Abstract:

The aim of the paper is to analyse comparative police education and professional development systems in European countries, bearing in mind that effectively designed police education system is accelerating professionalisation and responsiveness towards increasingly complex forms of criminal activities. In addition to that, police education systems represent one of key functions of human resource management, improving existing and acquiring new competencies in police service. Although, police and security sectors may have an autonomy in establishing police education systems, they are increasingly being adjusted to the standards of leading European countries, particularly in view of the EU accession process, for the adoption and implementation of the EU acquis instruments under Chapter 24 – Justice, Freedom and Security. Methodology of the paper is based on combining comparative, normative and socio-legal method. The concluding part shall provide an overview to main tendencies of development of police education and professional development and recommendations for improvements.

Key words: police education, police officers, professional development, professionalisation, career development, European standards.

INTRODUCTION

Reforms in the professionalisation of policing including the important related factors of education and training, have not been advanced and remain the subject of debate in the democratic world. Today police education is again at
a crossroads, and police education is resurfacing as a ‘hotspot’ in contemporary policing, with a number of jurisdictions across the world wanting to address the topic head-on.\textsuperscript{4} This is partly due to the convergence of several movements in the development of standards in police education and police professionalization. Events portraying police brutality and use of force, condemned across many political platforms as well as mainstream and social-media outlets, have also contributed to relaunching the discussion about police education and training.\textsuperscript{5}

The institutionalised and adapted system of education and professional development for the professional and managerial structure is one of the preconditions of police professionalization. In the conditions of dynamic changes in society, the opportunities for applying new technologies, education, and professional development are key to the successful development and achievement of quality standards in the security field. The broader notion of professionalisation have evolved together with organisations and the learning processes that prepare candidates to work in police service due to competences, skills, and standards of fairness and integrity.

The police education and development system, as a special regime of schooling for the police staff, must be designed to respond to the more and more complex forms of criminal activity and keep pace with the dynamics of the changing environment. The structure and content of the police education and professional development programme depend on a number of factors, including: a) organisational structure of the police; b) strategic goals of policing; c) determination of key duties and tasks of the police; models of policing (the concept of community policing; intelligence-led policing as a key model of policing in Europe); d) various forms of international organised crime and terrorism; e) necessity for international cooperation; strengthening of the European judicial and police associations (INTERPOL, EUROPOL, EUROJUST, FRONTEX).

Although dependent on the national police systems’ needs in the security sector, the police education and professional development systems are increasingly being adjusted to the standards of leading European countries in terms of organisation and quality, particularly in view of the EU accession process. Strengthening the capacities of police authorities is crucial for the adoption and implementation of the EU \textit{acquis} instruments under Chapter 24 – Justice, Freedom and Security.

At the EU level, the principles of public administration have been defined for the assessment of human resources management systems, which require, as a precondition for ensuring professionalism, the establishment of an efficient and coherent system for professional development, and primarily a regular needs-based training.\textsuperscript{6} The European principles also assume that professional


\textsuperscript{5} \textit{Ibid.}

\textsuperscript{6} OECD/SIGMA, \textit{The principles of Public Administration}, 2017, \url{http://www.sigmaweb.org/}
development must be integrated into the human resources management system (relation to performance assessment, advancement, mobility, and alike). The basic goal and principles of police management must be based on good management practice, and practice, adhering to merit-based rather than politically controlled.7

EU agencies specialised in police training in line with Communication from the European Commission Establishing a European Law Enforcement Training Scheme emphasise the importance of training police officers for human rights protection and policing from a human rights perspective.8

At the EU level, there exists no official standard for the organisation and quality of the police education and professional development; however, the recommendations (guidelines) are provided that have emerged from the exchange of experiences among the Member States using good European practices. This fact is confirmed in the document developed within the CEPOL association, titled ‘Law Enforcement Training Scheme’, which points to the basic forms of organisation of police education across the Member States.9

