

SECURITY SECTOR AND/OR COMMUNITY POLICING

Review Article

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Abstract: It is very important how government bodies carry out their activity. This is especially true of the police given the nature of their duties. It is quite certain that the police cannot perform their function if they do not have an appropriate communication and cooperation with the citizens. The quality of cooperation with the citizens largely determines what results the police will achieve. In addition to police work in security sectors, which has been implemented in our region for 50 years, there were ideas to introduce a new concept which shifts from a cooperation with citizens to a type of partnership, meaning that the citizens and the police together determine priorities and the manner of carrying out police duties, making the citizens also responsible for the security situation. However, in our legal system, it was impossible to put this new idea into action.

Keywords: *state, police, security sector, patrol area, community, citizens.*

INTRODUCTION

The task of every state is to provide its citizens with conditions enabling them to fulfill their daily needs and obligations in a safe environment. Ensuring such conditions depends on various security actors, and police are certainly the most visible among the citizens. The state is a primary organization in a global society and, as such, has political, sovereign power based on the monopoly of armed power, which regulates the most important social relations and performs specific functions. Thus, the state regulates people's everyday life. By enacting legal acts, the state government forcibly directs important social relations (Jovičić, 2018, p. 40). Since its very beginning, the state has taken over the maintenance of public order and peace in a social community. To carry out this and other tasks, it organized the authorities. Only when it began handling the internal order did the state become a legal institution in the true meaning of the word (Jovičić and Šetka, 2018, p. 31).

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Therefore, the state is responsible of achieving security. The security of a social community, regardless of its level (local, national, regional, global), is always viewed through the prism of the security environment. However, the security environment is continuously changing and is characterized by different hazards, that is, different challenges, risks and threats. These hazards are mainly the result of human action or natural processes (disasters). Although it is difficult to define the notion of security, we may accept that security usually means: a state in which nothing threatens us and our property, a state in which we are protected or in which we are not endangered by anything. Thus, security is a basic need of a society as a whole as well as of every individual, regardless of any differences.

The protection of basic social values, and thus the realization of the necessary conditions for the normal course of social life, requires the state to undertake various activities and build special mechanisms for protection against socially dangerous phenomena (primarily crime), which directly affects the normal functioning of society. The most visible government body which substantially impacts social life to run smoothly is the police. The nature of police duties ranks the police among the most important government bodies. This is certainly the reason why the manner in which the police carry out their activity in practice is important, since the overall security environment, that is, the quality of fulfilling our basic needs largely depends on that.

Therefore, in every state, it is very important how the police exercise criminal control over the area they cover. Whether the organization and manner of carrying out police duties are set in such a way as to guarantee the provision of security to citizens and other legal entities at a level that enables them to freely exercise their rights and obligations. Of course, different states apply different concepts to field work carried out by police organizations. Although various factors influence this, it is quite certain that no state can offer a sufficient level of security to its citizens and their property without an appropriate presence of its police forces in the field.

SECURITY SECTOR

Police tasks are mainly carried out in the field, since various security problems are manifested there. This means that the largest number of police duties is carried out by police officers employed in a police station, in other words, they are the first line in dealing with various security problems and events. In order for police duties and tasks to be performed successfully, it is necessary to have good knowledge of both the area itself and the security issues within the area served by a police station, and of course persons (especially well-known perpetrators of criminal acts). It is the knowledge of these parameters that is critical for the division of the area served by a station (Jovičić and Šetka, 2018, p. 221).

The proposal on the division of the area to be served by a station is submitted and thoroughly explained by the commander of the police station. The proposal states the number of settlements and inhabitants, population density, economic activities, the development of traffic infrastructure, the level of urbanization, the number of facilities of major importance, the number of criminal offenses and violations of public order and peace occurring in the sector, and all other relevant data. Decision on the division of an area into security sectors, based on such a proposal, is reached by the Chief of the Police Department. A security sector constitutes part of the area served by a police station of general jurisdiction, which includes a specific natural and security entirety, where the security situation can be effectively monitored and the performance of tasks and duties within the scope of work of the Ministry of the Interior organized accordingly (Talijan, Arandjelovic and Velimirovic, 2001, p. 215).

