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THE TRADITIONAL AND THE MODERN MODEL OF POLICE WORK IN THE SECURITY SECTOR²

ABSTRACT: The paper discusses sector work as the basis of efficient policing. There are two models to be discussed. The first model is the model applied during the period of socialism and social self-protection and the second is the one in the period after the year 2000 when implementation of community policing experiences taken from the developed countries started.

In the period of socialism, the sector work was recognized as a form of decentralization of the police force, a suitable form for conducting preventive work and as a way to incorporate the police force into the system of social self-protection successfully. The patrolman in a sector enjoyed the trust and respect of the citizens. Being deployed in a particular sector for several years, he knew the people, the territory, and the security problems in that area. The sector work (both conceptually and practically) has many similarities with the community policing model whose implementation should lead to the transformation of the conventional way of doing police work and restore the confidence of citizens in the police. Community policing brought the reaffirmation of

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the patrolman and sector work, and taking on many of its recognizable programs, methods and techniques can contribute to adaptation and application of the traditional sector work to modern conditions.

KEY WORDS: sector work, patrolman, community policing, prevention, social self-protection.

1. Introduction

Police work can be organized as territorial, linear and objective. The territorial work comprises all the police work to be done in an entire territory for which the territorial organizational unit of the police force was formed. It is organized at the level of regional police departments, stations and sub-stations, in other words, security sectors and police divisions. Linear work was developed by modifying territorial work in accordance with the functional principle, and objective work is carried out by territorially and functionally separate organizational units of the police force whose members are assigned to specific objects at risk (Subošić, 2020:162-163).

The Ministry of Internal Affairs of the Republic of Serbia accepted the territorial principle of organizing; dividing the entire theatre of operations of each police station into security sectors whose total number is about 1000, in order to facilitate confronting the tasks within its scope. To facilitate the organization of preventive forms of action, first and foremost, the area of activity of almost every sector is divided into patrolman beat, with the total number of 458, and patrol-unit beat, with the total number of 1817 (Nikač, 2019: 219).

To understand better the territorial approach to police work, we will distinguish two periods: the period up to the year 2000, the period of socialism and social self-protection, and the period of democracy after the year 2000, when the implementation of the concept of community policing began.

During the period of socialism, the organs of internal affairs conducted their affairs through repressive activities – as a state authority,

and preventive activities, through which they were recognized as a subject of social self-protection.

In this period, the focus was on decentralization of the police force – militia. The central problem was to find the best form of organization which would make possible a more purpose-serving incorporation of the police within the system of social self-protection. It was because, according to the then widely accepted point of view decentralization should contribute to bringing the police closer to the citizens through their direct cooperation. The division-into-sectors method of work was recognized as a kind of decentralization of the police force and a suitable form for doing preventive work. The reason being that for a successful performance it is indispensable to be acquainted with persons (with criminal past or other antisocial behavior, persons under increased supervision, deportees, foreigners, persons who are able to notice, due to their position or experience, criminal activities, such as retired police officers, etc.), territories (populated places, important facilities, communications, land, forests and mountains) and security problems (objects under threat, facilities at risk, population density, square measure of the area, road network condition) (Gaćeša, 2001). Thus it was thought to be necessary to have a police officer who knows the people, territory, and understands security matters in the area well, one who is present in the area for some time, who is, as it were, part of that community enjoying the trust and respect of citizens.

Ten years after social self-protection, efforts are being made to introduce a new model of work - the police-in-community. Community policing is seen as one of the key areas of police work whose realization should contribute to the transformation of the classical model of conducting affairs. The primary strategic goal of our police organization is to restore the citizens' confidence in the police. In Serbia, thorough police reforms began in 2002, including, among other things, the reaffirmation of the policeman-in-the-street or neighborhood, sector work, and introducing policeman-in-schools (Simonović, Vojnović & Sekulić, 2003: 132).

The sector work has a lot in common with the concept of community policing. Numerous programs, techniques, operations,

activities through which sector work is recognized come from community policing models, such as problem-oriented work, teamwork, crime mapping, working with socially vulnerable groups, prevention as a primary goal - these all contribute to the improvement of traditional sector work. Although policeman-in-the-street or neighborhood (patrolman) model has been known for a long time as a way of performing operational-preventive activities, with good organization and adequate work content, it can be incorporated into modern social processes and achieve significant results in preventing various socially undesirable and harmful incidents thus developing (and strengthening) community security.

This paper contains two main parts. The first, that includes forms and methods of work which were designated by the same or similar terms for decades, from World War II to the present day, with some variation, that is, adaptation to the given circumstances and changes in the country, as a matter of course. The second part presents the division-into-sectors model of work improved by additional elements - the value system and some forms of activities inherent to the concept of police-in-community.

