

# Police Reform

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OSCE Developments in Serbia and Montenegro

Law Enforcement  
Department

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There are now  
1600 female  
officers in  
Serbia, almost  
10% of the  
uniformed  
branch



## Women in the Police - the Changing Face of the Service

Probably the most refreshing reform undertaken by the police in Serbia over the last two years is the introduction of female uniformed officers. Up until last year women in the police have always been behind the scenes. They were administrators and assistants working alongside uniformed officers who were all male. Captain Milica Markovic is one of the pioneers of female policing in Serbia. Markovic was 37 years old when she decided she wanted to advance her career in the police by attending the Police College. *'It was not easy'*, she says, *'I had to pass stringent physical tests'*. After graduating in 1986 Captain Markovic rose in police management within the male dominated Uniform Police Directorate in Belgrade. However she was never introduced to the front-line in policing. Female patrol officers on the streets of Serbia were not an option until 2002, when the idea became part of the vision for a more representative police service.

Officer Dragana Stevanovic is part of the new policing generation in Serbia. She joined the police in 2002 after completing a Degree in Special Education at the University of Belgrade. *'I was accepted into the police along with 750 other women and given an accelerated training course identical to that given to male police officers'*. Recruited as part of a new policy to place women into a more central and visible role, Officer Stevanovic was interested in working with troubled young people and saw the police as the ideal medium through which she could realise her ambitions. *"Once I started working here in Belgrade though I found the work very rewarding and my perspectives changed a little. Other aspects of policing interest me now.'* When she finished training in September 2002 she began to work in the Operations Centre in a police station in Belgrade, taking emergency calls and dispatching police units in response to crisis situations. *'Women'* she smiles, *'are better communicators than men. We are more patient and people are more willing to trust us'*.

Another witness to this new attitude towards the role of women in policing is Tijana Surlan, an Assistant Professor in the Police Academy. In 2002 thirty-three women were admitted to the Academy which provides the Serbian Ministry of the Interior with highly educated police graduates prepared for police management. When these officers graduate in two years they will be take up important management positions within the police. According to Ms. Sulan, *'This will have a huge impact on policing in this country. It will mean that every year over 30% of graduates will be female, bringing valuable qualities to police leadership.'*

Having been a male environment for such a long time, policing in Serbia is currently adjusting to the introduction of female police officers. Without doubt the introduction of female officers is an important structural change. However, this change must be accompanied by a change in the culture of policing. Women in the police are under immense pressure to prove themselves. Their male colleagues, unused to female officers, are sometimes sceptical of their ability. Captain Markovic claims that change is inevitable, *'When I started there were people who couldn't understand what women were doing in uniform, but very soon our value recognised'*.

## Editorial

Welcome to the 3<sup>rd</sup> issue of *Police Reform* which will focus on developments in the area of police education and training. As the determining factor for defining the future culture of the police service, the importance of police education and training to the police reform process is clear. Introducing recruits to modern policing principles and curricula in line with human rights standards and international norms during basic training will cement attitudes and behaviour at a critical juncture. Meanwhile, improved training and career development opportunities will make the job more attractive, in turn attracting more and better quality recruits and contributing to a more professional service.

As part of this, we have an article by Dr Predrag Illic, Assistant Minister for Police Education in the Serbian Ministry of Interior, on the future of police education in Serbia. In addition, and illustrative of one of the most refreshing reforms made by the police over the last few years, we have interviewed three women in the police service and asked them for their experiences of policing in Serbia.

Finally, as part of our series of interviews with key policy makers we have an interview with Milan Filipovic, Minister of the Interior in Montenegro, in which he comments on future problems and prospects for police reform in Montenegro.

Unfortunately this issue marks my final month as the Head of the OSCE's Law Enforcement Department. I am handing over to Roger Berg, an experienced career police officer with a number of years of experience in the Balkans. He has also worked as a criminal and internal affairs investigator and, most recently, was the coordinator of Norwegian international police assistance. I would like to take this opportunity to thank all of my colleagues in the Ministries of Interior in Serbia and Montenegro and wish them, and Roger, all the best with their future efforts in the area of police reform!