Police practitioners like to say that there is “police production” in the field, meaning that the majority of police duties and tasks are performed in the field, from learning about an event, going to the scene, through conducting investigations, collecting data, observation, to apprehending perpetrators and documenting a case. Therefore, police officers perform operational work in the field, that is, in the security sector, which is also performed through beat policing and patrol activity, depending on whether it is an urban or rural area. The forms and manner of operational activities performed by police officers in the security sector involves personal engagement in the following activities: a) monitoring and analyzing security situation in the sector, b) the proper application of operational – tactical measures and actions to preventing crimes and misdemeanors and detecting their perpetrators, c) creating operational links in accordance with the authorizations and plans of operational activities, g) using various documents, reports and information available to all law enforcement bodies, d) performing specific security tasks under the instructions of the head of the police organizational unit or in cooperation with authorized workers of line security service, and f) cooperation with citizens in providing professional and other assistance in the field of security (Pilipović and Jovićić, 2017, p. 331).

The primary method of performing police work within the area served by a police station is police work in the security sector. The organization and content of police work in the security sector is aimed at making police work planned, systematic and, above all, more efficient. A security sector represents a portion of the territory within the area covered by one police station, where the activities falling within the scope of the Ministry of the Interior are performed. Depending on whether it is an urban or rural area, the security sector covers the area of one or more local communities. Therefore, there is not a part of the territory which does not belong anywhere, that is, is not part of a security sector. The main reason for the division of the police station area into security sectors is related to the need to have complete knowledge of a particular area. Regarding security needs, it is essential to be familiar with persons, area, security issues and other information important for security.

As already stated, police work in the security sector is carried out through preventive and repressive activities. General preventive activities refer to the detection of causes leading to criminal behavior of individuals and groups, as well as to measures to combat and eliminate these causes, all with the aim of creating the most favorable security situation. Regarding the repressive action by police in the sector, it means fast and efficient police response in cases where criminal offenses or misdemeanors have already been committed.

It should certainly be borne in mind that security issues in the sector are not equally present in all its parts. Thus, in some parts it is very pronounced, while in others it is or almost is negligible. Depending on the intensity of security issues in certain parts of the sector, it is necessary to increase the presence of police officers, which requires that foot patrols and patrol areas be formed within some security sectors.

Foot patrol service is the basic form of direct police action to prevent the commission of criminal offenses, misdemeanors and other socially harmful behaviors of groups and individuals. Foot patrols are conducted within the assigned beat which is a part of one security sector. Foot patrol areas are established as a form of direct preventive and repressive action carried out by uniformed police officers and by other members of police forces (criminal police officers) to maintain public order and peace, prevent the commission of crimes and misdemeanors, and uncover crimes and misdemeanors. Foot patrols are conducted in cities, larger settlements, industrial and traffic centers and tourist places, where security reasons require it. As a rule, foot patrols are conducted by uniformed police officers –one police officer is assigned to one foot patrol area and, when the security situation requires it, several police officers may carry out the duty of a beat officer within the same beat at the same time. Beat policing is directed by the head of the sector, and it can be organized as permanent or occasional (Jovičić and Šetka, 2018, pp. 229-231).

Patrol activity is a daily activity in police units and has a preventive and repressive character. Preventive activities include crime prevention, while repressive ones are reflected in a fast and decisive response when unlawful incidents have already taken place. Police stations are divided into a number of patrol areas which should preferably cover the region of one or more local communities. Therefore, the patrol service or patrolling is a basic form of direct, preventive police action and a direct manner of the performance of almost all police duties within the security sector. The patrol service should be organized in such a way to meet the needs of the service in terms of gaining insight and control over the security situation within the designated area, while rationally using the material resources necessary to perform this activity and ensuring that police officers are not overwhelmed with work unnecessarily. Certainly, to the detriment of resources and manpower, it must not happen that the most remote places under the jurisdiction of the police station are not visited from time to time. This is important because it is necessary that all citizens feel safe and have confidence in the police, which will not be possible if there is not at

least an occasional contact between the citizens and the police. Thus, no part of the area served by a police station should be neglected, although priority should be given to very densely populated areas and more pronounced security issues (Jovičić and Šetka, 2018, p. 244).

