

# KNOWLEDGE



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# **KNOWLEDGE**

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## **CONTENTS**

<b>EDUCATION – KNOWLEDGE – POWER</b>	<b>20</b>
Robert Dimitrovski PhD	20
Laste Spasovski PhD	20
<b>CONTEMPORATY VIEW ON LEADERSHIP IN ORGANIZATIONS</b>	<b>27</b>
Izet Zeqiri 27	
Brikend Aziri	27
<b>WHY ADULT EDUCATION MANAGEMENT?</b>	<b>31</b>
Prof. Viara Gyurova, ScD	31
<b>PEDAGOGICAL TRAINING - DEVELOPING OF PROFESSIONAL COMPETENCES</b>	<b>36</b>
Assoc. Prof. Snezhana D. Yanakieva, Phd	36
<b>THE INFLUENCE OF THE EMPLOYEES EDUCATION LEVEL ON THE KNOWLEDGE MANAGEMENT IMPLEMENTATION WITH THE FOCUS ON MACEDONIAN ORGANIZATIONS</b>	<b>41</b>
Sanja Nikolic Ph.D	41
Sreten Miladinoski Ph.D	41
<b>DISSEMINATION OF PATENT INFORMATION AS A FACTOR OF TEHNOLOGICAL DEVELOPMENT</b>	<b>45</b>
Prof. Marina Jovićević Simin PhD	45
Prof. Dušan Ristić PhD Emeritus	45
Prof. Miladin Kalinić PhD	45
<b>VALIDATION OF COMPETENCIES OR HOW THE POWER OF KNOWLEDGE AND SKILLS CHANGE LIFE</b>	<b>49</b>
Assoc. prof. Vanya Bozhilova, PhD,	49
<b>THE IMPACT OF THE INFORMATION TECHNOLOGIES IN THE KNOWLEDGE MANAGEMENT</b>	<b>54</b>
Prof. Mirjana Sekulovska Ph.D	54
Ivona Sekulovska	54
<b>THE ROLE OF FEEDBACK IN IMPROVING LEARNING PROCESSES AND LEARNING OUTCOMES</b>	<b>58</b>
Nina Daskalovska	58
<b>THE ROLE OF LOCAL SELF GOVERNMENTS AND INSTITUTIONS OF HIGHER EDUCATION IN REGIONAL AND LOCAL DEVELOPMENT</b>	<b>64</b>
Svetlana Trajkovic PhD	64
Zoran Antic	64
<b>STRATEGIC MANAGEMENT DEVELOPMENT INDUSTRY WITH RESPECT TO PRODUCTION</b>	<b>72</b>
Slobodan Stafanovic PhD	72
Gordana Mrdak PhD	72



<b>KNOWLEDGE ECONOMY AND HUMAN CAPITAL</b>	<b>77</b>
PhD Jevtic Petronije, prof.	77
Jevtic Miroslava	77
<b>COMPONENTS OF KNOWLEDGE MANAGEMENT: COMPETITIVE MANAGEMENT AND HUMAN RESOURCE MANAGEMENT</b>	<b>87</b>
Liljana Stosic Mihajlovic PhD	87
<b>DEVELOPING FUNDAMENTAL SKILLS AT STUDENTS USING TECHNOLOGICAL EDUCATION</b>	<b>95</b>
Assoc. Prof. Diana St. Mitova, Ph. D	95
<b>FROM PERCEPTION THROUGH UNDERSTANDING TO CREATIVE IMAGINATION</b>	<b>100</b>
Senior asst. prof. Milena Levunlieva PhD	100
<b>TRAINEE'S DIARY – A MANDATORY ELEMENT IN STUDENT NURSES' GRADUATE PRACTICE</b>	<b>104</b>
Assoc. prof. Daniela Taneva, DSc	104
Nedyalka Boycheva, Assistant Professor	104
Yordanka Tzokova, Senior Lecturer	104
<b>RESEARCH WORK WITH THE STUDENTS - BRAINSTORMING AS A METHOD FOR SOLVING PROBLEMS IN THE SOCIAL SPHERE</b>	<b>107</b>
Sonya Ilieva PhD	107
<b>„EMILINA'S ABC BOOK“ – EARLIEST CHILDHOOD LITERACY SUPPORTED BY EMOTIONAL INTELLIGENCE DEVELOPMENT</b>	<b>111</b>
Prof. Violeta Dimova, PhD	111
Assist. Professor Marija Emilija Kukubajska, PhD	111
<b>PARTNERSHIP SCHOOL SCHOOL FAMILY – NECESSITY IN THE INTEGRATION OF THE CHILDREN WITH SPECIAL NEEDS IN EDUCATION</b>	<b>115</b>
Ambera Duka	115
Ermira Tati	115
<b>DEVELOPMENT OF PROJECT THINKING IN SOCIAL PROGRAMMING</b>	<b>119</b>
Venelin Terziev, Prof., D.Sc., Ph.D., Eng.	119
Evgeniy Stoyanov, Prof., Ph.D.	119
<b>MODERN BUSINESS COMMUNICATION</b>	<b>132</b>
Valentina Radulović, Mladan Mičić, Danijela Manić	132
<b>MANAGING COMMUNICATIONS IN BUSINESS PROJECTS</b>	<b>136</b>
Prof. Branislav Stanisavljevic	136
<b>BODY LANGUAGE AS NON-VERBAL COMMUNICATION</b>	<b>141</b>
Assoc. prof. Vance Bojkov PhD	141
Assoc. prof. Ruslan Pencev PhD	141
Darjan Bojkov PhD	141
<b>STUDENTS' PERCEPTION OF COMPUTER-BASED TESTING AT MEDICAL COLLEGE, MEDICAL UNIVERSITY PLOVDIV</b>	<b>149</b>

