent period has been to avoid government influence on police work and police actions, which was proclaimed as the principle of police political neutrality. The MoI RS completely adopted this principle, which implied several interrelated things: (1) police independence within law limits, (2) police autonomy in undertaking actions that fall under its authority and which it is obliged to execute, (3) the impossibility of using the police for political purposes, and (4) no police officer can be a member of a political party (the principle of depoliticization of police personnel). As a result, the MoI RS established the positions of police director and deputy police director who cannot be members of a political party or be involved in one in any way, or be a member of an executive or legislative body at any level.

Implementation of contemporary police standards and methods in confronting negative social phenomena is based on the assumption that efficient crime confrontation is not possible to realize with traditional methods, but it is essential to use contemporary methods based on scientific and technical advancements, which need to be legal and approved. This standard had already been used in the MoI RS, but it is also a continuous principle. In the end, a significant change in the last 20 years is present in an ongoing integral development of the MoI RS. Integral development implies designing and implementing of all organizational and business programs and projects in all work areas in the MoI RS.

## Current Trends in Policing

Keeping in mind the key objectives of the RS Government, which are related to EU integrations, fight against organized crime and corruption, strengthening of economic and social responsibility, the MoI RS has directed all its potential towards their positive realization. In that regard, the MoI RS is putting all its efforts on creating modern, strong, professional, technically equipped, and staffed police. Current reforms are executed with the aim of creating the police ready to, within the law, decisively protect everyone from all forms of endangerment and enable efficient and rapid realization of human rights and freedoms. There are many strategic documents and action plans which define future involvement of the MoI RS in confronting security challenges, risks, and threats. Initial strategic, normative, organizational, material, and personnel conditions for the realization of these goals have been established. In addition, the MoI RS carries out intensive normative activities as a basic prerequisite for realization of all reform processes, with a primary goal of adjusting legal regulations in this area with standards and legal EU heritage<sup>14</sup> (MUP RS, 2011).

Current trends in police work is contained an annual report of the MoI RS for 2011<sup>15</sup> (MUP RS, 2012). The MoI RS activities in this period were primarily directed towards the improvement of total security status and maintaining a stable security ambiance in Republika Srpska, i.e., they were focused on the following:

- Undertaking measures and activities for the improvement of organizational capacities and working methodology, obtaining quality inter-agency, regional and international cooperation, contacts and cooperation with citizens, the media, NGOs, and other subjects.
- Continuing activities on updating, processing, and systematization of documentation on committed war crimes and prosecuting the perpetrators of these acts.
- Strengthening the fight against organized crime and other forms of serious crime, more efficient exchange of intelligence and operational knowledge, joint inquiries and strengthening of regional and international cooperation.
- Detecting, police investigation and documentation of serious and complex criminal offences of economic crime.
- Undertaking measures for detection and prevention of all forms of corruption and misuse of authority.<sup>16</sup>
- Collection of operational information about persons, groups, and organizations whose actions are related or can be connected to religious or ethnically motivated terrorism, and in order to prevent terrorist actions in Republika Srpska or the use of territory of Republika Srpska for preparation and execution of these actions on the B&H territory and other countries.
- Prevention of all forms of misuse of narcotics and spreading of drug addiction, detecting and prosecuting organized criminal groups and individuals involved in drug trafficking, detecting and interception of drug smuggling.
- Maintaining a favorable and stable public peace and order.
- Continuous monitoring of law enforcement effects and other regulations in the traffic security area for unobstructed and safe road traffic.

It is also important to mention the growing private security sector in Republika Srpska,

<sup>14</sup>Changes to the legal framework will continue to be of utmost importance so the legal work bases are in accordance with European standards and obligations under ratified international conventions. In this regard, it is necessary to develop capacities to deal with these issues, bearing in mind the obligations of harmonization with the legal EU order regarding the membership negotiations.

<sup>15</sup>Namely, the MoI RS in 2011 functioned within its legal framework and authority, in accordance with annual Work program, strategic and other planned documents, with clearly defined priorities regarding operational and other work areas, and in accordance with realistically evaluated security movements.

