

# **PUBLIC AND PRIVATE SECURITY IN THE REPUBLIC OF MACEDONIA: COOPERATION AND PARTNERSHIP IN THE SECURITY RISK MANAGEMENT**

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## **Abstract:**

In situations of increased risks from security threats, the need to provide a common response to the illegal migration and human trafficking increases the responsibility for successful migration management and control, which goes beyond the usual actors – i.e. the state authorities. Such situations call for more direct inclusion of the private sector. The central research issue proposed here is focused on the analysis whether the private security sector is interested at all to engage in such partnerships. Usually, there are short term expenditures and security risks, and that is why it is important to take into consideration how will they be stimulated and encouraged to 'invest' in security in such a way. That is why distinct regulations, defined interactions, clearly expressed will for cooperation and making efforts in order to explain how the improved security is a mutual priority and challenge both for public and private security, are necessary. These partnerships and other forms of cooperation have another dimension too. It refers to the expected decrease of expenditures for providing security, which is especially important for both sectors. The cooperation and the partnership in the paper are analyzed through the prism of the role which both sectors have in the provision of security, whereas security will not be perceived as an expense, but rather a joint contribution for the protection of the security of the community.

**Key words:** security, public security, private security, cooperation, partnership, public-private dichotomy

## **1. Introduction**

In terms of structural changes which occurred as a result of the political processes and global security threats, the private security sector has imposed as a significant factor and a main actor for support and assistance of the state apparatus and the citizens as a necessary partner in

the combat against crime, terrorism etc. With that, this subject has partly took responsibility which traditionally belonged to the police as the most visible manifestation of power in enforcement of security, and referred to the exclusive right to provide security for the citizens and their assets.

The achieved level of development and cooperation between the public and the private security sector in a certain social – political system depends from numerous factors, among which: the place they take in society, the manner of decision making for the position and the role of these sectors in the country, their contribution and real significance, the mode for financing of these sectors, the nature of the relations between the security recipients and the providers of it, the professional status of the providers' employees for certain recipients, etc. (Ahić 2009).

The comparison of the public and the private security, as well as the explication of the nature of cooperation between those two sectors, expressed through the current public-private partnerships shows that there is a space for rapprochement of these two segments and that the need for their cohabitation is clear in order to achieve the common goals.

In general, the police and the private security are predestined to cooperate jointly because of the complementarity of the tasks. Although the private and the state security sector do not have an identical interest and approach in the fight against crime, their interests are complementary. While private security owes loyalty to clients and employees, the police works comprehensively for the country. But still, both the police and the private security have a common purpose – protection and security for the whole society. On one hand, the employees of the private security sector could be a great assistance for the police providing with articulate and precise reports for certain incidents, and on the other hand the police can give suggestions for certain investigations conduct. The services of the state and the private sector could be combined in order to decrease crime, and increase security (Dempsey 2011).

## **2. Public-Private Dichotomy**

The public-private dichotomy was a subject of interest for a longer period in retrospective. Numerous analysts endeavored to determine the verge and the factors which distinguish the private security sector from the public security sector. In some academic debates prevail the opinions that the difference indicators are in the level of accessibility: the extent to which something (a good or a service) impacts the whole society. The second analysis point out that the indicators of difference are in the manner of definition (public or private), the nature of the interaction between the service provider and the service recipient, the employee status and the mode of financing. Third analysis are made on the basis of coverage. In that direction the main indicator of difference is the extent of coverage, respectfully, what is covered by the public security and what by the private security. Fourth analysis depict that it is more appropriate to discuss the field for which they are made, rather than the extent of the coverage, having in consideration the numerous grey areas which exist.

The dichotomy is exceptionally important for the interactions between the public and the private security and it refers to the elaboration in context of the development of the security. It

is evident that most often used formulation of the public-private dichotomy refers to everything which is more familiar as public and/or private sector. Such conceptualized categorization of the dichotomy contradicts the public or government sector with the "private" or the market sector. This is due to the fact that the government in the first case ensures the services and they are financed according to the laws in which are defined the taxes, while in the second case, the recipients purchase the services from the firms, whose motivation is profit. The second segment of the dichotomy, respectfully the logical division of "public-private", refers to the difference between what is "opened" and public, contrary to "hidden" or restrained. Actually, this is what essentially designates the difference between the public and the private space. Simply put, the basic meaning of the public space is its openness and accessibility for everyone, everywhere and in any time, and in contrast to this interpretation, the private spaces are those in which the access is restricted, and in which those who actually "own" that space are in control and have the right to define and restrain its publicity to a certain degree (Ahić 2009). So, the basic question which needs to be addressed reads: "Where does the boundary between the private and the public sector lie?" In general, there is no simple boundary for division, rather it is a network of private and public organizations which are engaged in maintaining order (Button and George 2004, 115).