**Tor Tanke Holm**

Head of Law Enforcement Department  
OSCE Mission to Serbia and Montenegro

## Interview with Milan Filipović

Minister of Interior of the Republic of Montenegro



Honour guard composed of Danilovgrad Police School Cadets

The  
Minister  
of Interior  
talks  
about  
police  
reform in  
Montenegro

### **What is the goal of police reform in Montenegro and what are the priorities?**

The fundamental principles on which we have based our police reform process are respect of human rights, depolitisation, decentralisation, appropriate training of personnel, accountability, efficient internal control, international cooperation of police and harmonisation with modern democratic values. The goal is to create a safe and secure society. With this in mind, we have worked intensively on identifying the corner stones of police reform, with the following emerging as priorities:

- Devising mechanisms for control of policing (parliamentary & civic oversight and internal control)
- Harmonising legislation according to international standards
- The systematic and continuous training of police officers
- Transforming the State Security Agency into a public service and
- Building confidence in the police through transparent policing

### **In your opinion, what achievements have been made in the Ministry of Interior since you were appointed Minister?**

Reform within the Ministry of Interior began before I was appointed Minister of Interior. However one of the most significant recent achievements is the intensive training police officers now receive. I also find satisfaction in the fact that two excellent draft laws (the Law on Police and the Law on The State Security Agency) have been prepared, with the assistance of international and domestic experts, and submitted to the Parliament. These laws will serve as a legal framework for the continuation of reform within the ministry.

In general a reform-oriented mindset is now noticeably present among the senior staff and other members of the Ministry. This trend is increasing, and is an important precondition for the practical implementation of procedural legislation that regulates policing. We have already been able to establish an internal unit for monitoring the legality of police work and use of police authority. The unit investigates any cases of possible overstepping of authority. The Criminal Investigation Police is also increasingly successful in combating all forms of crime, and pays special attention to organised crime. We have also formed a separate Department for Suppression of Organized Crime. Fundamentally we also have a very close and co-operative working relationship with international organisations. This has in turn helped us improve police cooperation in the region. These are some of the results that lay out a good foundation for the future success of the reform in the Ministry of Interior of Montenegro.

**Do you believe that there exists the necessary political will for making the difficult decisions that will need to be made in the future in the reform of the police in Montenegro?**





The celebration of Ministry of Interior Day in Zlatica camp



There's no doubt that the political will exists to make the decisions necessary to propel the police reform process forward. However, it remains a reality that delays are to a degree inevitable (for instance delays in the adoption of laws) as a result of certain differences of opinion within the ruling coalition. But these are more a result of partial political interests rather than strategic differences about the necessity of reform and ways in which it should go.

**Recently you have stated that you would resign if the Law on Police is not adopted. Is this an indication that you feel constrained in your attempts to reform the police in Montenegro?**

I am strongly convinced that the existing dispute between the ruling coalition who have authority to appoint the senior staff in the police on the one hand, and the National Security Agency on the other, can be resolved prior to the finalisation of the draft Laws on Police and on the National Security Agency. However, if amendments are presented at the last minute, and if the talks about them are conducted in an atmosphere of mutual distrust and exclusiveness, then it's difficult to find common ground. I see in that a lack of concern about whether reform should continue as expediently and successfully as possible, and both elements are equally important for the Ministry of Interior to be effective.

**Do you see any other obstacles to the reform of the police in Montenegro?**

It is to be expected that any changes in work practices, especially if they are as radical as the reform of police is, will cause some opposition. Opposition may range from a lack of political will within society to see the reforms genuinely succeed, to an active or passive resistance of certain aspects of the reforms by individuals or particular interests. Another obstacle to the reform process is the poor financial circumstances of police officers and the lack of adequate technical equipment which would facilitate more effective policing. Criminals are certainly not looking forward to improvements in policing, and neither are some other groups, who will have to adjust their dubious business activities according to the Law. They, as well as other similar groups, will wish to at least slow down the process of reform, even if they cannot stop it.

**In what way can the international community assist with the process?**

The international community is already assisting through the provision of expert assistance in developing new laws, providing education for our staff by their experts, and by providing donations for this purpose, as well as for other purposes (for example technical equipment for border crossings and the criminal investigation). All these tasks will require continuous work in the future. As the present situation is still not satisfactory we are therefore counting on further expert and material support from the international community in our efforts to organise our police according to the highest international standards. We have a special commitment to keep our borders well guarded against the infusion of any form of crime, especially organised crime which is a problem in the region, but at the same time keep them open for traffic of people, goods and capital.

