



# DEFENDOLOGY

Scholarly journal for protection, security, defense,  
education and training issues

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- **CULTURE OF DIALOGUE AND ETHNIC RECONCILIATION IN BOSNIA AND HERZEGOVINA**
- **SOCIAL FUNCTIONS OF FOREST ECOSYSTEMS**
- **SECURITY AND POLICE**
- **MIGRANT CRISIS**
- **CRIMINAL INTELLIGENCE**

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THE FIFTIETH  
ISSUE OF THE  
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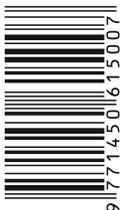
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# **DEFENDOLOGY**

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**Editor-in-Chief**

dr. Dusko Vejnovic, Full Professor at University of Banja Luka

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**Editorial Staff and Administration**

Srpska ulica 2/2, 78 000 Banja Luka, Republic of Srpska – Bosnia and Herzegovina  
Telephone/Fax: 051/309-470  
Website: [www.defendologija-banjaluka.com](http://www.defendologija-banjaluka.com)  
E-mail: [defendo1997@gmail.com](mailto:defendo1997@gmail.com)  
Account: 562 099 0000236689

**Language editor**

Professor Tatjana Ponorac

**Press-reader**

Tin Vejnovic, MA

**Translation**

Professor Tatjana Ponorac

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# EDITORIAL

## JUBILEE OF TWENTY-FIVE (25) YEARS OF DEFENDODOLOGY AND THE FIFTIETH (50) ISSUE OF THE JOURNAL OF DEFENDODOLOGY

**B**efore you, and before us, is the fiftieth jubilee issue of the journal *Defendology*, as part of the 25th anniversary of *Defendology* as a science of protection, defense and security, based on scientific discourse: protection + defense = security. In addition, for this jubilee we have prepared a book: *Security in the Community - Defendological, Police, Polemological and Ponerological Aspects - Selected Topics*, by renowned authors dr Duško Vejnović, Full Professor, dr Vladimir Stojanović, Full Professor and Msr Petar B. Đukić, as well as the project - *Proceedings VIEWS / REVIEWS / DIALOGUE*. Having in mind the above, it is well recognized that *Defendology*, as a scientific research organization, thoroughly and safely implements the Third Mission of the development of faculties and universities (the first is education, the second is research, and the third is the engagement of academic workers in the community), which is confirmed by book *Security in the Community*, that was made in partnership with the City Administration - City of Banja Luka, which is one of the publishers. The journal *Defendology*, in this double issue, 49-50, remained faithful to its program orientation of a multidisciplinary character, through topics such as: Democracy, culture of dialogue, tolerance and ethnic relations in Bosnia and Herzegovina; The role and importance of social functions of forest ecosystems; Intelligence services and new technology; Normative basis of regional police cooperation in Bosnia and Herzegovina; The migrant crisis in Bosnia and Herzegovina and increasing the effectiveness of state border control; Criminal intelligence model of police work organization. The authors of the journal *Defendology* and of all editions of *Defendology* have in the past 25 years made the greatest contribution in the establishment, scientific and educational shaping of *Defendology* as a science of protection, defense and security, but they have also promoted, through their vision and mission, the third mission of faculty and university development, and ie. versatile

engagement in the community. Security is unique, indivisible, too politicized and unfortunately for those reasons it has not been constituted as a science. That is why Defendology, as a new paradigm in science, has filled this gap. It is well known that Defendology has become a brand of Banja Luka, Republika Srpska and Bosnia and Herzegovina, and that is visible throughout the region, which can all be recognized through public action, citation of Defendology by domestic and foreign authors, and its presence in citation databases that are recognized on national, regional, European and global level. Defendology has always been depoliticized and continues to develop as depoliticized, de-ideologized, professionally and scientifically autonomous, without political gossip, and in the interest of the common good for all citizens and peoples, regardless of race, religion and nation. This is best shown by the VIEWS / REVIEWS / DIALOGUE Project, which was printed in a circulation of 500 copies, of which 200 copies were awarded to all bookstores of the Official Gazette of the Republic of Serbia, throughout entire Serbia. And through this activity we have surpassed semi-intellectuals, politically projected scientists without university level, without scientific and educational imagination, and certainly without morals in general, and we have risen and positioned ourselves as intellectuals of cultural education and moral education, which always was, is and always will be our mission and vision. We invite you to join us, and we sincerely thank everyone who is with us and around us ...

EDITOR-IN-CHIEF

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**CULTURE OF DIALOGUE AND ETHNIC  
RECONCILIATION IN BOSNIA AND HERZEGOVINA**

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# DEMOCRACY, CULTURE OF DIALOGUE, TOLERANCE AND ETHNIC RELATIONS IN BOSNIA AND HERZEGOVINA

*REVIEW SCIENTIFIC ARTICLE*

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**Duško Vejnović, PhD, Full Professor<sup>1</sup>**

**Boris Trivanović, MA<sup>2</sup>**

**Abstract:** Today's Bosnia and Herzegovina is a highly segmented state and society, taking into account ethnic, regional, religious and cultural-historical differences that undoubtedly exist within the state. As a state with a complex state system, Bosnia and Herzegovina is dominated by opposing and particular national and social interests that do not contribute to the establishment of unity and social compromise. After the fall of communist ideology and entering a long process of political and economic transition, Bosnia and Herzegovina is shaped by national exclusivism and ethnocentrism, or national (collective) identities, which inevitably leads to complete neglect of the individual (citizen) as the basis for civil society in full. The mentioned negative tendencies, along with the noticeable lack of democratic tradition to rely on and low level of education of the population could significantly slow down political and economic development, as well as the successful development of democracy in the country. On the other hand, ethnic relations play a crucial role in the distribution of political power in the state and although ethnicity itself can be a source of problems and instability in the state and society,

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1 Faculty of Security Sciences, University of Banja Luka; Banja Luka

Contact: [duško.vejnovic@unibl.org](mailto:duško.vejnovic@unibl.org)

2 European Defendology Center Banja Luka, Banja Luka

Contact: [boristrivanovic@yahoo.com](mailto:boristrivanovic@yahoo.com)

it can also serve as a useful political tool for state regimes to build parties, mobilize population and combat opposition. In order to achieve a lasting solution to ethnic conflicts in Bosnia and Herzegovina, a radical change in the distribution of political power and influence in society is necessary, with emphasis on the ethnic reorganization of the police and army as the basis of the security system. In Bosnia and Herzegovina, state-building largely takes precedence over nation-building, as indicated by various indicators such as the centralization of power, building of the army and police, and the strengthening of the bureaucracy. In order to continuously strengthen the development of democracy in the country, it is necessary to constantly work on the development and strengthening of dialogue and tolerance between the three ethnic groups, improving the understanding of other cultures and the adoption of cultural pluralism.

**Keywords:** *Bosnia and Herzegovina, democracy, ethnic relations, national and religious divisions, dialogue, tolerance.*

## **1. Challenges in development of democratic pluralism in Bosnia and Herzegovina as a segmented state**

When the ethnic, regional, religious and cultural-historical characteristics of Bosnia and Herzegovina as a state and social community are taken into account, it is undoubtedly concluded that it represents a highly segmented state and society. However, despite all these specifics, the political structuring of Bosnia and Herzegovina as a state does not accept this de facto plurality, which in itself indicates problems in building democracy, especially modern, pluralistic democracy, which stems from the political subjectivity of various organizations, regions, groups, collectivities, as well as ethnic communities.

Ethnocentrism and national exclusivism, as the dominant principles in Bosnia and Herzegovina, significantly hinder and slow down political, economic and overall social development, as well as the successful building of a democratic state, which are all essential for any state that emerged after the fall of communist ideology in the early 1990s. All post-communist societies of today, including Bosnia and Herzegovina, are characterized by a negative tendency to promote primarily national (collective) identities, which inevitably leads to the neglect of individual self-esteem, which is

marked as an undesirable characteristic. After the fall of the communist order, a kind of paradox occurred in which national collectivism, by resisting “socialist collectivism”, wiped out individualism that had already been underdeveloped in Bosnia and Herzegovina throughout history.

As in many post-communist societies, in Bosnia and Herzegovina there is a noticeable lack of democratic tradition, which brings us to the fact that there is no real differentiation of autonomous spheres of social life, ie developed political consciousness. The immediate consequence of the existence of such conditions is the political production of unity motivated by ideological reasons, which used to be class unity, and now it is a national unity. The lack of a developed democratic tradition from previous periods still results in a lack of clear division between civil society and political state, although the process of European integration, in addition to implementing community acquis, implies a transition from “real socialism” with a planned economy to a liberal-democratic political system, with an economy that operates on the principle of the free market” (Dmičić, 2010, p. 227).

In Bosnia and Herzegovina, a kind of symbiosis of communist and nationalist collectivism is being realized, to the detriment of democracy, which is a characteristic of most post-communist societies, with certain differences conditioned by socio-historical, ethno-cultural and other specifics. Governing structures established on such bases are unable to stabilize the political order, any compromise reached by such structures is solely a compromise for gaining and retaining power directed against democratic values, and “due to the impoverishment of Republika Srpska and Bosnia and Herzegovina we have no real pluralistic points that could resist the regime and defend their independence” (Vejnović, 2003, p. 7).

In addition to the lack of democratic tradition, national collectivism is the biggest obstacle to the democratic order of Bosnia and Herzegovina, because any system that assumes national, class, etc. interests to interests and goals of the individual himself is essentially an undemocratic system.

National collectivism inherited and took over the already established model of class collectivism which dominated the communist order and which deprived the individual of political subjectivity and deprived him of his freedom, and without these elementary liberal assumptions there is no

democracy. Democracy as a system of government is a way for the people, who are often submissive and subject to manipulation, to form themselves as politically aware demos. The state and society that are organized on a democratic basis represent the best possible society and the best possible state, primarily because the mechanisms of democratic organization of society and the state in certain socio-historical conditions maximize consent and minimize coercion.

## **2. Ethnic relations and distribution of political power in Bosnia and Herzegovina**

The relationship between ethnic groups and the state of Bosnia and Herzegovina is a multifaceted and dynamic relationship. When making decisions regarding the composition of their coercive bodies, state policy makers usually do not leave it to chance to resolve such crucial issues. On the contrary, state policy makers have divided the population according to the ethnic principle and are guided by the application of this principle in the selection of social bases for recruitment in various types of conflict. The relationship between ethnic identification and the state is very complex and while ethnic identification can have an impact on shaping the state, much more often the state can shape and in reality it does shape interethnic relations and ethnic identities. Thus, ethnicity is a category of political nature both in that it serves as a basis for the mobilization of interest groups and in that it is a crucial factor in the creation, development and maintenance of the state as the most powerful political apparatus.

Contemporary political theory concludes that state-building and nation-building are not as inextricably intertwined as modernization theorists have concluded. In Bosnia and Herzegovina, nation-building and state-building are not only two completely separate historical processes, but state-building largely takes precedence over nation-building. The state's supremacy over the nation is indicated by various tendencies, such as the centralization of power, the building of the army and the police, the strengthening of the bureaucratic apparatus, as well as the militarization of many primarily political issues.

Two phenomena emerge as clear indicators of focusing on the state: the growing failure of central policy-makers to build a nation and the reaction to tendencies of foreign power interference. Ruling orders empower the nation only if it is certain that they can successfully control the mobilization of the people in order to strengthen their own dominant position, while the opposite tendency is present when mobilizing forces express support for such orders. As it becomes apparent that nation-building poses potential risks to central government, regime elites seek to either channel mobilization of people into state-oriented flows or demobilize ordinary citizens, and by doing so strengthen state institutions and thus turn to state-building.

Foreign interference also contributes to the supremacy of the state over the nation, through intergovernmental aid programs, multilateral loans and investments, which directly strengthens the role of bureaucratic, military and police institutions of the recipient state, which are the main channels for receiving such foreign aid and investments.

States are specific political organizations that differ from other forms of political organizations in that they have a monopoly on the power of coercion. However, if the authority of the state depends exclusively on coercion, it cannot be permanent and efficient in performing its functions. Nevertheless, in the creation of most state systems, the political elite uses coercion to a considerable extent, and assumes that it has the possibility of coercion at its disposal.

In order to understand the processes and means of strengthening the state, it is necessary to consider the relations between various state bodies (bureaucracy, army, police, semi-state corporations) on the one hand and the relations between the state and ethnic-class social stratification on the other. Ethnicity can be viewed from several aspects, as it can be a source of problems in the state and society, but it can also serve as a very useful political tool and state instrument for state regimes to build a party, mobilize citizens and suppress opposition forces. The key to the development of Bosnia and Herzegovina's politics is the ability of existing political institutions and processes to anticipate and find relevant solutions to ever-changing public problems.

Bosnia and Herzegovina is an ethnically fragmented community whose constitution was preceded by ethnic conflict. The ethnic conflict itself was influenced by various factors such as class, culture, institutional structures as well as external factors. Low levels of trust between different cultures and differences in power have led to ethnic hostilities. Also, the abuse of force and, paradoxically, the lack of force contributed to the conflict. The abuse of force produces an unjust distribution of state power and public services, while a lack of force leads to an escalation of force without a real increase in the sense of security of ordinary citizens. Both of these elements (abuse and lack of force) stem from the fact that the state elite is primarily committed to maintaining the state order. Neglecting the role of force in the formation of interethnic relations in the state means the same as formulating unrealistic policies. The police and the military and their relationship are part of the cause of ethnic polarization, not just part of the reaction to ethnic polarization, and police and military structures often worsen instead of resolving conflicts in multiethnic communities such as Bosnia and Herzegovina. State regimes that feel insecure about the ethnic diversity of their electorate often maintain state security by adjusting the ethnic composition of their coercive bodies in a way that transforms interethnic mistrust into distancing weaker communities from the political system itself. At the same time, such policies of recruitment and promotion often give members of favored ethnic groups the conviction that the state has the function of their private protection service and therefore resist any request from weaker groups for greater participation in the police force or army. The increase in the size of the police force and the militarization of the police emphasized its importance for interethnic relations, with a significant part of that increase and militarization being made possible by trade and gifts of foreign patrons.

In order to resolve interethnic conflicts, it is necessary to reconsider the police and the army not only as neutral instruments for solving problems, but also as potential sources of those problems. When considering the security system of Bosnia and Herzegovina, the following should be borne in mind: the influence of the ethnic composition of the security forces on the resolution of the conflict; the impact of police-military relations

on conflict resolution and what ethnic formulas and the division of labor between police and military can tell us about the concept of state security. In order to achieve a lasting solution to the ethnic conflicts in Bosnia and Herzegovina, a fundamental change in the distribution of political power and influence in society will be necessary, and as part of that change, ethnic reorganization of the police and army at both the top and bottom. The resolution of interethnic conflict cannot be permanent if only the security of the state is achieved, and not the security of every community within the state.

All aspects of democracy - conceptual, moral and empirical - can be seen in the compromise between the requirement that, on one hand, no person can be governed or imposed on rules of conduct without his consent and, on the other hand, the imperative to respect general consensus. At the empirical level, this compromise is reflected in the relationship between the majority and the minority. The model that is closest to the democratic ideal is the principle of majority democracy, which is closest to the ideal if it is not absolutized or abused, and the application of that principle in a country can be largely verified by analyzing the level of security and freedom enjoyed by minorities. A democratic system of government does not lead to absolute harmony in society, nor is it a guarantee of general harmony, but it is certainly the most appropriate form of regulating relations in the community, in which the unequal will be less unequal, the unfree less unfree, and the powerless less powerless than in any other order.

One of the fundamental problems of democracy in Bosnia and Herzegovina is how to translate *de facto* pluralism into political democratic pluralism, ie how to resolve objective differences and conflicts of interest according to agreed rules of the game, and not through violence and repression. The political system in Bosnia and Herzegovina is extremely complex, or as Čepo (2014) states: The political system of Bosnia and Herzegovina was not created with the aim of optimally regulating relations in that country, nor is it a reflection of the wishes of its citizens. It was a tool to stop war conflicts, and it became an anchor by which political elites maintain the status quo, that is, keep the ended conflict in its frozen state (p. 56). Democracy as a system of government, unlike totalitarian orders, does not hide and eliminate differences, disagreements and conflicts, and especially does not

do so by applying coercion. In a democratic process and a democratic order, conflicts are legitimate and one of the crucial features of democracy is the attitude towards conflicts and their management through dialogue, without coercion. In democratic systems, the permanent and perhaps most important problem is how to constantly develop and preserve all the benefits of representative democracy and majority decision-making, while preventing “tyranny of the majority” that may jeopardize democracy itself and the values it protects. “Bosnia and Herzegovina’s function as a state should enable the coexistence of certain interests, through rules that should prevent, reduce and mitigate conflicts” (Vejnović, 2003, p. 4).

The national principle of state and political constitution can ensure neither democratic order nor protection of ethnic minorities, but necessarily leads to national-totalitarianism because it subordinates the individuality that is the basic premise of democracy to a collective, supra-individual entity, and desubjects and discriminates against all other ethnic minorities. In Bosnia and Herzegovina, as a result of the war, there is a certain degree of hatred among different ethnic communities, and hatred as an integrating factor of the people always proves to be a limiting factor for the development of democracy. Bosnia and Herzegovina needs a democracy that guarantees lasting peace and good decision-making, and at the same time gives citizens the right to make (and change) judgments about the quality of such decisions, there is a necessity for democracy which implies the rule of the public, which (publicly) judges and in which there will be no “cult of personality”, but consistent implementation of laws and equality before the law, democracy in which voters need to free themselves from the tyranny of party organizations and monopoly. One of the basic advantages of democracy is the existence of a mechanism for collective decision-making in a way that ensures the most complete and qualitatively best participation of stakeholders.

Every democratic system implies equal and universal suffrage for adult citizens and rule of majority, but also implies the guarantee of minority rights, the rule of law, procedures according to which collective decisions must be approved by a large number of those entitled to make them, and constitutional guarantees of freedom of association and expression, as well as other rights and freedoms. In Bosnia and Herzegovina, democracy

is threatened and undermined by various undemocratic tendencies, such as the weakening of the position, role and importance of parliaments as legislatures and by the proliferation of secret bodies and organizations and other forms of state censorship.

Nowadays, the following liberal-democratic values are dominant: the creation of civil society and the constitution of citizens; division of power; parliamentarism and political pluralism; freeing the economy from the tutelage of politics; legal state and rule of law; systemic control of political power holders; democratic type of electoral system; institutionalized public and freedom of information and participatory-democratic type of political culture and civil society. Social turmoil in the global context, and even turmoil in Bosnia and Herzegovina, creates a growing “need for the state”, which indicates the dangers of the new statism and totalitarianism, and sets the demand for democracy and democratic order as an imperative. The notion of interest implies the existence of conflict, and according to the model of liberal democracy, interests are controlled through political rule by separation of powers, respect for human rights and freedoms and the right to opposition, which presupposes free elections.