<sup>16</sup>With the introduction of strategy for fighting corruption, the MoI RS has undertaken important steps in realizing program activities given by the Strategic prevention of corruption in Republika Srpska.

which was formally established in 2002 when the Parliament passed the Law on Private Security. This law regulates the entire field of private security and it contains dispositions relative to licensing of private security companies, legal powers of private security personnel, licensing of private detectives and their legal powers, and supervision over the private security sector. It is estimated that about 2,500 people work in the private security sector in Republika Srpska.<sup>17</sup> The majority are employed by private security agencies as security guards, security managers, or residential security specialists. The area of private detection is underdeveloped, with only a few private detectives registered in Republika Srpska (Vejnović, Lalić, & Šikman, 2009).

Fragmentation and diversification of policing is a widespread trend in liberal democratic societies. Different actors with different roles and responsibilities in delivery of policing and security services make up the networked or plural policing (Loader, 2000). Global social changes in liberal democratic societies have influenced B&H, and thus Republika Srpska as well. In Republika Srpska, as well as in B&H, there is pluralism of *police providers* at all levels. There are state police agencies which are accessible to coordination and cooperation, and there is also international police cooperation with other police agencies. The presence of the IPTF and the EUPM in B&H have been an important factor in the reconstruction, training, and monitoring of local police forces. The implementation of the Project *Community policing* in Republika Srpska has brought to an increased role of the citizens in cooperation with the police. The private security sector is on the rise and it has become an important factor and partner in providing police and

security services. It is necessary to develop the concept of *plural policing* in Republika Srpska in the sense of communication between different actors for the purpose of greater efficiency in providing policing services and security.

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### Police, the Media, and Public Opinion on Police

Transparency in the work of the MoI RS is one of the key principles and in that regard a significant improvement has been made in the recent period. The MoI RS continually, for the purpose of timely and objective informing of the public, informs the public about security events which were registered in Republika Srpska, and gives a lot of service and current information.<sup>18</sup> On the MoI RS website (<http://www.mup.vladars.net>) there are also daily activities of the Ministry, service information, strategic projects, and results of police actions which are organized with the aim of preventing organized and other forms of crime, as well as other forms of negative security occurrences, issues of interest for citizens, with special view of protection of personal information about citizens and way and volume of information access at the disposal of the Ministry, but in accordance with the Law on information access of Republika Srpska.<sup>19</sup> In accordance with strategic goals of the MoI RS, there are different events organized for the media with purpose of promotion and showing commitment of the Ministry to European integrations

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<sup>17</sup>There is no centralized data system on the number of these companies, their capacities, business running, number of employees, etc. In this context, it would be very important to collect the mentioned data and other information as well, such as the impact of the private security sector on economy, annual revenues, and its percentage in GDP. Due to lack of data, it is unable to determine the ratio between the employees in the private security sector and the police in Republika Srpska (Vejnović et al., 2009).

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<sup>18</sup>For example, in 2011 there were 1,024 public announcements, 845 interviews were given to TV networks, NGOs, citizens, and other individuals and organizations, and 344 conferences were organized for the press (usual and special), as well as other events that were covered by the media. There were several media and TV show appearances by the Minister, Police Director, the executives of basic organizational units, and other representatives of the Ministry (MUP RS, 2012).

<sup>19</sup>Huge interest shown by the media and the citizens for this form of informing confirms the fact that on the MoI RS website in 2011 there were 220,277 visits, out of which 173,490 domestic, and 33,534 from Serbia, Montenegro, Croatia, and Slovenia and other EU countries, and the USA.

and international cooperation, and realization of projects important for the MoI RS, as well as for the social community.<sup>20</sup>

Still, the fact is that the public's perception of the work of the Ministry's and the police is based on two factors—direct contact with a police officer and the image that the media portrays. In that regard, the MoI RS is putting a lot of effort in the communication between the police officer and the citizens. Good communication needs to contribute to the development of partnership with the community and building trust in the police work. Respecting the employee Code of the MoI RS and Police ethics can lead to this goal. Availability, timely reaction, sending a clear message, and taking over a proactive role are key in building good relations with the media. It is also necessary to involve the media in those segments of police work which will not jeopardize its work and results, but contribute to partnerships (missing persons search and similar efforts). In order to improve public relations, i.e., improving the image of the Ministry in the eyes of the public, it is necessary to introduce in practice the application of public opinion and surveys in the Ministry, whose results will be applicable in practice.

