

Community policing in the republic of Macedonia

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Abstract

The paper examines police perceptions of a traditional, versus a new and innovative approach, of policing in partnership with the community (a community policing model) in the Republic of Macedonia, and how that approach is regulated in the strategic documents and understood by the police. The analysis is based on quantitative and qualitative data collected by using written questionnaires and document analysis within the small scale survey in the biggest municipality in the country, which is the city of Skopje.

The main findings indicate that this model is applying a separate aspect of policing, effectuated through individual, national and local projects which are coordinated by trained officers. It does not change the philosophy of policing in general, nor does it change the traditional way of policing, because relying only on a limited number of police officers for prevention and only on planned projects with short-term effects does not realize the essence and purpose of the community policing model.

The findings relate only to respondents' attitudes on the research topic and to the classifications and definitions contained in police laws and other documents. Therefore, in-depth knowledge on the implementation of the community policing model is challenging for scholars to bring scientific insight into ongoing police reform for transformation of the Macedonian police in transparent and public service to the citizens.

Keywords: police, prevention, community policing, police reform

Introduction

Community safety has become a current topic of public, political and scientific debate that has increasingly updated prevention of crime as a matter of the police and the criminal justice systems. It brings the governmental agencies, practitioners, researchers and citizens together to improve the conditions that contribute to community safety, because the threats for the community safety are becoming more prevalent in the environment. Under the circumstances where violence is growing, changes are more than needed in the scope of policing in the community from mostly reactive, to more proactive action. Given that each community has its own spatial specificity, its particular cultural matrix, and own values and resources, the citizens and "their" police need to adapt and direct their actions in accordance with them for greater community safety.

In this respect, the role of the police is not only determined by the reactive approach to achieving its basic police powers, such as: protection of fundamental human rights and freedoms, protection of life, personal safety and property of the citizens, maintenance of the public order, detection of crimes and perpetrators and protection of citizens in case of urgent need. Police powers have received greater breadth and scope and they increasingly comprise activities aimed to prevent risk factors and threats, to address certain problems both of the citizens and the community as a whole that reduce quality of life and increase the sense of fear. Hence, the role of the police is not limited to legally defined police powers but it is required to participate proactively in the attainment of the concept of community based crime prevention. It's possible only through collaboration with the citizens and the community at large and by giving them an active role, but not only as a source of information or as concerned citizens who need immediate help. The essence of community participation rests in the

encouragement, strengthening community capacities and in giving a *voice* to address the problems located in the community. All of that is part of the principle of shared social responsibility in the prevention of crime. Basically, one aspect of the multiagency approach to community safety is the introduction of the community policing model, which is an integral part (with various modifications) of general understanding of policing. That model depends on the type of police organization, ongoing processes of democracy, decentralization of decision powers and community encouragement in crime prevention - all of which have specific legal status and structure in different jurisdictions.

In the expert literature, we can find various approaches to the explanation of the community policing model.

According to Nicholl (1999), community policing is designed to reduce crime and disorder in communities by fostering trust as well as respect and cooperation between police officers and citizens. It embraces building a partnership between police, citizens and other institutions aimed to solving problems, taking a proactive crime control approach and developing a police organization which recognizes the importance of public concerns and has a responsibility to meet the needs and demands of the community (Nicholl, 1999:28). Another explanation (Skogan, 2006) emphasises the process of decentralization in decision-making related to the community safety, i.e. the transfer of decision-making power at a lower operational level (the level of the policeman) (Nikac, 2009).

Therefore, key substantial and formal elements of the concept are recognized, by which its essence and meaning can be touched. They refer to

1. Decentralization of police and police accountability within the police organization (the patrol police officers and their ability to respond to public requests);
2. Partnership with other agencies;

3. Engagement of the community (to be part of the decision making process);

4. Proactive action and orientation to problem solving;

5. Change in the philosophy and understanding of real police Work that requires organizational changes (Mackenzie and Henry, 2009: 24). In that regards, the community policing efforts desire to strengthen informal social control through community involvement in the resolution of problems because the police is part of the community and should work with and for the community. It does not mean that the mechanisms of informal social control should overtake certain responsibilities of the police, but rather the mechanisms should contribute to efficient realization of core police functions to provide safer living environments.

The tendency to make certain changes within the national policing system, or to introduce new innovative elements in traditional policing, is present in the Republic of Macedonia. Basically, the reform can be analysed in several periods: from 1991 to 2001, from the constitutional amendments in 2001 to the adoption of the new Criminal Procedure Code in 2010 (Official Gazette of the Republic of Macedonia No, 150/2010, (amendments in 2011 and 2012) and from 2010 to the present (Mirceva and Rajkovcevski, 2004).