### **3. Dialogue and tolerance in Bosnia and Herzegovina as a “categorical imperative”**

In the modern age, the world is divided in various ways, and for that very reason dialogue and tolerance are demands of the times and strong barriers to the rule of one-sidedness. People, things and ideas move in a horizontal and vertical direction and in today’s world all differences and opposites have a place in human reality. The need for conversation clearly indicates that not everything is fine with the relations between people in society. Only when the essence of dialogue and tolerance is taken into account, one can see the extent to which a certain society has declined in people’s everyday relationships, and the key controversial issue to focus on is the issue of communication between people.

The degree of democratic development of a society is also reflected in its attitudes towards dialogue and tolerance. The level of development

of democracy can be measured by the limits of tolerance and the way conversations are conducted. Societies that do not nurture dialogue push dialogue subjects and their opinions to the margins of social life, and tie overall social communication to a given type of consensus. First of all, communication of equal social subjects should be established, and then lead to the expansion of dialogue in society.

Today, all over the world, dialogue is a kind of “categorical imperative”, especially in Bosnia and Herzegovina, where several religions and nations exist in the same area, where either the basis for mutual tolerance or the basis for mutual extermination is created. Mutual tolerance is a necessary condition in a society of religious and national diversity. A dialogue that does not mediate between the real and the possible is not current and has no fuller significance for the culture to which it refers. There is a need in society to replace the culture of speech, which includes concepts such as hierarchy, necessity, coercion, power, despotism, structure, dogma, with a culture of conversation characterized by the concepts of freedom, equality, cooperation, discovery, pluralism and choice. In a society where only speeches are held, and not conversations, we have relations of power, not relations of cooperation. When in particular society conversation replaces speech, then it is a sign that society is moving from necessity to freedom, from structure to culture. The transition from one way of thinking to another is closely connected with leaving one way of life in favor of another.

Since the culture of dialogue requires not only the culture of interlocutors, but also progressive democratic awareness, developed environment and the habit of checking everything that is assumed or suspected, it becomes clearer why dialogue in Bosnia and Herzegovina is often pointless because it had no other ambitions than to monologue. In Bosnia and Herzegovina, it has not long been remembered that one interlocutor acknowledged to others the superiority of argumentation. In situations where there is no dialogue as active consciousness, there is no progress in social and cultural life. Being ready to have a conversation means rejecting any thought of violence, and non-violence, given its goal, implies covert power. Interpersonal relations can be viewed from two aspects: as relations of power or as relations of cooperation, ie the conversation can

be conducted either from the position of power or from the position of equality in conversation.

In Bosnia and Herzegovina, tolerance is indeed the only way forward and it is inseparable from freedom and autonomy that can truly be achieved only in dialogue with others. In multicultural and multinational societies, which are not homogeneous nationally, religiously or culturally, the issue of tolerance is essential. Hence the demand for tolerance in the entire social life, politics, ethics, social criticism. With this in mind, tolerance begins to be understood as enduring and suffering in community that is tied to a person or society, to the opposite beliefs, declarations and actions of individuals and groups. All areas of social life and different values are taken into account - religion, worldview, science, art, politics and customs. Any community, which does not look ahead and does not incorporate and develop in its young generations the need for conversation and the habit of tolerance for others and the different, has no prospects for the future. It will have those prospects if it directs the upbringing and education of its young members towards dialogical opinion, towards advantages and values that result from differences. New cultural diversity is a much more direct challenge to traditional culture and education, and tolerance and dialogue is a new way of presenting the issue of pluralism and cultural diversity.

Education for dialogue and tolerance, should first of all keep in mind the possibility and the right to choose. The goal of upbringing and education is to teach people to be educated for change. Tolerance and dialogue is the state of mind in Bosnia and Herzegovina that allows it to function well. Intolerance can be a product of time, but it is far more often the result of wrong upbringing and education, hence the increasing efforts to include issues of tolerance in educational content. In today's Bosnia and Herzegovina, by rejecting the intercultural dimension monoculturalism is openly forced, but knowing and understanding other cultures and establishing positive relations of exchange and mutual enrichment among different cultural components within a community is the essence of tolerance. Training for tolerance means promoting cultural diversity, multiformity, adopting cultural pluralism as an opportunity to express our own personality and human potential as comprehensively as possible, to fight

against all forms of exclusion and exclusivity.

Tolerance is a necessary condition for the possibility of coexistence with others. Since they are not possible outside the community, individuals are directed to coexistence with each other. It is impossible to be free without others, and in that sense, freedom is an individuality confirmed in self-relation with others. It follows that the struggle for the freedom of one's own identity is also manifested as a struggle for the freedom of the identity of others. Tolerance is a non-antagonistic, group and individual relationship, which enables the coexistence of differences in the community. The condition for tolerance is the freedom of the individual, because only a free man can be tolerant and only a free man can be tolerated. In order for tolerance in Bosnia and Herzegovina to be possible, it is necessary to achieve awareness of differences, the right to differences, openness to dialogue and a willingness to associate.

Phenomena that significantly threaten dialogue and tolerance in Bosnia and Herzegovina are hate speech and language manipulation. Hate speech is a tool used to describe and present an ethnic, national, racial, religious, social or political group in a negative context, or an instrument that uses the language of politics aimed at silencing or removing opponents in order to mobilize mass. Hate speech, combined with lies and distortions of facts, is very present on the public scene of Bosnia and Herzegovina, where the highest representatives of state and party authorities, as well as the regime media, produce huge amounts of intolerance, aggression and xenophobia. In practice, hate speech uses two closely related weapons: labeling and slandering a political rival, with the pronounced use of lies, and also "hate and hate speech are always suitable as a mechanism and instrument for acquiring and maintaining identity, and for full and effective social control" (Šijaković and Đukić, 2010, p. 92).

#### **4. Concluding remarks**

Bosnia and Herzegovina is characterized by pronounced political (national) and cultural (religious) divisions, which create significant difficulties for the creation of civil society in the long run, and "civil society

means a spontaneous form of association and connection of citizens regardless of power and authorities, but with the aim of influencing the bearers of key political roles and political processes in a society” (Popov-Momčinović, 2009, p. 136), ie we can conclude that “therefore, civil society is a society of order, cultural relations and cultural way of living, a society of free individuals-citizens” (Kuzmanović, 2002, p. 205).

In addition to these divisions, the creation of civil society is thwarted by the basic features of political culture in Bosnia and Herzegovina, such as: low level of trust in the other and different; provincialism and patriarchal mentality, combined with the already traditionally low educational level of the population in Bosnia and Herzegovina. Today, the definition of politics implies a bloody struggle of social groups and individuals to gain, preserve and increase power and authority, and the essence of politics in Bosnia and Herzegovina is the struggle for the distribution and control of social power.

The new world order is dominated by universal values, norms and rules of conduct, which creates a problem for countries based on national culture, as is the case in Bosnia and Herzegovina, because such countries can hardly fit into these patterns. Any community based on national myth opposes change, creating an obstacle to broader integration processes and the development of tolerance between the three peoples and their cultures in Bosnia and Herzegovina. The basic and crucial task before us in Bosnia and Herzegovina is to teach new generations dialogue and tolerance through upbringing and education.

The relations between the three political communities in Bosnia and Herzegovina are reflected in the language and speech they use in their communication. The analysis of such communication shows that hate speech constantly marks all phases in the politics of Bosnia and Herzegovina - from the first stage of chauvinistic nationalism, through the second stage: artificial peacekeeping, to today’s synthesis of xenophobia and mercantile patriotism. Given today’s public speech, far greater development of democratic awareness is needed in order to affirm unencumbered, non-ideological and balanced language in the public sphere, especially in the sphere of politics and political life, noting that “regarding possible trends and

recommendations to achieve full maturity or full level of development of civil society, it should be borne in mind that this is a long-term and arduous path that has not yet been traversed even in transition countries that have democratically consolidated”(Popov-Momčinović, 2009, p. 142).

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**SOCIAL FUNCTIONS  
OF FOREST ECOSYSTEMS**

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# THE ROLE AND SIGNIFICANCE OF SOCIAL FUNCTIONS OF FOREST ECOSYSTEMS

*REVIEW SCIENTIFIC ARTICLE*

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**Prof. Zoran Govedar, PhD<sup>1</sup>, academician**

**Abstract:** The paper presents the basic characteristics of the social functions of forest ecosystems. The social functions of forests are not sufficiently affirmed and their value in the overall evaluation of forest functions it is not estimated often. The health-recreational role and the scientific-educational role of special purpose forests are of key social importance. The role and importance of social functions of forests in more developed societies are more promoted in public and have a greater impact on the community and on achieving social consensus on financial subsidies for sustainable forest management and social welfare in order for forest owners to earn other incomes noise function. The productive and public benefit functions of forests can be severely compromised due to risk factors resulting from global warming, fires, pests and diseases. Current generations need to show responsibility for inherited forest ecosystems and care for the sustainable development of all forest functions through a management system.

**Keywords:** *Social functions, forests ecosystems, sustainable development*

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1 Faculty of Forestry, University of Banja Luka  
Banja Luka  
Contact: [zoran.govedar@sf.unibl.org](mailto:zoran.govedar@sf.unibl.org)

## Introduction

In addition to ecological and economic functions, forest ecosystems provide society with a number of social services such as tourism, recreation, health, education, etc. Forest functions are often divided into production (economic) and public (ecological and social). Until the end of the last century, production functions dominated in our country and in Europe, and they were traditionally given the main importance in forest management. However, due to deforestation and the increasing threat to forest ecosystems due to climate change, and then the emergence of disease and pest gradation, the public benefit functions of forests have become increasingly important. In conditions of endangering the environment due to air pollution, population growth, increasing needs for drinking water, food and energy, the social role and importance of forests are growing. Due to their economic and public benefit functions, forests are presented in various laws of many countries as goods of general social interest that must be taken care of and protected. Namely, the functions of forests provide the social community with common services and benefits that each of its members needs (oxygen production, sequestration of carbon dioxide, filtration and preservation of drinking water sources, creation of phytoncides, etc.). Reference model for diversity, importance and interactions of forest functions of the European Parliament, 1997 clearly defined:

- ecological functions - regulation of climate and air quality, retention and protection of water capacities, preservation of land and biological diversity;
- social functions - recreation (rest, relaxation, health), ecotourism; culture (history, myth, artistic, aesthetic and spiritual values); science and education; health.
- economic functions - activities and services (natural environment for recreation, land reserve, hunting, rest and tourism); production (technical and firewood, game, cork and bark, ornamental plants).

Within the social and cultural functions of forests, there are differences (Velašević and Đorović, 1998; Medarević, 2006): psychological functions (aesthetics, cultural heritage, gene funds), information functions (bioindications, research, education), human-ecological functions (bioclimate, filter and shock absorber, noise protection), rest functions. The development of human society is accompanied by an increase in living standards, but urbanization and industrialization, unfortunately, lead to worsening environmental conditions. In such a situation, generally speaking, people need to return to nature, and thus increases and intensifies the importance of public forest functions. In order for the forest to be able to fulfill such a role, it must have special characteristics, which can only be achieved by special, specific forest management measures. Therefore, such forests are categorized as special purpose forests. However, it should be borne in mind that all forests essentially fulfill production and public utility functions, but the significance of these functions in individual forest complexes is different. There are attitudes that the production function is the main one in the biological sense and that if that function is fulfilled, other forest functions will be fulfilled as well (Nikolić and Stojanović, 1991). However, the social functions of forests are much more important and are given more attention in economically highly developed countries, while the productive function of forests is dominant in underdeveloped countries, although their social role and importance are no less valuable. On the contrary, if we analyze the importance of the forestry sector in the field of employment, it is clear that forests as a resource play a major role in less developed countries that are relatively rich in forests. Thus, within a number of services, social services that are insufficiently affirmed and valued stand out (Govedar and Krstić, 2016). There are a number of methods for evaluating forest functions, but determining the value of ecological and social functions is not yet at the level of determining the value of economic or production functions of forest ecosystems. Subjective assessments of the value of social functions of forests are not of great importance, although their role in society is considered to be enormous and is increasingly reflected in emerging changes and growing uncertainties in forest management (Pintarić, 2004). Exact evaluation of the social

benefits of forests is very difficult, but the evaluation of indirect benefits, apropos income from recreational and tourist activities, is in principle simpler.

Growing needs for products and social benefits from forests, especially in the last two centuries, have influenced the development of the principle of continuity of forest management. Recognizing the importance of forest ecosystems more than two centuries ago, the need for sustainable development of all forest functions was noticed (Carlovitz, 2000). Continuity of forest management is the aspiration and requirement for permanent and optimal satisfaction of all tangible and intangible effects of forests for present and future generations (Peters and Wiebecke, 1983). This definition represents the idea for a modern concept of sustainable forestry development that treats all forest functions evenly. Sustainable development of forestry implies, among other things, such forest management that preserves biodiversity, restores forests, increases productivity, vitality and potential of forests to such an extent that would meet the appropriate environmental, economic and social needs for present and future generations, while they do not endanger or damage other ecosystems (United Nations, 1993).

The concept of modern forestry was defined at the V World Congress in Seattle (Seattle, USA) in 1960. This concept is based on the multifunctionality of forest ecosystems and confirms the idea of equal priority of all forest functions and multipurpose use of forests and forest land, in order to preserve and improve the environment and use many values provided by forests. At the United Nations Conference on Environment and Development (UNCED) in Rio de Janeiro, June 1992. Agenda 21 was adopted, which refers to the activities of maintaining the multiple role and function of all types of forests and forest land. Also, the Forestry Development Strategy of Republika Srpska (2011-2021), as the basic planning document of forestry in accordance with the Law, recognizes and defines the basic premises of modern forestry: division into production, environmental and social (with emphasis on recreational) functions within multifunctional forest management resources and sustainable development (Karadzic et al. 2011). This approach is necessary if forestry policy is

created for countries moving towards European integration, because the guidelines set through the European Union Strategy for Forests (European Commission, 2013) define the principle of sustainable development of social and recreational functions of forests.

### **Forest condition and threatening factors**

The total area of forests in the world, according to the report on the state of the world's forests (The State of the World's Forests, SOFO) is 4.06 billion hectares, which is 31% of the total land area or 0.52 ha per person (SOFO 2020). It is estimated that 13 million hectares of forests are lost annually. More than 54% of the world's forests are in only five countries: the Russian Federation, Brazil, Canada, the United States and China. Africa had the highest annual net forest loss rate in 2010-2020. year (3.9 million hectares), followed by South America (2.6 million hectares). On the other hand, Asia had the highest net growth of forest areas in the period 2010-2020. years, followed by Oceania and Europe. However, in Europe and Asia, significantly lower rates of net returns were found in the period 2010-2020. years than in the period 2000-2010. years. Forest area in Europe has been steadily declining over the last 5,000 years as a result of deforestation, based on paleoecological and historical sources (Bradshaw and Hannon 2004). The beginning of declining forest cover based on analyzes of pollen diagrams of trees and cereals is related to the time-progressive expansion of agriculture in Europe from the southeast to the northwest (Roberts 1998). In addition, the analysis of genetic material from rainforests (Piovesan et al. 2005), as well as the chemical composition of water from glacial lakes (Bradshaw and Mitchell 1999), also indicate these processes. According to reports relating to European forests (Forest Europe), the forest area in Europe is about 227 million hectares or about 35% of the total area of the continent (Table 2.1) and has increased by 9.0% since 1990 (FE 2020). ). The rest of the forest land occupies 27 million hectares. Of these, predominantly coniferous forests account for about 104 million hectares (46%), predominantly deciduous forests for about 84 million hectares (37%), while mixed forests represent about 39

million hectares (17%). The total area of forests and forest land in the Republic of Srpska according to the data from the Forest Management Basis (SPO) is 1,352,031 ha or 54.3% of the total area of the Republic of Srpska (Republic Statistical Office of the Republic of Srpska 2020). The Republic owns 1,044,939 ha (77.3%) and privately owns 307,092 ha or 22.7%. Over the last 30 years (1990-2020) the volume of forests in Europe to 78% of the analyzed area (FE 2020) has increased by 10.4 billion m<sup>3</sup>, or an average of 347.4 million m<sup>3</sup> per year, which corresponds to an annual rate of change of 1, 37%. The total wood volume of the forests of the Republic of Srpska is about 250 million m<sup>3</sup>, and the forests owned by the Republic account for about 200 million m<sup>3</sup> (78%), and the private ones about 50 million m<sup>3</sup> or 22%. The volume of high forests with natural regeneration as well as the volume of forest crops in the two analyzed periods (2000–2009 and 2010-2019) increased on average in high forests with natural regeneration by 23.6 m<sup>3</sup> ha<sup>-1</sup>, and in forest crops by 46.3 m<sup>3</sup> ha<sup>-1</sup>. According to the International Union for Conservation of Nature (IUCN), changes in the state of the forest fund occur as a result of deforestation but also afforestation, which was very intense during the 1960s and 1970s (Wildburger 2004).

According to reports from the International Food and Agriculture Organization (FAO) and the Intergovernmental Panel on Climate Change (IPCC), the main threat to forest ecosystems is the interconnectedness of threatening factors. They are the interaction between the probability of occurrence, the sensitivity of forests and the degree of exposure of forests to the influence of factors (Kron 2002). Climate warming is thought to be the primary cause of a number of phenomena (Seidl et al. 2017; Brack 2019) such as extreme droughts, forest fires, strong winds, diseases and pests (FAO 2013; IPCC 2019). Under these impacts, Europe accounts for about 6.0% of the total forest area or about 10 million hectares per year, and felling has affected about 8.1% of the annual volume (FAO 2007). Regional climate models in the Western Balkans show that Temperature rise in this region faster than average global temperature in general Using the associated atmospheric-oceanic global model (Roeckner et al. 2003) developed in Germany (Max Planck Institute for Meteorology), the first national report on climate change predicted an increase in air temperature

in the Republika Srpska from 0.7 to 1.6 ° C between 1.0 and 2.0 ° C in the south, and between 2.0 and 3.0 ° C in the interior zone with certain species of plants and animals to the north and to higher altitudes (Kadović and Medarević 2007) According to the data of the Republic Statistical Office, in the period 2000–2019 in forest fires in the Republic of Srpska a total area of 144,006 ha, while the wood mass felled after the fire was 789,500 m<sup>3</sup>. According to satellite images in Europe, 3,864 forest fires were registered in 2019, and each had an area of more than 30 hectares and 789,730 hectares of forests and forest land were burned (European Commission 2020). Extensive research around the world indicates that future disturbances caused by drought, wind, and snow will be stronger and temperature local intraannual changes will vary widely (Seidl et al. 2017). However, in the future, the greatest negative effects for forests will have the climate variable that determines the wind disturbance. The trend of global negative impact of stormy winds is expected to increase with the trend of climate change (Knutson et al. 2010; Seidl et al. 2014). Catastrophic damage in the forests of Central Europe occurred in 1990 (Schönenberg 2002; Schönenberg et al. 2002) and in 1999 in France, Germany and Switzerland from the stormy wind “Lothar” when 165 million cubic meters of wood were destroyed (Angst et al. 2004). During 2005, in Sweden, the wind “Gurdun” destroyed 75 million cubic meters, and in 2007 in Germany and the Czech Republic, the wind “Cyril” destroyed 49 million cubic meters. Winds “Klaus” and “Xintia” during 2009 and 2010 in France and Spain damaged 45 million cubic meters (Gardiner et al. 2010), and in 2018 in Italy the wind “Vaia” damaged 8.5 million cubic meters. These quantities correspond to the one-year estimate for these areas of Europe (FAOSTAT 2019). It is characteristic of Southeast Europe that stormy winds in forest complexes create a mosaic of damage to a set of stands with individual remaining trees that are not broken or felled (Nagel and Diaci 2011). In Europe (mostly in Germany, the Czech Republic, Austria and Slovakia) of the total volume destroyed due to various negative impacts of biotic and abiotic nature, an average of about one million or about 3.0% cubic meters of wood are destroyed annually (Schelhaas et al. 2003). Snow damage is more characteristic of boreal forests (Fisher et al. 2020).