### **3. Public-Private Partnerships and Cooperation in Security**

In liberal-democratic societies, the market economy allows public-private partnerships. Unlike the totalitarian systems, the realization of the security is under exclusive authority to the state where there are no records for certain forms of coexistence with the private security sector (The Chatham House 2017).

It is considered that the public-private partnerships PPP (PPP-Public Private Partnerships) enable a clear specification of the goals, the rights and responsibilities of a legally binding form. Besides that, the long-term and expensive efforts of the PPP could lead to the achievement of better distribution of risks between the government and the private security performers. In the past, the government was the designer, supervisor and provider of services. Through the "public-private partnerships for security" the field is equalized and both the government and the private security companies work together on each level, such as: from recruitment to training to military deployment, with which the partnerships for security enable military and security activities throughout the developed world. Due to the lesser defense budgets, the Western allies of the USA may apply the principles for public-private partnership especially thoroughly, in order to decrease the expenditure through sharing the financial risks with the private sector providers. In exchange, the corporations gained a rather permanent basis in the management of the monopoly of force through partial ownership of the defense and security infrastructure or their functioning or support (Ortiz 2010).

From a historical aspect the interaction between the public and the private security sector was not always at its best. Sometimes the police underestimated the private security, which sensed that the police has no interest for its domain of action. However, in today's time it is thrived

toward the accomplishment in these partnerships, whose primary purpose is the progress and development of the public and the private security sector (Dempsey 2011, 360).

Hence, the most frequent activities of the partnerships and cooperation include:

- Establishing business contacts, including business lunch;
- Information sharing, such as local criminal tendencies, modus operandi (work methods), incident information, e-mail addresses, web pages and information bulletins;
- Crime prevention programs, joint participation in the security field, developing common methods for crime prevention and joining forces for achieving the general interests in dealing with video piracy, graffiti, false alerts and neighborhood surveillance programs;
- Resource sharing respectfully, lending technical and linguistic expertise, lending computer equipment, "buying money", lending security tools and preparation of contact notebook and other information;
- Training, for example hosting special experts and orators;
- Providing legal framework which includes support and draft laws;
- Common action, such as, investigation of complex financial frauds or computer felonies; carrying a common security plan for natural disasters protection, school shootings and violence as well as work place violence, and joint operations for offenses, for example, street theft;
- Research and creation of guidelines for preparation and review of: investigations and protocols concerning false alerts, work place drug related crimes, work place violence, CCTV (closed circuit television) information, etc. (Dempsey 2011, 360-362).

Beside these types of cooperation it has to be pointed out that the public-private partnerships, especially after the September 11<sup>th</sup> attacks intensified the cooperation in protection of these sectors as well: critical infrastructure protection, cyber security, port security, terrorism prevention, etc.

#### **4. The Need for Cooperation and Partnership in Global Migrant Crisis**

The term partnership unifies several concepts: regarding the mutual goals, the calling for joining efforts for achieving the goals and the sense for shared responsibility regarding the desired outcome. Partnership does not presuppose complete consensus for all the issues all the time. Also, partnership with which certain common goals are achieved does not imply to subsequent partnership for solving problems and issues in other areas (OECD 2017).

It should be emphasized that partnership is more than coordination and cooperation and presupposes a consolidation mechanism of the traditional mandates for management and mobilization of the efforts of several parties in which the common goals are intersected in the mandates of more organizations/sides (UNCHR 2018).

This type of dynamic partnerships emanate from the real need with which the security and the protection role are seen through a comprehensive prism and within incorporate several fulfilment preconditions, such as:

- Addressing the fundamental reasons which cause the migrant crisis;
- Human rights respect monitoring;
- Enhancing the response capacities;
- Early warning systems;
- Peace keeping and building;
- Ensuring a transition process from humanitarian assistance to sustainable development. (Brandt 2016).

Basically, the public-private partnerships are consisted in the efforts of the governments to overcome the barriers in dealing with certain situations, in which political solutions are not enough for managing certain social and security occurrences, such as the case with the international migrant crisis. In this context, the public-private partnerships are established rapidly and efficiently, and due to that fact they are promoted as an instrument for coping with the migrant crisis situations, and by some calculations, they cost less than the current EU operations (Prince 2017).

It means, that the increased need for illegal migration prevention and the emergence of violent extremism, human trafficking and terrorism elements on the migrant routes and in the migrant camps redistributes and expands the responsibility for migration management and control outside the central actor-the country.