Dipl.eng. Angelina Kirkova-Bogdanova	149
Assoc. prof. Nonka Mateva, DSc	149
Dipl.eng. Yordan Marchev	149
Diruhi Amudjian	149
<b>PROJECT DEVELOPMENT IN SOCIAL PROGRAMMING</b>	<b>153</b>
Venelin Terziev, Prof., D.Sc., Ph.D., Eng.	153
Evgeniy Stoyanov, Prof., Ph.D.	153
<b>TASKS TABLES IN MATHEMATICS EDUCATION IN EXTRACURRICULAR ACTIVITIES FOR FOURTH GRADE OF THE PRIMARY SCHOOL IN BULGARIA</b>	<b>162</b>
Assistant Professor Zlatina K. Sharkova Ph.D.	162
<b>DATA TABLES IN MATHEMATICS EDUCATION IN PRIMARY SCHOOL</b>	<b>166</b>
Assistant prof. Gabriela Kirova PhD	166
<b>МАТЕМАТИЧЕСКО ЧЕТЕНЕ В ПРОЦЕСА НА РЕШАВАНЕ НА ПРОБЛЕМНИ СИТУАЦИИ ПО МАТЕМАТИКА В НАЧАЛНИТЕ КЛАСОВЕ</b>	<b>169</b>
М-р Валентина Чилева	169
<b>ART AND CULTURE EDUCATION THROUGH THE WHOLE LIFE GUARANTOR FOR INTELLIGENT GROWTH AND INTERCULTURAL UNDERSTANDING</b>	<b>174</b>
Prof. Evgeni Velev Ph.D	174
Mr Sanja Ivanovic	174
Mr Nebojsa Boskovic	174
<b>THE LIBRARY – INFORMATION ACTIVITY AIMED TOWARDS “THE DIGITAL KNOWLEDGE”</b>	<b>179</b>
Suzana Kotovchevska PhD	179
<b>READING STRATEGY INSTRUCTION</b>	<b>183</b>
Maja Stanojević Gocić PhD	183
<b>MODERN DEMOGRAPHIC CHALLENGES AND KNOWLEDGE AS AN ESSENTIAL FOUNDATION OF THE NEW ECONOMY</b>	<b>188</b>
Kamelia Petkova, PhD	188
<b>BASIC FEATURES OF AKMEOLOGY IN TEACHERS EDUCATION</b>	<b>194</b>
Assoc. Prof. Neli Dimitrova PhD	194
<b>CRITERIA FOR EVALUATION OF SCHOOL BY THE STUDENTS</b>	<b>198</b>
Tanya Hristova	198
<b>ALTERNATIVE FORMS OF FINANCIAL INVESTMENTS AS AN EXOGENOUS DETERMINANT FOR MF DEVELOPMENT (the case of the R. Macedonia)</b>	<b>203</b>
Nebojsa Cvetanovski, Ph. D	203
<b>THE UNDERPERFORMING SCHOOLS TURNAROUND – METHODOLOGICAL AND EMPIRICAL APPROACHES</b>	<b>208</b>
Rumiana Budjeva, Ph.D.	208
<b>CREDIT RISK IN THE THREE LARGEST BANKS IN THE REPUBLIC OF MACEDONIA FOR THE PERIOD 2008-2013</b>	<b>213</b>

Prof. Blagoja Spirkoski Ph.D.	213
Dip. econ. Emilija Dimitrievska	213
<b>THE APPLICATION OF DIFFERENT METHODS OF FUNDING AND THEIR EFFECTS ON THE FINANCIAL SUSTAINABILITY OF THE CIVIL SOCIETY ORGANIZATIONS</b>	<b>218</b>
Exec. Dir. Igor Slavkoski, M.Sc	218
Assoc. Prof. Savo Ashtalkoski, PhD	218
Ass. Prof. Irena Ashtalkoska, PhD	218
<b>POSITIVE IMPACTS OF THE PUBLIC OFFERING OF THE SECURITIES</b>	<b>222</b>
Liljana Pushova, MSc	222
<b>FUTURE RISKS OF BUSINESS PERFORMANCE ACCEPTANCE</b>	<b>226</b>
<b>CONDITIO SINE QUA NON</b>	<b>226</b>
<b>MINIMIZING CRISIS CONSEQUENCES</b>	<b>226</b>
Dejan Andrejević MSc	226
<b>RELATIONSHIP BETWEEN CAREER DEVELOPMENT OF EMPLOYEES AND FINANCIAL PERFORMANCE OF ORGANIZATIONS</b>	<b>231</b>
Ass. Prof. Irena Ashtalkoska, PhD	231
Assoc. Prof. Savo Ashtalkoski, PhD	231
Exec. Dir. Igor Slavkoski, M.Sc	231
<b>APPLICATION OF THE SYSTEM AND THE PROBABILISTIC APPROACHES IN RISK PROGNOSTICATION IN THE SOCIAL ORGANIZATIONS</b>	<b>237</b>
Ivelina Peneva Ph.D	237
<b>THE RELATIONSHIP BETWEEN MARKET ORIENTATION AND ORGANIZATIONAL PERFORMANCE</b>	<b>241</b>
Marina Kantardjieva, PhD	241
<b>BUSINESS ANGELS AND THE NEED FROM THEIR INVOLVEMENT FOR FINANCING THE ECONOMY OF MACEDONIA</b>	<b>246</b>
Aleksandar Dejanovski, PhD	246
Aleksandra Cibreva Jovanovska, PhD	246
Biljana Buzlevski, MSc	246
Dragan Jovanov, MSc	246
<b>LABOR MEDIATION DEVELOPMENT AND IMPROVEMENT OF QUALITY OF SERVICES PROVIDED BY LABOR OFFICES</b>	<b>252</b>
Venelin Terziev, Prof., D.Sc., Ph.D., Eng.	252
Ekaterina Arabska	252
<b>HUMAN RESOURCE MANAGEMENT</b>	<b>267</b>
Dejan Dimitrijević	267
Marija Dimitrijević	267
Marko Janković, PhD	267
<b>IMPROVEMENT OF EMPLOYMENT POLICY IMPLEMENTATION BY INCREASING EFFECTIVENESS OF ACTIVITIES IN LABOR OFFICES</b>	<b>270</b>

Venelin Terziev, Prof., D.Sc., Ph.D., Eng.	270
Ekaterina Arabska	270
<b>THE GLOBAL ECONOMIC CRISIS HAS HIGHLIGHTED THE NEED FOR TRANSPARENCY IN THE MANAGEMENT</b>	<b>285</b>
Mirjana Matovski, PhD., Assistant Professor	285
Zorica Siljanovska, PhD., Assistant Professor	285
<b>THE IMPORTANCE OF THE STRATEGIC MANAGEMENT OF THE UNIVERSITIES</b>	<b>289</b>
Liljana Pushova MSc	289
Maja Randzelovic, MSc	289
Marko Jankovic, PhD	289
<b>THE CACOPHONY OF THE COMMON EU INVESTMENT POLICY</b>	<b>294</b>
M.Sc. Daniela Cvetanovska	294
<b>STATISTICAL PROCESSING AND ANALYSIS OF RESEARCH RESULTS BASED ON THE EXAMPLE OF THE QUESTIONNAIRE: ‘THE POPULATION’S OPINION ON DIRECT FOREIGN INVESTMENTS IN MACEDONIA’</b>	<b>299</b>
MS Aleksandra Penjisevic	299
<b>ЕМПИРИСКА АНАЛИЗА НА ЗАДОВОЛСТВОТО НА КОРИСНИЦИТЕ ОД ТЕЛЕКОМУНИКАЦИСКИТЕ УСЛУГИ</b>	<b>306</b>
Стојан Коцев М-р	306
<b>MODERN FINANCIAL MARKETS</b>	<b>314</b>
Milos Nikolic	314
<b>JOINT CRIMINAL ENTERPRISE IN THE THEORY AND PRACTICE OF INTERNATIONAL LAW</b>	<b>322</b>
Academician Miodrag N. Simović	322
Dragan Jovašević	322
<b>PERSONALITY CHANGES DURING COMBAT – RELEVANT RESEARCH</b>	<b>332</b>
Aleksandar Grizhev, PhD	332
<b>CIVIL SOCIETY AND CIVIL CONTROL OVER ADMINISTRATION</b>	<b>337</b>
Chief Assist. Gergana Kresnaliyska PhD	337
<b>MUTUAL INCISIVENESS AND DEPENDENCY BETWEEN EDUCATION AS A FUNDAMENTAL SOCIAL ACTIVITY AND LIBERTY AS ETHICAL-POLITICAL IDEAL</b>	<b>342</b>
Prof. Dragor Zarevski, Ph.D	342
<b>COMPLETE ADMINISTRATIVE SERVICES BY THE TAX ADMINISTRATION</b>	<b>347</b>
Chief Assist. Prof. Margarita Cheshmedzhieva, PhD	347
<b>INTELLECTUAL PROPERTY RIGHTS AND KNOWLEDGE MANAGEMENT IN PHARMACEUTICAL INDUSTRY</b>	<b>351</b>
Katerina Anchevska Netkovska	351
Jasmina Tonik Ribarska	351
Aleksandra Grozdanova	351