Education and professional development of the police is a key function of the human resources management system of the police and is viewed as a comprehensive and adaptive system aimed at improving existing and acquiring new competencies and professionalising the police.10 Civil service training is a process of acquiring specific knowledge, abilities, skills, attitudes and/or behavior in order to improve results achieved by each civil servant at his workplace and hence the effectiveness of the whole civil service.11 While on the one hand, focusing on increasing efficiency and effectiveness, on the other hand, they create opportunities for individual career development for police officers and ensure that education and development match the duty to enforce

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laws and achieve strategic objectives of the authority. Many studies have proven contradictory concerning the relationship between higher education and police professionalization.\(^\text{12}\) The police role, professional management practice and management education, remain separate areas of concern and inquiry with no articulated interdependencies or crosschecks.\(^\text{13}\)

The objective of this paper is to present police education and professional development systems in European countries emphasizing legal tradition, historical heritage, police organizational structure, organizational culture and inspire further discussion on development tendencies. Special attention in the paper shall be paid to the relevant institutional, legal, organizational framework in a broader context of responsiveness, effectiveness and efficiency in selected systems.

Methodology of the paper is based on combining comparative, normative and socio-legal method. Normative method shall be used to examine national legal and institutional police education systems. Comparative method shall provide a good basis for understanding divergencies and different tendencies and practice in national systems, varied notions of police education and professional development concept in national systems and varied human resource management practice. National police education and professional development systems cannot be analyzed isolated from the broader social context and impact.

The structure of the paper shall comprise 1) the analyses of police education and professional development system in the Federal Republic of Germany; 2) analysis of police education and professional development system in Poland; and 3) analysis of police education and professional development system in the Republic of Croatia. The concluding part shall provide an overview to main tendencies of development of police education and professional development and recommendations for improvements.

1. Police education and professional development system in the Federal Republic of Germany

German system of education and professional development for police officers is adapted to the complex structure of the police system - at both the federal level and the level of federal units (states).

The aims of basic police training are focused on: training future police

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\(^\text{13}\) A. Janušauskas, “After the Bologna process: new developments in university education of police officers”, 2012 (7), *Public security and Public order*, [https://repository.mruni.eu/handle/007/14876](https://repository.mruni.eu/handle/007/14876)
officers in public security affairs relating to the protection of people and property, maintaining public order and peace, preventing and combating all types of offences, preventing and combating civil unrests, and preventing and combating crimes of lower danger to society, such as petty thefts, frauds and alike. Learning modules are characterised by a multidisciplinary approach, which means gaining knowledge from multiple scientific disciplines, including legal, criminalistics, security, and police science. Once they complete basic police training and successfully pass the final exam, the recruits are assigned the duties of uniformed police officers on the position – a policeman (police officer). If they want to advance in their career, after completing the basic police training and a particular period of service, to be promoted to a higher career level, police officers must undergo a three-year course of studies at some of the federal states’ universities – for public administration and police (Fachhochschule der Polizei).

Higher education is provided according to the accredited programme in line with the rules of the Bologna process. Students receive the third-degree diploma and the title Polizeivollzugsdienst (180 ECTS) from some of the federal state universities - for public administration and police (Fachhochschule der Polizei). The recruitment of candidates for this level of police training is done in two ways: directly from the civilians on completion of the secondary education or on completion of the basic police training and the required time of police service. Students who graduate from the three-year study course (180 ECTS) and have no previous experience in policing are also assigned to the position of a police officer, with the opportunity to advance and perform more complex police tasks.

Knowledge and skills in this study programme are gained in line with the principles of dual education, which assume learning both theoretical and practical knowledge. Students acquire theoretical and practical knowledge in the fields of legal, criminalistics, police, and security sciences. Police employees with practical experience, who complete the three-year study course, are assigned, upon graduation, to jobs involving the performance of more complex police tasks.