Anton Lukežić and Mate Kalanj emphasized the importance of the presence of police officers in the field back in 1972. They noted that: “A police officer assigned to a beat, patrol or other service must keep his eyes open and strain his hearing while patrolling the designated area, because only then can he hear someone’s cry for help, since the person crying for help is being attacked by a thug or has found a burglar in the apartment. In such moments, a police officer does not wait, nor does he/she combine much, but moves urgently, but not hastily, to the crime scene, and on the way, if some means of communication are available, he/she notifies on-duty officers for help and other possible measures. Quick arrival at the scene will makes it possible to catch the perpetrator or, if he managed to escape, certain information will be available on the basis of which it will be possible to organize a search, etc” (Lukežić and Kalanj, 1972, p. 139). Thus, no matter how much society changes and develops, the fact remains that the entire social life, and thus crime and other illegal acts, take place in the field. This further suggests that it can be argued that the unsurpassed form of countering all these deviations is precisely police work within the security sector.

THE CONCEPT OF COMMUNITY POLICING

The concept of community policing was introduced in Bosnia and Herzegovina in 2004 as a pilot project established in two municipalities – Prijedor in Republika Srpska and Žepče in the Federation of BiH. The idea was to examine this project in the area of these two municipalities, and then gradually introduce it in all municipalities throughout BiH. Thus, in 2007, the Strategy for Policing in Bosnia and Herzegovina was adopted under the supervision of the international community.

Scholars define community policing differently, but it can be said that the most acceptable definition is the one suggested by Cajner-Mraović, Faber, and Volarević. According to them, “Community policing is a new philosophy of policing based on the idea that police officers and citizens work together and, in various creative ways, solve current problems related to crime, fear of crime and various forms of social disorders at the level of local community. It is a philosophy based on the belief that achieving these goals requires the police to develop new quality relationships with law-abiding community members who will then, within these laws, have an opportunity to define priorities and engage in various activities to improve the overall quality of life in the area where they reside. Thus, community policing shifts the focus of police action from

responding to reports by citizens to solving problems (Cajner-Mraović, Faber, Volarević, 2003, p. 1).

Interesting views on the concept of community policing are also cited by Dean Champion and George Rush, who noted that it is difficult to define community policing but they recognize it when they see it, citing several different views on the concept: 1) Community policing involves the bringing of citizens and police together in the fight against crime; 2) Performing community policing tasks involves a police-community partnership in which police and community members work together to address what the community considers a “problem.” They (problems) can refer to abandoned houses, overgrown plots, rules and regulations related to urban planning, school issues and other urban problems that, in fact, fall within the competence of other institutions; 3) The concept of community policing places emphasis on forming partnerships between the police and the community in order to reduce crime rate and strengthen security; and 4) the performance of police duties is a partnership between the police and the law-abiding public, with the aim of combating crime, apprehending criminals, finding solutions to problems and strengthening the quality of life (Champion & Rush, 2003, p. 2).

The essence of this concept is to bring citizens in the foreground and give them a completely different role in contact with the police. Thus, Professor Simonović noted that the influence of citizens on policing means that citizens in a free society should have access to a police organization and influence policing policy and police decision-making. Access to and influence on police by elected representatives is considered necessary but insufficient. Community policing emphasizes that police services at all levels should try to accept community members' suggestions when making decisions and policies regarding policing, which concern the community (Simonović, 2006, p. 6).

The same author accepts the position that through this concept it is necessary to build an unlimited partnership. The community policing literature the author refers to clearly emphasizes the need to develop an effective partnership with a wide range of community groups. If these connections are established, it is one of the signs of the existence of a partnership between the citizens and the police. Forming a partnership must be the task of all police personnel within all levels of police institutions. Police leaders should establish various forms of partnership within the level at which they are located (e.g., police officers at the administrative level with different ministries, police officers at the city level with different heads of city services, etc.) (Simonović, 2006, p. 21).