The community policing model in Macedonia is related to the recommendations prescribed by the Ohrid Framework Agreement, which ended the internal armed conflict in Macedonia in 2001. Actually, that Agreement laid down the foundation for more ethnically sensitive governance and institutions, including ethnically sensitive employment in police forces that were intended to better represent and address the needs of all communities living in Macedonia. The predicted reforms have included efforts for more equitable representation of non-majority communities in the Macedonia's security sector, especially within the police. The objectives were to gain back the trust between the citizens and the police, through an increased visibility of the police and ethnically-mixed patrolling. In addition, involvement of citizens and participation in certain preventive projects and campaigns can contribute to safer neighborhoods and to community safety as a whole.

However, a comprehensive reform of the police in our country was conceived in 2002/2003, when with the help of representatives of the police of the European Union countries, the Strategy for Police Reform (2003) and Action Plan for its implementation (2004) were adopted. In accordance with the projected activities, special Units for prevention under the Sectors for Internal Affairs (SIA) were established in 2008 and consequently, a training of the police officers for prevention was conducted.

The main goal of the reform was to establish effective and accountable police service as a public service to the citizens of Macedonia. Special attention was paid on building partnerships with community citizens in order to increase their confidence in the police, to reduce fear of crime and to increase community safety. It redefines and strengthens the police patrol activity that gets a different dimension, content and institutionalization. In fact, with the reform, Macedonian police have accepted the community policing model as a program within the framework of public safety, mainly directed toward citizens' education and encouragement to participate in crime prevention activities in their communities.

In that regards, certain provisions of the main legislative acts and documents of the Ministry of Interior (MoI) are analysed, ranging from the Strategy for the Police Reform (2003), where the establishment of partnership between the police and the community was defined as a strategic priority for the police to increase public safety. Particularly, a very important aspect was how high level police officers understand and define, not only the community policing, but also the core functions of the ordinary policemen who enters police service after completion of the initial training for policemen. In order to see whether the ordinary police officers and police officers for prevention are appropriately trained with the necessary knowledge, skills and competencies to identify, analyse and find appropriate solutions for the community problems, a short review of the training materials was made.

Given that the change in the manner and style of policing is not an easy task to accomplish, because it's affected by multiple factors, this change should be investigated as a long-lasting process that precedes the fulfilment of several conditions. The main question that arises is, "What affects the frequency of different police tasks in their everyday policing?" To get the answers, I have assessed the association between the police tasks (as dependent variables) and the views of police officers about

1. Their trust in citizens' contribution to improve community safety,

2. Strong and weak aspects of police foot-patrol and

3. Effectiveness of the police tasks, as independent variables.

The gender, age and rank of the police officers were included as additional variables that impact the types and intensity of the undertaken police works. Another matter of question that is explored, related to this issue, is the question about the concrete prerequisites for establishing a partnership between the police and the community. In that regard, the cooperation between police and community is taken as dependent variable, while police perceptions regarding satisfaction of the citizens' attitude, trust in their contribution to improve community safety, effectiveness of the police tasks, trust in foot-patrol and familiarity with the Local Councils for Prevention (LCP) and other community services are defined as independent variables. Hence, the subject of the article is to analyse certain legal and strategic documents which regulate the substantial and formal aspects of the community policing model as part of the ongoing police reform in the Republic of Macedonia and police attitudes regarding both their role and the role of the community in crime prevention.

The aim is to answer four main questions:

1. What is the institutional and legal structure of community policing model?

2. Is it a philosophy of work or partial approach?

3. Are the police more confident in the effectiveness of the traditional or modified partnership approach to improve community safety?

4. Are certain conditions met to establish a working partnership between the police and the community?

Recent studies in the Republic of Macedonia

Theory and practice have created some dilemmas, pro and con arguments, as well as many studies and evaluations of the application and effectiveness of community policing programs in crime prevention and community safety.

The Organisation for security and co-operation in Europe (OSCE) Spillover Monitor Mission in the Republic of Macedonia, in cooperation with the MoI, have been conducting longitudinal studies every two years since 2002 (2004, 2006, 2008 2010, 2012)¹ to examine the level of efficiency and the development of community policing by questioning citizens and the police for their cooperation. The abovementioned studies offer much significant data, although citizens and police views differ in some aspects. Differences are significant regarding the question of whether officers pay attention to the problems of the people. Referring to the 2010 survey (Stojanovski, 2004), 46.7 % of the citizens have positive attitudes, and nearly twice as many respondents gave positive answers to the police, whose rate is 84%. The responses of the citizens and the police regarding the police behavior toward citizens differ significantly. Generally, the citizens have negatively assessed the police behaviour in contrast to the police views. Also, 64.6% of the police agree with the claim "cooperation between police and citizens is satisfactory", while the percentage of citizens is slightly lower (53.3%). Satisfaction with the work of the police noted slight growth compared to 2008. The percentage of 33.8% of the satisfied citizens in 2008, has grown to 40.3% in 2010. In general, citizens and police officers have positively evaluated the progress of the police (from 2008 to 2010) of improving citizen relations and of solving local municipality problems.² Also, almost half of citizens disagree that the relations with the police have improved and that the police "give a sense of security". Consequently, they support the need to increase the number and presence of the field police officers.