2. The traditional model

Article 1 of the Law concerning People's Militia ("Službeni list FNRJ", No. 101/46) from 1946 stipulates that the police force - militia is organized on a territorial principle - their work divided into sectors. The same method of police work was prescribed by laws enacted later. However, the organization of the police force was centralized allowing for certain independence of local governing bodies and command of district and municipal secretariats and police stations.

During the 1960s, the system of social self-protection emerged as a new form of (social) awareness, based on a doctrine that security is not a problem of internal affairs only, but one to be addressed by all subjects of social self-protection (working people and citizens - as primary subjects; organizations of labor and local-district communities, socio-political and other organizations and socio-political communities,

judicial bodies, internal affairs, and other governmental authorities) (Ristović, 2020: 331-339).

Social self-protection was based on the doctrine that the police force – the police commissioners, policemen-in-the-street and other members of the police force in a given sector - with the support and assistance of citizens and working people could be very effective in protecting the community and maintaining security in the sector.

Sector work was confirmed as the most suitable form and method of police work, since it opened up possibilities for effective crime prevention and, in the same time, made the right approach to working people and citizens. The sector was not only a security unit in which the police, working people and citizens work together, but also an adequate organization of preventive action of the police and one of the forms of socializing the security function. Similarly to today's problem-oriented work of the police, "the task of criminal prevention carried out by police officers in the security sector consisted in comprehensive understanding of the problem and study of phenomena, as well as the methodological elimination of causes as criminogenic factors" (Petrović, 1986: 119). The sector of general law enforcement was considered as "a form of decentralization of security affairs and, primarily, the content of preventive work with the aim of protecting all the values of society in that area" (Dejanović, 1985: 136-137). The principles of sector work are designed to promote general participation of working people in conducting affairs of security.

A sector comprised an area of one or more local district communities within a municipality, depending on security situation, economic development, number of citizens, population density, terrain configuration, economic structure, traffic etc. A sector represented a security unit as a whole respecting the specifics of the area. Depending on the complexity of the security situation, the sector was divided into I, II and III category influencing the organization of work, the number of police officers engaged, their professional profile etc.

The forms and methods of operative work of the members of the militia on a security sector comprised their personal engagement in 1) monitoring and analyzing the security situation in the sector; 2)

right application of tactical and operational methods for the purpose of preventing criminal acts and offences; 3) creating operational links within one's authority and in accordance with operative plans; 4) using various documents, reports and any piece of information available to organs of internal affairs; 5) carrying out concrete assignments according to the instructions of the commanding officer or together with authorized members of security services; 6) cooperating with citizens and working people, providing professional or other assistance in realizing social self-protection (Dinić, 198: 54-55).

In addition to regular police business in the sector (patrol, identification, apprehension) the policemen performed other duties that belonged to the domain of social self-protection such as cooperation with working people, citizens and other subjects of social self-protection, giving them accurate information about the problems and events pertaining security, security education of the citizens, providing professional assistance, analyzing social relations and events pertaining security, proposing solutions to problems etc. The cooperation with working people and citizens developed through maintaining daily contacts, mutual assistance, building mutual confidence, personal and property protection, assistance in establishing legal claims, giving specific instructions how to handle certain security issues.

Each sector was entrusted to a certain number of workers of the militia characterized by communicative skills, interest in problems of the people and personal initiative for solving them. It was expected from a policeman in a sector to inform, educate the citizens, to be cooperative and keep an eye on social relations and events in his area. The man in the field is well acquainted with the area, people and security problems, rules and regulations of service and duties of the members of the militia in the sector and, of course, knows the methods of procedure that enable him to investigate effectively offences and other socially undesirable cases. He must not be passive, but proactive, getting to know the people and the area, observing and analyzing things and events relevant for security, rationally plans his activities on a daily basis, creates operational contacts enhancing contact and communication with citizens and other subjects of social self-protection. The members of the militia would stay in the area for some period of time that enabled them to get to know

the area, the citizens and their problems, understand the relations and events in the sector, so that they could react appropriately.

As a result working people and citizens cooperated with the police force willingly and even show initiative participating in various activities; and, what is more, the people were well informed and involved in the safety of their community indicating high level of security awareness.

This system worked well. Above all, this was due to trends in the society in that period; the militia enjoyed great respect among the people and had support and help from them in doing their job. It had happened that the citizens themselves caught the perpetrator in the act or directly helped the militia to apprehend the criminal. For example, on November 2nd, 1976, in Njegoš Street 7 in Belgrade, a criminal was caught while robbing a bank armed with a machine gun by the citizens themselves. Also, when on March 9th, 1983, in Belgrade, two Armenian terrorists assassinated the Turkish ambassador, the citizens tried to capture them with courage and dedication hardly imaginable today.