Police officers who graduate from the three-year study course are deployed as officers either in the uniformed police forces or in the Criminal Investigation Department. In the Criminal Investigation Department, deployment for the tasks of detecting and proving criminal offences is made of a very few best performing candidates upon their graduation – two to five best ones in the generation, with previous policing experience, while others are assigned to the uniformed police forces.

Candidates who enrol in studies directly from the civilian world, upon graduation, are assigned to the uniformed police forces as foot patrol officers, equivalent to completing the basic police training. while those who are already employed and have certain working experience are assigned to jobs with more complex tasks in the uniformed police (for example, processing persons appearing
as perpetrators of minor offences, petty thefts, frauds, etc.), working in specialised services, such as the special unit GSG9, river police, etc. These candidates can shortly after graduation, if they pursue further professional training, take up managerial positions (group leader).

The master study programme titled ‘Public Administration – Police Management’ takes two years to complete and is pursued by approximately 1-2 % of police officers. On the completion of master’s studies, students are awarded a degree of Master of Arts (M.A.) in ‘Public Administration – Police Management’. Police officers who complete master’s studies are assigned to strategic-level management positions or positions involving the management of most complex police operations. The main aim of this study programme is to link the highest scientific achievements with practical experience.

Students who successfully complete this study programme can: carry out strategic-level management; manage most complex police operations; perform special tasks at all levels; participate in the education and training of police officers of all levels, with a view to conveying knowledge through seminars and various types of specialist training.

The teaching staff of the University must spend a few months doing practical work every five years. Studies are divided into 16 learning modules (and 2 elective modules) that are mandatory. Of these, seven are taught in the first study year in the decentralised study phase at the federal and federal units levels, seven – in the second year, solely at the federal level, and the remaining four are combined and taught in both the first and second study year.

Since 2016, with the adoption of the Decision on doctoral studies and awarding of doctorates at the Police University, in accordance with the Police University Act, there started the preparation and implementation of doctoral study programmes within the following scientific fields: Law; Social Sciences; Political Sciences and Economy; Administrative Sciences. After defending the doctoral thesis, candidates obtain the title of a Doctor of Legal Sciences, Doctor of Social Sciences, Doctor of Political Sciences and Economy, or a Doctor of Administrative Sciences.

Candidates who hold the degree of Master of Arts (M.A.) in ‘Public administration – Police Management’ obtained from the master’s programme of the German Police University in Munster, can enter doctoral studies in the scientific field of administrative sciences. Candidates holding the academic degree of another university may enter doctoral studies only if they have a master’s degree in the appropriate scientific field.

The police education and professional development system in Poland was established during the 1990s, as part of the process of preparation for EU membership. The tendencies for improving the police education and professional development system continued even after the admission to membership, in line with the main goals of police work focused on protecting people, public safety, and state security.\textsuperscript{15} Regarding the institutional framework, vocational and professional development training programmes are delivered within five educational institutions.\textsuperscript{16}

The Police Academy in Szczytno is the sole higher education institution founded with the aim to educate future police officers. It was established as an independent institution under the supervision of the Ministry of the Interior. Different forms of vocational and professional development training for police officers are provided within 16 regional training centres. This system is adapted to the organisational structure and a decentralised form of policing, given the 16 regional police centres. Professional development can take the following forms: Basic police training, Professional training, and Special courses for civilians.

Basic police training, which takes six months to complete, is mandatory for all police officers. The training programmes are developed and approved by the Ministry of the Interior in cooperation with the National Accreditation Authority.

On the completion of the basic training, trainees are assigned to police stations for a probationary period of two months. During the probation, they are supervised by the police officer from the respective station to which they are assigned (mentorship). Throughout these two months, teaching is based on the ‘one-on-one’ principle, which involves one police officer being assigned to teach and monitor the performance of one trainee.