<b>ON THE CONSTITUTIONAL APPEAL AND THE NEED FOR ITS APPLICATION IN THE REPUBLIC OF MACEDONIA</b>	<b>355</b>
Biljana Karovska – Andonovska	355
<b>MODERN THEORETICAL DETERMINATIONS AND BASIC INTELLIGENCE ATTRIBUTES ARE ESSENTIAL WHEN DEFINING THE INTELLIGENCE</b>	<b>363</b>
Mitko Kotovchevski PhD	363
Blagica Kotovchevska MA	363
<b>CYBER SPACE AND CYBER WEAPONS - NEW SECURITY CHALLENGES</b>	<b>367</b>
Katarina Jonev	367
Hatidza Beriša PhD	367
<b>CRIMINAL LAW IN THE LISBON TREATY AND THE POLICE AND JUSTICE COOPERATION IN CRIMINAL MATTERS</b>	<b>372</b>
Ivica Josifovic, PhD	372
Zlatko Keskoski, PhD	372
<b>CRITICAL CONDITIONS AND EXPERIENCES IN COMBAT</b>	<b>378</b>
Aleksandar Grizhev, PhD	378
Dimitar Grizhev, M.Sc.	378
<b>EXTRADITION OF SUSPECTS OR ACCUSED AND CONVICTED PERSONS FROM BOSNIA AND HERZEGOVINA</b>	<b>383</b>
Assistant Professor Vladimir M. Simović	383
Assistant professor Marina M. Simović	383
<b>PARADIGMATIC-DOCTRINAL METHOD IN THE EDUCATION ON HISTORY OF POLITICAL IDEAS</b>	<b>391</b>
Assoc. Prof. Boris Manov PhD	391
<b>TOURISM AND CRIME</b>	<b>396</b>
M-r Pakiza Tufekdji	396
<b>АПСОЛУТНИ И РЕЛАТИВНИ ПРИЧИНИ ЗА ОДБИВАЊЕ НА ПРИЈАВАТА ЗА ТРГОВСКА МАРКА</b>	<b>400</b>
Асс. м-р Милица Шутова	400
<b>THE ROLE OF MARGIN OF ERROR IN MEASUREMENT OF PUBLIC OPINION (THE CASE OF THE CURRENT ELECTORATE OF TIRANA, ALBANIA)</b>	<b>408</b>
MSc Fatbardha Doçi	408
<b>BULGARIA 2015 – INEQUALITIES AND POVERTY</b>	<b>411</b>
Assoc. Prof. Dr Veselin Bosakov	411
<b>OTTOMAN-TURKISH DIPLOMATICS</b>	<b>416</b>
Prof. Mahmut Celik, Ph.D.	416
Prof. Jovanka Denkova, Ph.D	416
<b>COMMUNICATION AND PROFESSIONAL ACTIVITIES IN THE PROCESS OF EDUCATION OF MEDICAL PROFESSIONALS IN HEALTH CARE</b>	<b>423</b>
Petya Kasnakova, PhD	423

<b>PSYCHOLOGICAL IMPLICATIONS OF THE INFORMATION ACQUIRED BY INSTANT COMMUNICATION</b>	<b>427</b>
Prof. Liljana Batkoska Ph.D	427
Elena Koseska B.Ed	427
<b>CONTEMPORARY APPROACHES FOR REHABILITATION IN CHRONIC DISEASE PATIENTS</b>	<b>432</b>
Desislava Bakova	432
Nonka Mateva	432
Biyanka Torniyova	432
<b>TRUST TO THE HEALTH SYSTEM – ATTITUDES AND EXPECTATIONS AMONG THE COMMUNITY</b>	<b>436</b>
Assoc. prof. d-r Nikola Sabev, PhD	436
<b>KINESITHERAPY AND THALASSOTHERAPY IN REHABILITATION OF PATIENTS WITH ANKYLOSING SPONDYLARTHROSIS</b>	<b>440</b>
Assistant Doctor Snezhina Georgieva	440
<b>HEALTH EDUCATION DIRECTED TO THE DEVELOPMENT OF SKILLS FOR HEALTH</b>	<b>443</b>
Diana Kireva	443
Ekaterina Petkova	443
<b>POWER OF KNOWLEDGE MANAGEMENT - MANAGEMENT IN HEALTHCARE</b>	<b>446</b>
Mr Oliver Dimitrijević	446
Marijana Šmelcerović mr	446
Jelena Stojanović mr	446
Mr Miodrag Šmelcerović	446
<b>ORGANIZATION AND AIM OF TRAINING IN SPECIALITY "DENTAL TECHNICIAN"-MEDICAL COLLEGE-MEDICAL UNIVERSITY-PLOVDIV</b>	<b>449</b>
Yordan Kovachev	449
Mihaela Varneva PhD	449
<b>IMPORTANCE OF WAY OF EATING, OBESITY AND METABOLIC SYNDROME</b>	<b>453</b>
Vasilka Ilieva, Nina Koleva, Anna Mihaylova, Bozhidarka Hadzhieva, Petya Koleva	453
<b>ASSESSMENT OF ATTITUDES TO NEW APPROACHES IN EAP OF STUDENTS IN BACHELOR MEDICAL MAJORS</b>	<b>456</b>
Ivaylo Dagnev, Maria Saykova, Maya Yaneva	456
<b>BACTERIA OF GENUS SALMONELLA IN MILK AND MILK PRODUCTIONS</b>	<b>459</b>
Jasmina Stojiljković	459
Zoran Stojiljković	459
<b>BASIC ADVERSE DRUG REACTIONS AND DRUG INTERACTIONS ASSOCIATED WITH STATIN TREATMENT</b>	<b>463</b>
Maria Georgieva-Kotetarova, Ivanka Kostadinova	463
<b>ERGOTHERAPY FOR CHILDREN WITH AUTISM</b>	<b>468</b>