3. The present model

Although past experience has established division-into-sectors as a superior and efficient form of organization and method of police work, it should be further developed and improved in order to adapt to current problems and actual concerns in security. To improve efficiency it is indispensable to regulate legally the organization and methods of operation in a sector and precisely this has been done in *the Instruction concerning organization of work and procedures of the police in community, in sectors and police departments* (Uputstvo o organizovanju poslova i načinu rada policije u zajednici, na sektoru i policijskim odeljenjima) (MUP RS, 2020). According to the present *Instruction*, sectors and police departments are to be established on the territory of the section sub-stations and should comprise one or more local district communities, forming a natural whole and a security unit, in which the state of security can be effectively controlled and the police business

organized. The number of sectors and their categorization is determined in the official document concerning the internal organization and systematization of workplaces in the Ministry of Internal Affairs.

The division of areas into sectors depends on the assessment of public security and many other factors directly affecting the state of security in a particular territory, facts and events of concern in a local community such as the number of inhabitants, population density, the degree of urbanization, economic development, the number and importance of facilities and resources, length of roads and their categorization, the development of communication infrastructure, the number and types of vehicles, toll stations and tourism, proximity of the state border, border crossings and other regional and local characteristics of that particular area. The sector for which a constant presence of a group (team) of police officers is necessary is defined as the sector of the first category (MUP RS, 2020). An area of a sector can be divided into patrolman beats and patrol-unit beats.

The Instruction concerning the organization of work and procedures of police in the community, in sectors and police departments stipulates that a patrolman beat covers an area of one or more streets or parts of a street, a locality, or part of a locality, or, exceptionally, a broader area in which security protection requires permanent or occasional (periodical) presence of police officers. “The duty of a patrolman is exercised by visible presence of police officers in uniform in the patrolman beat, by direct observation, constant communication with and assistance to citizens, gathering information, maintaining order and peace, preventing crimes and offenses, and performing other tasks” (MUP RS, 2020).

The patrol-unit beat covers the area of a sub-station, and as a rule, covers the area of the sector/police division. It may also cover the area of several sectors or divisions or their parts. The duties of a patrol-unit are exercised by making rounds, observation and visible presence of police officers in uniforms in the patrol beat, by means of direct observation, constant communication with and assistance to citizens, gathering information, preventing crimes and offenses, detecting, and apprehending perpetrators, maintaining order and peace and performing other tasks” (MUP RS, 2020).

For successful sector work independence of local police department is essential, and by no means just declarative; coordination and not subordination should be dominant. Independence so defined will make possible for the police to focus their activities on the problems that characterize the sector and not just carrying out (executing) the orders of higher instances who are not properly acquainted with concrete problems in a certain community.

For the police-in-community in Serbia decentralization of organization and functioning is preferable. The sector method of work and organizational form has established itself as the most suitable one, because in this way the police force is brought closer to the citizens and has the opportunity to cooperate with them in solving problems of criminal behavior and other things that jeopardize security in a certain area, and, in the same time, making possible proactive preventive work of the police and community. Precisely this point of view is the one the *Instruction* is based on. It prescribes the essence of efficient work in community policing: “The work of police-in-community comprises activities in sectors and departments aimed at boosting confidence of citizens and community in the police force, strengthening cooperation and partnership with the citizens, developing preventive work, problem oriented approach to security protection and respect for diversity (MUP RS, 2020).

Community policing implies intensive communication with citizens and representatives of the community, with economic and social subjects, with marginalized and socially vulnerable groups. Through this communication, they become better informed about the security situation, and are able to identify the main causes and conditions that may contribute to committing a crime. The sector policeman in the community – the patrolman, who does his job on foot and in uniform being well known in the area of one security sector, is recognized as the most immediate exponent of that communication and cooperation. His visible daily presence allows him to get acquainted with the peculiarities of the community, its customs, culture, habits, interests, challenges and needs. He may adjust his actions accordingly to the priorities of the community and expectations of the citizens at the same time respecting and adapting to differences. It is expected from

the patrolman in a security sector to apply problem-oriented methods while investigating the problems of citizens and exhibit competence and creativity in solving them simultaneously reducing the use of coercive methods. Together with the citizens, he observes and solves security problems in a coordinated and synchronized manner. According to the article 6 of *Regulations concerning case-by-case procedure of doing police business* problem-oriented police work is performed through the following activities: 1) monitoring and keeping track of the security situation in order to identify occurrences and events that may threaten community security; 2) analyzing occurrences and events in order to identify their causes; 3) planning and undertaking activities to affect causes and consequences; 4) establishing cooperation with partners in the community, for the purpose of undertaking joint-action affecting causes and consequences, when necessary; and 5) analyzing situation assessment and the achieved results.- („Sl. glasnik RS”, no. 63/2018 and 72/2018).