Building citizens' trust in the police is a prerequisite for a successful involvement of the police service in the process of solving local community problems, as its equal actor, life partner and public service for citizens, which is equipped and trained to provide its services in the area of personal and property security in the most appropriate way. The partnership between the police and the community is a strategic goal of policing and is based on citizens defining security needs and problems together with police officers assigned to their area

and influencing police decision-making concerning their security (Pena, 2006, p. 110).

What was accepted by those who prefer this concept of policing in our region is that they believe that this, as they call it, new philosophy of policing means that the partnership between the police and the citizens means that the citizens together with the police can take concrete measures and actions. Thus, there are a number of authors who noted that it would be beneficial, as in some Western police forces, to allow citizens to go on patrol together with police officers. Some even go so far as to believe that citizens are equally responsible for the security situation in the area where they live as well as the police organization that covers a specific area under its jurisdiction.

It is completely clear that the police cannot control crime on their own and they must do it in cooperation with the citizens. Without cooperation with the citizens, policing certainly cannot be efficient. However, although the words “cooperation” and “partnership” have certain similarities, they have completely different meanings. The word “partnership” means an equal relationship in a business, while cooperation is certainly not. Therefore, citizens cannot have an equal relationship with the police and citizens (although they are also security actors) cannot be responsible for the security situation in the state. Citizens are responsible only for their own behavior and when their behavior is contrary to the prescribed behavior, the state’s response follows and the responsibility of a certain citizen. But that is exactly the role of government bodies (in this case the police) – to perform specific tasks, exercise certain powers, and guarantee all natural and legal persons equal legal and other protection. Therefore, the security function, as one of the most visible functions of the state, belongs exclusively to the state and cannot be transferred to the citizens, nor can the state transfer the responsibility of state affairs to the citizens, which the concept of community policing propagates.

CRIMINAL CONTROL OF THE AREA

In order for the police to perform their function effectively, they must have control of the situation in the field. So the police must have all the necessary information on security movements in order to be able to respond preventively and then repressively to various security threats. In order for the police to have the necessary information for a successful work, they must be present in the field through their members as much as possible, preferably 24 hours a day. This presence is achieved through beat and patrol activities and, of course, through operational work by the criminal police.

The presence of uniformed police officers in the field is certainly the best form of preventive policing. The success of crime suppression does not solely depend on the detection of crimes and their perpetrators, which is commonly referred to as “effective repressive activity”. Success also depends on the suc-

cessful prevention of crimes by undertaking appropriate measures and actions to prevent their commission, by forestalling and prevention. The term “crime prevention” is understood much more broadly today than before, when police preventive actions were simply added to general prevention. Crime prevention contains a number of factors and various forms of action primarily aimed at eliminating those conditions that are conducive to the commission of criminal acts and crime in general. (Krstić, 2007, p. 52).

Prevention is an activity (action) that precedes the occurrence of an incident, that is, action prior to the commission of a criminal offense and the occurrence of its harmful (criminal) consequences. Therefore, the main aim of prevention is to prevent the commission of a criminal offense, that is, the occurrence of a harmful consequence. Prevention always represents a more socially justified, useful and humane activity. The police have the largest opportunity to conduct a direct preventive action (primarily uniformed police officers with their presence in the field) – they undertake certain activities which in essence represent control activities (Ninčić, 2019, p. 114). Generally, the notion of control means to oversee, inspect, supervise, look after someone or something (Vujaklija, 2004, p. 447). This term is related to different spheres of life and work (scientific, parliamentary control, labor control, external control...), but they all have one common characteristic – comparison. Although there are different types of control, they all have one thing in common – during control, the current actual state of something is compared (measured) with the state from a previous period. The goal of control is to determine the unfolding of a situation. In that sense, criminal control is based on monitoring criminal and other socially harmful phenomena or conditions within a specific area. Based on the monitoring “results”, the police learn about the existence of various forms of criminal behavior, that is, criminal offenses and possible perpetrators. The data collection process involves the use of different data collection techniques depending on the needs and “status” of the sources from which the data are collected, in other words, whether the data is publicly available or is so important to their “holders” that they intend to make it secret and inaccessible to a wider circle of users (Ninčić, 2019a, p. 83).