General conclusions from the 2012 survey³ point out that citizens are feeling safer and their cooperation with police is improving. A downward trend is unfamiliarity of the police with both the Local Councils for Prevention and the Consultative Groups of Citizens (CGC), which indicates reduced activity and less transparent outcomes of these bodies in recent years.

The above presented data indicates improved attitudes about police and their cooperation with the community that recognizes better-quality relations and confidence in the police among citizens.

A similar survey was conducted by the Faculty of Security in Skopje in January 2009 for the public opinion about police. Based on the data, according to Mojanoski (2010), the general conclusion was that there were different views on the work and activities of the police. From one point of view, citizens were positive in assisting the police and participating in certain prevention programs. But the percentage of people who were not familiar with the existence and functioning of the Local Council for Prevention was quite high (80.02%). Also, a large percentage of the citizens were not familiar with certain local activities to improve community safety. Consequently, the joint activities between the police and the community were not

sufficiently understood and supported by the citizens (Mojanoski, 2010:308).

During the May through June, 2015 time period, Analytica's security fellows had researched the extent to which citizens in Macedonia's capital are involved in community policing. The study incorporates views from the ground by relying on phone surveys, focus groups and personal interviews while answering the question to what extent community policing is developed in the city of Skopje. The analysis of citizens' involvement in community policing starts with the level of engagement of the citizens in security related issues concerning the local community in which they live. Only one quarter of the citizens polled stated that they're engaged. It was rare to find citizens who are, in fact, engaged in such community actions.

Considering these results, in this article, I'm presenting several themes and dilemmas to examine in order to analyse the legal and institutional status of the community policing model and its understanding and acceptance by the police. In fact, the research topic was part of one survey carried out by the Faculty of security-Skopje in 2013 and based on the main findings and data analysis, a Research report "The role of the community and police in the Republic of Macedonia: situations in the city of Skopje" (Stefanovska, Gogov, 2014) was published.⁴

Police reform in the country: Policing as a public service to the citizens

In the Republic of Macedonia, the police and the act of policing have become part of the strategic documents of the government, including the Agreement for Stabilization and Association of Macedonia with the European Union (2001), the Framework Agreement of 08.13.2001, and the National Strategy for Integration of the Republic of Macedonia in European Union from September 6, 2004. The ideas and recommendations arising from these processes found their expression in the Strategy for police reform in 2003, the new Law on Police (Official Gazette of the Republic of Macedonia No 14/2006, Amendments in 2012 (Official Gazette No 45/2012) and in 2014 (Official Gazette No 41/2014), Law on Internal Affairs (Official Gazette of RM No 92/2009) and the Strategic Plans of MoI since 2004. They were initiated and supported under the Program of Community Assistance for Reconstruction, Development and Stabilisation (CARDS program) of the European Union and by twining projects within which the police reforms were part of the program: Justice and Internal affairs.

Recommendations for operationalization and institutionalization of the community policing model were followed with certain organizational changes: (establishment of units for prevention under SIA, LCP in 34 municipalities, Advisory Groups of Citizens, mostly in the crisis areas after the ethnical conflict in 2001 in the western part of the country) and program changes: (training for prevention, projects for prevention⁵, material and brochures for prevention)⁶, including

¹ Partial findings of the survey (2012) „OSCE for the police work 2010-2012,, can be found at <http://grid.mk/read/news/121728168/1286723/obse-za-policiskoto-rabotenje-2010-2012>.

² Narrative Report, Survey for the police work in the community, October, 2010, OSCE in cooperation with MoI.

³ The Original Report is not publicly announced.

⁴ Part of the analysis of the data are already published in the Research paper.

⁵ Recently, within the program "Building partnership police-citizen", many public campaigns were undertaken: "No tolerance for alcohol and drugs", "To protect forests from fires", "Drive moto-bike but be safe", "Safety ate internet", "Safe graduated parties,, "Deviant behavior of the juveniles", "Against school violence" etc., Ministry of interior, (www.moi.gov.mk)

⁶ Development of guidelines for prevention, "Fundaments of preventive policing" (2013), School Manual Regional police advise, "Handbook for police treatment of children" (2009).

longitudinal studies for the effects of community policing with citizens and police officers respondents.

Although the Ministry of Interior makes certain efforts to introduce this concept as part of Macedonian policing in order to increase the cooperation with the community, to restore public trust in the police and to improve community safety, that model, with its legal and institutional status, and the police perceptions, seems to represent a partial role in the national police force.