Maria Vakrilova Becheva PhD, Maria Bojkova PhD , Nina Belcheva, Zoya Koleva, Raina Petrova	468
<b>STAKEHOLDERS INVOLVMENT IN HTA ACTIVITIES: MULTIFACETED PROFILE, MOTIVES AND INCENTIVES</b>	<b>473</b>
Assistant professor Ralitsa Raycheva	473
<b>STRESS MANAGEMENT IN THE ORGANIZATIONS FROM THE PUBLIC SPHERE</b>	<b>478</b>
Assist. Olga Chorbadzhiyska PhD	478
<b>TEACHING PROFESSION AND “BURNOUT” SYNDROME</b>	<b>482</b>
Maria Proshenska, Penka Argilashka, Maria Kukularova	482
<b>THE REHABILITATOR’S PLACE IN IT HEALTH TOURISM IN BULGARIA</b>	<b>486</b>
Radoslava Katsarska, Penka kruskova, Gergana Pavlova ,Daniela Taneva	486
<b>THE ROLE OF PRACTICAL TRAINING IN THE PROFESSIONAL DEVELOPMENT OF FUTURE NURSES</b>	
Assoc. Prof. Biyanka Torniyova, Ph.D	489
Assist. Prof. Snezhana Dragusheva	489
Assist. Prof. Dr. Penka Petleshkova	489
<b>BIOLOGICAL TREATMENT OF WASTE WATER</b>	<b>494</b>
Ph.D.Erhan Mustafa	494
Prof.d-r Blagica Cekova	494
<b>WASTE WATER TREATMENT WITH MBR REACTOR</b>	<b>498</b>
Ph.D.Erhan Mustafa	498
Prof.d-r Blagica Cekova	498
<b>MINERALNI IZVORI POTENCIJALI VRANJSKE BANJE</b>	<b>502</b>
Mr Jelena Marković	502
dr Tomislav Ilić	502
Goran Marković MSc	502
<b>DEMOCRATIC PARTIES AND ENVIRONMENT IN SERBIA WITH A FOCUS ON THE NOISE IN BELGRADE</b>	<b>506</b>
Mile Rakić Phd	506
<b>UTICAJ EKOLOŠKIH FAKTORA NA BILJKE</b>	<b>513</b>
Mr Jelena Marković	513
dr Svetlana Stevović	513
MSc Milica Stevović	513
<b>ZEOLITES AND THEIR CHARACTERISTICS AS EXCHANGERS OF NH<sub>4</sub><sup>+</sup> IONS</b>	<b>518</b>
Prof. d-r Blagica Cekova	518
Viktorija Bezhovska	518
Filip Jovanovski	518
<b>COMMERCIAL OSTRICH PRODUCTION</b>	<b>523</b>
Daniela Belichovska, PhD	523
Katerina Belichovska, PhD	523

<b>ИМУНЕН ОТГОВОР НА МАДОНОСНАТА ПЧЕЛА (APIS MELLIPHERA) ПРИ ВИРУСНИ И ДРУГИ ИНФЕКЦИИ</b>	<b>528</b>
Проф. д-р Румен Вълчовски	528
Проф. д-р Мишо Христовски	528
Светла Аспарухова	528
<b>AIR QUALITY IN THE CITY OF VRANJE IN 2013</b>	<b>529</b>
PhD Gordana Bogdanović	529
<b>REMOTE SENSING TECHNIQUES APPLICATION IN ENVIRONMENTAL PROTECTION - MONITORING FOREST HEALTH</b>	<b>534</b>
Jovana Džoljić MSc, Prof. Ljiljana Đorđević Ph.D	534
<b>CNC CONTROL AND CAD&amp;CAM SYSTEMS</b>	<b>538</b>
Dr Zoran Janjić, prof.	538
<b>THE CHARACTERISTICS OF THE SPEECH SIGNAL AND APPLICATION IN SIGNAL COMPRESSION</b>	<b>545</b>
Mr Goran Petković	545
<b>INTELIGENTNI SISTEMI U SAOBRAĆAJU ELEKTRONSKA NAPLATA PUTARINE</b>	<b>549</b>
Dr Nebojša J. Dimitrijević, prof.	549
<b>POSSIBILITY EXPRESSION CHARACTERISTICS QUALITY OF ELECTRONIC DEVICES MOTOR ENGINE</b>	<b>554</b>
Vojislav Krstic MSc	554
<b>SOLVING PROBLEMS IN WOOD PARQUET PRODUCTION BY USING “7 STEPS” OF WORLD CLASS MANUFACTURING (WCM) METHODOLOGY</b>	<b>559</b>
Uros Svrzic	559
<b>ANALIZA TEHNOLOŠKOG POSTUPKA IZRADE NAMEŠTAJA POMOĆU PARETO METODE</b>	<b>567</b>
Sci Damjan Stanojević	567
<b>MODELING AND SIMULATION OF THE HYBRID BOND GRAPH FOR QNET ROTARY PENDULUM TRAINER</b>	<b>575</b>
Dragana M. Trajković	575
<b>RECOVERY OF GOLD FROM CERAMIC CPUs BY MEANS OF AQUA REGIA</b>	<b>581</b>
Prof. Srdjan Tasic PhD	581
Irena Tasic PhD	581
<b>APPLICATION OF THE VKO–ARAS METHOD WHILE SELECTING THE CFL</b>	<b>585</b>
Momcilo D. Vujicic, Zdravković Ivana	585
<b>IDENTIFICATION OF FAMILY HOUSING</b>	<b>596</b>
Prof. Vangjel Dunovski Ph.D	596
<b>TRANSPORT CORRIDOR 10 - OPPORTUNITY FOR LOCAL DEVELOPMENT OF MUNICIPALITIES IN THE REPUBLIC OF MACEDONIA THROUGH TECHNOLOGICAL INDUSTRIAL DEVELOPMENT ZONES</b>	<b>601</b>



dia. Ljupco Balkoski	601
prof. Vangel Dunovski Phd	601
PhD Candidate Radmila Tomovska	601
<b>ASPECTS OF THE HANDICRAFT-INDUSTRIAL DEVELOPMENT IN ELBASAN PREFECTURE IN THE TIME-PERIOD 1912-1939</b>	<b>606</b>
Florinka Gjevori	606
Zhulieta Kadilli	606
<b>THE UNIVERSAL LANGUAGE OF ART AND INTERCULTURAL COMMUNICATION</b>	<b>611</b>
Assoc. prof. Mjumjun Tahirov PhD	611
Goran Dinic PhD	611
Ms Dejan Andrejevic	611
<b>TRADITIONS, CUSTOMS, AND FOLKLORE OF ETHNIC COMMUNITIES IN BULGARIA: FAMILIAR AND UNFAMILIAR</b>	<b>616</b>
Assoc. Prof. Albena Nakova Ph.D	616
<b>FACTOR STRUCTURE OF TECHNICAL AND TACTICAL ACTIONS OF THE SECOND PLACEMENT NATIONAL TEAM, SPAIN AT THE WORLD CHAMPIONSHIP IN FUTSAL, THAILAND 2012</b>	<b>621</b>
Aleksandar Popovski PhD	621
m-r Goran Kirov	621
<b>BED AS HUMAN'S BASIC NEED – ARCHITECTURAL AND SOCIOLOGICAL ASPECT</b>	<b>626</b>
mr Ružica Stojanović	626
<b>THE METAPHOR OF JOURNEY AS A FLOW ALLEGORY OF TIME IN DINO BUZZATI'S NARRATIVE</b>	<b>634</b>
Associate Prof. Elda Talka	634
<b>MYSTERIOUS-IMAGINARY WORLD OF MIRRORS IN CHILLDREN'S LITERATURE</b>	<b>638</b>
Prof. Jovanka Denkova, Ph.D	638
Prof. Mahmut Celik, Ph.D.	638
<b>THE CONCEPT GRUSHA/KRUSHA IN BULGARIAN AND RUSSIAN LINGUACULTURES</b>	<b>645</b>
Irina Manova	645
<b>EXTRACTING KNOWLEDGE FROM LITERATURE: READING BACON'S THE NEW ATLANTIS</b>	<b>650</b>
Yildiray Cevik	650
<b>SOCIAL DEVELOPMENT EFFECTS IN THE LINGUISTIC SYSTEM OF ELBASAN VARIANT</b>	<b>653</b>
Dr. Manola Kaçi (Myrta)	653
<b>MOOD OF THE VERBS IN ENGLISH AND ALBANIAN LANGUAGE</b>	<b>657</b>
Isa Spahiu, PhD	657
<b>PINTEREST AS A POWERFUL TOOL IN THE LANGUAGE CLASSROOM</b>	<b>663</b>
Anka Veselinova, MA	663
Nevena Ristova, MSc	663