The patrolman (a police officer in the neighborhood), since he is well acquainted with the situation in the sector, can make a substantial contribution (perhaps the most important one) to directing preventive acts and so enhancing security in the area he covers operationally. He may plan, propose and implement preventive programs, actions and measures; rationally organize his work respecting the needs of citizens adapting the content and organization of his work to the security characteristics of the sector (locality, community). His constant presence in the field facilitates creating communicative connections and building up confidence with the citizens, getting to know the problems of vulnerable and socially handicapped groups and taking actions to protect them. His suggestions should be welcomed, since he knows best the circumstances in a certain sector.

One of the most important characteristic of the patrolman in a sector is his permanence. That is to say, he performs his duty exclusively in the sector he is assigned to; he may only exceptionally be engaged to do some other duty in some other area. This shows that those police experts who claim that the domination of the so-called ‘special police units’ in the organization of the police force resulted in weakening the sector work and thus led to crime escalation and other forms of security

threats, and (ultimately!) to the loss of public confidence in the police, are right. Permanence makes it possible that the police officer becomes acquainted with the situation and circumstances pertaining security in the sector, to build up confidence and good relationship with the citizens. "Binding a police officer to a certain territory generates in him a sense of responsibility and attachment to that part of community creating incentive to engage in activities whose purpose is to reduce crime and disorderly conduct in that territory" (Simonović, 2006: 322). By contrast, transitory assignments may lead to his distancing and becoming disinterested in the security situation in the sector and, consequently, lack of personal responsibility (Milidragović & Milić, 2019: 76).

It is necessary both for the patrolman and commanding officer in the sector to take full responsibility. This amounts to keeping up-to-date dossiers (files) of the sector, observing rules and regulations etc. To overcome such purely formal responsibility the police officer has to have precise goals and specific tasks whose fulfillment would be the measure of his achievement in the sector. On the other hand, such specific tasks together with reducing duties regarding inspections, assistance, safeguarding etc. should create enough space for demonstrating initiative and creativity in solving problems in the sector and stimulate motivation for work. Initiative and creativity should become new criteria in the process of achievement evaluation of the police officer in the sector.

A serious setback, despite the organizational and functional advantages of the sector work, would be the lack of quality personnel working in the sector, since without them the level of efficiency expected could never be achieved. For the police officer to perform the duties of the patrolman successfully, apart from the affinity for the work itself, it is indispensable not only to have good education and general knowledge, to know the rules and the regulations of service (which he applies every day), but also professional training to understand the essentials of preventive work according to current tendencies. What is more, the patrolman should possess professional, working and moral qualities and, also, to be cooperative, respectful in his communication with the citizens. In the same time, he should be independent in his work planning the contents and creative problem solving in his sector.

The necessary condition to the latter is anticipation of crime based on a systematic analysis and taking appropriate preventive actions and measures to control crime.

In order to enhance professionalism and make sure that the performance of the patrolmen is in accordance with the expectations of the citizens, further scientific research should be conducted into sector work and its impact on the state of security which would include both the attitudes of police officers and of citizens, so that the support of the citizens to the police would rise and their performance be in accordance with the expectations.

A good example is the realization of the pilot project “The police in a community” in Kragujevac (autumn 2002 - spring 2004), in which the implementation of policeman in the neighborhood was carried out by dividing all urban sectors into smaller territorial units with about five thousand residents. Police officers from the sector were selected, who were responsible for the state of security in the neighborhood and for the implementation of preventive projects. The positive and negative effects of this project were taken into account and these can be used in the future to improve sector work (Simonović, 2006: 406-407).

Conclusion

In the past, as in the present, sector work has been the foundation of successful police work. It is based on a proactive and rationally planned preventive approach. The difference is that, in the past, its implementation was achieved through the concept and system of social self-protection, whereas today through the concept of police-in-community. In both cases, sector work contributes to the development of prevention, due to the visible presence of the police in the field, timely detection of the causes and conditions of crime, promoting various preventive programs and, if necessary, involving citizens in specific preventive activities.

In order to increase the efficiency of performance and preserve security in the sector it is necessary to modernize laws that regulate sector work, in the same time, retaining solutions proven to be good in

practice. For the members of the police force in the sector continuous training and education for this kind of work should be designed and organized. The selection of officers in the sector should adopt criteria that satisfy high standards of professional competence and moral integrity and other desirable traits, while their position and authority should be unambiguously determined and evaluated.

The concept of community policing can contribute to the improvement of sector work, on the one hand by introducing innovations and on the other hand, by using experiences from the period of socialism and application of the system of social self-protection. If the concept of community policing should be implemented root and branch, it would cease to be just a police project and become a project of the whole community in which it would bring back the spirit of fellowship, care for the common good and for each individual.

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