In *Law on Police* (Official Gazette of the Republic of Macedonia No 14/2006, Amendments in 2012 (Official Gazette No 45/2012) and in 2014 (Official Gazette No 41/2014), although the term “community policing” is not explicitly used, obliges the police to work with its citizens, civil associations and other entities to cooperate with the authorities of all municipalities to improve safety and to prevent and detect crimes and minor offences. In that context, the local government is entitled to form jointly coordinative bodies comprised of members of the Municipality Council within local government and police officials on the local level responsible for public security and traffic safety. The Law sets the grounds for police partnership with the community which encourages a multi-agency approach to solve specific issues and threats related to crime and community safety.

The Rulebook for Police Work (Official Gazette of the Republic of Macedonia No. 149/2007, Amendments in 2014 (Official Gazette No 117/2014), which regulates police powers, more specifically, defines the *foot-patrol and moto patrol activity* as “immediate preventive work of police officers” who maintain public order, protect life and personal safety and property of citizens, prevent crimes, provide help and protection of citizens and assess the safety in the local area, through their immediate physical presence and work on the ground (article 66). Those functions, as part of police patrol (which are connected and embedded with the community policing model) can deliver expected results only in cooperation with the community. Common approach, help and cooperation with the community, civil organizations and local government are required that implicitly regulate the partnership between police and community, albeit the Rulebook mentions neither the role of the police officer for prevention nor any other connection with the community policing. This acknowledges the thesis that the program *Building Partnership between Police and Citizen*, as part of the Strategic plan 2014-2016, means a partial approach of this model which does not introduce substantial and organizational reforms of the police work at the local level.

The Codex of Police Ethics (Official Gazette of the Republic of Macedonia No 114/2006) prescribes an organizational dimension of the principle of community policing, stipulating that this principle supports establishment of public relations and cooperation with other governmental agencies, local government Units and civil society associations (Stojanovski, 2009). This provision states that national police are organized in accordance to this principle, but this intent is on a declarative level. Basically, the regional police services, newly established units for prevention and police patrol fulfil neither organizational nor strategic, philosophical and program

dimensions of community policing model in their essence (Cordner, 1995).

In the *Strategic Plan of the MoI 2014-2016*, the *Building Partnership between Police and Citizens* is appointed as a separate project within the Public Safety program with defined activities, outputs and indicators. Although certain organizational changes were made to police organization, however, the weight and the basic accent of the community policing model is placed on the separate units for prevention under SIA and on the trained police officers for prevention who implements projects at the national or local level, aimed to increase the awareness for prevention of certain deviant or criminal activities among the general public.

Strategy for Training of Employees within the Ministry of Interior 2012-2014 (www.moi.gov.mk) defines the main strategic priorities and different types of training courses, emphasizing the importance of skills and competencies of all employees within the Ministry. Special training for prevention is not included in the Strategy. The Basis course for policemen endeavours to equip the candidates with competences “in achieving effective public safety.” Thematic sessions and practical exercises regarding community policing within the training course are not included, which means that the authorities do not foresee profound changes in the philosophy and style of policing, nor did the Strategy address the new, redefined social values that ought to be adopted by the young newcomers in the police service. A lack of understanding of the essence of the community policing model is recognized by the content of the *Training Curriculum*. The priority of the Macedonian police is to train responsible, competent and independent police officers who will conscientiously implement police powers defined by The Law on Police. More precisely, the profile of the job consists of the core activities as “clearly defined tasks that the police officer is committed to undertake to maintain public peace and order, traffic and border control.” In the Curriculum and teaching materials for initial training lectures for “service orientation of police” and for “prevention and recognition violations” 16 teaching hours (out of 1.134 hours) are projected to teach police candidates how to establish and build close relationships with citizens and local authorities.

Methodology

Two main hypotheses are established and examined: 1. institutional and legal structure of the community policing model is associated with the partial approach to its implementation, and 2. confidence in the traditional approach of policing is associated with the police training and the performance of the everyday police task.

Within the theoretical approach, this article comprises an analysis of the key legal and strategic documents of MoI that regulate the community policing model, while within the empirical approach, it was conducted a small scaled survey within the *Faculty of Security – Skopje* from November 2012 and 2013 in order to examine the attitudes of the police officers in three organizational Units: the general duty Police Station (PS)⁷, the Department for Public Security under SIA–Skopje⁸

⁷ There are 38 general duty police stations under 8th territorial SIA. Under SIA Skopje, 9 general duty police stations are founded.