<b>USING COMPUTER, THE INTERNET AND MULTIMEDIA TECHNOLOGIES IN TEACHING FOREIGN LANGUAGE LEARNING</b>	<b>667</b>
Marsida Dedja	667
<b>STRATEGIC WRITING TECHNIQUES TO TEACHING CONTROLLED AND FREE WRITING IN EFL CLASSES</b>	<b>671</b>
Juliana Çyfeku PhD	671
Lindita Kaçani PhD	671
<b>GRAMMATICAL CATEGORIES OF NOUNS IN ALBANIAN AND ENGLISH</b>	<b>676</b>
Aida Kurani	676
Suzana Samarxhiu	676
<b>THE SUB-TEXTUAL ELEMENTS IN NORMAN MAILER'S <i>OF A FIRE ON THE MOON</i></b>	<b>680</b>
Marsela Turku PhD	680
<b>PARTICIPLE AS VERB FORM VS. PARTICIPLE ADJECTIVE</b>	<b>683</b>
PhD Suzana Samarxhiu	683
PhD Aida Kurani	683
<b>THE TRANSMISSION OF KNOWLEDGE AND ALBANIAN NATIONAL REVIVAL IN THE NINETEENTH CENTURY</b>	<b>686</b>
Dr. Fabiola Kadi	686
<b>THE POWER OF THE ALBANIAN WORD IN THE POETRY OF ALBANIAN NATIONAL RENAISSANCE</b>	<b>694</b>
Greta Jani PhD	694
<b>THE ORIENTATION OF THE CHILDREN LANGUAGE IMPOSED FROM THE POWER OF THE LINGUISTIC FORMS</b>	<b>699</b>
Helena Grillo ( Mukli) PhD	699
<b>THE ROLE OF LEXICAL COMPETENCE DURING THE PROCESS OF TEACHING AND LEARNING ITALIAN AS A FOREIGN LANGUAGE</b>	<b>704</b>
Entela Mustafaraj	704
Svjetllana Titini	704
<b>ENGLISH COURSEBOOK AS A SAFE FRAMEWORK FOR TEACHING, IN THE ALBANIAN CONTEXT - DIFFERENT VIEWS FROM ELEMENTARY AND SECONDARY TEACHERS ON ENGLISH COURSEBOOKS USED IN THE ALBANIAN CONTEXT IN KORCA REGION</b>	<b>710</b>
Edlira Xega	710
<b>PARALLELS BETWEEN MJEDJA POETIC AND MODERN POETIC</b>	<b>720</b>
Edlira Macaj PhD	720
<b>ISSUES OF MODERN METHODS USE ON THE ALBANIAN LANGUAGE TEACHING</b>	<b>724</b>
Suela Kastrati PhD	712
<b>A WORLD OF WORDS – REFLECTING ON THE POWER OF LANGUAGE IN ROALD DAHL'S <i>THE BIG FAT GIANT</i> AND ITS ALBANIAN TRANSLATION</b>	<b>730</b>
Eriola Qafzezi PhD	730
<b>NEW ARRIVALS IN THE LEGAL TERMINOLOGICAL LEXICON AFTER THE '90</b>	<b>735</b>

Svjetllana Titini PhD	735
<b>ALBANIAN STUDENTS' ATTITUDES TOWARDS ITALIAN, THEIR COMMON MISTAKES AND THE WAY THESE ARE DEALT WITH BY LANGUAGE TEACHERS</b>	<b>740</b>
PhD. Eglantina Gerveni	740
<b>CLASSROOM MANAGEMENT FOR YOUNG ENGLISH LANGUAGE LEARNERS</b>	<b>748</b>
Dorela Kaçauani (Konomi)	748
<b>THE POETICS OF MINIMALISM IN "THE HOUSE ON MANGO STREET" BY SANDRA SCISNEROS</b>	<b>752</b>
Marisa Kërbizi	752
<b>INTERCULTURAL COMMUNICATIVE COMPETENCE AND THE INTERCULTURAL SPEAKER</b>	<b>756</b>
Irena Papa	756
<b>THE LANGUAGE OF ERNEST KOLIÇI ON THE BOOK "SAGGI DI LETTERATURA ALBANESE"</b>	<b>759</b>
Behari Aseda	759
<b>REFLECTION ON THE TRANSLATION OF IRONICAL EXPRESSIONS OF "GULLIVER'S TRAVELS" IN ALBANIAN LANGUAGE</b>	<b>762</b>
Alma Karasaliu (Qose)	762
<b>STYLE AND NARRATIVE TECHNIQUES IN JANE AUSTEN'S NOVELS</b>	<b>769</b>
Ma. Kamela Boriçi	769
<b>FIGURAT FEMËRORE TEK "KËNGA E ROLANDIT" DHE "CIKLI I KRESHNIKËVE"</b>	<b>773</b>
Drita Isufaj	773
<b>KATE CHOPIN: AN AUTHOR AHEAD OF HER TIME</b>	<b>779</b>
Florinda Boriçi MSc	779
<b>SEKTORIALIZIMI I HISTORISË NË KURRIKULËN SHQIPTARE - KLASA PESTË (PËRPARËSITË DHE PROBLEMET)</b>	<b>781</b>
Fatmira Mulliçi MSc	781
<b>MATJA E PERFORMANCËS SË ORGANIZATËS „BALANCED SCORECARD”(BSC) SI SISTEM I MATËS</b>	<b>787</b>
Prof.Dr.Baki Koleci	787
Redon Koleci	787
Dr.Sc.Violeta Koleci	787
<b>MARRIAGE AND FAMILY IN THE ALBANIAN SOCIETY</b>	<b>790</b>
Mimoza Shqefni	790
<b>THE VALUE OF SOCIETY'S KNOWLEDGES IN THE INDIVID'S LIFE</b>	<b>793</b>
Diana Mone	793
<b>ALBANIAN TOURISM REGRESS OR PROGRESS?</b>	<b>797</b>
Nevila Çinaj PhD	797
<b>STUDIM MBI PERFITIMET ENEGJITIKE TE PERDORIMIT SISTEMEVE TE NGROHJES( DHE TE FTOHJES ) ME RREZATIM</b>	<b>805</b>