The mechanisms applied by the countries regarding the migrant crisis control from the aspect of maintaining the security on a local, regional, national and international level covers a wide range of strategies which include actors from the private, from the local and international sector and are put in function of "guardians of the borders" (Lahav 2016). In this context, it is important to emphasize that a proper dimension has the assessment of the impacts and the consequences from the unfolding events which arise from the migrant crisis and refugees by the governments and the private sector actors as an opportunity for adequate management (PwC Global Crisis Centre 2017). Most often, as the concrete experiences and examples show, according to the responsibilities and restraints which emanate from the international agreements, these actors are incorporated by the countries or are hired with a concluded contract. The stimulations for this kind of cooperation are economic; while restrictions are sanctions and penalties. This way, through previous training investments, the private entities and agencies are able to take participation in the increased migration control and management (EPP 2016). Through government cooperation, the private sector gains a possibility for exchange and trade, profit, etc.<sup>17</sup>

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<sup>17</sup> For illustration, one of the private gigantic firms hired by the UNHCR is the multinational furniture factory IKEA. This company aided collecting 34 million dollars in order to provide renewable energy and lighting for the refugee camps in Africa. See more at: News Deeply: Analysis: How the Private Sector Can Help Tackle the Refugee Crisis: <https://www.newsdeeply.com/refugees/articles/2016/10/03/analysis-how-the-private-sector-can-help-tackle-the-refugee-crisis>, 03.10.2016, accessed 27/3/2018.

#### *4.1. Public-Private Partnerships in Security in Coping with the Migrant Crisis*

Basically, the challenges for the political establishments in the countries affected by the migrant crisis, go hand in hand with the possibilities. Thereby, beside that it is beneficially viewed from a macro economic plan, for some it counterpoises a threat for the national security, for the access to working positions, and for social harmony and culture. This fact is visible also in the increased number of unrests and tensions by the local communities during the migrant flows, as well as the emergence of anti-migrant propaganda contents and media platform which shares such kinds of contents (EP 2016).

Due to the complexity of the migrant crisis problem and the lack of capacities by the governments and organizations from numerous sectors for an effective and long term management with it, in order to find commonly acceptable solutions, a space for entrepreneurship is opened on one hand. On the other hand, because of the complexity of the migrant crisis management and the hosting and registration of persons which are part of the migrant routes a real pressure over the governments and the government agencies is created in order to provide the fundamental services. In these cases, the business community could play a crucial role in the continuous process of migrant crisis and provide assistance through financing or engagement in public-private partnerships with relevant government bodies. As shown by the practice, the business community, respectfully, the private sector counterpoises a supplement for the government and the non-governmental sector in developing independent decisions and sustainable solutions (World Economic Forum 2017).

So it means, the global migration and migrant crisis generate a variety of opportunities for the businesses, which are stimulated with government support. As the migrant crisis and the mass migrant flows which are most frequently improperly managed are expanding and evolving, many governments on a global scale make efforts to deal with the refugees' gust, economic migrants and asylum seekers.

The need for humanitarian assistance in the short term solutions as well as long term institutional changes had illuminated the limitations in the capacities and the weaknesses on an organizational level, whereupon the private sector is perceived as an auxiliary actor which can have a facilitator role based upon two basic principles: interagency coordination and strategic planning and internal agency organization and program management. Additionally, as part of the social dimension and responsibilities of the companies and corporations, and finding sustainable solutions for the migrant crisis imposes a need for engagement of organizations from the public and the private sector.

As a response to the actual migrant crisis, worldwide the companies undertake numerous activities which contribute toward alleviating the impacts of this social phenomena and conduce for the realization and sustainment of security in the following manner:

- Financial donations for support of the humanitarian partners in immediate migrants aid
- Utilization of capacities from the private sector for donation of products and services (delivery and logistics of products, access to internet etc., for the migrants and the personnel working with them)

- Expanding private assistance for organizations working pro bono
- Society integration support through programs, trainings and events with cultural, sport, etc. character.
- Access to information with a public character. (OECD 2010)

Regarding the classical security operations which are applied as an option in dealing with the migrant crisis, activating private security and military companies presupposes designating surveillance bases for countering smuggling routes and deploying border forces along the borders of the Middle East and African countries, as well as the external borders of the EU (Middle East Institute 2016).

From an idealistic perspective, the migrant crisis management presupposes addressing the fundamental reasons for which it occurred and people were forced out to displace, including political repressions and the civil wars in that region since 2011 and the Arab spring, which contributed for the emergence of famine, devastated infrastructure, diseases, violent extremism, terrorism and lack of vital resources, absence of economic prosperity and employment, low living standard etc. (Population Reference Bureau 2008).