⁸ Department for public security under SIA-Skopje is established at the end of 2011. They have territorial jurisdiction over 9 PSs and are mainly focused on

rapid respond to 192 (police number in cases of emergency) or to other reports, maintaining public order and safety. In terms of its organizational structure, three units with around 10 to 12 police forces are deployed on duty 24 hours.

and the Units for Prevention under SIA- Skopje (UP under SIA-Skopje) (Stefanovska, Gogov, 2014). The sample includes: 1. *patrol officers*, 2. *(trained) police officers for prevention* and 3. *operative police officers*; although in the same cases the patrol officers had passed training for prevention. According to the Report of the Units for Prevention under SIA-Skopje, 60 police officers for prevention are deployed in nine PSs out of which five are independent inspectors in the Unit for prevention under SIA-Skopje and others are deployed within the PS.⁹ The questionnaires were distributed to the three organization Units, and 68 completed questionnaires were returned, out of which 50 respondents are from a PS, six from the UP under SIA-Skopje (approximate number of employees in this UP is 10) and 12 from the Department for Public Security under SIA-Skopje (approximate number of employees in this Department is 30). Taking into account that the training course for crime prevention was conducted from 2007 to 2009 (after that, training courses were not organized), the possible changes and reallocations of the working positions were not excluded. Based on the working position, 73, 5 % work in a PS, as patrol (and field) officers, 16.2 % as officers for rapid interventions and small % (10.3) in the Unit for prevention under SIA-Skopje. Regarding the age, 11 respondents were aged 20 to 30 years, 21 were aged 30 to 40 years and 26 respondents were aged 41 to 50 years. According to the acquired education, 71% of respondents completed secondary education, 22.6% higher and 6.5% higher education and such percentage frequency corresponds with the rank and job position. According to the gender difference, 92.2% of respondents were male, while 7.8% were female, which also shows the percentage of the female population deployed on those job positions within MoI (Stefanovska, Gogov, 2014).

Results: the traditional police approach versus community policing

Changes in the manner of policing are not without its challenges as many factors are connected to the police, to the community and to the citizens affected by these changes. For example, factors include: fear of crime, sense of community, social responsibility, active participation of citizens, certain socio-demographic characteristics of police officers, the accepted system of values, acquired skills, willingness, acceptance by the community, local capacities and resources, the crime situation in the community, etc.

In that regard, the introduction of the community policing model should be seen as a long-lasting process that precedes fulfilment of particular conditions. Considering that the process in Macedonia has been ongoing for more than 10 years, since 2003¹⁰, which was institutionalized in 2008, it is useful to evaluate effectiveness and perspectives of the continuing process. Consequently, the Faculty of security – Skopje has conducted a small scale survey to examine police¹¹ understandings and assessments of both traditional and new police tasks within their daily working activities.

Two main questions were posed: 1. Do they believe that certain police activities (functions) and different approaches contribute to crime prevention and community safety? And 2. How

effective are they in improving community safety? In order to distinguish various police activities (functions) according to their intention, they are grouped into three categories:

- a) Activities within the traditional standard model of policing and within the police and public prosecuting investigations. They are: rapid response to reported crimes, ensuring crime evidence, detection and catching offenders, increased police surveillance and criminalistics control, intervention of certain events, patrol and moto-patrol and securing certain facilities.
- b) Activities undertaken in partnership with the community (with unfocused approach). This group encompasses several activities: close acquaintance with the citizens in the local community, home (“door to door”) visits, education and counselling, participation in LCP, as well as participation in joint programs.
- c) problem-oriented activities which encompass identification of certain problems, causes, threats and crimes within the local community and their prevention.

The effectiveness of above mentioned activities was assessed by the police officers, as follows: Over 60% of respondents believed that the rapid response, providing evidence, capturing perpetrators, increased control, focused patrol and physical presence are effective in reducing the crime rate. Still, police believe that intervention in certain events can prevent unlawful activities (77.6 % of respondents agree with their efficiency in crime prevention). The second group of activities with an unfocused approach, in comparison with other activities of the police were seen as less effective in crime prevention, although a significant percentage of respondents (between 35 and 50%) believed that meetings with citizens and police participation in counselling and other educational and preventive campaigns have certain preventative effects. Therefore, a *one way anova* test was applied in order to determine statistically significant differences in the attitudes of the respondents according to the workplace (working in a PS as patrol officers and officers for prevention, working in the Department for Public Security and working in the Unit for prevention under the SIA-Skopje). It revealed a statistically significant difference between respondents according to the workplace which refer to the “ensuring evidence of committed crimes” (sig=0,21), “providing assistance and support to victims of crime” (sig=0,45), and “foot-patrol”(sig=0,40). Also, less than half of the respondents believe that the referral of citizens to certain institutions, identification and exploring causes of crime and (47.1 %) and solving problems jointly with the citizens (43.9 %) were effective in crime prevention.

In order to recognize a considerable difference in the traditional and more community-oriented approach by the police in their daily activities, the police officers were asked how often they perform certain police tasks. Obtained data disables separation of one or other group of police tasks based on their frequency. Also, t-test has shown no significant difference between two categories of police officers (patrol officers (and police officers for prevention) and police officers for rapid intervention), with the exception of several activities such as: education in schools (sig. =0, 47), participation in the Local Councils for Prevention (sig. =0, 03) and intervention at certain events (sig. =0, 43).