MSc.Ing Mimoza Demo	805
<b>POSTMODERNISM: A WORLD WITH IMEDIATE INFORMATION</b>	<b>817</b>
<b>-FROM IDEOLOGY TO TECHNOLOGY-</b>	<b>817</b>
Lirim Sulko	817
<b>CHATIN SARAÇI THE FIRST ALBANIAN EXPRESSIONIST</b>	<b>820</b>
Keidi Sejdiu	820
<b>MULTICULTURALISM- THEORIES AND CHALLENGES</b>	<b>825</b>
Marija Dulevska MSc	825
<b>НОВИ ОБРАЗОВНИ ТЕХНОЛОГИИ ВО НАСТАВАТА</b>	<b>829</b>
Горан Јованоски	829
<b>BENZENE IN THE ENVIRONMENT AND ITS IMPACT ON HUMANS</b>	<b>833</b>
Marija Stanojević, Strahinja Đorđević	833
<b>POTENCIJALI ZA RURALNI I ODRŽIVI RAZVOJ U ZAŠTIĆENIM PREDELIMA PČINJSKOG OKRUGA</b>	<b>837</b>
Dijana Stepova	837
<b>PROCEEDINGS OF PRIMARY PAPER RECYCLING</b>	<b>842</b>
Milica Stošić	842
<b>ULOGA INFLACIJE U EKONOMIJI</b>	<b>848</b>
Stefana Marković	848
<b>FEMALE ENTREPRENEURSHIP IN SERBIA</b>	<b>854</b>
Milena Mladenović, Bsc	854
Tatjana Stošić, Bsc	854

# CRIMINAL LAW IN THE LISBON TREATY AND THE POLICE AND JUSTICE COOPERATION IN CRIMINAL MATTERS

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**Summary:** The paper presents the changes in the Area of Freedom, Security and Justice according the Lisbon Treaty, especially the Police and Justice Cooperation in criminal matters. The three pillar structure is replaced and the competences in the Area of Freedom, Security and Justice are increased and provisions transferred in the Treaty on Functioning of the European Union and within the ambit of the Court of Justice's jurisdiction. Criminal law is an issue of particular sensibility. On one side, criminal law provisions seriously endanger individual rights, and on the other side, criminal law provisions reflect the basic values of society and therefore are reserved for national legislations. However, this traditional understanding of criminal law is not appropriate to the EU integration level. Having in mind these issues, member-states transferred several competences to the European Union in order to undertake measures in the area of criminal law, criminal procedure and cooperation in criminal matters. However, the principle of transferred competences, respect of domestic criminal justice and basic principles of proportionality and subsidiarity request careful use of these competences.

**Key words:** Police, Justice, criminal matters, Lisbon.

## 1. PRECONDITIONS

The criminal law is an issue of particular sensitivity. On one side, criminal law provisions seriously endanger individual rights, not only by limitations of individual freedom and resulting with concrete penalty, but also with the effect of humiliation. On other side, criminal law provisions reflect basic values of societies and therefore are reserved for national states. However, this traditional understanding is inappropriate with the integration level of the EU and incompatible with the EU's goals as an area of freedom, security and justice.<sup>383</sup>

The European integration to a certain extent facilitated the transnational crime activities. While EU was promoting the free movement of four freedoms establishing the common market and the Schengen Agreements, at the same time criminals made good use of these freedoms. They were able to communicate across borders far easily, make use of criminal legislations shortages in member-states and to avoid prosecutions. Under these conditions, a member-state could be a safe place for crime activities. Moreover, EU's financial resources are attractive for criminals and not enough protected by domestic criminal law. Further, traditional mutual assistance system in criminal matters no longer secures efficient assets for fight against cross-border crime as it rely on diplomatic communications and national sovereignty with slow and inefficient procedures dependable on political decisions and member-states will.

Since criminal law is used as an exclusive right of member-states, national jurisdiction rules in criminal area often overlap. This leads to a situation where more than one state may apply its criminal law for one same case. If an Italian citizen injures a British citizen in Netherlands, all concerned states may prosecute this offence. Such jurisdiction conflicts result in numerous criminal charges, not only taking time and costs, but also harmful for defence rights and therefore unwelcomed in the area of freedom, security and justice.

Bearing in mind these issues, member-states transferred competences to EU, enabling it to take certain measures in the criminal law area, criminal procedure and cooperation in criminal matters. However, the principle of transferred competence, respect of domestic criminal justice system and basic principles of proportionality and subsidiarity request careful use of these competences.

## 2. MAASTRICHT – TAMPERE – LISBON

EU's criminal law is traditionally dealt through the concept of intergovernmental cooperation and for the first time legally introduced in the Maastricht Treaty as part of the third pillar - Justice and Home Affairs (JHA).<sup>384</sup> Amsterdam Treaty furthermore confirms EU's goals in JHA area and created the concept of "area of freedom, security and justice" (AFSJ). As known, intergovernmental cooperation is criticised for lack of transparency and

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<sup>383</sup> Consolidated Versions of the Treaty on European Union and the Treaty on the Functioning of the European Union, OJ C 83/1, March 30, 2010.

<sup>384</sup> Treaty on European Union, OJ C 191/1, July 29, 1992.

democratic deficit with minimal inclusion of the European Parliament (EP) in the legislation process and minimal jurisdiction of the Court of Justice of the EU (CJEU). From EU's perspective, the third pillar framework was never considered as an ideal part to correspond with the first pillar (EC). Anyway, member-states were concerned regarding their competences in an extremely sensitive area such as JHA. Shortly after the entry into force of the Amsterdam Treaty, the Council in Tampere and The Hague Programme<sup>385</sup> gave accent of the European criminal law through adoption of formula for mutual recognition in the third pillar.

Accordingly, competences for regulation of the European criminal law belonged to the third pillar. However, the CJEU concluded that there is a legislation competence of the EC in criminal law if it is necessary for the environment protection and in order to make such legislation fully effective.<sup>386</sup> Other cases before the adoption of the Lisbon Treaty demonstrated that a reform of the third pillar is needed and approach towards unification of pillars.<sup>387</sup> Regarding this, several General Advocates emphasised the need of respect for the pillar structure according article 47 of the EU and to dedicate attention on international pillars as "integrated, but separate" legal order.<sup>388</sup> Lisbon Treaty solves this problem with simple merge of pillars. Doing so, Lisbon Treaty puts the third pillar area in the core of the Union and under the CJEU jurisdiction.

### **3. CRIMINAL LAW IN THE LISBON TREATY**

Criminal law provisions in the Lisbon Treaty are introduced in articles 82 and 83 of the TFEU. More specifically, the former third pillar of JHA is in part 4 of TFEU and consisting in 5 chapters: General Provisions; Policies on Border Checks, Asylum and Immigration; Judicial Cooperation in Civil Matters; Judicial Cooperation in Criminal Matters; and Police Cooperation.

Accordingly, one of the changes is the transition from traditional unanimity requirement in the third pillar towards qualified majority in the Council and co-decision with Commission having the right of initiative. However, the Lisbon Treaty keeps the instruments of the first pillar, such as regulations, directives and decisions. Still, the abolition of pillar structure does not mean that everything shall be governed automatically through the community method (qualified majority voting in the Council and co-decision with the EP). The criminal law has its own regime with possibilities for member-states to opt-out from sensitive issues through emergency brake, while other member-states may proceed with the integration further through enhanced cooperation. Also, unanimous voting is required regarding approximation of criminal procedure and establishment of the European Public Prosecutors Office.

Before considering criminal law provisions, accent should be put that one of the most interested changes in the Lisbon Treaty is the fact that the previous second pillar regime of economic sanctions is transferred in the JHA and by that set in the General Provisions. In Article 67 of the TFEU is stipulated that the Union shall constitute an area of freedom, security and justice and shall endeavour to ensure a high level of security through measures to prevent and combat crime. Shortly, this means that the Court shall have jurisdiction to review the legality of EU instruments which implemented so-called sanctions for terrorist even if they are adopted by the UN. Therefore, the issues raised regarding the limitations of the Court's jurisdiction in inter-pillar conflicts, with the Lisbon Treaty shall no longer appear.