<sup>20</sup>For example, in 2011 there was a continuation of work on the project "Community policing," and public campaigns of preventive character were organized for education of children and adults about the harmful effects of misuse of pyrotechnics and illegal use of weapons during holidays, prevention of juvenile delinquency, abuse of narcotics, abuse of the Internet, prevention of peer violence, freewill blood donation, open doors and other preventive actions as well as those related to the safety of children in traffic. During the whole year there was an ongoing action which advocated that citizens, owners of registered weapons for personal protection should replace armed sheets within the legal deadline. Cooperation with the Public Relations Department was continued and with the media of the European Police Mission in BiH (EUPM) with which the Ministry organized in 2011 a public campaign called "Stronger, faster, better" and two summer campaigns "Don't let the thief summer in your home" and "Not faster than life." In cooperation with the TV network Republika Srpska in August there was a campaign "Let's prevent fires" with the intent of informing the citizens about the dangers from big fires that are frequent in the summer (MUP RS, 2012).

Some public opinion research in Republika Srpska show that the public trust the police of Republika Srpska. Ipsos Strategic Marketing research in 2012 found that 63 % of people in Republika Srpska trust the police, which is the highest percentage of trust the citizens have shown.<sup>21</sup>

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## Recent Trends in Research on Policing

The MoI RS through the scientific research unit in the College for Internal Affairs organizes scientific activity within the framework of the College for the needs of the School, the Ministry, and other subjects and institutions. In that regard, there are research projects, scientific gatherings, counseling, and round tables among others. Since 2002, the MoI RS has organized nine international scientific conferences which involved participants from different countries. A collection of papers was published after each conference, including Table 4.

In addition, the MoI RS is also involved with publishing (textbook publishing and other publications for the needs of the College, Police Academy, the Ministry, and other institutions, and it also monitors the status of publishing activity in the security area),<sup>22</sup> organizing participation at book fairs and similar manifestations, coordinating the work of college teachers, scientific workers, associates, and students in research

<sup>21</sup>People in Republika Srpska, when it comes to institutions, most trust the police, the RS President, and the University. These data come from the public opinion research which was done by the Ipsos Strategic Marketing and published in "Glas Srpske." The research was published in the period 16–21 May 2012. Sixty-three percent of people trust the police, 61 % the RS President, and 54 % the University. On the other hand, 34 % of people don't trust the police, 30 % the University, and 38 % the President. The police and the President were given higher percentages in relation to the University, but the University has the lowest number negative marks (Gavrilović, 2012).

<sup>22</sup>So far, there have been 33 publications, including textbooks, monographs, and other publications. In addition, since 2005 the MoI RS has been publishing theoretical journal called "Security-police-citizens," which is published twice a year.

**Table 4** International conferences hosted by the MoI RS

Conference	Year
Terrorism in contemporary circumstances	2002
Police and education	2002
Criminal law reform	2003
Criminology in theory and practice	2005
Community policing	2006
Juvenile delinquency as a form of socially unacceptable of the young	2008
Methodology of building up integrity system in institutions for preventing corruption	2010
Fight against terrorism—international standards and legal regulation	2011
Crime prevention and European integrations with the view of high-tech crime	2012

**Table 5** Realized research projects by the MoI

Research projects	Duration
Community policing	3 April 2006 to 12 December 2006
Establishing a model for education and profile of the bachelors at the College for Internal Affairs of Republika Srpska	5 February 2007 to 31 August 2007
Juvenile delinquency in Republika Srpska—analysis of attitudes and opinions of relevant social groups and factors on juvenile delinquency	20 August 2008 to 11 November 2008
Methodology of building up integrity system in the Republika Srpska institutions on preventing corruption	1 May 2009 to 22 November 2010
Peer violence	Is being realized at the moment

projects, and cooperation with scientific research units from the domain of official education of countries in the region. So far, the following research projects have been realized (Table 5).

The Project *Community policing* analyzes a modern *community policing model*, so the research results of the Project are implemented in the MoI of Republika Srpska by introducing this model to the Republika Srpska police. The Project *Establishing a model for education and profile of the bachelors at the College for Internal Affairs of Republika Srpska* contains a comparative analysis