⁹ 2009 Report for the work of the Units for prevention under SIA-Skopje, Ministry of Interior, and 30.01.2010.

¹⁰ Strategy for police reform, Reform of the Macedonian police (2003). EU Office Skopje and Ministry of Interior.

¹¹ Presented findings in this paper are part of many results obtained through the written questionnaire.

Results indicate that the surveyed police officers, basically do not differ in regards to their tasks and daily activities. However, based on the frequency of the types of committed daily police tasks and activities, 67 to 76% of respondents “always” i.e. “often” respond to reported crimes, advice citizens to protect against crime, secure schools, undertake foot patrol and direct patrol at hot spots, and intervene at certain events. Because they occupy a larger percentage of their daily work activities, the police officers are directed to crime control as part of the traditional reactive approach of policing.

In addition, over 40% of the police officers are part of certain ongoing projects as a segment of the “building partnerships between police and citizen”, which are mainly focused on education of young people in schools, on mixed patrols with the citizens, supporting young people and doing home visits. It is connected with the view that preventive police work is neither properly recognized (76% of respondents gave positive response), awarded by the higher structures of the police (72% of respondents gave positive response), nor were the results of the undertaken preventive activities visible (48%).

In order to consider whether certain preventive activities are affected by specific factors, *chi-square test of significance* to estimate the existence of associations among several variables was applied. Problem identification in the community, meetings and cooperation with citizens, problem solving in the community with citizens, mixed foot-patrol, home visits, and activities in Local Councils for Prevention, education and counselling of citizens were considered as preventive activities. The *chi-square test of association* between community-based preventive activities and police views about the importance of the community role in crime prevention has revealed a strong, statistically significant association between the following variables:

- Problem-solving in the community is affected by several factors (variables) related to the participation of citizens in the prevention of crime (sig. = 0,013), providing information for community safety (sig. = 0,017) and greater cooperation with the community (sig. = 0,004).
- Confidence in the relationship between citizens and the police contributes to providing assistance and support to crime victims by the police (sig. = 0,018).
- Education and advising citizens to protect against crime is related to greater awareness of the problems in the local community.

Another statistically significant correlation between the predicted variables is not recognized.

Police officers have positive views regarding the community policing model agreeing that the personal knowledge of the people in the region contributes to a greater participation in certain programs to prevent crime and contribute to getting more information that will increase safety, awareness of the local problems and enhance cooperation. However, in terms of improving community safety, according to the findings, significant statistical association is recorded with the active participation of citizens in certain prevention programs in the community, while with the other activities of the citizens (such as providing information, awareness for the community

problems, greater cooperation), shows no statistically significant association. These findings support the police’s positive perceptions of the community policing model, which fails in the practice due to the passive role of the citizens in certain community activities.

Another important aspect in the analysis of the type and intensity of police activities undertaken by police officers is the organizational structure, communication among police officers within police stations and their material and human resources. Therefore, several issues became subjects of analysis in order to identify the attitudes of police officers about the organizational capacities of the police at the PS level (micro level) and to determine their connection with certain police tasks.

Police officers positively assess the communication with their colleges at horizontal level (among colleges working in the same position) and at vertical level (in relations with the superiors). Indicative are the attitudes of police for some aspects of preventive activities because the vast majority of respondents believe that they are given too many responsibilities in performing preventive activities (66.7% gave positive response versus 33.3%). It points out, first, the different perceptions of what constitutes a preventive role of the police and what types of preventive tasks are entitled to undertake (preventive tasks are usually identified with certain activities within the ongoing projects and programs to establish partnership between police and citizen) and, second, the prevalence of the traditional and reactive policing.

The estimation of the connection between police attitudes about the communication with the colleges and about performance of certain police tasks and activities shows strong, statistically significant association between the following variables: “team work within police stations” and “rapid response”, “cooperation with the colleges” with “making observation in the community”, “good advice from the senior police officer” with “referral of the citizens to certain institutions”, “good advice from the senior police officer” with “education and counselling for crime prevention” as well as “written rules for police preventive activities” with “education of the citizens with local problems”.

From the police point of view, in order to establish partnership and cooperation with the citizens, the police need to work closely with the citizens. In addition, they need to believe in their contributions to a collective approach to crime prevention. The police officers also need to gain adequate skills and institutional capacities to respond to local demands and problems.

Also, the level of significance of the *chi-square test* has showed that there is a strong association between “familiarity with the Daily Centres for Drug Addiction” and “the cooperation with students”. Other statistically significant association between police cooperation with other services and positive attitudes for community policing is not found. If we take into account the *mean (average values)* of the cooperation with certain services which is low, under the average,¹² than it was expected to have no statistical association with the positive perception of community based activities.