Two graduates of the Danilovgrad Police School



## Latest updates from Montenegro

### Border Policing

The beginning of July saw the commencement of the UK-funded IMMPACT Training project in Montenegro. This project aims to provide specialist immigration training to border police officers in Montenegro. The training is provided by a mobile training team consisting of experienced experts from the UK Immigration service. The training, which is being delivered at the Police High School in Danilovgrad, focuses on developing skills and knowledge in the areas of interviewing and profiling techniques, document tampering and forgery detection, as well as anti-trafficking techniques. By the end of November, when the training is completed, approximately 500 border police officers from three key border crossings in Montenegro (the Port of Bar, Podgorica Airport and Debeli Brijeg) will have received the training.

Also in the area of border policing, in September the Border Policing Co-ordination Roundtable for Montenegro was held. The roundtable is designed to co-ordinate international assistance in the areas of policing, border management and migration control in Montenegro, and to ensure a focus on relevant areas of priority. The roundtable was chaired by the OSCE and included representatives of the Montenegrin Ministry of Interior, the US Consulate in Podgorica, the United States Agency for International Development (USAID), the International Organization for Migration (IOM), the EU/UK IMMPACT Project Team, Customs and Fiscal Assistance Office (CAFAO), and the European Agency for Reconstruction (EAR). Separately, at the end of October, the OSCE will co-ordinate a regional conference on border policing between Montenegro and Albania to discuss regional strategy and co-operation.

### Police Education

By the end of October 1320 patrol and border police officers will have completed the Police Development Course since the start of programme in February 2003. The course, held in Danilovgrad, is an in-service training programme that seeks to build on the existing skills and knowledge of officers. Separately, on 25th August, for the first time since the Trainer Development Course (TDC) was launched, three police officers from Montenegro joined their colleagues from Serbia at the fifth training session for future police trainers at the Advanced Police Training Centre in Zemun, Belgrade. This project aims to achieve a sustainable system of police education in Serbia and Montenegro by enabling domestic police trainers to take over the training in existing police education institutions from the OSCE. In a first step towards realizing this goal, on 13th October the first Montenegrin police officers that attended the TDC started delivering training to students at the Danilovgrad Police High School under the guidance of OSCE mentors.

## Focus on

# The Reform of Police Education in the Republic of Serbia

By **Dr Predrag Ilić**,

*Assistant Minister of Interior, Republic of Serbia*

Both the domestic and international public are familiar with the fact that very soon after the changes in 2002 a profound and far-reaching reform process was initiated by the Ministry of Interior of the Republic of Serbia. The reform of police education and training emerged as one of the priorities of the police reform process. This is why a comprehensive review of the condition of the police education system was initiated and, following on from this, a programme designed to overcome the weaknesses and problems which had been identified.

### Reforming curricula

Although the long-term effects of the reforms in the police education system will only be apparent in a few years time, we can already see numerous positive

## Our ambition is that in the future this system should evolve into an educational and research centre of excellence in Europe.

results stemming from our reform endeavours. For example, the curricula of police schools has been purged of the ideological, political and militarised elements which were inherited from the previous regime. Indeed, the police education curricula has been comprehensively modernised through the introduction of new content and topics compatible with international policing methodologies and ethics. In addition to that, we have started linking policing training to the policing realities in Serbia and eliminating from curriculums redundant and unnecessary theory. During the last two years, in the cooperation with the OSCE, the Council of Europe, and other international and local organisations, our Ministry has organised a number of courses and seminars for police officers and other ministry personnel. These include a training course for the multi-ethnic police element in southern Serbia, community police training, a Modern Police Training Course in Serbia and Montenegro, and, based in Belgrade, the Trainer Development Course. The aim of the latter is to develop a permanent core of training skills and expertise within the police service. Meanwhile we have also organised for the first time courses for female police officers. As a result in just two years we have increased the number of women in the uniformed police by 200%. Additionally, last year saw the first generation of female students to be enrolled at the Police Academy in Belgrade.