of comparative models of high police education, as well as establishing of the optimal model of police education in Republika Srpska. The Project results were used in the creation of the syllabus of the College for Internal Affairs, which has been in use since 2007/2008. With the scientific project *Juvenile delinquency in Republika Srpska—analysis of attitudes and opinions of relevant social groups and factors on juvenile delinquency* an analysis of attitudes and opinions of relevant social groups and factors on juvenile delinquency was conducted and the results were published in a special report. These results were used in the establishment of legal and sublegal provisions for juvenile delinquency in Republika Srpska. In the end, the most extensive research to date has been *Methodology of building up integrity system in the Republika Srpska institutions on preventing corruption*, and it was realized in three stages which contain a descriptive analysis of corruption in Republika Srpska conducted by surveying target groups. The total score of corruption was then determined through defined methodology, and the third stage implied making of the Integrity plan. The basic Project result is making and implementing of the Integrity plan in the MoI of Republika Srpska, which was introduced by the Minister's decision in April 2012. Besides these projects, there is a project in progress called *Peer violence*, whose results will be presented at the conference in May 2013.

## Future Developments in Policing

A strategic approach to the development of the MoI RS is seen as one of the key priorities and elements for European integrations, because the candidate countries for the EU membership are expected to fulfill the requirements through adequate adjustment of administrative structures. Because of that, the key areas of strategic importance are defined for further development and reform of the MoI RS with clearly emphasized values and principles the MoI RS uses in realization of strategic goals and which need to be fulfilled in daily work by all the representatives of the Ministry (MUP RS, 2012). This approach

needs to secure the development of the MoI RS as an institution which is flexible and innovative, whose approach to maintaining security is integral and directed towards the citizens.<sup>23</sup> It is necessary to develop the management of the Ministry which can enable efficient work, optimal use of budget funds, transparency and responsibility in work, and simpler approach of citizens provided by the Ministry. Strategic analysis needs to provide prerequisites for defining and realization of established strategic goals. In the context of normative system, it is necessary to adjust the entire system of legal regulations necessary for the functioning of the MoI RS with international standards which all EU members have adopted and implemented.<sup>24</sup> In the sense of organizational processes, it is necessary to realize that technology development, knowledge, education, and increasingly important globalization processes have become growth generators in all developed countries, which cause constant social changes that everybody has to adjust to (MUP RS, 2011).

For the purpose of future development of police organization and work, the MoI RS had adopted a strategic document called "Development trends of the Ministry of the Interior of Republika Srpska for the period 2012–2016." This document contains strategic goals for security and strategic plans for the advancement of police organization (MUP RS, 2011). Strategic goals regarding security plans include the following goals: developed capacities protection of specific persons and objects; developed capacities for maintaining public peace and order; developed capacities for increasing traffic security on roads; developed

capacity for protection of specific persons and objects; developed practice of community policing; and, developed capacities for acting in crisis situations and for stronger cooperation with agencies of law enforcement (at both internal and international level). Strategic goals regarding the improvement of police organization include: developed normative framework coordinated with international standards and regulations; developed police management and strategic administration and management; developed system for financial management and control; developed and improved police schooling and personnel training; integrated information and communication system; and developed and improved communication with the public and partner relations with social community. There are two strategic goals: developed capacities for prevention of crime, and developed police management and strategic management and administration.

The realization of goals in the development of capacities for prevention of crime implies, first of all, identification and evaluation of status and risk in the environment, and domestic weaknesses. Having said that, it is necessary to improve institutional and operational development for the adjustment within the European structures and in accordance with international conventions, agreements and recommendations, and domestic laws. It is necessary to establish interinstitutional and international cooperation in the fight against organized crime and comprehensive understanding of crime with organizational marks (unauthorized production and trafficking of drugs, vehicle thefts and their legalization, human trafficking, smuggling of people and goods, extortion, ban robbery, organized fraud, etc.). It is necessary to intensify activities in research, processing, prevention, and detection of possible factors and their connections on a global plan and criminal offences which indicate or can be associated with terrorist movements. In the future, it is necessary to improve the activities in financial investigations and detection of property obtained through a criminal offence and detection, police investigation, and documentation of criminal offences in economic-financial management, organizational

<sup>23</sup>This implies strengthening of capacities in the fight against crime, efficient use of information technologies, as well as developing of new knowledge and skills of the employees. It is very important to obtain long-term sustainability and constant improvement of reform measures, introduced in the previous period, and apply contemporary accomplishments from theory and practice, management in public administration.