¹² Level of cooperation with the local government (2, 51), with the schools (2, 25), with the pupils (2, 74), with the Local Councils for Prevention (2, 91), with the Advisory groups of citizens (2, 98), with NGO’s (3, 21).

Most respondents (64.2%) believe that citizens feel resistance to cooperate with police and that there is a lack of confidence in their mutual relations (57.6% of respondents agree with this perception).

Discussion

The analysis of the legal and strategic documents and bylaws that regulate the police service and policing acknowledges that there is no unique understanding and commonly accepted terminology of the community policing model. In the MoI's documents there are found several terms with the same meaning: 1. "Concept of Policing in Partnership with the Community" in the Manual for the Basis of the Preventive Policing" (which is perhaps the closest);¹³ 2. "Program: Building Partnership between Police and Citizens" in the MoI Strategic Plan 2014-2016 (www.moi.gov.mk), and 3. Principle of community policing (which was originally adopted terminology in the Codex of Police Ethics). Using similar but different terminology to explain the community policing model generates different levels of comprehension and implementation. It indicates that the community policing model among the police is recognized as a separate aspect of policing, effectuated through separate national and local projects coordinated by trained officers.

Also, this kind of model assigns a special position (or function) of the police officers who are projected to coordinate planned projects, to be members of both the Advisory Groups of Citizens and Local Councils for Prevention. It neither changes the philosophy of policing in general, nor does it change the traditional way of policing because relying only on a limited number of police officers for prevention and only on planned projects with short-term effects, doesn't achieve the essence and purpose of the community policing model. Its essence is decentralization of police functions and letting the basic police task (to protect the citizens, to maintain public order and to increase community safety) to move down to the initial, lower levels of the police organization. This model requires an entire, not partial, change in the philosophy of policing by the entire police structure. Policing with the community is not and should not be considered only as an introduction to the citizens by organizing joint meetings, handing out flyers, advising, and/or visiting schools. These are just some of the forms of cooperation that exist to serve as a tool in order to increase familiarity with the community, the citizens and their problems. Hence, the community policing model is not and should not be presented and ended only by forming additional bodies at national and local levels (such as, for example, Local Councils for Prevention) and by training certain police officers for cooperation with the community (no matter how they are labelled, whether liaison officer, community officer or officer for prevention). As Mackenzie & Henry (2009) note, the success of the community policing model is more than a function of those police officers who have been selected to participate in a particular program (Mackenzie and Henry, 2009:32).

Also, the separation of police patrol with the tasks and activities of the police officer for prevention is not consistent with the essence and purpose of the model, which is expected to be

accomplished through the role of a patrol officer (Meese, 1993). The real reform requires changes in the manner of policing at all levels within the police stations and SIA. At the first level of ordinary field police officer or patrol officer, this model means changes in the system of values, in the way of thinking, replacement of rigid rules and procedures, strict execution of orders and acting only as a source of information for higher level police officers. This model also requires change in the work of the inspectors and police commanders who create the second level within the police stations. If this model is relying on the work of 60 or 80 trained police officers for prevention, its implementation in practice will be condemned to failure.

Police officers perceive police as a competent authority to protect citizens and to prevent threats for public order and community safety. Their attitudes of the efficiency of police tasks in crime prevention and community safety refer to more traditional reactive policing. Activities aimed at gaining familiarity with the citizens are partial and undertaken by a small number of field police officers within the PS. Also, certain activities are part of current projects, which mislead the police perception for the real meaning of the community policing model. This is due to the large number of educational campaigns that are implemented by the Unit for Prevention under SIA-Skopje which are perceived as "preventive activities" of the police. If we add their attitudes about the immediate preventive activities (they are less visible, hard and boring), then, it seems that the police activities undertaken within the community have no immediate preventive effect.

Their responses have created the conclusion that the police achieve their preventive role mostly through: 1. rapid interventions that "calm the situation" and have a short-term effect, and 2. general prevention or intimidation by their presence on the ground, which deters potential offenders. Both of them are part of crime control model. A few examples include: school-based violence prevention as well as crime prevention at certain hot spots and high risk areas. Mistrust among a certain percentage of the respondents about the efficiency of detection and prosecution of the offenders, as well as in the increased police surveillance of registered offenders, is connected with their confidence in further proceedings within the criminal justice system to resolve the case.

Bearing in mind that *the age of the ordinary policemen* within the police stations is relatively high, i.e. almost half of respondents (48.3%) are aged 41 to 51 years (the oldest respondent is 51), 41.4% were aged 30 to 40 years and only 10.3% were aged 18 to 29 years, then we should assume that, in order to transfer their skills and the manner in which they address the police work to the new challenges, they need adequate time. The will and motivation of police officers are also important indicators that have an impact on the adaptation process, but they were not subject to scrutiny in this survey.