# Police

Dr Predrag Ilić and Tor Tanke Holm, Head of OSCE's Law Enforcement Department at the TDC graduation ceremony



### Challenges ahead

At the same time, serious work has started on modernising teaching methods. Efforts are also being made towards improving the equipment and infrastructure of police schools and other training centers. Furthermore we have significantly improved our cooperation with schools and universities that are not part of MoI, as well as with foreign police educational institutions. Special attention is being paid towards establishing a unified system of police education in the Republic of Serbia and eliminating the organisational deficiencies and inefficiency. Recently a training centre with sub-

centers in different regions of Serbia was formed alongside existing police educational institutions. A new draft Law on Police Education has also been prepared to provide an improved legislative framework for reforms.

### Our goal

What we have achieved to date is only the start of what is a continuous and long-term process aimed at implementing effective and permanent reform and internal development. Significantly we are not confining police education reform solely to the elimination of the deficiencies identified in its past functioning. While working on these issues, we also want to create a modern, cost-effective and efficient educational system and in-service training scheme for ministry personnel. We want this system to produce personnel who are sufficiently capable and motivated to implement the new vision and mission of our ministry. This vision aims to ensure that future governments serve their citizens, by creating the preconditions necessary for the stabilisation of our democratic society, for the development of a sound market economy and the maximal protection of human rights and freedoms. Moreover, we do not hide our ambition that in the future this system should evolve into an educational and research centre of excellence within Europe that could educate and train not only ministry personnel, but also the personnel of police services from the whole of South East Europe. ■





# Education

## The OSCE's Trainer Development Course - Ensuring Sustainable Police Reform

Enhancing police education and training in Serbia is essential if the police service is to become a modern and effective force which operates in line with international policing norms. Indeed, police education is the determining factor in defining the future culture of the police service. Introducing new recruits to policing principles and curricula in line with human rights standards can cement attitudes and behaviour at a critical juncture.

For assistance in police education to be sustainable, it is important that the provision of modern training methodologies and curricula form the core of the police service's training activities. One of the most significant developments in the area of police education development over the last year has therefore been the introduction of the OSCE's Trainer Development Course (TDC). This is a six-week intensive course, the aim of which is the development of an internal training capacity within the police service.

The course covers the principles of adult learning, methods of instruction, the design and use of effective training aids, handling problem situations, and testing, evaluation and presentational skills. *"This*



Management and Supervision Course's Graduates at APTC.

*is exactly the type of training that we the OSCE and the international community should be focusing on,"* says Nick Waterschoot Head of the Education Development Unit within the OSCE's Law Enforcement Department. *"By focusing on providing a modern and internationally validated curricula on training skills and methodologies it allows for long-term sustainability of the training whilst also ensuring that the Serbian and Montenegrin authorities have ownership of the process."*

### The trainers of the future

The course, which is being held at the OSCE's Advanced Police Training Centre (APTC) in Belgrade, is creating a cadre of professional trainers with the necessary training in modern teaching methodology. As one graduate, Tijana Surla, explains: *"This kind of training is something new. The opportunity it provided to analyse methodologies, identify key subjects and learn presentation and training skills was very valuable and has allowed me to learn and prepare myself as a future trainer."*

The current cycle of this course brings together trainers from both the Serbian and Montenegrin police services. It is expected that trainers who graduate from the TDC will join the training teams in one of the three training sites the OSCE is currently running in Serbia and Montenegro for a period of practical experience. This will allow the trainers to develop and fine-tune the skills they have learned during the TDC. Eventually it is anticipated that responsibility for OSCE police training courses will be taken over by domestic trainers who have graduated from the TDC. In Montenegro the first police officers that attended the TDC have already started delivering training to students at Danilovgrad Police School under the guidance of OSCE mentors. The sixth class of the TDC started on 6th October and will last until 14th November.

Police education is the determining factor in defining the future culture of the police service.