In addition, if forests are not managed in accordance with habitat conditions, bioecology of tree species and stand conditions, then anthropogenic impacts such as illegal activities in the forestry sector accelerate forest degradation. In the Republika Srpska, a significant area of forests and forest land is endangered by mines and explosives, so the actual productive area managed is much smaller than the potential. Under the mines are the high forests with natural regeneration, 30,837 hectares, followed by 3,489 hectares of high degraded forests, 2,974 hectares of forest crops, and 13,314 hectares of coppice forests. More than 8,000 hectares of land suitable for afforestation have also been mined, as well as 5,710 hectares unsuitable for afforestation (Govedar et al. 2014). The population of rural areas is more likely to encounter mined areas, and their existence is most endangered precisely because of the need to access forest areas (84%), and then on pastures. All these disturbances and endangerment of forests affect not only the ecological but also the social function of forests, and the degree of these influences depends on the demographic structure of the population and the spatial distribution of forest vegetation.

### **Social functions of forests**

In the ancient past, man's stay in the forest is explained as a state of balance in balance. Man as a terrestrial being is much closer to the homeostatic system in nature (forest) with the known laws of ecosystems, its overall heat and water regime, as well as all plants and animals in it, so man can live and rest in such conditions (Seliškar 1970 ). Given the many benefits and functions, forest ecosystems are natural resources for multi-purpose use. Today, the role of forests in the context of social interaction and integration is increasingly emphasized. This is closely related to the increasing importance of free time (leisure, franc. Lousur) and is directly correlated with working time. Therefore, the theoretical definition of the social function of forests, and within that recreation in forests, usually begins with the consideration of cause-and-effect relationships and relations between work and leisure, as basic social categories that determine the

function, place and importance of recreation within the social division of labor (Trkulja and Došenović 2020). The notion of free time is defined as a time in which there is a limited choice of certain aspirations of people for pleasure and fulfillment of experience in accordance with social norms and values that improve individual and social development (Jenkins and Pigram 2003). When choosing recreation, many human leisure activities reflect a preference for the natural environment (e.g. forest ecosystems), as urban environments are hard to live in and less suitable for relaxing residents, especially in large cities (Takano et al. 2002). It was found that children have higher self-esteem and improved cognitive function as a result of contact with the forest (Maas et al. 2006), and whether a particular forest complex will be planned for recreation or as a protective corridor, cultural landscape or green structure of polyvalent character depends on a number of factors. Therefore, when arranging space near large cities, the establishment of urban forests and forests of special importance (Forest Amenity Planning) is planned. In these plans, the sociological needs of the population are put in the center of the plan before the economic needs, ie enjoyment before the profit, through the satisfaction of health, aesthetic, recreational and cultural needs. Namely, the development of human society follows the growth of living standards, but urbanization and industrialization lead to worsening environmental conditions and people need to return to nature, where they find conditions for physical or mental recovery (Reh, 1999). The recreational function of forests is provided through the impact on the psycho-physical health of forest users, and the effects of recreation in the forest can be divided into (Seliškar 1970):

Primary benefits (increase of productivity as a consequence of recreation, general improvement of health status of the population, and reduced payment of social and health insurance costs, creation of new creative abilities and organized recreation and inclusion of socially weaker sections of the population and

Secondary benefits (value of services provided to visitors of recreational areas, hotel services, food, camping, heating, etc., income of the industry that produces recreational equipment, municipal and other taxes that should in principle be reinvested in recreational facilities and

all-round engagement of all types of services, ie tertiary activities).

In the context of the development of social services of forest ecosystems and “working with nature”, principles have been developed that include naturalness, equilibrium, integrity, variety and contrast, pattern, honesty, pleasantness. These principles have been developed in the United Kingdom and are considered universally applicable (Table 1).

Table 1. Some parallel principles „working with nature”

Price and Thomas (2001)	Lucas (1993); Bell (1998)	Kaplan and Kaplan (1989)
Naturalness	Visual force	Naturalness
Equilibrium	Visual force	
Integrity: - harmony - unity - dialogue	Shape, scale Unity, genius loci	Legibility
Variety and contrast	Diversity	Complexity; mystery
Pattern		Coherence
Honesty		Visual access
Pleasantness	Rule of thirds	

Nature facilitates spiritual experiences of fascination, inspiration, and experiences of peace, joy, and great security (Jenkins and Pigram 2003). These facts are constantly being confirmed as more and more people seek peace, quiet, privacy and rest in the natural world, especially in the forest. Aesthetically, the natural environment provides an opportunity for the recreational user to experience visual, auditory and other sensory reactions, and testifies to the sensory effects from the immediate environment (Vujković 2018). That is why the forest provides many forms of aesthetic pleasure, and recreation in the forest becomes an integral part and element of the spatial development of the region. Population growth in developed countries, intensive communication, endangerment of the environment and human health, increase the general interest in recreation

and rest in the forest, which is an inexhaustible source of services for overcoming the existing social circumstances.

Scientific evidence confirms that the effect of forest recreation as a natural therapy is multiple (Chen et al. 2018). In Japan, the term forest bath is defined as the balance of forest and human health, including improving the immune system, cardiovascular disease and mental health (Chen et al. 2018). Forest bath is used as a method of treatment with the aim of relaxation and stress management, and stress is a set of non-specific reactions of the human body to harmful factors from the work and living environment. Harmful factors from the human environment in cities activate the adaptation mechanism of each organism in order to protect itself by establishing a balance with the environment (Ulrich-Lai et al. 2017). Stress, whether psychological or biological, is the body's response to stressors such as the urban environment. Recreation in the forest significantly reduces stress and thus prevents a number of diseases that it causes such as headaches, high blood pressure, heart problems, diabetes, skin diseases, asthma and arthritis. Analysis of heart rate variability showed that the forest environment significantly increases parasympathetic nerve activity and decreases the sympathetic activity of participants compared to the urban environment. Cortisol levels and heart rate decreased significantly in the forest compared to the urban environment (Chen et al. 2018). In psychological tests, noise increased the intensity of positive feelings and significantly reduced negative ones after stimuli compared to urban stimuli. Physiological data from this study provide important scientific evidence on the health benefits of the forest environment, and scientists from Mie University in Japan (Department of Psychiatry) found that walking in the woods is more effective than conventional antidepressant treatment. It is believed that most of today's diseases come from too little time outdoors, in forests and nature, which is the original habitat of all living beings. The main benefits of the forest are that it provides opportunities for physical activity, recovery from stress and fatigue, and easier social contact. Some of the symbiosis activities that can take place in the forest are outdoor recreation, including hiking, horseback riding, cross-country skiing, snowmobiling, camping, hunting, fishing and other forest-related recreational activities.

Urban forests are very important in the context of their social role because they can be places for numerous activities of different age, social and cultural groups (Došenović et al., 2017; Došenović and Trkulja 2019). That is why in European forestry, urban forests have become an important part of political agendas, which indicates the recognition of their importance for the realization of other (non-productive) forest functions. Forest Recreation Monitoring and European Perspective (Forest Recreation Monitoring and European Perspective 2008), indicates the needs of human life in relation to the primary importance of protective and social functions of forests. The 2008 survey on “Forest for recreation and nature tourism” (COST Action E33 Forest for recreation and nature tourism, FORREC) was related to the level of knowledge about recreation and its effects for the purposes of planning and practical forest management. The Ministerial Conference on the Protection of Forests in Europe (MCPFE) conducted pan-European Indicators for Sustainable Forest Management (SFM). It is concluded that recreational values of forests are estimated indirectly through indicators of actual use of forests by purpose, by area or by number of users per area or by determining through evaluation through research their conceptual value instead of actual market value. The results of monitoring these indicators should correct the imbalance that exists in the valorization of market values (wood), and non-market services and recreation (Novak and Dwyer 2010). Research on the general useful functions of forests in the area of the city of Banja Luka shows that management must be carried out multi-purposely, respecting first the protective, but immediately afterwards the social function. It is necessary to provide a functional and sustainable model of financing special purpose forests and educate the population about the importance of forests, and in this context responsible forestry, and clearly point out all the positive effects that forests and forestry provide to the community (changing public awareness of forestry) (Dragomirović, 2017) . Also, visitors to forests of specific structure and purpose, such as national parks, have special requirements related to forest social services and are related to nature protection and public awareness of areas rich in natural beauty and public services. In the Plitvice Lakes National Park, based on a survey

of visitors, 71% of whom are foreigners and with a balanced ratio of male and female population, it was shown that forests in the national park have the most important impact on fauna, climate and environment (Posavec et al., 2011 ). Research in special purpose forests indicates that tourism can be very profitable thanks to their social functions.

Organized recreation in the accessible area of forest complexes enables to strengthen health abilities and expand education in a relatively easy, accessible, and at the same time efficient way. This to some extent contributes to the reduction of social disparities, especially among children and young people, because it provides the possibility of a more rational and uniform way of using free time. Enjoying nature is one of the most significant experiences of recreationists, and urban forests, due to their location in urban areas, are almost always the main resource for recreation (Jones and Davies 2017). Motivation to participate in forest recreation is conditioned by the desire to satisfy a certain psychological need, and the natural environment plays a key role in achieving the results and satisfaction required of participating in outdoor recreation (Jenkins and Pigram 2003). The use of forest for recreation depends on the development of society, tradition and population, and its attractiveness for recreation is defined by climatic characteristics, the degree of industrialization and urbanization, cultural level of the population, etc. Functionally and spatially arranged recreational forests have a functional zone, recreation center and functional area (Govedar and Krstić, 2016). Forest parks are a special category of forests in the immediate vicinity of settlements, in which the recreational function is a smaller part of its overall social function (Vyskot and Reh, 1983). They contain various facilities or devices for recreation: roads, paths, bridges and logs, facilities for staying and resting in the woods, facilities for intensive recreation, facilities for refreshments, information facilities, sanitary and hygienic facilities and water facilities. In countries with developed recreational purposes, forests are considered to be the most favorable mixed deciduous-coniferous forests, as well as pure coniferous forests of heliophilous tree species, which under normal overgrowth allow the appearance of shrubby species and ground flora in the underlying floor. These forests are managed in such a way as to enable

active rest of people in nature. Management is aimed at forming healthy trees, which will better fulfill the aesthetic and recreational function. Of great importance are the tallest, dominant trees, which are especially attractive. In lowland forests, these are pedunculate (*Quercus robur* L) and field ash (*Fraxinus angustifolia* L) trees, in the middle zone other oaks (*Quercus* sp.), Beech (*Fagus sylvatica* L) and pine (*Pinus* sp.), and at higher altitudes fir (*Abies alba* Mill), spruce (*Picea abies* L / H Karst.) and larch (*Larix decidua* Mill).

In addition to the recreational function, forests within social functions play an important role in scientific research (Vyskot and Reh, 1983). This role of forests has an international dimension, so in 1902 the International Union of Forestry Research Organizations (IUFRO) was formed. All research within forestry is collected and monitored within the IUFRO organization. Therefore, forests for scientific research and education, which also have a social function, stand out in the category of forests of special importance. They conduct scientific research on forest ecosystems and management measures that should be applied in order to develop all forest functions, ie that will enable sustainable use of all tangible and intangible, so-called. public forest functions. These are permanent and temporary experimental surfaces on which static and dynamic research is conducted according to the previously determined methodology of experiment planning. Long-term research in the field of forestry is carried out in school forests and forests of teaching and research bases, and at the same time these are important facilities for holding symposiums and seminars at the international and national level, not only in forestry but in all contact areas, especially environmental protection. , biology, sports, ecology, pharmacology, etc. Forests provide a good, close environment for educational activities but have a special role in the creative work of many artists. They can be located near art centers where many cities are located and thus make a suitable “inspirational setting” for artists. Many use forests as an environment for their work. Nature can help to better understand the sense of space, attachment to a place and use of natural areas for mental stimulation and design, and such positive experiences can lead to deep-rooted ideals, morals and natural values (Jones and Davies 2017).

In addition to the mentioned social functions of forests, it is quite clear that the health function of forests is closely related to the recreational role. Namely, investing in affordable quality forest recreational space could have significant benefits in reducing health care costs. There is a growing commitment to the so-called “Health practices”, which proves the connection between nature and general health and well-being of people.

Areas around spas and natural health resorts, from the point of view of providing health:

Spa park which covers the area of the park structure, which is not part of the existing forest fund;

Spa forests are typical forest areas with the role of fulfilling the function of treatment, rehabilitation and recovery, with a different way of management than in production forests;

Forests in the protection zones of the health resort are forests with a primary water protection function and a specific management method aimed at protecting the health resort or the climatic influences of the forest;

Forests in the infiltration zone, ie the zone of water accumulation in the vicinity of the health resort, in which management is aimed at protecting the water accumulation necessary for the functioning of the health resort.

In forests that are sources of natural mineral and thermal waters, in the vicinity of spas and natural spas, the primary protective and recreational function. In “spa forests”, it is important to incorporate the structure, composition and mixture of different types of trees so as to emphasize the visual and aesthetic effect, but in such a way that everything is in the function of spa tourism and health and recreational role for tourists or patients. Therapeutic center (garden) is established using plant and gardening materials in order to properly select and apply occupational therapy activities to enable people with special needs but also other healthy people to acquire new knowledge and develop motor, perceptual, sensory, cognitive, psycho-physical and other characteristics. Staying in the center and dealing with plants have an impact so that users recover much faster in a productive and creative way after hospital therapies. During the recovery,

the feeling of relaxation and relaxation was especially emphasized precisely because of the content located in the center. The modern therapy center should have facilities for users throughout the year, therefore also in the winter period. That is why closed facilities are being built in them for the needs of planting, cultivation, transplanting, preparation and use of fruits, because that is how the user develops knowledge about production useful for the wider community. The health function of forests is reflected in the latest effects of Corona-19 disease (Coronavirus disease) caused by coronavirus (lat. Corona - crown), which was discovered in China in late 2019, and which is the World Health Organization (WHO) called SARS-CoV-2 (SARS-coronavirus 2), and 12.03.2020. years, the disease was declared a pandemic. This pandemic has had negative effects on the forestry workforce, resulting in reduced productivity. However, the importance of the social functions of forests related to the health-recreational role has increased especially in the countries of Western Europe and in urban areas. The services provided by forests during the post-war recovery period were of great importance (FAO 2020). The role and importance of social functions of forests has an increasing impact on achieving social consensus on financial subsidies for sustainable forest management and social welfare with the aim that forest owners, in addition to wood assortments, earn other income from public forest functions.

## **Conclusion**

In addition to ecological and economic functions, forest ecosystems provide society with a number of social services such as tourism, recreation, health, education, etc. socially increasingly important. The development of human society, urbanization and industrialization, lead to deteriorating environmental conditions. That is why people need to return to nature, and thus the importance of the social functions of forests increases and intensifies. They are given more attention in economically highly developed countries, while the production function of forests is dominant in underdeveloped countries. Exact evaluation of social benefits from forests is very difficult, but the evaluation of indirect benefits,

ie income from recreational and tourist activities, is in principle simpler. Forest disturbances and endangerment affect the social function of forests and the degree of these influences depends on the demographic structure of the population and the spatial distribution of forest vegetation.

The role of forests in the context of social interaction and integration is increasingly emphasized, and therefore the establishment of urban forests and forests of special importance is planned in the arrangement of space near large cities. In these forests, it is primarily planned to meet the sociological needs of the population before the economic needs. In the context of the development of social services of forest ecosystems and “working with nature”, principles have been developed that include naturalness, equilibrium, integrity, variety and contrast, pattern, honesty, pleasantness.

It is believed that most of today’s diseases come from too little time outdoors, in forests and nature, which is the original habitat of all living beings. The main benefits of the forest are that it provides opportunities for physical activity, recovery from stress and fatigue, and easier social contact. Some of the symbiosis activities that can take place in the forest are outdoor recreation, including hiking, horseback riding, cross-country skiing, snowmobiling, camping, hunting, fishing and other forest-related recreational activities. It is necessary to provide a functional and sustainable model of financing special purpose forests and educate the population about the importance of the forest and clearly point out all the positive effects that the forest provides to the community.

Demands from the wider community are reduced to ensuring the optimal use of the total potential of forests and forest land, and creating conditions for multipurpose use of forests and their sustainable development. The social functions of forests are becoming more recognized and include not only recreation, but the quality of life in much broader aspects, so that they become an integral part, among other things, of life in rural areas. Due to the increased importance and complexity, as well as potential conflicts with other functions, the potential of social functions of forests must be considered much more explicitly than in the past. Namely, the assessment of the potential of the world’s forests for social and

cultural functions indicates their increase, but it is difficult to quantify, so additional research and information are needed. The role and importance of social functions of forests has an increasing impact on achieving social consensus on financial subsidies for sustainable forest management and social welfare with the aim that forest owners, in addition to wood assortments, earn other income from public forest functions. Current generations need to show responsibility for inherited forest ecosystems and care for the sustainable development of all forest functions through a management system.

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# INTELLIGENCE AGENCIES AND NEW TECHNOLOGY

## REVIEW SCIENTIFIC ARTICLE

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**Prof. Siniša Đukić, PhD<sup>1</sup>**

**Abstract:** New technologies bring new changes. They are more accessible than ever and so is the knowledge of their importance. At the same time, they have the potential to transform and empower business but also to challenge the opponent's efficacy and capabilities. New technologies are already affecting the mode of operation of many agencies including the intelligence agencies. A large quantity of information is very difficult to process so it has become the occurring problem on a daily basis. In the past, data and information on a specific security problem or strategic goal were stored in one place, and then, using the analytical-synthetic methods they were evaluated and solutions were proposed. The digital age requires the intelligence agencies to collect, analyze and process a large quantity of data in a short period of time. This has been achieved with the invention of new technologies. However, this raises some other questions related to the need to transform certain methods of intelligence work, i.e. the institutional capacities of countries.