Although there are different methods of preventive action, the deterrent (intimidation) effect is used in all countries, which is achieved by the presence of police officers on the streets, patrols, special surveillance measures, the control of compliance with weapons and ammunition regulations, explosives and other hazardous materials, identification and travel documents. In some countries, prevention also means the monitoring of potential delinquents and reoffenders, warning and protection provided by the police to potential victims of crime, the designing and implementation of programs intended to protect citizens from crime (Miletić, 2003, p. 165).

Therefore, we can state that criminal control is an activity of organized surveillance of criminal environments, facilities and events in them, that is, persons prone to criminal and other forms of deviant behavior. By conducting

criminal control, information on pre-criminal conditions and situations, as well as on activities and mutual connections of persons with criminal tendencies is continuously collected. Having a larger portion of such information enables a fact-based prognosis and thus a more successful prevention of criminal activity and, of course, more efficient clarification of the crimes already committed.

Thus, criminal control is implemented in a specific area within the internal division of police work by applying appropriate methods and means to the objects of control. Each police station, as well as other police organizations, is in charge of a part of area and responsible for its security. The area they are responsible for must be “covered” with manpower and equipment in order to gain a constant insight into events that may be significant to the police and, of course, have an impact on the security situation. When police officers are present in the area they patrol, they should interact with citizens and observe all events interesting in the security sense from “close proximity” and have an opportunity to respond prior to the commission of a crime. In this way, they provide assistance to citizens, build trust and a quality foundation for all subsequent activities.

When looking at the entire police organization, it can be noticed that the primary police tasks are fully performed by uniformed patrol officers. They, as we know, make up the majority of a police service's personnel and, also, its least specialized part (from the point of view of the process of internal specialization). Their specific tasks mainly coincide with primary police tasks: patrol officers directly perform the tasks of maintaining public order and peace, protecting life, personal and property security of citizens, including crime prevention tasks, crime detection and the apprehension of perpetrators in cooperation with specialized services for crime suppression – and other activities in this domain (Milosavljević, 1997, p. 168).

The uniformed police, which make up the majority within the police organization, essentially represent the base of the police. Their role is, among other things, to monitor the state and movement of security phenomena through its presence in the field, gather information about all interesting events and send it to specialized organizational units for further processing. Although uniformed police officers deter potential perpetrators of crimes and misdemeanors from their intention by being present in the field, the fact remains that, if they are in the field, there can never be too many uniformed police officers within the Ministry of the Interior regardless of the number of them. And precisely by being in the field and by performing tasks within their competence, they achieve criminal control of the area in the best possible way.

CURRENT STATE IN REPUBLIKA SRPSKA

Police function, and thus criminal control of the area in Republika Srpska, has been performed by the Ministry of the Interior of Republika Srpska since

its inception. Police agencies formed during the past period at the level of joint institutions of BiH also undertake certain police activities in Republika Srpska, but considering the type of duties they perform (it primarily refers to the State Investigation and Protection Agency - SIPA), it can be stated that the police of Republika Srpska is a basic police organization. Since its formation, and especially following the war in BiH, it has actually continued to carry out police activities in accordance with the principles applied by the previous joint police organization, which was based on performing police work within the security sector, where foot patrols and patrol activities were conducted.

As already mentioned, in 2004, a pilot project “community policing” was introduced in the municipality of Prijedor, which was introduced as a new concept of policing in the Ministry of the Interior under the monitoring of international organizations a few years later, so it was expanded to include entire Republika Srpska. Of course, this “new” way of policing was included in the Rulebook on Internal Organization and Systematization of Workplaces, thus each police station received a “RPZ” police officer. The Rulebook treats community policing at all levels of the Republika Srpska police organization, from the lowest to the highest level. This lasted for ten years, then the 2017 Rulebook excluded jobs containing “community policing” in their names and again the emphasis was placed on the security sector and performing policing functions according to that principle.

During this period, when the concept of community policing was emphasized, police work in security sectors was rather neglected, including on-foot patrols and car patrols in terms of traditional policing. So, in practice, we had a combination of two concepts, which of course had negative connotations for the overall policing. Although the police always work in the community and with the community (citizens), this inevitably had certain negative connotations and abandoning the so-called new philosophy of policing will have positive effects in the future. After all, this new concept could not be implemented in our legal system, as it encroaches on certain competencies entrusted to the state exclusively, and cannot be entrusted to anyone else, not even to citizens.

