

ORGANIZATIONAL ASPECTS OF THE POLICE SYSTEM IN THE FIGHT AGAINST TERRORISM

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Abstract: Successful combating terrorism as the most current security problem is conditioned by the adequate organization of police system. It is necessary that the entire police system, as well as entire state security system keep one step ahead of modern terrorism as much as possible. It requires security services to use all available agencies in their work in order to notice security threats in time, have all the necessary information serving to efficient prevention and repressive actions against terrorism. As much diligence put in combating it, terrorism is today a global threat and it cannot be ever exterminated. However the role of entire security system is to downscale it to the smallest forms possible. We must realize that there is no efficient combat against terrorism without cooperation and coordination among different police and security services on international level.

Keywords: *police system, organization, police, security system, terrorism, coordination, terrorist threat, security services.*

INTRODUCTION

Besides being the problem of nation states, terrorism represents one of the most explicit (if not the most explicit) jeopardy for the global security. Terrorism can be discussed in different ways and observed from various aspects, but certainly the most significant is that terrorism became a global security threat to the entire world. This stems from the reason that terrorism is one of the most dangerous forms of threatening state security, security of region, and therefore entire international community.

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It is crucial to notice terrorist indications in time and therefore it is a necessity for every state police and security system to be “a step ahead” of modern terrorism, as much as it is possible in counter-terrorist combat. Security services should use all available means in performing their duties with the aim to timely scan security threats and gather necessary information in order to have the most efficient preventive activity. Certainly, if preventive measures do not produce expected results, the gathered information should be incorporated in the repressive activity of the responsible state authorities.

If we analyze the global terrorist activities in the previous 30 years, we can see that the attacks are getting deadlier and the number of terrorist attacks (with large numbers of casualties) increases. However, tactics remained intact: bomb and suicide attacks, armed assaults, assassination attempts and kidnappings are still mostly applied. The suicide terrorism is going through expansion on daily basis with suicide attacks around the world. Upon analyzing the direct casualty by regions, it can be found that Europe, Latin America and Middle East have the highest rate of terrorist threats. Such trending is continued in the first two decades of this century, which resulted in hundreds of terrorist operations in the world (Sikman, 2009:15).

After terrorist attacks in Paris (November 13th, 2015), Brussels (March 22nd, 2016) and Nice (July 14th, 2016), it became clear that terrorism is one of the largest issues of modern day world and that terrorist organizations are the most dangerous adversaries of modern states. Terrorists have no limits or rules and they are gaining many new supporters, i.e. people that see terrorism as the only way to fight for rights they believe are taken away from them. There is an undoubted conscience of the seriousness of this problem, but there is still no international consensus on the questions of terrorism and which organizations should be considered terrorist.

THE IDEA AND HISTORICAL DEVELOPMENT OF TERRORISM

Roman philosopher Seneca said once that “human is every day in danger of another human”. In a way it can verify that terrorism as a phenomenon is founded in ancient times and is present throughout history. Robert A. Friedlander claims that individual terrorist acts are motivated by personal and political passions and known since ancient times since murders and violence were methods of radical changes. He also distinguishes group terrorism as a political tool which was originally used by Islamic armed groups. They are widely known as the Ismaili order of Assassins, first armed terrorist groups in history (Gacinovic, 2005:15-16).

It is not easy to determine terrorism itself as it is a complex phenomenon with a multitude of forms which makes hard to define it even for the most persistent and qualified researchers. As we are all aware, it has always been easier to define static than dynamic appearances. The dynamic ones are conditioned by a plethora of different factors and appear in various forms. It is clear that there are numerous deep-rooted yet unclear (not to mention how contradictory and colloquial) ideas of terrorism. For the sake of this essay, let's point out the definition by the US Department of Defense from 2000: “the unlawful use of violence or threat of violence to instill fear and coerce governments or societies. Terrorism is often motivated by religious, political, or other ideological beliefs and committed in the pursuit of goals that are usually political.” The US State Department has the following definition of terrorism from 1984: “premeditated, politically motivated violence perpetrated against noncombatant targets by sub-national groups or clandestine agents.” This is one of the rare administrative definitions which define participants – subjects of terrorism and exclusively as non-state participants. This



definition is very influential in the world of administrative definitions so in practice it negates almost every other definition that sees the state as the participant in the act of terrorism. The UK Government defines terrorism as “the use or threat or action designed to influence the government or to intimidate the public or a section of the public for the purpose of advancing a political, religious or ideological cause” (Simeunovic, 2009:17-43).