**Keywords:** *Intelligence agencies, intelligence methods, new technology.*

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1 Faculty of Security and Protection  
Banja Luka  
Contact: [djukic-bs@blic.net](mailto:djukic-bs@blic.net)

## INTRODUCTION

The intelligence activity has been present throughout all the phases of human civilization. Primarily, the subject of intelligence work is secrets in interpersonal relations, i.e. secrets of certain entities (countries, their alliances, institutions and individuals). While collecting data, the intelligence agency must process, classify and evaluate data usability. All this is done through the so-called intelligence cycle and its phases - planning, collecting, processing, analyzing and providing. Throughout history, the phases of the intelligence cycle have changed, i.e. the methods of intelligence work. First, for a long time the intelligence work has been practiced by people as individuals or informal groups because the intelligence agency as the institution did not exist. These individuals have collected (confidential) data for the needs of their rulers, using various tactics of conversation, reconnaissance and observation techniques, reading and analyzing contents, placing misinformation, using cryptography, encryption, etc. In the beginning, the data had a military-political nature. Later on, the other data important for achieving the rulers' goals were collected as well. Over time, classical espionage and counter-espionage have been developed, and along with it, intelligence methods and the institutionalization of intelligence work.

In their work, the modern intelligence agencies use various methods that can be classified into methods of gathering intelligence, methods of intelligence processing, producing intelligence and drafting final intelligence documents. The first group of intelligence activity methods - methods of gathering intelligence, can be classified: methods of gathering intelligence from human sources, or Human Intelligence - HUMINT, which include: a / agent method, or secret intelligence gathering by agents (clandestine collections by agents), b / research method, c / gathering intelligence from open sources, i.e. Open Source Intelligence - OSINT; method of cooperation, and technical method or Technical Intelligence - TECHINT, with many different gathering disciplines. The second group of intelligence activity methods - methods of processing intelligence, production of intelligence, and the preparation

of final intelligence documents include all, social, technical and to natural sciences known scientific methods and methodological procedures and techniques. The end result of the intelligence agencies' work in the implementation of intelligence-informative and intelligence-security functions are final intelligence products (final intelligence) which are synthesized and provided to the end users in various forms of intelligence documents (Bajagić, 2015).

Today, the end users of intelligence products, and also everyone else using modern technology, can access a variety of information, including raw intelligence. How useful such information will be to them depends, above all, on their knowledge, skills, abilities, but also other circumstances.

According to the theorists, the new *pull* architecture should improve user's ability to recognize the necessary material and have a wider view on certain areas of interest. In this process, decision-makers tend to bypass mid-level intelligence managers and access the database themselves or to directly contact specialists in a particular field. One of the great risks of the *pull* architecture is that a user, due to possibility of direct access to the database, takes on the role of an analyst because of the current dissatisfaction with the work of agency, arrogance, lack of time or some other reason (Dupont, 2003).

Therefore it is very important that a large quantity of information that comes to the intelligence agency is firstly systematized, classified and then processed and turned into the intelligence product. Analysis is the phase in which information and intelligence combine together, within a defined problem, with appropriate hypotheses and where different principles of intelligence analysis are applied. The assessment involves interpreting the results of the analysis and placing them in a broader context and, if possible, determining the level of probability. The intelligence agencies should continuously provide the final intelligence product to their users, respecting the principle of timeliness and efficiency. Such a mode of informing should be harmonized with the "need to know" principle, unless otherwise prescribed by law. According to its research methods but also to the end results, collecting and processing

raw intelligence and drafting the final intelligence documents is similar to the scientific research, it allows the end users - political decision makers, to draw conclusions about the existence of certain connection between the researched event and the processes. This enables them to have a more comprehensive view and to extend their knowledge of the causes, character, scope, forms and carriers of the threat. The final intelligence documents (studies, assessments and forecasts) should be informational support for making better foreign or domestic policy decisions, which is essentially the primary task of the intelligence agency. In modern intelligence agencies, this activity is primarily performed by analysts, i.e. analytics departments. In principle, the acceptability of analytical documents - final intelligence products by users significantly increases when the content, form and language used in the document support and complement each other. Among other things, modern security threats are characterized by interconnected activity on the domestic and foreign soil. Therefore, the data collected and processed by the intelligence or security component should be interconnected and conditioned, and their use through the unique intelligence cycle should be more practical and efficient. In this context, the final intelligence products - external documents should be grouped by thematic units and meet the needs of end users. Thus, external informing would primarily depend on who is the end user of the external document, so the language style of the analytical product should be adjusted accordingly, keeping in mind that the subject information (study, assessment or forecast) can be strategic, operational or tactical. As already pointed out, the information most often (studies, assessments or forecast) provided to the highest state bodies would be of strategic importance, while those information related to internal, security work would be sent to the law enforcement agencies and would be of operational or tactical nature. While trying to answer as many golden questions of criminology as possible, those information would contain a lot of specific data on potential perpetrators, i.e. felony offenders or felonies, terrorism or organized crime. (Đukić, 2017).

## NEW TECHNOLOGIES AND INTELLIGENCE

Numerous security challenges and risks faced by the intelligence agencies have led to certain changes in the intelligence work. These changes have been conditioned by dynamic events of the outside world and the need to accelerate all phases of the intelligence cycle from planning, collecting, analyzing, processing, sharing, and making decisions.

The information revolution has affected the functioning of all state institutions, including the intelligence agencies. It has had an impact on every phase of the intelligence cycle and has brought new organizational and cultural changes in the intelligence work (Berkowitz, 1997).

The earlier period was characterized by a lack of data and information so the intelligence agencies had problems with analysis and proposing solutions. Now, the intelligence agencies have too many information so all of them need to be processed and quality solutions offered in a short period of time.

In this regard, numerous proposals for the reform and reorganization of the intelligence community indicate the need to move from a hierarchical, narrowly focused and inflexible system to a new one. It has been proposed that the new intelligence model take advantage of available information technology and information from public sources, to apply new analytical tools and overcome the problem of “information overload” in order to achieve system flexibility and provide quality analysis and timely indicators of “early warning” (Liaropoulos, 2006).

A report by the Center for Strategic and International Studies (CSIS) states that new technologies such as artificial intelligence have the potential to transform and empower the intelligence community while simultaneously presenting unprecedented challenges from technologically capable adversaries. These technologies can help expand, automate, and sharpen the collection and processing of intelligence. They can augment analysts’ ability to craft strategic and value-added analysis and insights, and enable the IC to better time, tailor, and target intelligence products for key decision makers. Central to success in the intelligence realm will be the adoption and assimilation of emerging technologies into the way intelligence is

collected, analyzed, and delivered to decision makers. If intelligence refers to providing timely, relevant and accurate insights into foreign actors to provide an advantage in formulating policy, then many new technologies hold the potential to penetrate deeper and wider into the research field. Data should be delivered at greater speed, scale, and specificity for consumers. Emerging technologies are already reshaping how the IC gathers, stores, and processes information but will likely transform all core aspects of the intelligence cycle in the coming decades—from collection to analysis to dissemination. Driving this change is the convergence of four technological trends: proliferation of networked, multimodal sensors; massive growth in “big data,” both classified and unclassified; improvements in AI algorithms and applications particularly suited to intelligence, such as computer vision and natural language processing; and exponential growth in computing power to process data and power AI systems. However, as we consider the opportunities presented by emerging technologies like AI, it is also important to understand that these technologies are neither silver bullets to intelligence tasks and problems, nor independent from a much broader technology and human capital ecosystem. In a world of proliferating sensors and exponential growth in data and computing, AI can help enable intelligence collection organizations in automating and simplifying the processing of collected data and in identifying and prioritizing collection targets across the various “-INTs”— geospatial (GEOINT), signals (SIGINT), human (HUMINT), and open-source (OSINT). AI applications can then assist analysts in how they receive, visualize, and exploit that data. AI is particularly well-suited for more technical means of collection such as SIGINT and GEOINT, helping process and analyze their massive pools of sensor-derived data. For GEOINT, AI capabilities such as computer vision can help automate the processing of reams of imagery data and perform critical, time-intensive tasks, such as image recognition and categorization at speed and scale. For SIGINT, AI can be similarly useful in automating the processing of electronic signals data (ELINT), while speech-to-text translation/transcription and other natural language processing capabilities help decipher intercepted communications (COMINT). In addition to the technical “-INTs,” AI tools can also enable

the on-the-ground human operator in the most core HUMINT mission: recruiting and deriving intelligence from foreign agents. AI algorithms could be trained to help “spot and assess” potential sources by combing open-source data. Advanced analytics could then help construct “digital patterns-of-life” of these recruitment targets, assisting in predicting their activities and verifying their access to desired information. These tools could then be used to monitor for security and counterintelligence risks before and after recruitment. (Brian Katz, 2020). The report also states that emerging technologies can also transform and augment how analysts make sense of ever-growing data and team with machines to deliver timely insights to decision makers. “The future of analysis,” CIA’s former Chief Learning Officer Joseph Gartin writes, “will be shaped by the powerful and potentially disruptive effects of AI, big data, and machine learning on what has long been an intimately scaled human endeavor.” Analysts could harness AI to more efficiently find and filter evidence, sharpen and test their judgements. The result could be an analytic cadre with more strategic bandwidth and better able to exploit what will remain their “intimately human” advantages in applying context, historic knowledge and expertise to the subject matter. In addition to providing inputs for analysis, AI tools can also perform certain types of analysis, enabling analysts to offload more tactical or time-intensive tasks onto machines. Even today, all-source analysts are still called upon to craft daily intelligence products monitoring crises and summarizing geopolitical events when AI can cull the same data—often primarily open-source—and generate written summaries. Machines could also supplement, aggregate, or substitute for analysts in areas where the IC has a mixed track record and unclear comparative advantage, such as predictive analysis and long-range forecasting. Analysts should be able to leverage AI, including deep learning, to help sift through reporting streams to identify and visualize patterns, trends, and threats. Emerging technologies can help transform not only the crafting of intelligence but also how it is delivered to decision makers—at the time, place, and level needed to have impact and stay ahead of the decision curve. Emerging technologies hold incredible potential to augment, improve, and transform the collection, analysis, and delivery of

intelligence but could require fundamental changes to the types of people, processes, and organizations conducting the work (Brian Katz, 2020).

Nowadays, new technologies and innovations are widely spread and more available on the market. Artificial intelligence, virtual and augmented reality, Cloud technology help operating many, including the intelligence agencies. Collection and processing of intelligence data, drafting tactical and strategic analyzes, timely informing users are just some of the advantages of modern technologies. Through the preparation of such analyzes, a large amount of information is sublimated, problems are defined and solution offered in a relatively short period of time. However, if all information on a particular security or other intelligence matter are not included, the question may arise about their topicality, as the information quickly precede each other and analysis based on them may be outdated and ineffective. In the past, data and information on a particular intelligence / security problem or strategic goal were stored in one place, and then, using the analytical-synthetic methods, they were evaluated and solutions proposed. Analyzing and evaluating were a constant process of determining the intelligence / security validity, accuracy and completeness of every specific data, information or document while discarding irrelevant data. Also, certain broader intelligence or other problems and event were considered, as well as their overall and individual causal relationship. The connection, form and methods of action, assessments and forecasts of a certain event researched by intelligence agency, its actual, current and possible (future) dimension, as well as assessments and forecasts of the situation as a unity, were also the subject of the intelligence analysis.

Unlike earlier times, the digital age requires the intelligence agencies to collect, analyze and process large amounts of data in a short period of time. Whether the speed of information collection and dependence on them, in the future, will put in the background those events / objects of intelligence interest or will direct and shape them in a certain way will depend on many factors, primarily the speed and amount of collected (processed) information, history of the events themselves, their knowledge, as well as the quality of the overall intelligence work. A large amount of

information and their fast flow will determine the need for analysts' quick reaction and fast delivery to users. However, new technologies, their usage and usefulness must not lead to a point where information, due to their topicality, blur or shape the same events and become a purpose for themselves. Present and future events of interest to the intelligence agencies need to be viewed holistically, in context and continuity, in order to make sense and purpose. It should be taken into consideration that the intelligence-interesting events which already have certain "routine projections" do not filter or shape the information itself and thus jeopardize their relevance, quantity and quality. That is why a certain balance of both is needed, studious and fast, but above all, useful for achieving goals. When the open sources data are supplemented with those collected from human sources or technology, the complete information will be provided. New technologies will help analysts to get significant assistance and reduce the time required to collect and process data. In the current information age, the ability of analysts to collect and process a large amount of information in a relatively short period of time is increased by far. Same applies to making analyzes and assessments with added value and informing decision makers. Where analysts cannot provide answers to more or less complex questions with the help of modern technology, the technical and human factors will have to be included. This will include the use of other intelligence methods, primarily HUMINT and TECHINT. Earlier, there was the principle that intelligence collection and analysis should be separate processes, while today the opposite is true. It has been shown that analysts and intelligence agents need to work closely together in so-called operational teams in order to make the collected and processed data more useful in the implementation of intelligence tasks. This approach can cause certain problems, which are primarily manifested by the proximity of analysts to the operational situation, i.e. persons and objects of the intelligence interest, security problem assessment, lack of time for quality analysis, etc., but these shortcomings can certainly be eliminated by finding a suitable balance between the collecting phase and analysis phase. Despite the rapid development of technology, human intelligence will continue to be an indispensable asset of collecting data in the field. In

certain cases, the speed of flow and information processing will also require the speed for finding human sources. Thus, artificial intelligence algorithms will try to find potential candidates for cooperation using open sources, while analytics would be useful in determining the so-called “digital life patterns”, analysis of intelligence-interesting targets, potential recruitment of sources, checkup and forecast of their behavior, access to intelligence-interesting targets, relevant information, etc. It used to be unthinkable that machines would be able to propose potential agents, but new technologies will try to make a breakthrough in that segment as well. It is certain that this segment of the intelligence work will remain to be very specific, having in mind certain phases of the so-called agent cycle but at the same time, in some situations, will speed up and facilitate work with all possible limitations.

## CONCLUSION

New technologies also bring new benefits. They have the potential to transform and empower the business and to be a challenge to success at the same time. Artificial intelligence, virtual and augmented reality, Cloud technology help operating many, including the intelligence agencies. Collecting and processing intelligence, making tactical and strategic analyzes, timely informing users are just some of the advantages of modern technology. The intelligence agencies, as specific organizations with special authorities, by achieving their goals will be among the first to try to gain possession of new technologies, to take advantage of them, but also to gain an advantage over rivals. This will require certain technical, organizational and personnel changes. The integration of new technologies into the intelligence work will also bring new quality. This will include additional specialization of analytical and operational staff, their continuous training, but also the transformation of intelligence capabilities. New technologies are already affecting the collection, analysis and processing of information, but in the long run, they will affect all other phases of the intelligence cycle from planning, collecting, analyzing, processing, sharing, and decision-making.

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# THE NORMATIVE FOUNDATION OF REGIONAL POLICE COOPERATION IN BOSNIA AND HERZEGOVINA

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**Petar Djukic, MSc in Security Studies<sup>1</sup>**  
**Stefan Milic, BA iur<sup>2</sup>**

**Abstract:** The topic of this paper is the normative foundation, i.e. the framework for regional police cooperation in Bosnia and Herzegovina. It is necessary to have quality strategic and legislation acts in order for the country to fully integrate within the regional police cooperation. The regional police cooperation got significant importance following the trend of stronger connection and codependence of regional security, especially in the Western Balkans, part of which is Bosnia and Herzegovina. Throughout these rows we will look into the strategy and interests of Bosnia and Herzegovina regarding adopted strategic documents (general and specific state strategy), confirmed priorities in the regional cooperation and the legislative framework of the regional police cooperation.

**Keywords:** *police, region, cooperation, strategy, legislation*

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1 European Defendology Center  
Banja Luka

Contact: [petardjukic96@yahoo.com](mailto:petardjukic96@yahoo.com)

2 Public Company „Republic of Srpska Roads“, Ltd. Banja Luka  
Banja Luka

Contact: [stefan.milich@gmail.com](mailto:stefan.milich@gmail.com)

## Introduction

The trend of strengthening connection and codependence of regional security influences the rise of significance of regional police cooperation. The regional police cooperation has different forms and mostly focuses on security challenges, risks and threats, as well as different forms of police work and judiciary. Naturally, it is important to keep in mind the specifics of certain region regarding geopolitical and security circumstances in order to produce better international relations and cooperation (Nikac, Juras, 2015). The regional police cooperation can be determined as the relation between states that belong to the same regional security (sub)complex and the relations between the police bodies of these very states that are formed in order to perform joint activities in solving joint security issues.

We can distinguish two models of regional police cooperation: horizontal and vertical.

The horizontal model of police cooperation encompasses: adopted strategic documents (general and specific strategy of inner affairs), confirmed priorities in the international cooperation and the interests of state and non-state factors (Bigo, 1996). This model can be illustrated by formula: strategy + priority + interest = police cooperation.

The vertical model of police cooperation encompasses three levels of analysis: macro level, mezzo level and micro level (Benyon, 1996). On the macro (state) level, maybe the most important level from the aspect of this essay, policy of internal security and basic ways of cooperation are verified. In other words, the state expresses its preparedness or non-preparedness for cooperation with other states from the region regarding joint security challenges and, based on that, ratifies certain international agreements and coordinate national legislature with the standards of international police cooperation.

We have seen the importance of normative foundation of regional police cooperation for the police system of a country. The quality strategic and legislation acts are precondition for the equality of national police system with the police systems of other countries in the region, i.e. regional security (sub)complex. Throughout these rows we will look into the normative

framework of regional police cooperation within Bosnia and Herzegovina from the aspect of the existing general and specific state strategies, relevant legislative acts from the police legislature of this country.

### **Strategic Framework – Strategy, Priority, Interest**

Every form of international cooperation, including the regional police cooperation, depends on the strategic courses of a state and its priorities and interests in foreign affairs. The Presidency of Bosnia and Herzegovina is the body that within the constitutional decree has jurisdiction over leading foreign affairs of Bosnia and Herzegovina. Following that, Presidency proclaimed act called “General directions and priorities of foreign affairs of Bosnia and Herzegovina” in 2003. This document defines principles, directions and priorities of state’s foreign affairs. The introduction (preamble, so to speak) of this document mentions the process of globalization that “structurally changes international relations and calls for solving urgent matters on both global and regional level”. The aims of this act is vaguely defined and it implies wholesome protection of human rights and liberties, elimination of poverty, developing global partnerships and especially complete political, economical and security integration and transition of the South Eastern Europe. The creator of this act expresses conscience of the need to speed up the process of the EU integration for Bosnia and Herzegovina. From the introductory part we can see that the Presidency in principle recognizes the importance of regional level of cooperation and integration across all fields (politics, economy, security).