The function of the police in society is extremely delicate. It is at the center of the problem of establishing a balance between governance as an essential function of the state, and citizens’ freedoms and rights. There is a famous remark made by Paul Valery in this regard: “If the state is strong, it crushes us. If it is weak, we perish” (Pušeljić, Jelenski, 2007, p. 7). The police are the best image of society. If society is violent, the police are violent. If society is corrupt, so are the police. The opposite is also true: if society is humane and tolerant, so are the police. Despite the best intentions, the state (government) always subdues those it protects. The negative psychological consequences caused by this subordination mainly affect the police (Mršić, 2016, 19).

Thus, since it turned out that community policing is not a concept of policing that can give the necessary results in our legal and police system, it was completely abandoned, and even though policing in security sector has been

present all this time through beat officers and patrol activities, a much stronger emphasis has been placed on this traditional concept now.

CONCLUSION

In seeking an answer to the question of what the police (should) actually do, there are two basic approaches. The first, normative, approach starts with the legal expression of the police function, that is, from the tasks of the police in the manner in which they are determined by valid regulations. This reduction of the police function to its formal-legal expression does not reveal the real role of the police in a society and the government system, as well as the reasons why something is determined by the law as the task of the police. The second, pragmatic, approach seeks to discover the essence of the police function in policing, that is, in what the police really do. In order to discover the essence of the police function, the connection between the police and the society where it should ensure that social order is abided by, on the one hand, and the police and political authorities, on the other hand, must be taken into account (Kešetović, 2000, p. 99).

Many scholars have addressed the following question: what do the police really do? For example, by analyzing some research, Josip Tulezi concluded that the most important feature of policing is the activity related to problem solving and decision making, and that the police is a public means of solving problems. For some kinds of problems encountered and faced by patrol officers there are, or there should be, designed guidelines to help them solve problems, all others are more or less unpredictable (Tulezi, 2000, p. 97).

Every state strives to establish and organize the police system in the most rational possible way and to be as functional as possible and to provide citizens with an appropriate security situation (favorable security environment). If the police system is irrationally organized, then it practically means (assumes) the non-functionality (or reduced functionality) of the police system as well (Šetka, 2016, p. 341). Whether the police will be able to ensure an adequate security situation depends on how they organize and carry out their duties and tasks. The function of work organization and management can be considered to the organization of work activities in a police organization aimed at finding the most suitable methods and means of work, determining specific tasks for each officer who participates in a particular activity and the deadline for the completion of a particular task in order to successfully realize the overall activity. The practice and experience of a large number of countries have shown that the most efficient way of performing police work is conditioned by the cooperation between the police and the citizens and organizations (Jovićić and Šetka, 2018, p. 220). This is a model of police behavior that has found its confirmation in practice in our country, through the police work in the security sector. By conducting beat policing and patrol activities in the security sector by uniformed police officers

and operational work by the criminal police, and, of course, in cooperation with the citizens, the criminal control of the area and solving security problems is most efficiently achieved.

Thus, as practice itself has shown, the concept of community policing is overestimated, and we should no longer spend time or money on this way of carrying out police tasks in the field, at least in our legal system. As we have already stated, it is also questionable legally, since the role of achieving security belongs to the state, so it cannot be shared with other actors in a society, nor can responsibility for the security situation be transferred to them. The task of the state is to achieve an order of peace so that classes and other social groups would not fight by force to exercise their special interests. To perform this function, the state must not only provide a monopoly of legitimate power, but also establish a legal order by which the state restricts the use of force and regulates the mutual relations of citizens and the relations between the citizens and the state. Once the state took on the role of resolving conflicts between individuals and groups, it became a legal institution in the true sense of the word (Jovičić, 2018, p. 42).

Finally, it remains to state that police work in the security sector, through conducting beat policing and patrol activities, is the most efficient way of working in the field, and that no matter how much society changes through overall development, it seems that it will remain an unsurpassed way of criminal control. Of course, there is no successful police work in the field without a quality and close cooperation with citizens, and it is the work in the security sector that enables this cooperation in the general interest.

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