According to professor Milo Boskovic, terrorism entails doctrine, methodology and agency of provoking fear and insecurity among citizens with the systematic use of violence in order to achieve certain, mostly political goals. Motives of terrorism are commonly political, but they can also be purely based on criminal. In political sense, terrorism is systematic organized violence over a passive subject with the aim to keep the subject in the condition of political subjugation, causing public distrust in order and authority, or extracting political concessions. In criminal sense, terrorism is related to gaining profits out of the terrorist activity such as: armed thefts, taking hostages, blackmails, setting explosives, threats to blow up an object, burning down companies, hotels, shopping malls, ruining vehicles etc. (Boskovic, 2015:528).

Another interesting viewpoint comes from professor Vukadinovic who sees terrorism “not a form of guerilla warfare neither political nor ideological movement. On the contrary, certain groups with political, philosophical or religious belief use it as a methodology of destabilization of a certain country or region in order to promote religious, extremist, radical Marxist, racist or fascist belief” (Vukadinovic, 2004:205).

So terrorism appears in the ancient times of human history and endures through different forms up until today. Since its beginning it manifested through assassinations of emperors, kings, military leaders and statesmen of different level, setting explosive devices, kidnapping, etc. Throughout human history, people applied different tactics and methodology of terror.

Even in years BC, assassination attempts on the political leaders of the time were organized and even glorified. Persia and Assyria were ravaged by fear and panic caused by many assassination attempts. During the French Revolution in 18th Century, Robespierre applied terrorist tactics in order to destroy the majority of French aristocracy (around 40.000 people) and most of them ended up under guillotine (Stajic, 2008:32).

During the American Revolution, terrorism was performed against the British army and their supporters among the local population. It is also important to mention terrorist activities from the late 19th century and the first decades of 20th century in the Tsarist Russia. The majority of those terrorist groups were motivated by fight for freedom of colonial slavery, i.e. “struggle for national liberation” (Stajic, 2008:33).

After the WW2, terrorism became important factor of subversive activity in many newly formed states, as a substitute for struggle against the autocratic regimes, and many would say that trend continued till today. Modern terrorism expanded between 1950 and 1970, when the violent acts for political aims or social awakening became popular strategy. In the final decades of the 20th century, terrorism expanded beyond national borders and as such became important expression of political stance and the international problem. Because of all that, terrorism must be confronted simultaneously by military and police tactics, politics, financial, scientific and other aspects of counter-terrorism (Stajic, 2008:36).

Nevertheless, terrorism is increasing since the Cold War ended, so the warning of analysts that a real danger lures and can lead the world into the epoch of terror should not be neglected. Terrorism would be the greatest threat to security of states, region and international community. If we analyze the global terrorist activities in the previous 30 years, we can see that the attacks are getting deadlier and



the number of terrorist attacks (with large numbers of casualties) increases. So threat to the modern world is big but the very same world still does not have adequate answer to it, i.e. adequate system of counter-terrorism and protection.

Although terrorism exists through entire historical development, and studied as such, definitions of terrorism can also be changed in the new era. Today under terrorism we consider large, independent and self-sufficient groups, religious fanatics using violence and violent groups terrorizing everyone who is different. All of them fight for a certain political goal, liberation of some people, territory or country (Galijasevic, 2012:16).

SECURITY THREATS: TERRORIST ACTIVITIES

Terrorism represents a social phenomenon seen as a completely new thing, considering how it appears on the outside. If we disregard what is currently the greatest problem of humankind, i.e. COVID-19 pandemic, terrorism remains security problem no. 1. Basic characteristic of terrorism is its global character, i.e. possibility of jeopardizing in any country, anytime and anywhere on Earth.

Terrorist activities jeopardize individual security faced with concrete terrorist act, but also the security of nation states where the acts occur. National security is a synthesis of society and state security as well as its participation in the international and global security. It is a certain condition of protection of vital values of society and state, which is achieved by functionality of state and inter-state sector of national security system. So the object of national security as a scientific discipline represents the security of state and society, i.e. the achievement, maintenance, development and protection of vital values and interests from various threats, outside or inside. More specifically, the objects of national security are appearances of jeopardizing vital referent values of state and society, then their function, organization and system by which the state and society protect the individual values, state values, social values or international values (Mijalkovic, 2009:21).

Performing a terrorist act in order to kill, kidnap or physically or mentally harm a selected person (assassination attempt on state official, e.g.) is something terrorists use to spread panic and fear and put pressure on the surrounding of the victim, breed insecurity and force the indirect victim to unconditionally submit to their demands for the purpose of their political agenda. The victim that is directly assaulted is usually secondary victim, and the one attacked indirectly (state, government, e.g.) is in fact the primary target of the terrorist act.

Negative effects of terrorism manifest through at least three dimensions of state and social life. Human, economic and security (in narrower sense): human dimension refers to violation of human rights of many direct and indirect victims of terrorism. The problem is larger since many states still do not have strategies established for prevention and combating terrorism, protection of human rights of potential and actual victims which leads to their victimization. Dimension of economy refers to the effects terrorism leaves on the transition in economy which is one of its causes and conditions of its inception. The security dimension refers to the jeopardizing of national security by slowing down the process of democratization of the so-called "transition societies", subverting democratic institutions and rule of law, as well as creating numerous social-economic problems. Weak and corrupt state institutions and inadequate legislation disable successful confrontation to this issue which in the end leads to national security being endangered from within and outside (Milasinovic, Mijalkovic, 2011:8).