Since the act titled “General directions and priorities of foreign affairs of Bosnia and Herzegovina” has been enacted, a lot of time has passed and many changes happened on global, regional and internal political scene. Some of the most important are: economic instability, consequences of “the Arab Spring”, modern challenges of terrorism, migrant crisis, deterioration in relations between Russian Federation and the countries of Western Europe, economic development of PR China, “Brexit”, Croatia’s accession to the EU and the candidacy status for neighboring countries, Montenegro’s accession to NATO, etc. The Presidency of Bosnia and Herzegovina

recognized and anticipated those changes and therefore decided to revise this document in 2016. In the same context, Bosnian Ministry of foreign affairs has been given an assignment to develop strategy of foreign policy for Bosnia and Herzegovina and in cooperation with other relevant institutions. Following all of that, the Presidency agreed on document “Strategy of foreign policy of Bosnia and Herzegovina” in 2018 (and for the period between 2018 and 2023).

This document defines principles of foreign policy of Bosnia and Herzegovina. Among other things, it is predicted that Bosnia and Herzegovina will act in accordance with the obligations taken by concluding international agreements and membership in international organizations. Especially emphasized are the principles of reciprocity and peaceful cooperation, as well as the principle of not meddling in internal affairs of other state. Bosnia and Herzegovina will persevere to become active and credible international subject by implementing this Strategic act. The country is determined for constructive dialogue in international relations and solving all disputes in peaceful manner.

Strategic directions of foreign policy actions of Bosnia and Herzegovina are determined as pillars of foreign policy. It is necessary to observe them “not as static descriptions of foreign policy but as dynamic trajectories and orientations within which active policies develop towards European Union, NATO, the region, global questions, international organizations, etc.” (Strategy of foreign policy of Bosnia and Herzegovina, 2018:5). First pillar represents security and stability. Others are: economic prosperity, protection of interests of Bosnian citizens abroad and international cooperation, promotion of the country in the world. Pillars intertwine and condition each other. For example, economic progress demands safe and stable environment (Strategy of foreign policy of Bosnia and Herzegovina, 2018).

For this essay, the most relevant pillar is the one about security and stability. Within this pillar we have a couple of sections: relations with European union, relations with NATO, fight against terrorism and all forms of violent extremism, regional cooperation and bilateral and multilateral cooperation (Strategy of foreign policy of Bosnia and Herzegovina, 2018). One of the basic strategic goals of Bosnia and Herzegovina is certainly full

membership in European union. Priority is to get the candidacy status as soon as possible. Therefore, it is necessary that all levels of authority in Bosnia and Herzegovina agree on an approach in order to fulfill all obligations defined by adopted “Masterplan of EU integration for Bosnia and Herzegovina”. Also, it is necessary to focus attention on initiatives from European Commission’s document called “Credible perspective of extension and reinforced influence of European Union in the region of Western Balkans”. Such initiatives may relate to “amplified support to the rule of law, reinforced engagement in the area of security and migrations, support to the social economic development, improvement of transport and energetic connection, digital Agenda for the Western Balkans, support for reconciliation and good neighbor relations” (Strategy of foreign policy of Bosnia and Herzegovina, 2018:6). Besides, Bosnia and Herzegovina will keep up with the Joint foreign and security policy of European Union. Bosnian diplomacy will make an effort to emphasize the importance of EU extension to Bosnia and Herzegovina, and visits to EU institutions will be more often. In short, “it is necessary to enlarge visibility of Bosnia and Herzegovina in Brussels and member countries through the promotion of positive movements in Bosnia and Herzegovina and its region” (Strategy of foreign policy of Bosnia and Herzegovina, 2018:7). The importance of maximum use of EU financial support is highly emphasized.

This strategy emphasized the need to continue all activities in the relations of Bosnia and Herzegovina with NATO alliance, and the activation of the Action plan for membership is marked as priority. Cooperation with the alliance is supposed to be intensified in all activities coming from the modern understanding of security. This implies maximum usage of all given instruments and mechanisms of cooperation as well as engagement in peace missions with the necessary level of interoperability and preparedness of the Armed Forces of Bosnia and Herzegovina (Strategy of foreign policy of Bosnia and Herzegovina, 2018). Based on that, Bosnian Presidency adopted the act entitled “Reform program of Bosnia and Herzegovina” in November 2019. This document confirms Euro-Atlantic determination of Bosnia and Herzegovina and predicts a line of reform activities as parts of that plan (political and economic questions, defense and security, resources

and legal questions). A part of this document is dedicated to neighbor relations and cooperation. The improvement of cooperation with the neighboring states is based on joint interests and principles of equality and mutual respect. That is the permanent priority of Bosnian foreign policy. The development of bilateral relations with neighboring states is focused on a few important areas: process of European and Euro-Atlantic integration, development of good neighboring relations, improvement of economic cooperation, strengthening of regional cooperation and resolving open questions with a constructive approach. Bosnia and Herzegovina will continue with activities on intensifying cooperation with neighbor states in all areas and will participate in resolving bilateral questions of joint interest. Bosnia and Herzegovina will also enhance economic, cultural, political and security cooperation and work on resolving issues of determining borders with neighboring states, which is a task for the Committee for borders. As far as the multilateral aspect of foreign policy goes, Bosnia and Herzegovina give special attention to the membership and activities in various regional initiatives, such as: Council for regional cooperation, The Neum Initiative, Adriatic-Ionic initiative, Central European Initiative, MARRI, RACVIAC, SEECP, SECI, CEFTA, The Danube cooperation process and the Committee for the Sava basin. By being active in all of these initiatives, Bosnia and Herzegovina continues to contribute to reinforcement of current and creation of new regional relations (Reform program of BiH, 2019).

Bosnia and Herzegovina is a state with high pressure of problems like terrorism and Islamic radicalism. Because of that, fight against terrorism and all forms of violent extremism is singled out as one of basic ways to strengthen state security. Therefore, Bosnia and Herzegovina will involve in international missions and the exchange of information within regional, European and world platforms. The state will fight against all forms of terrorism and continue with activities as a member of the Global coalition against terrorism (Strategy of foreign policy of Bosnia and Herzegovina, 2018).

An important part of the Strategy is regional cooperation which should strengthen security and stability. The significance of cooperation from neighboring countries is emphasized due to cultural and historical

ties but also due to current codependency. Building good bilateral relations, solving open questions and participation in regional initiatives should contribute to trust and cooperation. “Regional cooperation is one of the key conditions of EU integration for the states in process of stabilization and joining, but it is also the aim itself. It is necessary to work with all mechanisms on better exchange of experiences and knowledge as well as developing joint projects” (Strategy of foreign policy of Bosnia and Herzegovina, 2018:9). Further on, the Strategy recognizes expressed need for tight regional and continental cooperation in the area of security for the cause of confronting modern challenges and asymmetric security threats (migration, terrorism, transnational organized crime, cyber-crime, energetic security). It is emphasized that Bosnia and Herzegovina will continue to cooperate with the states of the Western Balkans in the frame of the so-called Berlin Process, that represents long-term aspect of integration of Bosnia and Herzegovina and the rest of Western Balkans in European Union with its format and content” (Strategy of foreign policy of Bosnia and Herzegovina, 2018:9). In the end, active involvement of Bosnia and Herzegovina in all regional initiatives is the condition that the state cannot go without, especially if we’re referring to permanent stabilization of relations in the Western Balkans and the final development of security community.

As the last subsection of the security and stability pillar we have bilateral and multilateral cooperation. Bosnia and Herzegovina will continue to reinforce existing bilateral relations and build and deepen new ones. On the multilateral plan, Bosnia and Herzegovina will add extra effort to intensify its engagement and cooperation with the most significant international organizations like UN, OSCE and OIC (Strategy of foreign policy of Bosnia and Herzegovina, 2018).

Other than General directions and priorities for the implementation of Bosnian foreign policy and the Strategy of foreign policy of Bosnia and Herzegovina, it is important to mention state strategy from the security area where the importance of regional police cooperation is recognized. In the following part we will provide the overview of those strategic documents.

In the strategic document called “Security policy of Bosnia and Herzegovina” it states that Bosnia and Herzegovina is “determined for intensified

cooperation and integration in political, economic and security plans within regional, European and Euro-Atlantic structures” and that the state will “contribute further development of democratic, peaceful and stable Europe as well as the world peace as a whole” (Security Policy of Bosnia and Herzegovina, 2006:1). Beyond any doubt, this confirms Bosnia and Herzegovina as a member of UN, OSCE and Council of Europe to be “determined to perform fundamental efforts through improvement of neighbor relations and active participation in regional initiatives to achieve the goal of joining the family of European countries” (Ivetic, Rosic, 2015:261).

*Strategy of Bosnia and Herzegovina for prevention and fight against terrorism* (2015-2020) was formed aiming to continue resisting all forms of terrorism and terrorism-related phenomena in Bosnia and Herzegovina. It focuses on fulfilling commitments that Bosnia and Herzegovina took on international field, especially those coming from the Agreement of stabilization and joining EU. One of the basic principles of this strategic document is the principle of international cooperation, i.e. active cooperation with other countries in fight against terrorism, especially member countries of Antiterrorist and Anti-ISIS Coalition. All of that is within the context of joining Euro-Atlantic integrations. Likewise, there are measures regarding regional police cooperation in order to fulfill strategic goals. Measures regarding regional police cooperation imply reinforcing judicial, police and intelligence cooperation with other states in the region, them being key partners in fight against terrorism. Also, one of the goals is to improve cooperation with other countries and international organization about reaction to terrorist attacks and other troubles. Key international partners for the implementation of this strategy are: OHR, EU, NATO, OSCE, Council of Europe, US Embassy in Bosnia and Herzegovina (including ICITAP and ODC). Activities on implementation of this act will be performed in cooperation with regional organizations (RCC, RACVIAC, PCC, etc) and EU member states (especially regarding the “Hill Process” initiative) and it bilateral contacts with other partner states in fight against terrorism (*Strategy of Bosnia and Herzegovina for prevention and fight against terrorism*, 2015).

*Strategy of fight against organized crime in Bosnia and Herzegovina* (2017-2020) represents another strategic document that emphasizes

significance of regional police cooperation as well as determination of Bosnia and Herzegovina for that cooperation. One of the principles of Strategy is the principle of proactive international cooperation, that implies proactive cooperation in the EU joining process and securing active role of Bosnia and Herzegovina on the international level. It is also one of the basic goals in fight against all forms of organized crime to develop cooperation on all levels through intensifying Bosnian participation in international and regional organizations, initiatives, forums, etc. Prescribed measures within this strategic goal are:

- Activating Agreement with Europol
- Improving international operative police cooperation through working with Interpol and SELEC, as well as other international organizations that involve Bosnia and Herzegovina
- Active participation in MONEYVAL
- Timed information exchange on regional and international level; engagement in international operations against organized crime
- Improving implementation of agreements signed with South Eastern European states regarding precise joint activities
- Improving cooperation with police attaches in diplomatic and consular agencies of other countries in Bosnia and Herzegovina
- Proceeding with activities on agreement between Bosnia and Herzegovina and EUROJUST (*Strategy of fight against organized crime in Bosnia and Herzegovina, 2017*)

*Strategy of integrated border control in Bosnia and Herzegovina (2019-2023)* creates preconditions for improving general security in the country and the region of Western Balkans. It is fundamental in the process of coordination Bosnian legislature with European legal framework and further progress towards full EU membership and fulfilling conditions for the liberalization of visa regime. One part of this Strategy is dedicated to international cooperation and exchange of information. Strategic goals are:

- Reinforcing international cooperation through the implementation of the existing contracts and protocols and making new ones; efficient and fast exchange of information, especially among neighboring states

- Strengthening actions with joint commands and contact points
- Achieved cooperation with FRONTEX
- Founding Coordination center for information exchange, NCC – EUROSUR (*Strategy of integrated border control in Bosnia and Herzegovina, 2019*)

*Strategy of migrations and asylum (Action plan 2016-2020)* is a whole-some document founded on relevant statistics and factors in the topic of migrations and real, reliable and objective estimations of migration flows and interests of Bosnia and Herzegovina in this topic. Among those factors, especially important are those that refer to the geostrategic position of Bosnia and Herzegovina, noted trends of migrations, constitutional and legal framework, obligations from international agreements, following joint migration policy of EU and adopted policy of jurisdictional bodies of Bosnia and Herzegovina. One of the basic fundamentals of Strategy is the principle of international cooperation, i.e. dialogue and cooperation with the origin countries and third states, so the foreign policy of Bosnia and Herzegovina would coordinate with the goals of migration policies. A special chapter of this document is dedicated to regional and international cooperation. It is stated that previous period of migration management in Bosnia and Herzegovina was marked with intensified cooperation between state authorities and other states and international organizations that act on international level. This cooperation refers to different forms of joint and coordinated act in order to manage migration flows more efficiently. Bosnian institutions cooperated equally on both political-strategic and operational level in practice. A lot of projects were accomplished on bilateral grounds with migration-related bodies of other states and international organizations dedicated to the migration and asylum topic. Such projects aim to build immigration and asylum system in Bosnia and Herzegovina, development of regional and international cooperation regarding immigration and asylum, as well as connecting emigration with the development of Bosnia and Herzegovina as a state. Regarding regional and international cooperation about migration and asylum, institutions organized conferences where certain mechanisms of regional and international cooperation were agreed (*Strategy of migrations and asylum (Action plan 2016-2020), 2016*).

*Strategy for the control of smaller weaponry and light armament in Bosnia and Herzegovina (2021-2024)* represents the continuation and expansion of activities regarding efficiency of subjects of control of smaller weaponry and light armament in Bosnia and Herzegovina. One of the four strategic goals for improvement of the control of smaller weaponry and light armament is the cooperation with international and regional organizations as well as organizations of civil society (*Strategy for the control of smaller weaponry and light armament in Bosnia and Herzegovina, 2021*).

*State strategy of supervision over narcotics, prevention and suppression of misuse of narcotics in Bosnia and Herzegovina (2018-2023)* also asserts significance of regional police cooperation. The misuse of narcotics and illegal drug trade represents phenomena of international scope and it demands cooperative approach, in the sense of cooperation with organizations on regional and world level. If we take into consideration pro-EU aspirations of Bosnia and Herzegovina, this state sees significance in the network of international organizations: UN Office on Drugs and Crime, UN Development Programme, The Narcotics Committee, international commission for the drug control, World Customs Organization, World Health Organization, The Council of Europe Pompidou Group, Interpol, SECI and EU agencies. *By working with all those organizations, a unique uniformed system would be established as well as a unique methodology of collecting and processing data that would match trends in European Union. Parallely, repressive measures would be implemented to ease the struggle with organized crime, money laundering and corruption, as well as insights in drug trafficking and precursor trails. In accordance with the dynamic of approaching EU, more intensive direct cooperation with the EU institutions and state institutions of some member states would need to be developed. Here are the strategic measures: "regular and active participation in international bodies and EU agencies regarding narcotics; participation in international projects implemented in the area of decreasing demand for narcotics and tracking of that demand level; strengthening regional cooperation on the field of suppression narcotics and precursors smuggling through cooperation with relevant international organizations"* (*State strategy of supervision over narcotics, prevention and suppression of misuse of narcotics in Bosnia and Herzegovina, 2018:22*).

*Based on the above, we see that there are strategic state documents for basic security challenges, risks and threats with regional character. Every act sets regional and international cooperation as a priority and interest. Primarily, it is Ministry of Security of Bosnia and Herzegovina that is in charge of implementing those strategies. Medium-term plan of this institution (2020-2022) is to enhance international cooperation and perspectives of Bosnia and Herzegovina in the security policy area, and the first program of that plan is cooperation with international institutions in the security policy area (Medium-term Plan of Institution, 2019).*

#### *Legal Framework*

*Legal framework of regional police cooperation in Bosnia and Herzegovina consists of a multitude of regulations from different levels of legislature. It is primarily a set of police law regulations. These regulations model organization and jurisdiction of police agencies that are constituents of Bosnian police system.*

*The Law on Ministries and other management bodies of Bosnia and Herzegovina, as one of the jurisdictions of Ministry of Security of Bosnia and Herzegovina, enlists international cooperation in all areas of Ministry's jurisdiction.*

*The Law on State Investigation and Protection Agency enlists "implementation of international agreements on the police cooperation and other international instruments within its jurisdiction" (article 3, paragraph 1). In the article 23, entitled "International Co-operation", paragraph 1 states the following: "SIPA may co-operate with foreign law enforcement and other foreign appropriate bodies, for the purpose of fulfilling its tasks under this Law. The co-operation may include the exchange of data and joint execution of the activities that fall within the scope of SIPA's competence." Also, "SIPA may provide foreign law enforcement and other foreign appropriate bodies with data on citizens of BiH based on information that the citizen poses a danger to the security of BiH, the receiving State or a broader danger to regional or global security" (article 23, paragraph 2). International cooperation from this Law shall be conducted with the mediation of competent institutions of Bosnia and Herzegovina (article 23, paragraph 3). "Notwithstanding Paragraph 2 of this Article, SIPA shall not provide data on citizens of BiH unless*

it has reasonable assurance that the recipient will provide the data with the same level of protection as provided in BiH” (article 23, paragraph 4). “If the data relate to the criminal proceedings instituted in Bosnia and Herzegovina, the exchange of data referred to in this Article shall be carried out in accordance with the criminal procedure code. (article 23, paragraph 5).

*The Law on State Border Service of Bosnia and Herzegovina prescribes in article 20, paragraph 1, the following:* “The SBS shall cooperate with foreign law enforcement agencies, other appropriate foreign bodies and international organizations, for the purpose of execution of duties that come under its competence according to this Law. Such a co-operation may include the exchange of information and joint execution of activities that come under the competence of the SBS.” Also, “The SBS may provide foreign law enforcement agencies and other appropriate foreign bodies with data on citizens of BiH should it receive the information that such a citizen represents danger to the security of BiH or to the receiving State or he/she represents a broader danger to regional or global security” (article 20, paragraph 2). International cooperation mentioned in the Law proceeds through the mediation of the Directorate for Coordination of Police Bodies of Bosnia and Herzegovina and other competent bodies and institutions of the country. It is emphasized that “SBS shall not provide data on citizens of BiH unless it has been offered reasonable assurances that the recipient will process the data with the same level of protection as provided in BiH (article 20, p3). “If data relate to an ongoing criminal proceeding in BiH, the exchange of data referred to in this Article shall be carried out in accordance with the Criminal Procedure Code” (article 20, p4). This Law enlists in wider sense international cooperation in comparison to the *The Law on State Investigation and Protection Agency, prescribing the following:* “International cooperation related to matters falling within the responsibilities of the SBS shall be determined through written bilateral or multilateral agreements or protocols and may cover all aspects of trans-border cooperation, including mutual risk analysis, exchange of experience, cooperation in training and cooperation on investigation” (article 20, p6). Also, “Police officials of the SBS may act outside the territory of BiH if authorized to do so by bilateral or multilateral international agreements” (article 20, p7), and “The SBS may

participate in international meetings and appoint Liaison Officers for international cooperation” (article 20, p8).