### **4. MUTUAL RECOGNITION AND APPROXIMATION OF CRIMINAL LAW**

In order to overrun traditional obstacles of mutual assistance in criminal matters, at the EU Summit in Tampere in 1999, member-states declared the principle of mutual recognition of judgements as a foundation of judicial cooperation. Lisbon Treaty in article 82 stipulates that the judicial cooperation in criminal matters shall be based on the principle of mutual recognition of judgments and judicial decisions and shall include the approximation of the laws and regulations of the member-states. In general, paragraph 1 of article 82, requires judgements issued from one member-state to be executed in other member-state without additional formalities. In the context of criminal matters, this principle may have harmful effects for individual freedoms as it leads towards recognition of judgements without further examination. Whether or not the preconditions for criminal procedure measures are met is evaluated only by the state issuing the judgement, while the state executing the judgement is only obligated to recognize and execute it according their procedural rules.

Paragraph 2 of article 82 stipulates that "to the extent necessary to facilitate mutual recognition of judgments and judicial decisions and police and judicial cooperation in criminal matters having a cross-border

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<sup>385</sup> Tampere European Council, Presidency conclusions, European Council, October 15-16, 1999; "The Hague Programme: Strengthening Freedom, Security and Justice in the EU", OJ C 53/1, 2005.

<sup>386</sup> Commission vs. Council, C-176/03, 2005; Commission vs. Council, C-440/05, 2007

<sup>387</sup> Criminal proceedings against Maria Pupino, C-105/03, ECR I-5285, 2005

<sup>388</sup> Opinion of Advocate General Mengozzi, C-91/05, September 19, 2007; Opinion of Advocate General Maduro, C-402/05, Kadi v Commission and Council, January 16, 2008

dimension, the European Parliament and the Council may, by means of directives adopted in accordance with the ordinary legislative procedure, establish minimum rules. Such rules shall take into account the differences between the legal traditions and systems of the member-states.” This provision further declares a list of areas in EU’s competence such as mutual admissibility of evidence between member-states; the rights of individuals in criminal procedure; and the rights of victims of crime. Additionally, the article contains so-called “general clause” stressing that any other specific aspects of criminal procedure which the Council has identified in advance by a decision; for the adoption of such a decision, the Council shall act unanimously after obtaining the consent of the EP. Finally, it stipulates that the adoption of the minimum rules shall not prevent member-states from maintaining or introducing a higher level of protection for individuals. This is particularly important, as the principle of mutual recognition attracted criticism from the perspective of fair trial and legal protection.

The first piece of legislation implementing the mutual recognition is the Framework Decision on European Arrest Warrant (EAW) of 2002<sup>389</sup>, which is meant to simplify the long and complex extradition procedure. The EAW refers to offences for which is anticipated for the person whose return is sought is accused of an offence for which the maximum period of the penalty is at least one year in prison or has been sentenced to a prison term of at least four months. The Court’s decision ordering arrest and return of the individual for undertaking the criminal procedure, executing sentence or take into custody shall be executed without delays within a maximum of 90 days. Basically, EAW obliges EU member-states to surrender its own citizens and to abolish double incrimination for list of 32 serious crimes. Similarities may be found in the European Evidence Warrant (EEW)<sup>390</sup> regulating mutual recognition of warrants for search and seizure, as well as transfer of evidence. The most recent project in this area is the European Investigation Order (EIO)<sup>391</sup>, replacing EEW and applicable on all kinds of investigation measures and all kinds of evidence. Where the above mentioned measures mainly serve for strengthening the prosecution through mutual recognition, the same mechanism has certain advantage also for the accused when applying the *non bis in idem* principle. EU competences go further in implementation of the mutual recognition principle, but also allow additional measures for strengthening the judicial cooperation. Among others, EU, according article 82, paragraph 1 may adopt measures for prevention and settle conflicts of jurisdiction among member-states and, according paragraph 2, EU may harmonize national criminal procedure rules.

## 5. SUBSTANTIVE CRIMINAL LAW

Regarding substantive criminal law, EU may harmonize criminal law provisions of member-states in certain areas. These competences are two-fold: on one side, article 83, paragraph 1 of TFEU permits measures for harmonization of serious crime offences with cross-border dimension and stipulates that “the European Parliament and the Council may ... establish minimum rules concerning the definition of criminal offences and sanctions in the areas of particularly serious crime with a cross-border dimension resulting from the nature or impact of such offences or from a special need to combat them on a common basis.” This provision establishes a list of crime offences for which EU shall have legislation competence, such as terrorism, organized crime and money laundering. On other side, article 83, paragraph 2 of TFEU stipulates that there is a possibility for approximation of criminal laws and regulations of the Member States if it proves essential to ensure the effective implementation of a Union policy in an area which has been subject to harmonisation measures. In this case the same ordinary or special legislative procedure shall, as was followed for the adoption of the harmonisation measures in question.

Regarding directives according article 83, special legislation procedure applies, thus strengthening the member-states role in the Council: first, 1/4 of member-states may initiate legislation procedure. Second, for the rest of the member-states oriented on sovereignty approach, the emergency break mechanism exists regulated in paragraph 3 of article 83. Where a member-state considers that a draft directive would affect fundamental aspects of its criminal justice system, it may suspend the legislative and, at the end, for its legal system to avoid commitments arising from the draft directive. In that case, the procedure shall be referred to the European Council. If no consensus is reached, the draft directive is not going to be binding for the member-state concerned, while other member-states may adopt the draft directive by means of enhanced cooperation.

Accordingly, the question that needs to be addressed in present concept is: What the provisions means from perspective of harmonization? Article 82 allows the possibility for approximation of criminal procedure if it is necessary in order to facilitate the mutual recognition of judgements and police and judicial cooperation in criminal matters with cross-border dimension. However, in article 83, paragraph 2, the expression is partly different. First,

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<sup>389</sup> Framework Decision 2002/584/JHA, OJ L 190/1, July 18, 2002.

<sup>390</sup> Framework Decision 2008/978/JHA, OJ L 350/72, December 30, 2008.

<sup>391</sup> Directive 2014/41/EU, OJ L 130/1, May 1, 2014.

paragraph 2 does not explicitly underline that cross-border dimension or crime of serious nature needs to exist in order to be qualified for adoption of legislation, if the area concerned previously was not a subject to harmonization and if such legislation proves essential to ensure the effective implementation of a Union policy. Further, contrary to article 82, paragraph 2, in article 83, paragraph 2, there is no unanimity requirement, but the same procedure as the previous harmonization scheme, respectively the ordinary legislative procedure or qualified majority voting in the Council. From where does this difference come from? Really, having in mind that mutual recognition is considered as a basic rule and considering the obvious need of basic rules in an area based on mutual trust, this seems somehow unnecessary.