## News&Notices

### Police Education

On 17th September the graduation ceremony of the third Management and Supervision Training course was held at the OSCE's Advanced Police Training Center in Zemun, Belgrade. This three week long course was delivered by a local training agency and was supported by the Canadian International Development Agency (CIDA) under the supervision of the OSCE. The aim of the course was to help develop the Serbian Ministry of Interior's internal management capability. In total thirty senior police officers from the Ministry of Interior attended the course which covered topics including time management, leadership skills, project management, negotiation skills, and conflict resolution. The graduation was attended by Dr Predrag Illic, Assistant Minister of Interior, the OSCE and Canadian Ambassadors, as well as by representatives of CIDA and the Ministry of Interior.

On 22nd August three hundred and sixty one students graduated from the four-month training course for female police officers in Kula, Serbia. This was the third basic police course organized for female students since 2002, when the Serbian Ministry of Interior adopted the OSCE's recommendation to introduce more female officers into the police service.



### Organised Crime

On the 28th October the OSCE facilitated the formal handover of IT equipment to the Serbian Ministry of Interior's Organised Crime Directorate (OCD). This is part of the OSCE's efforts to assist the OCD with improving its IT and information management capabilities. The provision of this equipment has been funded by the German government and the ceremony was attended by Dusan Mihajlovic, the Minister of Interior of the Republic of Serbia and the Ambassador of OSCE Mission to Serbia and Montenegro. Specialist training on the new system for a selected number of IT personnel in the Ministry, facilitated by the OSCE, has been completed. This constitutes the first phase of a project aimed at significantly enhancing the functioning of the OCD, and by extension improve regional co-operation and

the exchange of information, by creating modern IT infrastructure capable of storing and processing large amounts of information.

### War Crimes Investigation

On 8th September, on behalf of the OSCE Law Enforcement Department, a Norwegian investigative team started an assessment into the Serbian Ministry of Interior's capacity to investigate war crimes. As part of this assessment the team met with the Minister of Justice, representatives of the War Crimes Unit in the Organised Crime Directorate, the Special Prosecutor for war crimes and interested local and international NGOs. With the assessment completed the investigative team has produced a report with recommendations detailing future needs, capabilities and policies.

## Upcoming Activities

### Accountability and Oversight

In November the OSCE is organising two events designed to assist Serbia with its development of effective oversight mechanisms for the police and security services. For the first, members of the Serbian National Assembly's Security and Defence Committee will undertake a study visit to London in order to meet their counterparts in the British Parliament, as well as other actors connected to the issue of oversight and accountability of the police and security services, such as the UK's Police Complaints Authority and members of the London Metropolitan Police's internal affairs unit. The visit, funded by the Geneva Centre for the Democratic Control of Armed Forces (DCAF), will allow committee members to learn about the work of committees in other countries, as well as how police oversight and internal affairs is practised.

Separately, the OSCE is also organising a two-day conference on External and Internal Oversight of the police. The conference will enable Serbia's parliamentary committees on Security and Defence, and members of the Ministry of Interior's new Inspector General's Office, to meet foreign experts and agree on a strategic plan to ensure best practice in police internal affairs and external oversight.

### Community Policing

In October community policing training was officially launched in south Serbia. The goal of this project, as described in the last issue of this newsletter, is to develop a cooperative partnership between the police service and the public. The OSCE is coordinating different international community policing projects on a national level but, through this project, plans to place a particular focus on south Serbia. The objective is to train police officers who will be posted to police stations to act as community policing mentors to their colleagues. Separate training will also be provided to members of the media and local community groups and local government officials.

### Strategic Management Training in Montenegro

As part of the Montenegrin Ministry of Interior's obligations under an agreement with the Southeast Europe Police Chiefs Association (SEPCA), the OSCE has agreed to assist the Montenegrin Ministry of Interior in the development and subsequent implementation of a holistic strategic plan for the Ministry. As part of this, at the end of October, the OSCE will commence initial training in strategic planning for selected personnel from the Montenegrin Ministry of Interior. The training course is designed for senior and experienced officers who have been tasked with writing a strategic development plan. Since the concept of strategic planning is new to the Ministry and this is the first time that it is undertaking such a task, the first stage of this project will involve instruction in concepts and methods of strategic planning such as environmental scanning, SWOT analysis and action plans. This project will continue in November when the OSCE, in co-ordination with the Royal Canadian Mounted Police, will undertake a strategic planning workshop for senior managers. A similar project is already underway in Serbia.