*The Law on Border Control* dedicated one chapter to the international border cooperation. In the sense of this law, “international border cooperation comprises the work of State Border Service on the territory of a foreign country, cooperation with foreign borderline bodies, cooperation of the police officers for sharing information, as well as the work of foreign border police officers on the territory of Bosnia and Herzegovina, in accordance with international agreements and signed cooperation documents” (article 47). It says that “foreign border police officers may enter the territory of Bosnia and Herzegovina along with the SBS officers and representatives of other state police agencies within BiH, as well as Custom Services of BiH, in accordance with international agreements and signed cooperation documents” (article 48, p1). Also, “foreign border police officers may use their marked vehicles, wear their marked uniforms, light armament and other weaponry if it is a part of their uniform, without special permission” (article 48, p3). Also, “the State Border Service officers may perform activities on the territory of a foreign country within the framework of international treaties” (article 48, p2). Likewise, “in accordance with international treaties, Council of Ministers may send the SBS officers onto the territory of a foreign country for the purpose of international police cooperation in the area of border control affairs. Council of Ministers determines concrete assignments and authorities for the SBS in that case” (article 49).

*The Law on the Service for Foreigner’s affairs* proclaims that “the SPS may cooperate with competent bodies for the implementation of laws and international organizations for performing work within its jurisdiction” (article 32, p1). This cooperation happens via the Ministry of Security of BiH (article 32, p2).

*The Law on Directorate for Coordination of Police Bodies and on Agencies for Support to Police Structure of Bosnia and Herzegovina* represents the regulation for the foundation of the Directorate for Coordination of Police Bodies of Bosnia and Herzegovina. This police agency is within the police system of Bosnia and Herzegovina and competent for international police cooperation and performs majority of operations related to international

police cooperation, e.g.:

- “communication, cooperation and coordination amongst police bodies of BiH with relevant bodies in Bosnia and Herzegovina in relation to police matters of international character or of international significance or in relation to matters within jurisdiction of the Court of BiH” (article 6, paragraph 1, point b)
- “communication and cooperation with relevant foreign and international bodies in police matters of international significance or common interest” (article 6, paragraph 1, point c)
- “communication, cooperation and coordination between police bodies of BiH and relevant bodies in BiH with relevant foreign and international bodies” (article 6, paragraph 1, point d)
- “application of the best European and other international practices pertaining to police matters in Bosnia and Herzegovina” (article 6, paragraph 1, point e)
- “implementation of international agreements on police cooperation that fall within the competence of the Directorate” (article 6, paragraph 1, point j)

*The Law on engagement of BH Armed Forces, civil servants and other government employees in peace operations and other activities abroad* models the procedure of sending members and units of Armed Forces of Bosnia and Herzegovina, police officials, state officials and employees in peace operations and other activities abroad, the procedure of returning them back from the peace operations and other activities abroad, and the finances of such operations and activities (article 1).

*The Law on Police and the Internal Affairs of Republika Srpska* prescribes that the Ministry of the Interior of Republika Srpska cooperates, within its competence, with international agencies for the implementation of law, among others (article 2, paragraph 2). Also, in article 146, paragraph 1, it is only mentioned that the Ministry of the Interior of Republika Srpska involves directly in the international cooperation.

*The Law on Internal Affairs of the Federation of Bosnia and Herzegovina* prescribes the authorities of the Federal Ministry of the Interior (Federal Police Administration) to organize international cooperation within their

competence and through mediation of competent body of Bosnia and Herzegovina (article 14, paragraph 1, point 17). Also, this law prescribes the Federal Police Administration to “opens and declares Interpol, international, federal and inter-cantonal searches and publishes competent newsletters and leads registries” (article 31, point 5), and to “organize cooperation with the competent police bodies of other counties regarding questions within the jurisdiction of the Federal Police Administration and the Federal Ministry of the Interior” (article 31, point 18).

The source of regulations for regional police cooperation may be the laws that model the organization and jurisdiction of the cantonal ministries of internal affairs. However, the most of these cooperation works are done through the mediation of the Federal Ministry of the Interior, considering its coordination role within the police system of the Federation of Bosnia and Herzegovina.

*The Law on Police of the Brcko District of Bosnia and Herzegovina* prescribes the police of Brcko District of Bosnia and Herzegovina to work “with bodies of Bosnia and Herzegovina, entity bodies, Brcko District bodies and other bodies and organizations as well as foreign agencies for law implementation and agencies for law implementation in BiH on all levels” (article 67, paragraph 1). Such cooperation is “based on mutual cooperation through contacts, agreements, contracts, protocols, exchange of information of mutual interest, establishing, maintaining and developing wholesome and functional system of communications and developing programs for joint research acts” (article 68, paragraph 1). District Police is involving in international cooperation directly (article 68, paragraph 2).

### **Instead of conclusion**

Full integration of Bosnia and Herzegovina in regional police cooperation course is imperative especially in the context of current geopolitical and security situation in the Western Balkans. For something like that, it is necessary to have political effort expressed through adequate state strategies that influences law-making authorities in Bosnia and Herzegovina to bring good legislative acts. Such legislative acts are shaping a good model

of integration of police system of the country into the regional cooperation. Therefore, the quality of normative framework represents the first step of successful inclusion of Bosnia and Herzegovina into any cooperation, police being an example.

While presenting normative grounds for regional police cooperation in Bosnia and Herzegovina, we could realize the complexities of its police apparatus. This may cause huge problems in practice without a doubt. Such problems are related to functionality and organization of regional police cooperation within the police system of Bosnia and Herzegovina. From the aspect of strategy, Bosnia and Herzegovina has a multitude of general and special strategies which express readiness for cooperation and the necessity of coordination. So, the consent on strategy, priorities and interests definitely exists. However, the problem occurs on operative levels, i.e. when laws and regulations are implemented directly through specific jobs and assignments. Key problem is the problem of division of work between state and entity police services. As seen above, international cooperation is exclusively in the jurisdiction of the state (that created those strategies) and the largest part of international police cooperation is taken over by one state police agency - Directorate for Coordination of Police Bodies of Bosnia and Herzegovina. However, entity and cantonal police services, including the Police of Brcko District of Bosnia and Herzegovina, need certain level of autonomy as those agencies carry the greatest weight of fight against crime in the state. The principal question here is actually, what is the degree of operative autonomy to make it all feasible in practice. That is certainly a good subject for another analysis.

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**MIGRANT  
CRISIS**

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# MIGRANT CRISIS IN BOSNIA AND HERZEGOVINA AND INCREASING THE EFFECTIVENESS OF THE STATE BORDER CONTROL

*PRELIMINARY ANNOUNCEMENT*

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**Zoran Galic, PhD<sup>1</sup>**

**Abstract:** The migrant crisis and the smuggling of migrants have been described here as one of the biggest challenges facing Bosnia and Herzegovina. Border Police of Bosnia and Herzegovina is playing a key role in resolving this security problem. At the same time, the number of migrants who were caught illegally or attempting to cross the state border illegally from 2015 to 2021 is shown in this article. It briefly describes the role of the Border Police in the fight against illegal migration, as well as the problems and poor conditions under which police officers work during the migrant crisis. Finally, a proposal for measures to be implemented to increase the effectiveness of state border control was presented, with an emphasis on strengthening the capacity of the Border Police and involving all levels of government in addressing this security issue.

**Keywords:** *migration, Border Police, smuggling*

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1 European Defendology Center  
Banja Luka  
Contact: zoran.galic@granpol.gov.ba

## 1. Introduction

The migrant crisis and migrant smuggling are a special source of threats to the state border and internal security. The large number of migrants in transit who have stayed in Bosnia and Herzegovina, has created a serious challenge for the country with limited institutional capacities to resolve the migrant crisis.

At the very beginning of the migrant crisis, it was a humanitarian issue because most of the migrants came from poor countries, but on this route they were joined by economic migrants, who used the refugee crisis to reach European land. By increased migratory pressure, the competent institutions faced, *inter alia*, a challenge in terms of human and financial resources, and Border Police faced a great shortage of human, material and technical capacities.

Strengthening Border Police of BiH, in terms of staffing and material and technical resources, is the basic and most necessary action of the competent authorities in order to more effectively protect the state border. Although Border Police is the only one burdened by it, the migrant crisis is the problem for the whole country and all levels of government.

## 2. Migrant crisis in Bosnia and Herzegovina

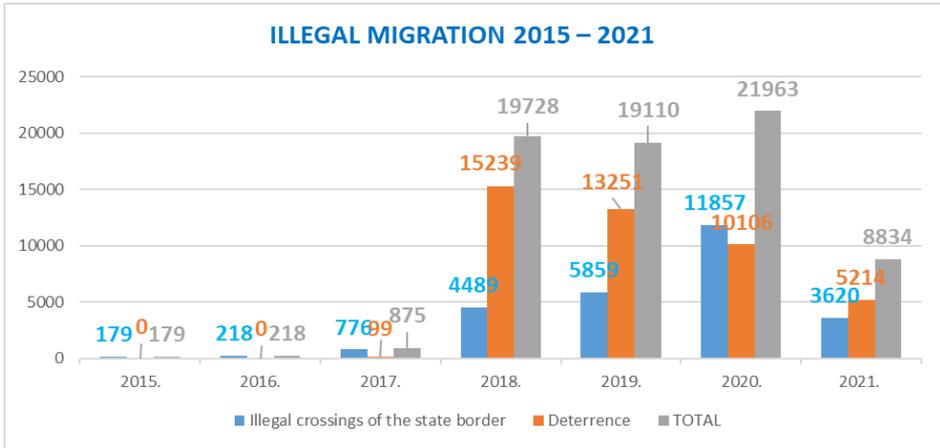
European countries have long been a desirable destination for migrants, mainly those from the Middle East and North Africa, who come to Europe in the hope that they will get a better life in developed western countries. In 2015, the migrant crisis began to take on the proportions of one of the largest humanitarian crises, when an increasing number of refugees opted for routes to Europe. At the end of 2017, Bosnia and Herzegovina encountered mass attempts to illegally cross the state border, and the trend of illegal entry (and attempts at illegal entry) intensified in 2018 and has continued to this day, especially in summer and in better weather conditions. The geographical position of Bosnia and Herzegovina, being at the crossroads from East to West, makes it suitable for the transit of migrants on their way to Western Europe. Migratory pressure

gradually shifted to Bosnia and Herzegovina and it became the so-called 'Sub-route' of Western Balkan Route. The large number of migrants in transit, who have stayed in Bosnia and Herzegovina, has created a serious challenge for the country with limited institutional capacities to resolve the migrant crisis.

The greatest migratory pressure is on the part of the state border in the area (Višegrad, Foča, Zvornik, Bijeljina, Trebinje) where the state border is mostly on the Drina river, so that illegal migrants attempt to enter Bosnia and Herzegovina by avoiding border control, using boats and other aids for crossing the Drina river from the direction of Serbia, and in most cases, from the direction of Montenegro. Data from Border Police and other police agencies in BiH indicate that the largest number of migrants, after Border Police of BiH takes measures and hands them over to the Service for Foreigners' Affairs, express their intention to apply for asylum in BiH. The Service for Foreigners' Affairs issues to those individuals a certificate of expressed intention for asylum in BiH, giving them a deadline, maximum 14 days, within which the person who expressed the intention must apply for asylum to the Ministry of Security of BiH. However, in most cases, individuals who have expressed the intention to apply for asylum do not apply for asylum to the Ministry of Security of BiH, but within the validity of the certificate, which enables them to move in accordance with the law, they try to cross the state border illegally, i.e. leave the country. This abuse of the right to asylum and international protection is the basic *modus operandi* of illegal migration in BiH.

The table below shows the number of migrants, since 2015, who have been found by Border Police of BiH in illegal crossing, or attempt to cross the state border illegally.

Most migrants, according to citizenship, who have been caught illegally crossing or attempting to cross the state border illegally in recent years are citizens of Pakistan, Afghanistan, Bangladesh and others.



### 2.1. Migrant smuggling

Migrant smuggling means mediation for the purpose of directly or indirectly obtaining financial or other material benefits from the illegal entry of a person into a state, of which that person is not a citizen or has no permanent residence there (Mujanovic & Muratbegovic, 2016). In accordance with the Law on Border Police of BiH and the Law on State Investigation and Protection Agency, it is prescribed that these are the leading agencies in the fight against people smuggling, i.e. migrant smuggling, especially when it comes to Border Police of BiH, whose main task and goal is border protection, where people smuggling, i.e. migrant smuggling, appears as one of the sources of threats.

Border Police of BiH performs the state border surveillance by taking appropriate measures and actions aimed at preventing unauthorized crossings of the state border, combating cross-border crime and taking measures against people who crossed the state border in an unauthorized manner. The state border may be crossed only at border crossing points, at a time and in a manner consistent with the purpose of border crossing points and with valid travel documents. When the provisions on

the manner of crossing the state border have been violated, then one can speak of illegal crossing of the state border, for which there are prescribed sanctions.

In recent years, with increased migratory pressure in Bosnia and Herzegovina, police officers of Border Police of BiH discovered more than 300 criminal offences of 'People smuggling' (Article 189 of the Criminal Code of BiH) and more than 30 criminal offences of 'Organising a group or association for committing the criminal offence of migrant smuggling'.

One in a series of operational actions of Border Police of BiH, regarding migrant smuggling, is Action 'LIPA' (2020). On the grounds for suspicion that the criminal offences of 'Organised crime', 'Organising a group or association for committing the criminal offence of migrant smuggling', 'People smuggling', 'Illicit possession of weapons or explosive substances' and 'Money laundering' were committed, in the area of Bihać, Cazin and Velika Kladuša, a search was conducted at 21 locations, and 23 people were apprehended, who are suspected of smuggling more than 685 migrants in about 30 organised smuggling transportations.

As for the method of migrant smuggling, all available means of transport are used, such as freight motor vehicles, passenger motor vehicles and vessels-boats. Also, migrants try to cross the state border on foot. Mostly in the area of Zvornik, migrant smuggling is attempted from the territory of the Republic of Serbia to the territory of Bosnia and Herzegovina by boats, both by citizens of BiH and the Republic of Serbia, and among the smugglers there are also migrants, mostly citizens of Afghanistan and Pakistan. After the potential illegal transfer to the country, the smugglers try to enable the migrants to continue their movement inside BiH, with the aim of going to one of the EU countries. Border Police of BiH has registered a large number of cases of detecting migrants in the cargo space of freight motor vehicles. These cases are most often recorded in the area of operation of Border Police Units Brod, Orašje, Gradiška and Zvornik.

### 3. The role of Border Police of BiH in the fight against illegal migration

Border Police of BiH is the first multiethnic police agency at the state level. It is an administrative organisation within the Ministry of Security of BiH, with operational independence, established for the purpose of performing police tasks related to the surveillance and control of crossing the border of BiH and other tasks prescribed by law.<sup>2</sup>

Migrants in Bosnia and Herzegovina pose a security challenge and, as such, can be a potential means of intensifying internal antagonisms. As for illegal migration, understanding the concept of borders is of crucial importance.

Border Police of BiH is responsible for the implementation of the Law on Border Control, the Law on Movement and Stay of Aliens and Asylum, prevention, detection and investigation of acts prescribed by criminal codes in BiH. It is in the case when these criminal offences are directed against the security of the state border or against the performance of tasks and duties of Border Police of BiH, and when these criminal offences must be prosecuted in accordance with the provisions on misuse of public documents serving as proof of identity, travel document and visa requirement, and provisions on the movement and stay of foreigners and asylum, if they were committed when crossing the border or are directly related to crossing the state border. Border Police of BiH is one of the key actors in managing illegal migration in BiH.

Since the beginning of the migrant crisis in Bosnia and Herzegovina, the greatest migratory pressure has been recorded in the area of Border Police Units Zvornik and Višegrad. Since the beginning of the migrant crisis, Border Police of BiH has been taking intensified measures in the state border surveillance in order to prevent illegal crossings of the state border, and since the beginning of the migrant crisis, almost all human, material and technical capacities of Border Police have been deployed to the eastern part of the state border.

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<sup>2</sup> <http://www.granpol.gov.ba/Content/Read/10?title=Onama>,  
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In order to adequately respond to the constant migratory pressure, Border Police of BiH has been continuously taking measures and actions, making additional efforts within its own capacities, and with the support and assistance of other police agencies in BiH, to ensure increased presence of police officers in the state border surveillance and in all identified places of possible illegal crossing of the state border, especially on the border with the Republic of Serbia and Montenegro. In order to implement the above, measures and activities are implemented, as foreseen by the Plan of Measures and Activities for Effective Migrant Crisis Management in BiH, adopted at the 22<sup>nd</sup> session of the Council of Ministers of BiH, as well as the Plan of Measures and Activities of Border Police of BiH for Effective Migrant Crisis Management in BiH. In addition, the implementation of activities continues, envisaged by the Framework Action Plan of Border Police of BiH in preventing illegal migration on the territory of BiH and other operational plans made at the regional and local levels, aimed at the fight against illegal migration.

Border Police of BiH continuously carries out implementation protocols with neighbouring countries related to the implementation of joint patrols and regular meetings with border authorities of neighbouring countries.

### *3.1. Shortage of staff and material and technical capacities*

According to the current Rulebook on Internal Organisation, Border Police of Bosnia and Herzegovina lacks 415 police officers. It is important to note that it has remained unchanged for almost 20 years, which is why changes have been proposed because it does not provide for a migrant crisis or new border crossing points and more. Although Border Police of BiH changed and amended the Rulebook several times according to European standards, the government never had the understanding to adopt them, because it looked exclusively at the political dimension, not the professional one, thus any changes to the Rulebook were stopped. The latest Rulebook on Internal Organisation of Border Police was drafted and proposed to the Ministry of Security of BiH in

early May 2020, and it is largely in line with European standards. The need for 1304 police officers was expressed in it. If the proposed Rule-book were adopted, the problem of great shortage of police officers would be solved and thus all critical points of illegal crossings of the state border could be largely protected.

Border Police is trying to compensate for the shortage of officers by redeploying existing staff to organisational units with the greatest migratory pressure. Assistance in the fight against illegal migration to Border Police of BiH is also provided by the members of State Investigation and Protection Agency, the Directorate for Coordination of Police Bodies and the Ministry of the Interior of the Republic of Srpska- Police officers of Border Police of BiH have also been extraordinarily deployed to the units with the greatest migratory pressure.

In accordance with the signed mutual agreements between Border Police of BiH and the competent Cantonal ministries of the interior, the engagement of officers of police agencies within these ministries in the state border surveillance is carried out in accordance with operational assessments and plans of Border Police of BiH.

Poor infrastructure at border crossing points (only a few border crossing points meet EU standards, while other BCPs do not have basic working conditions) and poor working conditions are just some of the problems faced by members of Border Police, because the state does not invest enough in Border Police of BiH. Members of Border Police are, also, the first to be hit by illegal migration, and additional problem is the lack of specialist equipment. In view of all the above, it is necessary that police officers of Border Police of BiH be equipped with better quality protective equipment, because the lack of it is a big problem in protecting the state border. Border Police, above all, lacks thermal imaging cameras, binoculars for day and night surveillance, sensors, unmanned aerial vehicles and more. Thanks to international organisations and donations, Border Police manages, making superhuman efforts, to fight against migration.