Basic vocational training programme prepares the police officer (theoretically and practically) to perform duties as a police officer in the preventive service, patrol unit, intervention unit, or preventive police unit. The Police Academy and regional centres deliver more than 100 training programmes tailored to the needs of organisational units from the seat of the Ministry and those of regional units.

The Police Academy in Szczytno is the only higher education institution for police officers. It was founded in 1990s, with major changes in terms of quality of education occurring in 2005, when changes in the High Education Act were adopted, granting the Academy a higher-education institution title and powers to

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\textsuperscript{15} Polish-National-Police, \url{www.policija.pl/pol/english-version/4889} (August, 14\textsuperscript{th}, 2020).

\textsuperscript{16} These institutions are: Police School in Katowice, Police School in Leginowo, Police School in Pila, Police School in Slupsk, and Professional Training School in Lodz.
provide doctoral degree studies, based on the previously accredited programme.\textsuperscript{17} All study programmes have been approved by the independent Accreditation Committee under the authority of the Ministry of Education.

Through all levels of study programmes, the Academy offers knowledge in the fields of humanities and social sciences, security, and public order and peace, and conducts training for future police commanding officers.\textsuperscript{18} The curriculum is designed to provide knowledge in the fields of internal state security, law, criminology, forensic science, computer systems and management, and other knowledge as necessary and relevant to the scope of work of the Ministry of the Interior.

Education is provided at the level of basic studies (basic vocational and basic academic studies) and second-degree studies (master and doctoral studies in the field of security sciences).

One can observe the relationship between police education/training and gaining employment in the police, considering that the latter can be gained: upon graduation from the Police Academy and successful passing of the professional examination for police officers, on graduation from a civil faculty and completion of master studies, on completion of the professional development training programme for civilians at the Police Academy and passing of the professional examination for a police officer. There has been an increasing interest in this type of education and professional development for reasons of getting employment in the police.

Making the professional examination for police officers mandatory, after the completion of studies at the Police Academy or a professional development training programme for civilians, makes the criteria for the admission of new police staff even more stringent. The conditions, procedure, and manner of taking this examination are prescribed by the Ministry of the Interior of Poland.\textsuperscript{19}

3. Police education and professional development system in the Republic of Croatia

In recent years, the police system has been evolving in line with best practices and police needs, with due regard to the modern principles of education. Continuing professional development aims at achieving the set strategic goals of the Ministry of the Interior of Croatia.\textsuperscript{20} Pursuant to the Police Act, specialisation, vocational


\textsuperscript{18} The Statute of the Police Academy in Szczytno, approved by the decision no. 203 of the Minister of the Interior and Administration, September 2017.


\textsuperscript{20} Republic of Croatia, Ministry of the Interior, General Police Directorate, Police Academy,
training, professional development training, and police training are conducted in compliance with the principles of lifelong learning and career management. Police professionalisation and career development based on competency management, form the integral parts of the human resources management system in the Republic of Croatia.

Delivery of education and of all forms of professional training for police officers (and security sector employees) falls within the responsibility of the Police Academy, established as an organisational unit of the Police Directorate within the Ministry of the Interior of the Republic of Croatia. Under the Police Academy, the following sub-units are founded: Police School, Higher School of Policing (Police College), and Department for Professional Development and Specialisation.

The forms of professional development include: Basic police training (education), Specialist training, and Vocational and Professional Training. Basic police training is delivered by the Police School. On completion of training, students acquire the qualification of a police officer. The curriculum is designed in such a way as to enable the students, throughout the programme, to acquire and develop the knowledge, skills, behaviours, and attitudes to perform the policing and other internal affairs tasks effectively and professionally. The programme of basic police training takes 12 months to complete, including six months of practical work in the police. Taking practical examination and, subsequently, state-level examination was made mandatory. After passing the state-level examination, graduates are assigned to vacant posts, being awarded the title of a police officer. Article 49 of the Police Act allows for vacancies for police officers to be filled without public announcement, by admission to the service on the basis of the schooling and scholarship contract, obliging the individual to serve in the police for a certain period of time. After completing the training, they must remain working in the Ministry for five years.