At the end, it should be emphasized that beside the security dimension, another dimension would be the political implications. The political implications which stem from this phenomena counterpoise a variety of opportunities for the governments – migrations could be utilized as demographic solutions for aging populations, strengthen growth, as well as to promote greater cooperation between the countries and the regions in order to address this actual issues (Sherwell 2015). Also, migrations could enable economic beneficial aspects, through achieving demographic diversity and increase of competitiveness and through increase of expenditure, in terms of a certain degree of integration ensured by the country.

#### *4.2. The European Union and the Migrant Crisis Management*

In 2015, the European Union adopted a series of measures for coping with the crisis. The European Commission had proposed a ten points plan with which Europol will cooperate with the European Asylum Support Office (EASO), Frontex (Европската гранична агенција) and Eurojust (Cooperation Agency for Legal and Criminal Affairs), teams are been deployed in Italy and Greece for joint processing of the asylum applications, and also designation of the cooperation in the combat against human trafficking and smuggling (The Guardian 2015).

The UN Convention on Refugees from 1951<sup>18</sup> and the Additional Protocol from 1967 are the most significant legal documents with which the responsibilities of the governments toward the refugees worldwide are designated. Beside these two most significant documents, there are few

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<sup>18</sup> Around 150 countries in the world are signatories of the UN Convention and the Protocol, although not in such number implement them in their national laws. These documents designate the definitions for the refugees and the asylum seekers which are not returning on a territory where their lives and freedoms are under threat. Also, the countries establish a formal cooperation with the procedures of the UNHCR. See more at: The UN Refugee Agency (2018) Partnership in Protection: <http://www.unhcr.org/partnership-protection.html>, accessed 3/4/2018.

important instruments (such as the EU Dublin Regulation and the EU Human Rights Convention) with which the responsibilities of the governments are contoured.

These adopted initiatives by the EU counterpoise a step forward toward the construction of a common European migration, asylum and border policy, but there are still a number of challenges which remain in the focus of attention. Specifically, these challenges refer to:

- Division of responsibilities and institutional coordination in the EU, the member states and the remaining involved parties;
- Guaranteeing a proper implementation and enforcing the current laws and standards of the EU by the member states on the basis of the principles for the rule of law in controlling the external borders and in the field of security/military operations;
- Implementing a common EU political agenda which will also include the sector with indirect involvement in the migrant crisis and which refer to the repercussions on security from an economic, trade, development and foreign policy aspect (Carrera 2015).

The largest portion of the migrant wave from the Syrian conflict had impact on the Middle Eastern and Central Asian countries from the neighborhood, such as Jordan, Lebanon and Turkey, but the public attention from the entire world was mostly focused on the impact which this phenomena had on Europe.

According to the UN High Commissioner for Refugees (UNHCR), at this moment, there are 59,5 million people in the world which are displaced, from which 19,5 million are refugees. In 2015, on European soil by sea had arrived more than one million migrants and the subsequent years remain to be characteristic for the global migrant crisis (Tassinari, F., Nissen 2016).

The European Commission emphasized the importance of the stabilization of the Schengen system as a crucial mechanism for protection of the freedom of movement principle and to ensure that there will be no long term damages for the economy of the EU which would be a result of the re-establishment of border controls (Rojas and Ross 2016).

These efforts are most visible in the European Union, where the governments of the member states thrive to adapt national and European policies which settle migrant issues. It is important to note in this segment that the common policies for border management and cooperation in security operations is more reactive than proactive (EY 2016).

## **Conclusion**

The platforms of the public-private partnerships in preserving the security in terms of migrant crisis as a need is most often identified in the sphere of integrated border management, the comprehensive approach in finding solutions for coordinated investigations and engagements, as well as defining new mechanisms for operationalization (Janevski 2017). The countries whose borders are under pressure by the migrant crisis have a real continuous need for several types of capacities for flexible systematic operational response in the intelligence and surveillance sphere, search and rescue, record, registration, identification and inspection and capacity building for migrant waves management. Also, it is important to note that beside the element of external

borders protection, on an internal plan as well, the migrant management and control by a private segment is equally effective as well (OECD 2017).

The public-private partnerships in this context contribute for procedure precision, as well as immediate access to data from the critical points. Additionally, the public-private partnerships are turning up as efficient in the combat against terrorism, respectfully platforms for information sharing and digital intelligence data are been created, in order to increase the efficiency for crime countering and terrorism elimination. This kind of partnerships counterpoise a basis for utilization of analytical methods and identification of fields for effective cooperation whereupon the national bureaucratic issues which take precious time are been avoided. Regarding the promotion of the public-private partnerships, there is a space for additional accent from the aspect of improving the informing of the citizens and the relevant actors for crisis situations and use of mass media for publishing action guidelines etc.

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