#### **4. Proposal of measures for the fight against illegal migration**

The main problems of Border Police of BiH in the fight against illegal migration are shortage of staff and insufficient material and technical equipment, particularly specialist equipment for border surveillance and border checks. The problem of illegal migration does not concern only Border Police of BiH, but all levels of government, which should make their contribution to solving this problem. The state should be more involved in resolving the migration problem and understand it as a security issue. It is necessary to change laws and regulations when it comes to illegal migration, such as the Law on Movement and Stay of Aliens and Asylum.

Understaffing is a major problem. It is important to note that one police officer covers 16 km, i.e. one patrol covers 32 km, which is extremely bad, especially when it comes to migration. For years, Border Police of BiH has been appealing to the shortage of human, material and technical capacities, and its strengthening in that sense is necessary in order to more effectively protect the state border.

It is necessary to take measures to complete activities on the adoption of the Rulebook on Internal Organisation of Border Police of Bosnia and Herzegovina, i.e. that it be adopted by the Council of Ministers, to ensure staffing in accordance with current needs, for the performance of tasks under the competence of Border Police of BiH. The mentioned Rulebook envisages an increase in the number of executors for four segments: the state border surveillance, specialized units, investigations and border checks.

It is necessary to work on strengthening the material capacities of Border Police of BiH for the fight against illegal migration and other forms of cross-border crime, by equipping it with specialist equipment for border surveillance and performance of border checks.

The Law on Police Officials of BiH also needs to be amended. For example, to amend the provisions of the Law on Police Officials of BiH, which prescribe the internal transfer of police officers to a position up to 80 km away from the current position, in order to create legal preconditions

for the possibility of internal transfer of police officers to units exposed to increased migratory pressure.

It is also necessary to provide Border Police of BiH with funds for financing fuel consumption, fleet renewal and current maintenance of vehicles and equipment in Border Police of BiH, so that police officers are better equipped and are able to more effectively protect the state border, since the help of some international organisations alone is not enough for the above to be financed for a longer period.

Strengthening the cooperation of Border Police of BiH with other law enforcement agencies in BiH has an important role in protecting the border, i.e. in combating illegal migration and smuggling of migrants across the state border of BiH. International cooperation of BiH with neighbouring countries (Serbia, Montenegro and Croatia) and other countries on the routes of movement of illegal migrants, through EUROPOL, FRONTEX, and other international organisations, is also crucial.

## **5. Conclusion**

Border Police of BiH is continuously taking measures and actions and making additional efforts to ensure, within its own capacities, and with the support and assistance of other police agencies in BiH, an increased presence of police officers in the state border surveillance and in all identified places of possible illegal crossing of the state border, especially on the border with the Republic of Serbia and Montenegro, all with the aim of deterring migrants from attempting to enter BiH illegally.

Members of State Investigation and Protection Agency, the Directorate for Coordination of Police Bodies and the Ministry of the Interior of the Republic of Srpska also provide assistance to Border Police of BiH in the fight against illegal migration. Police officers of Border Police of BiH have also been extraordinarily deployed to units with the greatest migratory pressure.

In order to largely solve the problem of the migrant crisis, it is necessary to take the proposed measures, by strategic planning and action plans, but above all, measures at the state level because Border Police

alone cannot fully protect the state border (with one police officer per 16km). The non-response of the state to this security issue, at all levels of government, leads to major problems, and the biggest burden is on Border Police of BiH.

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**CRIMINAL  
INTELLIGENCE**

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# CRIMINAL-INTELLIGENCE MODEL OF POLICE ORGANIZATION

*PRELIMINARY ANNOUNCEMENT*

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**Professor Milutin Ateljevic, Ph.D.<sup>1</sup>**  
**Dragan Milosevic, Master of Laws<sup>2</sup>**

**Abstract:** The characteristics and manifestations of crime in the modern age necessarily change the philosophy of the approach to its suppression. There used to be a clear line between prevention and repression, but today that is no longer the case. New, proactive approaches to organizing police work are blurring those boundaries. By introducing new strategies, the aim is to achieve a synergy of targeted preventive and repressive measures in order to achieve long-term goals in the fight against crime. Although a relatively new philosophy, criminal intelligence and police work based on it enable the achievement of unity and symbiosis between proactive and reactive methods of police work. Moreover, these methods complement each other. Also, perhaps the most significant contribution of criminal intelligence work is in rationalizing the use of available resources.

**Keywords:** *criminal-intelligence work, criminal-intelligence model, intelligence-led police work*

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1 University Sinergija Bijeljina  
e-mail adresa: milutin.ateljevic@gmail.com  
2 Contact: defendo1997@gmail.com

## Introduction

It is indisputable that social processes and phenomena are in mutual cause-and-effect relations with the elements and factors of society. As processes take place in continuity, they inevitably influence the environment by changing and adapting it to trends. State institutions, including various law enforcement agencies as a significant segment of society, must be particularly flexible and respond in real time to changes. This is necessary in order to preserve the dignity of institutions, because the application of laws is a sensitive area, in which improvisations are not allowed and which guarantees the rule of law. As such, it is significantly more sensitive than most other organizations or institutions of a social nature.

The police, as the best known law enforcement agency, due to their exposure in the community in which they operate, are subject to the influences of social processes that take place in society as a whole, or in its individual parts. Logically, this leads to the conclusion that the police must adapt their methods and methods of work, but also their organization in a proportionate period of time in relation to the emergence and perception of social change.

Changing the way and accelerating the pace of life in modern times, the penetration of information technology, accelerating the flow of goods and money, daily migration and easier crossing of state borders, lead to the transformation of crime and question the effectiveness of traditional methods of policing which, according to their essence, are reactive and distant from the community. In addition, the question arises as to the expediency of taking action when the damage has already occurred, that is, when the criminal offense has already been committed. Under such circumstances, there was a need to shift the focus of police work to taking action in order to prevent the occurrence of a crime, i.e. for a proactive approach to fighting crime. The precondition for establishing such a system is getting closer to the community and interaction between the police and the community<sup>3</sup>.

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3 The traditional approach is based on a reactive concept according to which the police and the judiciary react only after the crime has been committed. The crime is viewed as an isolated phenomenon and is not considered in a broader context, i.e.

Some authors believe that “the police activity of opposing crime should not be directed only towards the realized criminal phenomena, but should focus on the conditions and causes that produce crime.” (Simonovic, 2004:32).

Crime, as a social phenomenon dating back to the very beginnings of human society, evolves very quickly and follows social movements, adapting to change in every sense. Under the influence of the modern way of life, following trends and adapting, crime has progressed from robbery and petty theft to a complex network that has taken on an international character and which includes organized crime, high-tech crime and terrorism. The response of the whole society to the transformation of crime requires synergy of efforts of different segments (local communities, judicial institutions, cash flow monitoring agencies, etc.) and not only of police agencies, and it also requires horizontal and vertical cooperation and coordination of activities at the state and interstate level. Yet, as one of the key players in the fight against crime, the police showed a number of weaknesses due to their traditional approach to work organization. There was a need to find more efficient ways of fighting and working methods. This does not mean that the advantages and benefits of traditional methods can be neglected. On the contrary, they must not be neglected, nor can they be given up. It is necessary to adapt them, supplement them with other methods and improve them in terms of the use of modern technology and scientific achievements, primarily those in the field of using modern technical and technological

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in light of the links with social and other factors that lead to the creation of conditions and causes for the recurrence of the commission of a criminal offense by the same or other perpetrators. The traditional approach cannot adequately respond to modern trends in emerging forms of crime in their suppression, detection and proof, because there is a much wider range of crimes that have a direct connection with the conditions of the social environment. In addition to the inadequacy of traditional methods of police work, other hindrances appear too, such as inconsistencies between different police agencies and judicial institutions, insufficiently good legislative policy, absence of a prevention system as well as a clearly defined and properly devised national strategy for the suppression of criminality, unupdated databases, insufficiently trained analysts and incompleteness of the process of analysis, all of which reduces the efficiency of crime investigation activities.

achievements in the fight against various forms of crime.

Traditional methods of policing are outdated, or insufficient, due to their reactive nature and focus on a single criminal event. As such, they have a repressive character and do not offer the achievement of long-term goals. The role of the community is completely neglected and made passive and comes down to “receiving professional services provided by the police, which leads to the distancing of the police from the community and thus a lack of information, i.e. an information deficit is being created “ (Sebek, 2015:2). And it is precisely timely and accurate information, collected in a manner permitted by law, that enables the administrators of police organizations, when all types of resources (both human and material) are limited, to purposefully direct and engage the available capacities. Thus, the need to gather information and create intelligence products has emerged as one of the variables of successful management of police work and as the only measure of that success - by reducing the crime rate, i.e. the number of events with criminal characteristics, and increasing the number of resolved cases.

However, the one-time use of collected information and data on criminal activities is neither expedient nor cost-effective. The recording of these products in the personal or local records of police officers and police organizations does not correspond to the spatial connection of the perpetrators of criminal activities. Therefore, there is a need for the formation and permanent updating of databases and information on crime, its bearers, organizational structure, channels of logistical support and the like, which will be available to a certain number of bearers of criminal activity. The existence of such databases enables the creation of a broader picture of the current criminal situation at several levels (starting from the local, through the regional to the state and transnational). In order for this to be possible in practice, it is necessary to design and organize the whole process, which will cover all phases - from planning how to gather information, to gathering information, evaluating it, processing, analyzing, updating and distributing it to the interested entities. Thus we come to the notion of criminal intelligence work, or intelligence-led police work (ILP). The application of criminal intelligence work should not, nor is allowed to, be limited only to supporting the implementation of police tasks at the operational level,

but it should be applied systematically and be an integral part of the daily activities of police structures.

In many societies, this shift in the way the police work is still ongoing and adequate models of work organization are still being sought, especially since the criminal intelligence model is relatively demanding and requires specially trained and qualified personnel, especially in the analysis of collected information.

Despite its complex structure, we can say with certainty that the criminal-intelligence model of the organization of police work is the most adequate form of response to current forms of criminal activity. The problem of establishing control over this process and preventing abuses inevitably arises, and therefore, all those involved in the criminal intelligence process must strictly adhere to the mandate defined by the legal framework. The ultimate goal is to achieve a critical advantage over perpetrators of criminal activities through a preventive and predictive attitude towards the perpetrators of criminal activities based on the collected data and coordination of the work of all agents involved in the fight against crime. This philosophy gives the necessary dose of proactivity to policing, which should be a response to the demands made by the community.

Criminal intelligence activity is a relatively new concept and phenomenon in the work of the police. There is not enough relevant data and tools on the basis of which it is possible to “measure” the results and gain an accurate insight into the efficiency of this way of working. In addition, difficulties and stagnation in the development and implementation of this model of police work are noticeable. This can primarily be attributed to the lack of adequately trained staff at all levels or the incomplete understanding of the criminal intelligence process. Inadequate equipment of certain police agencies cannot be ignored.

Furthermore, there is no unified format for the organization of criminal intelligence work, but the applied model is adapted to the needs and requirements that the agency must meet, taking into account all the specificities, peculiarities, available resources and other conditions in which the police agency operates. However, regardless of the applied form of organization, the existence of principles on which each model should be based is undeniable.

The essence of the new strategy, proposed by experts in criminal intelligence, is to raise the general police activity high above the current operational information and criminal processing of isolated crime, and to focus on the creation and cultivation of criminal intelligence and police work led by criminal intelligence, i.e. value-added information. This is a long but fruitful process that certainly has perspectives in criminology, i.e. criminal practice, but it is also important that this kind of policing is compatible with older models and can therefore be developed in parallel with them (Sebek, 2015:3).

### **The Concept of Criminal-Intelligence Work of the Police**

The emergence and establishment of a new concept in the organization of police work is conditioned by the challenges posed by the transformation of emerging forms of crime. Although the very idea of gathering intelligence in criminal practice was not new (police officers, no matter what model of work organization was applied, in practice sought to identify links between incidents, collect and record data on suspicious and security-interested persons and phenomena, establish intelligence connections with persons from the criminal milieu, etc.), the work of the police shaped into the concept of criminal intelligence was innovative. Innovation is reflected in the formalization and systematization of these individual actions, i.e. their importation into a functional system. This model of organizing the work of the police is known in practice as a criminal intelligence model. In the literature, to denote such organized work of the police, the term “police work guided by criminal intelligence” (ILP - Intelligence Led Policing) is used. According to many, this represents an important turn, even a renaissance, in the work of the police.

The emergence of this concept is related to Great Britain, more precisely to the province of Kent, where, since 2000, intelligence-led policing has been defined as the concept on which the National Intelligence Model (NIM) is based.

The reasons why individual countries adopt this concept vary from case to case and are mainly determined by the dominant goals to be

achieved. For example, in the United Kingdom, this concept was adopted for economic reasons, while in the United States it was seen as an effective model in the fight against organized crime and terrorism (especially after the terrorist attacks of September 11, 2001). Also, the choice of the theoretical concept on the basis of when the criminal intelligence model will be organized is an internal matter of the state and depends on its needs and set goals.

### **The problem of defining the term „intelligence work“**

Ever since ancient times, man has been trying to find out by observing and analyzing material and immaterial traces and facts. He organized reconnaissance of hunting grounds, unknown places, enemies, trying to collect data on the basis of which he could act. Therefore, we can rightly say that engaging in intelligence work is one of the oldest organized activities of human society. This activity is especially important in the modern age, when timely information gives a significant advantage.

During the development of civilization, numerous authors sought to explore, understand, and explain intelligence. However, we cannot claim that science is particularly present in this segment of human activity. The reason for this should be sought in the secrecy in which this activity is carried out and the unwillingness of the actors to exchange experiences and present achievements.

Within the security system, intelligence activities are organized and conducted in order to gather intelligence relevant to the security of one's own country. According to the common opinion, the intelligence work and the state services in charge of this activity are related exclusively to the state security, and the military organization is perceived as one of the main carriers of the intelligence activity. However, modern threats require a more comprehensive approach and make intelligence more complex and adaptable to changes in the environment. Consequently, at the beginning of this century, due to the expansion of the focus of activities from military protection of the state to the protection of the population and personal and public safety, and the increase in the number of protection facilities, intelligence

work underwent substantial changes. For the most part, the changes relate to the focus on the analytical process and, based on the conclusions obtained, on anticipating events and alerting stakeholders to identified or assessed threats. The ultimate goal is to take measures to prevent the consequences that may occur in the event of a threat. Meeting this goal requires the use of human and material, primarily technical, resources.

Theoretical consideration of intelligence activity is not simple because it is based, first of all, on practical activities and the so-called “best practices”, which are not the same for different agencies within or between countries. Analogously, criminal-intelligence activity cannot be uniquely set and conceived in theoretical terms. However, given that modern intelligence work is a complex combination of technology, scientific knowledge, organization and game theory, there are more and more attempts to define it as a theoretical concept based on scientific knowledge and using scientific achievements for its development. A significant obstacle to the research of this activity is its conceptual definition.

As we have already said, the first application of the concept of criminal intelligence work took place in English-speaking countries. Having in mind the diversity of the English language, there was a problem of conceptual definition of the word *intelligence* which is contained in the name itself. In English, this term is given a triple meaning and can mean:

- **the intelligence-gathering process**, that is, the way how the collection of certain data was planned, organized and realized and how they were processed and evaluated;
- **product**, that is, the knowledge that arises from the collection and analysis of raw data and information obtained and
- **specialized organization**, that is, individuals, groups or services performing intelligence-gathering tasks.

In French, intelligence work is referred to as *reinseignement*, and, literally translated, it would mean *research*. In German, the term *nachrihter* is used, which translated into Serbian means *news*. In the Serbian language, there is a special expression for each of the stated meanings of the term *Intelligence*. From this ambiguity of the term *Intelligence* arises the problem of defining *criminal intelligence*. In order to be able to define the operational

framework and understand the process itself, it is important to clearly define criminal intelligence activities.

It is not possible to find a generally accepted definition of this term in the literature, but it comes down to theoretical and practical considerations of individual authors aimed at clarifying the meaning of the terms *data* and *information*. One of the traditional definitions of intelligence work, cited by Andonov and Stanković-Pejnović, reads: “*Intelligence work is the organized collection of confidential information and data on the situation and activities in other countries and regions, groups, organizations or individuals, systematizing, analyzing and providing this information and data to other state institutions that ordered them and need them, with the aim of achieving security interests in the protection of their own facilities that are endangered by various types of risks and threats. Gathering information is done by various methods and means, in legal and illegal ways and from different sources of information.*” (Andonov & Stankovic, 2014:147-159) This definition is a sublimation of the essence of the definition and social character of intelligence work and points to its sequentiality.

At the same time, criminal intelligence is generally defined as “police work whose mission is to legally collect information from all available sources of information and analyze it in order to provide a strategic or tactical final criminal intelligence product: criminal intelligence (*Intelligence*).” – (Sebek, 2015). There is a widespread view that the essence of criminal intelligence is the collection, evaluation, processing and analysis of raw information, in order to turn it into criminal intelligence. The whole path from raw information to criminal intelligence also takes place within a sequential process, which we call *criminal intelligence process*.

In order to determine the general meaning of the terms *data* and *information* for the purposes of this paper, we opted for the definition given in the *OSCE Handbook of Intelligence-Based Police Work*, which states that **data** are “*raw and unexplained observations and measurements. Examples are features of criminal activity that are easy to quantify, such as reports of crimes and other crime statistics, databases of perpetrators and police duties.*” “According to the same source, **information** is “*data placed in context and empowered by meaning, thus gaining greater relevance and purpose*”, while

knowledge is defined as “*information to which interpretation and understanding are given.*” When a person adds his wisdom to information, it becomes knowledge. “ (OSCE, 2017:19). We conclude that information is data to which a certain value has been added.