The programme of training is developed by the Minister, with the consent of the Minister of Education and Sport. Training is delivered in accordance with the needs of the Police directorate and with all the relevant regulations. Planning and implementation of other forms of vocational and professional training falls within the scope of duties of the Professional Development and Specialisation Department. The duties of the Department include: planning, programming, implementation and pedagogical supervision of specialist trainings, professional development and training of employees of the Ministry of the Interior, as well as


of the external users (customs service, private security services, military police, judicial police).

Specialist training is intended for employees in the specific lines of work of the Ministry (criminal investigation police, border police, traffic police, etc.). Through specialist training, the Ministry’s employees acquire the knowledge, skills, and attitudes needed for the competent performance of police tasks in the specific working fields of the Ministry, as well as additional knowledge, skills, and attitudes, for increasing the efficiency and effectiveness of the performance. Specialist training is dependent on the job description and the desired tasks and outcomes from training.

Professional development of employees is a continuous improvement and development of knowledge and skills needed to carry out the job and applies to all employees of the Ministry. Managing education and professional development is viewed as a function of the career development of police officers and security experts.

Under the Police Act, professional training determines the title to be obtained – the police title is acquired depending on the level of education, working experience in the police, type of professional training received, passage of examination required for the specific title, and annual grades. Further, attending the statutory forms of professional development trainings constitute a condition for regular promotion.  

The organisation and provision of higher education, primarily for the needs of the Ministry – Police Directorate and stakeholders from other public authorities and other entities, is within the scope of the Police College. The Police College forms a division of the Police Academy, thereby constituting an organisational unit of the Ministry of the Interior.

The Police College is responsible for conducting professional and scientific research in the field of security sciences and criminalistics, organising and implementing specialisation and professional development programmes, organising scientific and professional conferences, advisory workshops, and congresses in cooperation with all organisational units of the Police Academy, Ministry of the Interior, and with other ministries and organisations.

The key mission goal is to provide quality education in the fields of criminalistics and security sciences. Educational competencies are tailored to

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the needs of the police and labour market opportunities in the security sector. Programme attendees are mainly the employees of the Ministry of the Interior and other public authorities. All study programs are aligned with the Bologna system of higher education. On completion of the three-year professional study programme in Criminalistics, students earn 180 ECTS credits and a professional title of ‘graduate criminalist’. Individuals whose schooling was funded from the Ministry’s budget are obliged, after successfully completing their education, to remain working in the Ministry for a period twice the duration of the education.

On graduation from the studies in Criminalistics, students can pursue further education in the specialist graduate professional studies in Criminalistics at the Police College or other specialist graduate professional studies in related fields. The teaching staff of the Police College comprises mostly of the police officials who, besides theoretical, also possess immediate operational and managerial experiences in the diverse areas of policing.

The Police College cooperates with the European Union Agency for Law Enforcement Training – CEPOL, holds membership in the Association of European Police Colleges – AEPC, and participates in Erasmus+ (the largest EU programme for education, training, youth, and sport). International cooperation is also realised through Twinning projects under the EU IPA programmes, bilateral cooperation with other countries, direct cooperation among experts in particular fields, the participation of local experts in conferences and seminars held abroad, and guest visits by foreign experts.

### Professional development and training
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**Specialist training**

Table 1. System of Police Education and Professional Training

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### CONCLUDING REMARKS

Education and professional development are an organised process of learning for acquiring knowledge, values, attitudes, abilities, and skills focused on raising the competencies needed for carrying out the policing and other internal affairs duties. In the modern police systems, police education and training provide the basis for professionalising the police and developing the police officer career.