<sup>24</sup>The regulation system needs to be comprehensive, transparent, clear, and coherent and available to the public and its use needs to be unique. With the adoption of EU standards, the normative system of internal affairs needs to contain and reflect all traditional traits and historical experience, and the areas it refers to.

marks and greater material damage. It is also important to continue with the dynamics of capacity development in this area and devote attention to extra education, improvement, and obtaining highly sophisticated equipment which can satisfy necessary technical standards and conditions.<sup>25</sup> An essential component in the work of the criminal police is the development of a crime-technical center which would provide the level of work that enables the use of evidence based on EU standards and sustainable development of forensic capacities. It is especially important to develop all forms of preventive work in cooperation and partnership with other bodies and the civilian sector, and adopt the crime prevention strategy. In that sense, it is necessary to develop the concept of police work as the most advanced part of crime prevention which is realized in the framework of proactive action in the local community and neighborhood, through partnership and joint actions with the citizens. In the sense of proactive police action, it is necessary to develop and improve crime-intelligence analysis and increase the quality and expand security-interest data.<sup>26</sup> For the successful prevention of crime, it is necessary in the future, at the level of the MoI RS, to create several programs for prevention of organized crime, detection of property obtained through criminal offences, terrorism, high-tech crime, corruption and crime in economic-financial management, prevention of drug abuse, trafficking and smuggling of people, and prevention of juvenile crime and domestic, minority, and social violence.

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<sup>25</sup>The MoI RS is, in relation to other security structures, an important step forward in the fight against high-tech crime.

<sup>26</sup>Furthermore, there is a widespread understanding that the whole approach in preventing organized crime (crime strategy) implies its predicting and forecast (crime and criminology prognostics). When it comes to planning of specific preventive and repressive measures for crime prevention, it is necessary, among others, to first realistically view the volume, consequences, and the level of social danger of crime or some of its forms, and to get a real image at the national level or within international frameworks.

There is awareness in the MoI RS that the old authoritarian hierarchy system of management, which is used by the police, is an obstacle to the development of a modern democratic police organization. The police in Republika Srpska strive for modern police organization standards and in that sense, strive to overcome former methods of management and introduction of new modern methods of police management. The MoI RS has set a clear priority which implies the realization and design of programs for training of all police managers at all levels for the purpose of modern police management, because this is a necessary prerequisite for a stable transformation of the entire police system in Republika Srpska. Given activities represent a precondition for building a successful system of managing human resources based on EU standards. In that regard, the emphasis needs to be put on the way of selecting police officers, training and securing their development based on social needs and changes which are evident. Aside from that, given the fact that job satisfaction and the feeling of belonging to the organization are important motivational factors, we have to build a system of management of available human resources which will completely understand this. The Ministry of the Interior also needs to improve its strategic management and secure long-term planning and prioritizing in the key work areas, through the development of methodology, practice, and expertise necessary for adoption, implementation, and evaluation of successful strategic decisions. It is necessary to develop capacities for strategic analysis, form teams for the implementation of strategic goals, institutionalize horizontal communication and team work within the Ministry, and secure reporting about the level of fulfilled defined goals with modern managerial decisions and practices. Strengthening the capacities for strategic management and administration will enable a clearer authority division and the coordination of reform actions in all organizational units. The Ministry will develop capacities and knowledge for managing changes and risks, team management, and quality and project management.

## Conclusion

The MoI RS, as a relatively young police agency, has reached a distinguished level of organizational and structural development. It is evident that this Ministry performs all the police work, including the protection of public order and peace, control and regulation of traffic on roads, prevention and suppression of crime, information-communication affairs, administrative-legal affairs, police education, protection and rescue, as well as other internal affairs. Such a wide scope of authority requires a complex organization of the Ministry. Therefore, the Ministry is organized in such a way that in the line of duty it responds to the abovementioned affairs by forming special organizational units in charge of particular areas. In addition, the Ministry is also organized, in the territorial sense, through the establishment of five regional centers of public safety which perform police work on the entire Republika Srpska territory.

A general conclusion is that this police agency has developed into a modern and well-organized police agency which can meet the challenges it faces. The processes which have been conducted in the last 10 years or so, such as police professionalization, modernization, democratization, transformation, depolitization, application of contemporary police standards, and methods in confronting socially negative occurrences and integral police development, have given a new quality to the MoI RS and thus to the safety of Republika Srpska and B&H. It can also be stated that there is a need for further development of the organization and function of the MoI RS. These facts especially relate to further strengthening of the Ministry's capacities for prevention of contemporary forms of crime such as high-tech crime and new forms of organized crime.

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