It is undeniable that the essence of terrorism is intimidation for the purpose of developing the sense of insecurity and anxiety. It could also be claimed that terrorism is a kind of war, yet unlike classical war, this is unique by the use of weapon force against aims which would not be directed at during the regular war. Also its results are far different from the traditional war necessities. The final goal and product of terrorism always is fear. For Charles W. Kegley, "causing fear" is the main aspect of terrorism; it is like a publicity stunt to get people's attention and gain sympathies for their terrorist goals and the death of great number of people, as we witnessed on September 11.

Thomas Homer-Dixon claims that "Complex terrorism is particularly effective if its goal is not a specific strategic or political end, but simply the creation of widespread fear, panic, and economic disruption. This more general objective grants terrorists much more latitude in their choice of targets" (Homer-Dixon, 2002:52-62).

Other than fear and publicity, innocent victims are the important element of terrorism. The choice of innocent civilians as targets portrays the lack of morality among the protagonists of terror. "Terrorism defies moral norms of war by choosing and accepting to kill innocent rather than finding a way to avoid them being harmed" (Johnson, 2003:224-225).

Brian Jenkins focuses on the desire for maximum publicity and provoking short-term and long-term psychological effects. That goes beyond political gain and innocent civilian victims. "Experts agree that Terrorism is a politically motivated tactic involving the threat or use of force or violence in which the pursuit of publicity plays a significant role. It is merciless and completely is discord with humanitarian norms" (Laqueur, 2003:151).

ELEMENTS OF NATIONAL SECURITY SYSTEM IN COUNTER-TERRORISM

As a concept, security is very controversial and it is almost impossible to find agreement about its meaning. And the greatest disagreements stem from the values these opinions aim to defend (physical and property security, political independence, territorial integrity, international peace, etc.) and the main object of protection (citizen, individual, state, international community, social security, financial system, ecology, etc.).

National security today includes security of the society and security of the state, but also their participation in obligations of international and global security. It involves a certain condition of protection of their vital interests and values which is optimized by the function of military, police and civilian, state and private sector of the national security and legal system, with relying on many aspects of international cooperation in the field of security. For "outside" directions, elements of security are armed forces, that is, army and intelligence services, which also rely on norms of international cooperation as much as they do within the country (Dragisic, 2009:163-164).

Different authors have different approach in defining system of national security, and the one given by professor Ljubomir Stajic seems acceptable: "If we would like to define the security system we could say it is a form of organization and functionality in implementation of acts and plans for prevention and repression and all in order to preserve sovereignty and integrity of the state, in its Constitution order, freedoms and rights of people, as well as all other social and international values from any form of danger" (Stajic, 2005:67).



National security of each country stems from the politics of national security. Being the core function of the state system, security represents its top interest and precondition for normal way of life. Entities at all levels of security - individuals, societies, states, and the international community - participate in the protection of national security. States still have all resources for the protection of all levels of security against most challenges, risks and threats.

For the sake of this essay we will focus on the police as the unavoidable element of security in prevention of all forms of threatening every country's system. Of course it has important role in counter-terrorism, although usually other services have advantage in that sector (intelligence services, e.g.). This may be especially interesting for Bosnia and Herzegovina, having in mind all the problems of organization and functionality of the entire state apparatus, not to mention security and police system of this country.

Assignments and roles of police in modern society are numerous and various. They are directed towards interests of all citizens and entire society as well as on the interests of the state apparatus and political organization of society. Therefore, we conclude that the role of police in modern society is very complex, not just formally but also in variety and multitude of police tasks. The most important segment is intersection of various police tasks. We can then accept the thesis that police role in democratic society is the product of many compromises among the conflicted principles and ideas (Milosavljevic, 1997:125).

Police was highly important for every state since its foundation. Through the historical development of state and society, the role of police was shifting towards stronger position. It led to the special emphasis within the modern society on the protection of citizens' interests. We need to be aware of the fact that contemporary police development brings more assignments and increase in numbers. Our country is an obvious example of that, as well as other countries in the nearest surrounding (Jovicic, Setka, 2018:40).

Police has a significant role in counter-terrorism, especially in present-day Bosnia and Herzegovina. The reason for that is that in comparison to other agencies in Bosnia and Herzegovina, police system is the best organized. Police have local organization units that based on work of their police stations and precincts in municipalities get to be the most visible state authority. Only other security agencies are nowhere near as accepted by citizens as is police. It is another reason to dedicate full attention to the organization of police system and police agencies. Only when well organized can the police system be functional in resolving security issues.