If we add another factor i.e. *the length of the working experience of the respondents*, according to which 48.3% have spent more than 15 years in service, 44.8% have been working from 7 to 14 years and only two respondents have experience of six (6) years, then we can conclude that the police officers are from the "*old classical police school*" that focuses on crime control mainly through the performance of traditional police

operational strategies and approach that also emphasizes the establishment of partnerships between the police and community.

¹³ Policing in collaboration with the community is defined as: police approach that emphasizes coordination and integrated use of police and community resources, philosophy which simultaneously leads styles of management and

tasks (Weisburd, Eck, 2004). Their response, "I have been given too many responsibilities in performing preventive activities" (66.7% of the respondents have agreed with that claim) indicates a lack of motivation to initiate immediate preventive activities in the community, as is their agreement that the motivation to perform preventive activities is a weaker side of the police patrol (72% of respondents agreed). In support to the thesis, that the confidence in the traditional approach of policing is associated with the performance of everyday police tasks are the police views that the preventive activities are not properly recognized by the senior police officers (74,2% agree with this claim) and awarded (67,7 of the respondents agree with this claim).

Hence, the general perception is that police patrolling is among the latest numbers from the list of police tasks. Such attitudes discourage patrol officers and police officers for prevention to participate actively in problem-oriented policing and to build good community cooperation. Additionally, an attitude exists that inadequate training is provided for preventive work (63.3% of the respondents agree with this claim).

Also, positive attitudes of police officers about the advantages of community participation in community safety and especially the positive impact of the personal acquaintance with the citizens do not intensify the preventive activities in cooperation with them. This acknowledges that the model, albeit is positively accepted by the police, remains more on a declarative level without proactive police action to build partnerships with the community.

The cooperation and teamwork among colleagues, at the horizontal and vertical levels are assessed as positive, but it is important to consider the types of the police tasks upon which this claim is built. Cooperation and teamwork are deemed more important in the reactive approach of the police (while undertaking rapid response and local spot observations), compared to the activities undertaken in cooperation with the community. The findings indicate that there is insufficient cooperation among colleagues within their police station in implementing prevention activities in the community. This perception is supported by the procedurally written and unwritten rules in the police structure that regulate internal communication between the lower and higher police structures while undertaking certain police activities. All activities (such as: referral to appropriate institutions, education, counselling and solving common problems of citizens) must be formally reported to the senior officers in a written report. It generally assumes that the police officers adhere to the existing rules of conduct and are inert in initiating additional activities within their daily work. It draws us to conclude that creativity and innovation to build partnerships with citizens and community among police offices is a weak area in need of reform.

Concluding remarks

The new way of policing involves dedicated, skilled and analytical police officers and a new police culture that redefines old values in performing police powers, followed by organizational and operational changes within the police service. The police hierarchy that divides the internal structure of the police, as well as the traditional police values (such as reputation, efficiency and focus on dangerous situations) need to be gradually replaced with greater commitment to crime prevention and community safety, not just to crime detection (Green, 2000:300-301). Basically, the acceptance of the

philosophy of community policing involves a radical change of all elements of the organizational structure along with changes at all levels of policing. Any police level will make decisions and will take certain measures which deem to be appropriate in a given situation, and its decisions will be continuously monitored and evaluated by higher police levels.

Macedonian police still promote the crime control model based on the principles of efficiency, professionalism and accountability. There is an impression that police respond and tries to prevent crimes in the dynamics of their public appearance, and not based on analytical assessment for the degree of threats of certain crimes. Setting priorities in policing has been turned into "fire-fighting" and not in consistent practice that relies on criminalistics analysis and prognosis. Although police believe in the positive benefits from their cooperation with the community in terms of increased confidence, awareness and recognition of problems that exist in the community, improved security, etc., they also believe that the traditional reactive approach is more effective in the prevention of crime and, therefore, the police focus more on quick interventions, directed patrols and security.

According to the obtained results, the police officers determine the success of their work according to the undertaken and implemented repressive measures, which is inspired by the way their superiors reward and evaluate their work. The patrol police officers and the senior police officers to unmotivated do not value equally preventive police activities and traditional police work. This is one of the main obstacles to changing the style of the police work, which negatively effects the implementation of the model of police work in collaboration with the community. Unfortunately, there is no proper education for the community policing model within the basic initial training for police officers which creates an inconsistent course system. It is particularly discouraging because the new organization of police should be set in accordance with the community policing model, which is very important in introducing young police officers to police service.

Consequently, despite the positive attitude of respondents to that model, such perceptions are not contributing to more frequent preventive activities, which is an indicator of possible risk factors related police officers loaded with other police tasks and limited capacity and knowledge for the proactive approach. In conclusion, the first recommended step is recognition and understanding of the fundamental nature of a community policing model at a higher police level and, afterwards, to accept and to manage all dimensions of this model within the police organization.

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