The institutional form to prepare and deliver all forms of education and professional development for the police varies across national police systems depending on their organisational structure, strategic goals of policing, historical
heritage, and the dynamics of changes in the segment of professional development. In comparative systems, basic police training is planned and delivered within the ministries responsible for internal affairs, while higher police education can be organised either internally, within the respective ministry, or by external institutions, subject to their being functionally, financially, or otherwise related to it (independent institutions under the supervision of the ministry).

As a special regime of police education, police education and professional development system must be designed in a way that makes it responsive to the increasingly complex forms of criminal activities. As a result, it requires the intensification of international cooperation of responsible organisational units, towards the adoption of professional standards, with other educational institutions. Multi-faceted cooperation with institutions engaged in police education and training worldwide (particularly with those from the EU) should facilitate the rapid development of police education and professional advancement and the achievement of European standards in this area. Also essential, besides international cooperation, are direct contacts with experts in police education from European countries and the rest of the world.

Education and professional development constitute the key function of the human resources management system of police, allowing the alignment of the knowledge and skills of police officers with those needed for effective job performance. It aims not only at increased efficiency and effectiveness of performance but also at creating opportunities for police officers’ individual career development and ensuring the matching of education and training with the duty of enforcing the law and attaining the strategic goals of the authority. Ideally, the interest of the organisation coincides with the interests related to personal police career development planning, but the focus must be on the organisational needs.

In respect of organisation and quality, there has been an increasing trend of adjustment to European and international standards. At the EU level, no official standard has been in place for the organisation and quality of the police education and professional development; however, the recommendations (guidelines) are provided that have developed from the exchange of experiences among the Member States using good European practices. This fact is confirmed in the document prepared within the CEPOL association, titled ‘Law Enforcement Training Scheme’, which points to the basic organisational forms of police education across the Member States.25

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Sistemi policijskog obrazovanja i stručnog usavršavanja u evropskim državama u kontekstu profesionalizacije policije

Sažetak
Sistem policijskog obrazovanja i usavršavanja mora biti koncipiran tako da odgovori na sve složenije oblike kriminalnih aktivnosti i prati dinamiku promena u okruženju. U modernim policijskim sistemima, policijsko obrazovanje i usavršavanje, osnova su profesionalizacije policije i razvoja karijere policijskih službenika. Obrazovanje i stručno usavršavanje, ključna je funkcija sistema upravljanja ljudskim resurisima u policiji koja omogućava usklađivanje znanja i sposobnosti policijskih službenika sa znanjima i sposobnostima potrebnim za delotvorno obavljanje poslova radnog mesta. Ono ima za cilj povećanje efikasnosti i delotvornosti rada, ali i stvaranje mogućnosti za razvoj individualnih karijera policijskih službenika i osiguranje podudarnosti edukacije i usavršavanja sa obavezom sprovodenja zakona i ispunjavanja strateških ciljeva organa. Na nivou Evropske unije ne postoji propisani standard organizacije i kvaliteta policijskog obrazovanja i stručnog usavršavanja, već preporuke koje su nastale razmenom iskustva među zemljama članicama koristeći dobru evropsku praksu. Na organizaciju i sadržaj programa policijskog obrazovanja i stručnog usavršavanja utiču brojni faktori: istorijsko i pravno nasleđe; organizaciona struktura policije; strateški ciljevi rada policije; određenje ključnih policijskih poslova i zadataka; modeli policijskog rada (različite forme međunarodnog organizovanim kriminala i terorizma; neophodnost međunarodne saradnje; jačanje policijskih i pravosudnih evropskih asocijacija. Iako sistemi policijskog obrazovanja i stručnog usavršavanja zavise od potreba nacionalnih policijskih sistema u sektoru bezbednosti, sve se više prilagođavaju standardima vodećih evropskih zemalja u pogledu organizacije i kvaliteta, a posebno sa aspekta procesa pridruživanja Evropskoj uniji.

Ključne reči: policijsko obrazovanje, profesionalizacija policije, jačanje policijskih kapaciteta, Evropski standardi