Similarities and differences between intelligence and criminal intelligence work

If we make a quick analysis of the definitions of classical intelligence and criminal intelligence work, we could easily conclude that these two activities are, in essence, identical. However, that is not true. These two processes, in addition to numerous similarities, also have very significant differences. Some of the most noticeable points of contact are:

- **secrecy:** both processes are planned, organized and implemented conspiratorially, with a very limited number of people familiar with the objects, goals and tasks of these processes;
- **organization:** both processes are characterized by a high degree of organization and coordination of activities;
- **continuity:** in this work, it is very important for the process, while it lasts, to last without interruption; only continuous data collection can provide a quality insight into the activities of the facility, or the absence of activities (which can be significant and, with proper analysis and interpretation, can have great information value);
- **expediency:** it is important for the processes to be realistically planned, organized and performed; it is essential to clearly define the goal and purpose, so that it is possible to identify and elaborate one's own courses of action;
- **information focus:** in this way, uncontrolled collection of a wide range of data is avoided and human work is directed towards data collection and analysis;
- **goal orientation:** no intelligence service or police is equipped to the extent that they can, over a long period of time, carry out intelligence processing of large-scale dispersion objectives and it is therefore necessary to set priorities;

In addition to the above-stated similarities, there are also essential differences between intelligence and criminal intelligence work. The most

important differences, which arise from the very essence and are observed in the conceptual definition of these processes are:

- intelligence work is, as a rule, applied to citizens or authorities of other states, while criminal intelligence work is directed at individuals, groups or organizations from the criminal milieu;
- intelligence work can take place outside the legal framework and legal regulations, which cannot be said for criminal intelligence work;
- in the process of intelligence work, unlike criminal intelligence, illegal methods can be used, which are not in accordance with legal regulations;
- data and information collected by traditional intelligence methods are generally not usable in court, while data and information collected in the process of criminal intelligence work must be valid in court;
- traditional intelligence work is aimed at obtaining intelligence, while criminal intelligence work, in addition, deals with defining measures and proposing solutions to combat criminal phenomena and trends. This is what is noticed by Carter (2009), who believes that criminal intelligence has two broad goals:
- **prevention**, aimed at eliminating or mitigating the threat through the production of two types of criminal intelligence products:
- *criminal intelligence product (Tactical Intelligence)*: aimed at identifying and describing short-term threats. It is developed and distributed to decision-makers in law enforcement agencies for the purpose of timely planning of preventive measures and activities;
- *operational criminal intelligence product (Operational Intelligence)*: focused on long-term threats used to direct investigative actions in the investigation of complex criminal activities that take place in several spatially distant locations.
- **planning and resource allocation**, aimed at providing intelligence support to decisionmakers by describing the change in the nature of the threat, its characteristics, development and dispersion in order to develop response strategies and reallocation of resources.

Thus, although related and genealogically very similar activities, they still have significant differences. We can conclude that neither activity is a science, but they are rather skills that are not precisely determined and defined.

### **Criminal intelligence activity**

In recent years, there has been a significant penetration and use of criminal intelligence in law enforcement agencies around the world, as a result of understanding the concept offered and understanding the benefits of its application. This is one of the main reasons why it has been widely used in practice. Unfortunately, there are not many domestic authors who fully understand the importance, potential and innovation offered by such an organization of work and who are able to present to the professional and general public the benefits of this model and determine the key components for its implementation. Among them, one of the most significant is Dragan Manojlović, who in his works notices the cognitive component of criminal intelligence and understands the role of the human factor. From this understanding stems the definition that criminal intelligence is “*a cognitive and sensory activity which helps to establish the existence of events, conditions, relationships, characteristics, phenomena or processes that exist in objective reality.*” (Manojlovic, 2005:108-119). It is from this identification of human resources as the most important for the functioning of the entire process of criminal intelligence that a great disagreement arises in academic and professional circles as to whether criminal intelligence should be located within certain organizational units, or be an integral part of the general work of police officers. Proponents of this second concept, to denote their idea, use the term *total criminal intelligence work*. Both of these solutions have pros and cons.

**Advantages of the first model**, which is based on the thesis that criminal intelligence work should be institutionalized, i.e. that a specialized unit or an organizational entity, specially formed and trained, should be in charge of its implementation in practice, are as follows:

- easier achievement of the required level of training and achievement

of standardization in the collection, processing, analysis and distribution of intelligence products;

- facilitated exercise of the function of control and supervision over the work of entities involved in the process;
- less likelihood of classified data and information leaking;
- facilitated coordination and synchronization of work;
- simplified flow of information, instructions, guidelines and orders;
- requires less funding to equip with the necessary resources;
- better protection of the secrecy of the process and the information gathered.
- **Weaknesses** which are observed in this model are the following:
- isolation of the criminal intelligence service from the rest of the police organization;
- insufficient interaction between the criminal intelligence service and the rest of the police organization;
- difficult cooperation and exchange of data and information with other organizational units and police units due to competitiveness in achieving results;
- the number of personnel that would have one such unit or organizational entity is not enough to qualitatively “cover” the entire territory for which it is responsible, etc .;

**Advantages of the second model**, which is also called total intelligence work, are as follows:

- incorporation of criminal intelligence activities into all segments of the police system;
- increased quantity of data collection, which will lead to improved information quality;
- better “coverage” of the territory;
- multiple “sensors” for data collection;
- **Weaknesses** of this way of organizing criminal intelligence work are the following:
- difficult to reach the required level of training of all police officers;
- difficult to impact awareness change and education about new methods and techniques of work;

- difficult to exercise the function of control and supervision over the work of entities involved in the process;
- increased possibility of leakage of classified data and information;
- difficult coordination and synchronization of work;
- complicated flow of information, instructions, guidelines and orders;
- requires significant investments to equip with the necessary resources;
- weak protection of the secrecy of the process and the information gathered.

### **Principles of criminal intelligence work**

Regardless of which one of the above methods of organization has been applied, experiences from the practice of criminal intelligence services of the police around the world indicate the need to apply some general principles in criminal intelligence work, in order to protect integrity and dignity. As common for both methods, the following principles stand out:

- ***the principle of legality***, includes strict adherence to the letter and spirit of positive legal regulations;
- ***the principle of objectivity***, includes the complete elimination of subjectivity, personal attitudes, opinions, prejudices, frustrations and the like that a police officer engaged in this intelligence work may have, like any other human being;
- ***the principle of the truth***, it is closely related to the previous two, and cannot be fulfilled if the previous two are not;
- ***the principle of methodicalness in the planning of criminal intelligence activities***, points to the complexity of the process, the importance of planning and setting goals and objectives;
- ***the principle of operability and speed***, includes knowledge of the situation in the field (general situation, crime hotspots, manifestations, routes of logistical security for the commission of criminal offenses, etc.) and the timeliness of undertaking criminal

intelligence measures;

- ***the principle of thoroughness***, in essence, is a personal trait of a person engaged in criminal intelligence work (superficiality and haste are not only undesirable, but also traits that can cause significant damage to the process of criminal intelligence work, but also endanger the safety of officials and civilians by making decisions based on information obtained in violation of this principle);
- ***the principle of respect for and protection of human rights*** is essential and does not include exceptions where this principle can be departed from;
- ***the principle of secrecy and of protecting official secrets*** is of particular importance in the application of covert methods of collecting criminal intelligence (although some authors believe that this principle does not apply equally to all actions and procedures taken in the process of criminal intelligence, stating that some actions, such as collecting data from open sources, are undertaken publicly, we believe that this claim has no basis in practice because, in this example, although the data source is public, the very fact that an object is the subject of intelligence interest and processing - is a fact that requires secrecy);
- ***the principle of coordination and cooperation***, is based on the fact that cooperation between different police agencies, or units within one agency, must be effective, regardless of administrative and territorial demarcations, because crime knows no borders.
- ***the principle of preventive action***, it could be defined as the core of criminal intelligence work because the complete process is designed to provide sufficient information on the basis of which it is possible to act preventively;
- ***the principle of expertise and specializations***, includes permanent education of personnel involved in the process of criminal intelligence work, but also improvement, adaptation and improvement of applied methods and techniques;

Considering that, as we have said, intelligence work is not a scientific discipline and, as such, does not have a unified terminology, and that

criminal-intelligence activity mostly relies on the achievements of intelligence work, there is no unique terminology within criminal-intelligence work. Thus, in some authors we find freedom and a wide range of conceptual definitions for the same phenomenon, process or activity. Therefore, it is important to note here that, although there are different views and perceptions, there is no sign of equality between criminal intelligence and criminal intelligence-led policing (ILP-Intelligence Led Policing). Criminal intelligence is a concept with a broader meaning and it includes all components of criminal intelligence, while police work is guided by criminal intelligence, a model of organization of police work, but also a philosophical approach to the application of information obtained in this process. Thus, policing led by criminal intelligence is a more practical application of the concept of criminal intelligence.

### **Intelligence Led Policing (ILP)**

Criminal intelligence-led policing is conceptually top-down, as a result of fulfilling one of the tasks of the ILP - influencing decision-makers to plan engagement and direct police resources. It is designed to complement the traditional, reactive model of policing, as some of the benefits of the traditional approach cannot be ignored and replaced.

There are two leading approaches to the organization of police work guided by criminal intelligence. The first concept, known in the literature as the “3rd” model, was devised by Jerry H. Ratcliffe (PhD), and the second concept was explained by David and Jeremy G. Carter, Ph.D. & Jeremy G. Carter).

The name of Ratcliffe’s model comes from the English words that describe the essence of this concept: **interpreter**, **influence**, and **impact**. Through this concept, it seeks to rationalize the approach to solving crime and, by compromising on resource consumption and efficiency, to achieve the ultimate goal of criminal intelligence-led policing - reducing the impact of crime, either through prevention or repression. Based on a simple philosophy, where a key role is assigned to analysis and analysts, it is suitable for adoption and implementation in a number of police agencies.

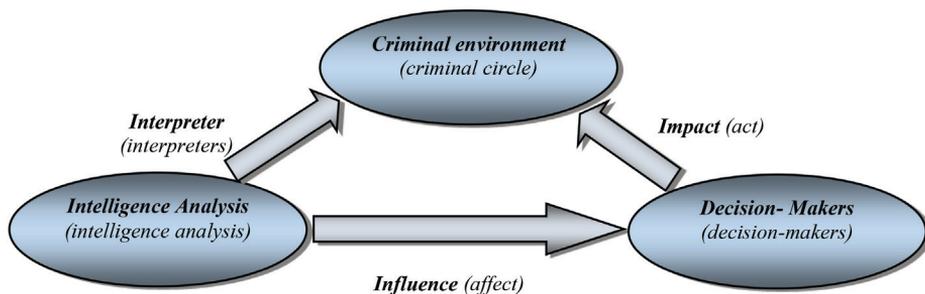
The theoretical concept of policing guided by criminal intelligence, according to Carter & Carter, has a threat as a starting point, in the determination of which the community has a significant role. In essence, it is based on “best practices” from related models of policing, such as *Community Policing* and *Problem Oriented Policing*, supported by analytical products, set on a broad base of threat observation (so-called all-threats) and crimes (so-called all-crimes) and access to criminal intelligence databases and reports. Roughly speaking, this concept represents an upgrade and critical elaboration of individual phases of the Ratcliffe model.

Because of its simplicity in terms of conception and practical application, Ratcliffe’s model has met with wider acceptance by the professional community than is the case for other concepts. For this very reason, in this research we will say something more about the Ratcliffe model.

Ratcliffe model (3rd model)

The basic scheme of operation of the 3rd model is shown in Figure 1<sup>4</sup>:

**Picture 1:** Model 3 (basic process components)



According to the author, this model enables the formation of a complete picture and can lead to the arrest of objects of criminal intelligence processing. However, in order for that to be possible, it is necessary for the

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4 Retrieved and modified from: Ratcliffe, JH (2010). Intelligence-led policing: Anticipating risk and influencing action. *Intelligence*, p. 7.

analysis, as the central process of this model, to fulfill its role, i.e. it is necessary for analysts to exert a critical influence on decision-makers and direct them toward effective decision-making and action in a criminal environment. Further, Ratcliffe believes that the process can only function effectively as a whole and that skipping or excluding any of the phases can result in failure.

Police work guided by criminal intelligence has a dual focus of work. In addition to problems, it also targets intelligence and serious criminals. Hierarchy and centralization in decision-making and directing work are, unlike some other models of organization of police work, present and sustainable.

**Criminal environment** represents an operational space in which police officers perform tasks. As part of the general social environment, it is prone to change and fluctuations and is in constant motion. Therefore, it requires permanent directing of efforts in order to interpret and describe the resulting changes. The nature and complexity of the environment depend on the level at which a given police organization operates, but the principles in the approach to interpretation are the same, while the interpretation itself has the same goal - to influence the environment through proper and purposeful decision-making and action.

**Information analysis** is, we can freely say, the core and essence of police work guided by criminal intelligence. In analytical processing, data acquire a meaning that turns them into information. Nevertheless, there is some disagreement among theorists about the significance and methods applied in the analysis phase. One group thinks that without analysis, there is no criminal intelligence, because they consider information to be an analytical product. Others, on the other hand, take the view that the process of analysis itself is too idealistic and that, as such, it can hardly function effectively in practice. This group of theorists offers the so-called DIKW concept (data-information-knowledge-workout; data-information-knowledge-product). Practically, supporters of this concept have the view that analysis turns data into information, but it is necessary to apply collective wisdom to turn information into a criminal-intelligence product.

Within Ratcliffe's model, information analysis has a dual role: to describe and interpret the criminal environment and to influence the way decision-makers think.

***Interpretation of the criminal environment*** is not a function that depends solely on investing in staff training or tool making, but also on constraints. The ultimate goal of interpretation is to put information in the context of the environment and turn it into a criminal intelligence product.

***Decision-makers and decision-making*** are, we can say, an executive part of the system in which the process of criminal intelligence works. Decision-making in security agencies is more sensitive than in other agencies, due to the implications it has for the environment. Therefore, the entire decision-making process must take place within a formal legal framework that is inviolable, in order to narrow the range of negative impacts of decisions (especially on citizens). The role and importance of policing led by criminal intelligence can, perhaps, be best seen in the decision-making phase, when it helps to fill information gaps and reduce doubts.

***Influence on decision-makers*** represents another task of analysis. If the analyst is not able to "sell" his product, the action will most certainly be absent and the results of the analysis will be wasted. It often happens in practice that, due to indolence and routine behavior, criminal intelligence services fail to market their products, or decision-makers are not ready to take a timely and adequate response.

***Action on the criminal environment*** is an exponent of the success of decisions made and actions taken. Although it contains numerous variables and limitations, it has a wide range of manifestations of influence on the criminal environment. Certainly the most important manifesto is the reduction of crime in a given environment, but there are many others.

Recently, there have been efforts to reduce criminal intelligence activities into a single form and to devise a certain template according to which the entire process will function. However, it is the flexibility and adaptability of criminal intelligence to the organizational and formation structure that make it applicable in most agencies. Instead of searching for a universal model of work organization, each interested agency must look at the whole concept of criminal intelligence from its own perspective and in the context

of the goals it wants to achieve. This is followed by the determination of the policy and process that will make the criminal intelligence activity and the police work guided by the criminal intelligence information applicable to the given organization.

In this part of the paper, we will define the factors necessary for the establishment and efficient functioning of police work conducted by criminal intelligence. Authors in this field agree that there is a whole range of these factors, but that the following are the most important among them<sup>5</sup>:

- commitment (management and staff) to the concept and cooperation;
- adjusting the organizational structure;
- training (education) and awareness raising;
- information collection plan and information management plan;
- improving analytical capacity;
- connecting models with related constructions of policing (community policing, problem-oriented work, etc.);
- law regulation;
- change of culture in accepting the concept of police work guided by criminal intelligence;

The best starting point for introducing innovations in practice is demystification and acquainting staff with the advantages and reasons why something needs to be accepted in practice. Of course, it is necessary to make a distinction between the audience and define the target groups. The primary target group for putting intelligence-led policing into practice is staff who will be directly involved in the intelligence process. In this way, motivation is achieved and commitment to the concept is encouraged. Along with motivational activities, as an integral and parallel process, training and education of staff takes place. The need for training can in no way be overemphasized. Training should focus on two directions: awareness development and skills development. The goal of awareness development is to overcome the resistance that is immanent when it comes to change. This

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5 Retrieved and modified from: Шебек, Б. (2015). *Criminal-intelligence models of police organization in crime control* (Doctoral dissertation, University of Kragujevac, Faculty of Law), p. 108

can be achieved through the formation of attitudes, value systems and beliefs. This is certainly a difficult and time-consuming process that requires patience and which, unfortunately, can never be completed, but can reach the required level. The development of an information collection and management plan practically determines the tasks, priorities, methods and resources that will be utilized, which determines the framework of the picture to be considered.

A particularly important but sensitive segment of the process of criminal intelligence work, which has a significant motivational role, is the way of evaluating the achieved results. Among the professional staff directly involved in the criminal intelligence process, the traditional system of evaluation and stimulation based on exact quantitative indicators (number of arrests, number of written sentences, number of field interventions, etc.) is difficult to apply. The method of evaluating the results of the work of officers involved in the criminal intelligence process should be grounded on qualitative assessments, on the basis of practice.

## **Conclusion**

The characteristics and manifestations of crime in the modern age necessarily change the philosophy of the approach to its suppression. By introducing new strategies, the aim is to achieve a synergy of targeted preventive and repressive measures in order to achieve long-term goals in the fight against crime.

Although a relatively new philosophy, criminal intelligence and police work based on it enable the achievement of unity and symbiosis between proactive and reactive methods of police work. Moreover, these methods complement each other. Perhaps the most significant contribution of criminal intelligence work is in rationalizing the use of available resources.

Due to its complexity, there is a significant degree of lack of understanding and resistance to the implementation of criminal intelligence work. As a complex and meaningful activity, this type of work cannot be reduced to mere formalism and filling in forms of intelligence reports. For its development and adoption, it is necessary to provide resources, both human and

material. Before that, it is necessary to win over decision-makers at higher levels and lead them to see and understand their place and role and convince them of the functionality of the concept. A good starting point is to influence the formation of attitudes and opinions and training, first of the staff who will be directly involved in criminal intelligence work, and then the rest of the people at all levels and in accordance with their competencies, place and role in the criminal intelligence process.

The difficulty is the fact that this area is insufficiently researched and examined and, as such, insufficiently “covered” with literature. Due to the traditional interpretation of the term *intelligence*, criminal-intelligence work is often mystified and shrouded in a veil of secrecy, so it is very difficult to find “best practices” of police agencies from other countries and exchange operational experiences, because they seek to protect achievements in criminal-intelligence work, especially technical and technological. This phenomenon is not uncommon in relations between related agencies within a state.

Equally important for the efficiency of the criminal intelligence process is the establishment of an information system, which will be designed to store and process the collected data and information, and their exchange with partners and clients.

Considering the specificities of individual law enforcement agencies, we pointed out that there is no universal pattern according to which criminal intelligence activities function, but that it is an adaptable process that depends on the needs, capabilities and available resources of a given agency and goals to be achieved.

Criminal intelligence really offers significant advantages in the fight against organized and serious crime and reaches a full range in response to security demands in combination with traditional-reactive police work. The advantages of this way of organizing police work come from the more efficient use of available resources, directing activities and the possibility of taking preventive actions.

Thus, criminal intelligence work, as a relatively new concept, has not yet been sufficiently explored. Although significant advantages are evident, especially in the fight against organized and serious crime, it achieves

maximum effects in combination with traditional methods of policing. Further research and efforts to popularize this way of working should be focused on gaining the favor of decision-makers at the highest levels and in the direction of educating officials in these agencies. In order to facilitate the training process, a critical moment is the provision of the necessary literature in the local language and the production of instructors who will maintain continuity in training.

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