In any case, more interestingly, it is important to discuss the constitutional extent of article 83, paragraph 2. As pointed above, this provision anticipates legislation in an area that was already a subject to harmonization. On one side, this may be interpreted as a lack of repetition of paragraph 1 regarding the need of cross-border dimension and serious crime and that there is no limitations to this legislation mandate. On other side, it may be argued that there is no need to show that the crime in question is particularly serious or that it has cross-border dimension or that there is a special need for it. Still, in light of attribution of powers principle and analogously to the jurisprudence of the internal market, for this issue a Union dimension is needed – precisely for the terms “cross border nature” and “serious crime”, thus making the legislation at supranational level. This is particularly true, having in mind the consideration that the criminal law is probably the most sensitive area in more and more growing law of the EU. Further, from the internal market provisions it is well known that the differences among member-states are insufficient in order to sustain the attribution of powers principle. However, even if article 83, paragraph 2 shows certain inconstancy, principles of proportionality and subsidiarity shall continue to apply.

Finally, article 84 confirms that the “The European Parliament and the Council, acting in accordance with the ordinary legislative procedure, may establish measures to promote and support the action of member states in the field of crime prevention, excluding any harmonisation of the laws and regulations of the member states”. As previously implied, it remains unclear how this provision is connected with General Provisions from Chapter 1, stipulating that the crime prevention and the approximation of criminal law represent one of the Union’s goals. Alternatively, article 84 simply means that the EU shall have its own crime prevention programme, meaning, in return, existence of criminological issues of effectiveness.

## **6. EUROPEAN PUBLIC PROSECUTOR**

The establishment of the European Public Prosecutor’s Office (EPPO) from Eurojust is anticipated in article 86 of TFEU and represents a judicial body with direct enforcement competences, responsible for investigating, prosecuting and bringing to judgment, where appropriate in liaison with Eurojust, the perpetrators of, and accomplices in, offences against the Union’s financial interests. According this provision, the EPPO shall exercise the functions of prosecutor in the competent courts of the member-states. The procedure for establishing the EPPO is the same as the enhanced cooperation procedure in case of unanimity absence in the Council. Until today, such office is not created and debates continue whether the EPPO needs wider criminal justice mandate than the designated one only in the financial sphere. While the phrase “offences against the Union’s financial interests” is wide and imprecise, article 86, paragraph 4 gives the possibility for the European Council to adopt a decision in order to extend the powers of the EPPO to include serious crime having a cross-border dimension.

Fully developed EPPO responsible for investigating, prosecuting and bringing to judgment the perpetrators of serious crime having a cross-border dimension on EU territory, shall represent a fully new fundamental actor in the area of judicial cooperation and therefore the development deserves a closer attention.

## **7. POLICE COOPERATION**

The police cooperation and the establishment of instruments for enforcement of EU law in this area were firstly considered outside the EU’s supranational frame. Regarding criminal law, member-states considered that the maintenance of the public order crime offence investigations are areas that belongs to the national sovereignty and therefore were careful not to allow direct application of the EC law. Besides this, member-states choose to develop its own cooperation through traditional means of international law: they created the Schengen area; created the third pillar to confront with issues regarding the police and justice cooperation in criminal matters based on intergovernmental cooperation; and establishment of Europol. All these measures were, to a larger extent, integrated in the EU frame and came under the influence of the EU law. Regarding these efforts for strengthening the cooperation and EU influence, the member-states kept its exclusive responsibilities and competences, as it is regulated in article 72 of TFEU regarding the maintenance of law and order and the safeguarding of internal security.



Today, several police cooperation dimensions exist in Europe and are reflected in the TFEU. However, they do not have to be always clearly prominent: first, law enforcement authorities in member-states mutually cooperate (horizontal cooperation). Such form of cooperation is dominated by activities which enable measures in preventing and combating serious forms of crime according article 87 of TFEU. This concerns, especially, on managing with relevant information, common investigation techniques related with detection of serious forms of organized crime and, to a certain extent, operational cooperation such as joint investigation teams or cross-border observations. Applicable legislative procedures in this area are complex and could not be identified in details. However, measures regarding operational cooperation needs to be unanimously adopted by the Council after consulting the EP. Second, law enforcement authorities of member-states cooperate with Europol, a supranational police network (vertical cooperation). EU may establish the handling of personal information and enables it to coordinate investigative and operational activities carried out jointly with the member-state's competent authorities or in the context of joint investigative teams according article 88 of TFEU. Till today, Europol does not have the competence for conducting investigations and operations independently, but may assist in operations undertaken by member-states. Third, member-states and EU raised the police cooperation on international level through conclusion of bilateral agreements with third states.

## **8. ENHANCED COOPERATION AND EMERGENCY BREAK**

Provisions of articles 82 and 83, paragraphs 3, also anticipates the possibility for instigation of the so-called "emergency break" if the legislation in question influence the fundamental aspects of member-states criminal justice system. If emergency break scenario emerges, a member-state "may request that the draft directive be referred to the European Council. In that case, the ordinary legislative procedure shall be suspended. After discussion, and in case of a consensus, the European Council shall, within four months of this suspension, refer the draft back to the Council, which shall terminate the suspension of the ordinary legislative procedure." It is obvious that this possibility looks attractive for member-states with strong connection between the criminal law and nation state and concern regarding withdrawal of their sovereignty on issues of criminal matters.

Whether or not a member-state initiates the emergency brake, the Lisbon Treaty, however, secures the possibility for enhanced cooperation for other member-states. More specifically, paragraph 4 of articles 82 and 83 stipulates: Within the same timeframe, in case of disagreement, and if at least nine member-states wish to establish enhanced cooperation on the basis of the draft directive concerned, they shall notify the European Parliament, the Council and the Commission accordingly. In such a case, the authorisation to proceed with enhanced cooperation referred to in article 20, paragraph 2 of the Treaty on European Union and article 329, paragraph 1 of this Treaty shall be deemed to be granted and the provisions on enhanced cooperation shall apply. In short, this does not mean that there is an obligation as pointed out in article 329, paragraph 1 to "address a request to the Commission, specifying the scope and objectives of the enhanced cooperation proposed." Also, there is no obligation, as pointed out in article 20, paragraph 2 that the Council is the last resort for adopting the decision. This anticipates two considerations. First, it is possible to argue that the mere fact that there is no need for member-states to indicate the requirement of last resort as pointed out in article 20, paragraph 2 could be seen as disharmony with the sensitive character of the criminal law as *ultimo ratio*. Second, it looks less apparent how the enhanced cooperation shall work in practice. There may be a risk that such cooperation may lead to more speeds of varying degrees. It is true that the two-Europe phenomenon exists, where some member-states are willing to continue with the integration by establishing highest possible standards of cooperation, especially by means of information exchange, in fight against terrorism, cross-border crime and illegal immigration. With the Lisbon Treaty such cooperation is now intensified.

## **9. CONCLUSION**

- The political aim must be to establish a coherent system of substantive criminal law, based on rational European principles.
- Further improvements of judicial and police cooperation will be desirable and even necessary for the sake of crime prevention and effective prosecution within the EU.
- The implementation of the principle of mutual recognition calls for more balanced approach to European criminal proceedings.
- In order to (re-)establish balanced cross-border proceedings within the EU the position of the suspect must be emphasised;
- All other legal instruments implementing the principle of mutual recognition should take into account the interests of the concerned individuals and the interests of the executing state.

- Another possibility would consist in the additional harmonisation of procedural law. If incompatibilities between the member-state's legal systems in this field were reduced, this would considerably facilitate mutual recognition.
- A better coordination of national criminal jurisdictions is needed, thus reducing the conflicts of criminal jurisdiction.
- Some flaws of the existing system of judicial cooperation between member-states may be overcome with the establishment of an EPPO.

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