Creation of police system in one country represents complex and responsible work dependent on many factors. Very important aspect is territorial organization of country, political system, inner relations (especially in multinational states) and tradition of police organization. On the other hand, if in a country there are two or more police organizations, each of which is subjected to special centers (controls) which are autonomous - in that case it is a model of a complex police system. The coordinated model of complex police system is more present in Bosnia and Herzegovina and one could say it is a typical structure of modern police organizations. It is of high importance how data is shared among police agencies.

When creating police system all important elements must be analyzed (element that police organization depends on). After this analysis, the most functional police system must be established on a rational level and it will be accepted by citizens in practice. Unfortunately, that is not the case for Bosnia and Herzegovina, and many indicators show low rate of efficiency. This is a real problem because such police system can hardly be successful against terrorism.

How the police system is efficient in their work (fighting crime) can best be illustrated by the indicators of the state of crime in Bosnia and Herzegovina for the period between 2007 and 2013. "In the



reporting period all prosecutors in Bosnia and Herzegovina received a total of 256,888 applications from all police agencies, out of which 182,430 cases ordered an investigation, which means that 74,458 or 28.98% (almost one third) of applications was dismissed as unfounded and not at all ordered an investigation. Furthermore, although the investigation was ordered in 182,430 cases, it is not a prosecution in 45,830, or 25.12% of cases (more than a quarter). This means that almost a third of cases were not prosecuted. If we look at these indicators, then there is information that the verdict of 51.892 or 28.44% less compared to the ordered an investigation, or the 126,350 or 49.18% less in relation to the applications that have been received prosecution in Bosnia and Herzegovina. Only half of it is processed, which points to two facts. First, that there is something wrong with the quality of police work, and second, that the cooperation between law enforcement agencies and prosecutors' offices is on a sufficiently high level. (Setka, 2016:315).

After conducting the research within the police system in Bosnia and Herzegovina (the survey did not include all levels of the police system, i.e. eight police agencies, a sample was 740 respondents - police officers), we came to a large number of indicators on the current state of the functionality of the police system. On this occasion we would like to mention just an answer to one question, which most strikingly illustrates the efficiency and functionality of the police system. To the question: "Could police structures in Bosnia and Herzegovina, organized the way they are, respond to the most complex forms of endangering security?", the largest number of respondents, 61.2%, believe that such organized police structure in Bosnia and Herzegovina can only partially respond to most complex forms and types of threats to security. They are 10.5% of respondents who believe that such an organized police structure in Bosnia and Herzegovina is not able to respond to the most complex forms and types of threats to security. These results led to the notion that such an organized police structure in Bosnia and Herzegovina is not able to respond to the most complex shapes and forms compromising security (Setka, 2016a:268). These results point us directly to our claim that current police system in Bosnia and Herzegovina is not able to efficiently combat with terrorist threats. It is obvious that basic organizational aspects of political system are not compatible with the current organization of police system in Bosnia and Herzegovina, which influences its efficiency in fighting crime.

CONCLUSION

The more developed a society is, the more developed are the sources and forms of jeopardizing security. In present-day world troubled with numerous armed conflicts and other tensions among countries, terrorism became the dominant word. As much diligence put in combating it, terrorism is today a global threat and it cannot be ever exterminated. However the role of entire security system is to downscale it to the smallest forms possible.

In order for security services to deal with the problem of terrorism successfully, strong and firm will is required, as well as cooperation and coordination among different police and security services on international level. Organization of security and police agencies of any state is adjusted to the needs and policies of the very state, and the structure of most of security services is similar in almost every country.

Other than police, intelligence and security services, state must invest much more in cooperation between civilians and army. In these modern complex security conditions, its progress would bring us closer to resolving complex problems that cannot be solved by mere use of force. The point of this cooperation would be connecting military and civilian representatives on a certain level. Their cooperation would bring to reaching joint interests and such type of cooperation represents the policy of national security.



The threat of terrorism is enormous problem as much as it has been in the past and according to present-day state of affairs for many countries in the world and the dangers looming, it will be on the biggest security threats in the future. In order to counter terrorism with success, national security services must be highly professional and organized, should not underestimate nor overestimate terrorist organizations. It is constantly necessary to act preventively and repressively and gain knowledge on terrorists and their activities.

One of the significant preconditions for combat terrorist threats is the organization of police system of one country in accordance with all important organization aspects of police system. It is necessary to perceive all key factors influencing the organization so the police system organizes in accordance. If the police system is organized in opposing or confrontation with the constitution, political system or territorial organization of a country, then such police system won't be efficient in fighting crime or terrorism. As an example of police system not organized in the best way we can mention police system of Bosnia and Herzegovina. There are many indicators showing poor efficiency in combating crime which is direct consequence of key organizational aspects, their foundation or development.

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