

# THE USE OF MODERN PRINCIPLES OF POLICE MANAGEMENT BY POLICE OFFICERS IN COMBATING CRIME

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## *Introduction*

Before talking about the effects of modern principles of police management used in combating crime, some of the terms must be precisely defined to provide adequate solutions with the already published works in the field of police management and the literature review.

Like all other terms, management has many different definitions in the available literature. *To manage* is to forecast and plan, to organize, to command, to co-ordinate and to control. To foresee and provide means examining the future and drawing up a plan of action. To organize means building up the dual structure, material and human, of the undertaking. To command means maintaining activity among the personnel. To co-ordinate means binding together, unifying and harmonizing all activity and effort. To control means seeing that everything occurs in conformity with the established rule and expressed command (Fayol, 1916). This definition shows the comprehensiveness of management as a process that encompasses several segments, starting with planning, then organizing, then command, coordination and finally control. *Management* is the attainment of organizational goals in an effective and efficient manner through planning, organizing, leading, and controlling organizational resources (Daft, 2016). In this definition, besides mentioning the function of management, special focus is on achievement of organizational goals in an effective and efficient way.

Police as an organization must also be managed. Police management is a specialized management discipline specially adapted to a complex police organization. *Police management* has evolved through three major developmental perspectives. The first is known as classical police management, the second as behavioural police management, and the third as contemporary police management. Classical police management was bureaucratic, meaning that an organization must operate on a rational basis. Behavioural police management addressed the need for a more flexible and democratic organizational model (Novak, et al, 2021). Modern organizations have to work in an unstable environment. Police organizations are no exception. Police are required to understand and effectively operate in a complex social, political, and organizational environment (Casey and Mitchell, 2007). In order to work in such an environment, police officers must be prepared to apply modern principles of police management as well as of decision-making process. The police station carries out tasks that are of key importance for security at the local level. However, a number of obstacles appear and hinder achievement of a high level security and acquiring of the confidence of citizens (Kekić and Milenković, 2018).

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*Decision-making* is the process whereby an individual, group or organization reaches conclusions about what future actions to pursue given a set of objectives and limits on available resources. This process will be often iterative, involving issue-framing, intelligence-gathering, coming to conclusions and learning from experience (Russo, J. E. and Schoemaker, P. J. H., 2014). How will managers choose the best one from a number of solutions and how to conduct selection to the best one that are the most familiar with restrictive resources that can be used to achieve the objective? In response to this question they usually use different techniques of decision-making, depending on the type of decision, or whether it is a routine, adaptive or innovative decision (Buble, 2006). Almost every day, police officers are in a situation where they have to choose the best option with limited resources in combating crime. When it comes to resources limitation, it should be human as well as material resources that are restricted. On the other side, politicians, citizens as well as media centres create pressure that crime must be minimized, and the perpetrators brought to justice as soon as possible. In such environment and based on the core of police job, police officers should follow modern principles of police management in order to reach goals and to do their job efficiently and effectively on the one hand, and fairly on the other.

Moreover, literature recognizes the modern principles of management. There are a lot of theoretical approaches to the principles of management, but for the purpose of this article the authors have selected only the ones that indicate best the modern principles of police management in combating crime. Formally defined, the principles of management are the activities that “plan, organize, and control the operations of the basic elements of [people], materials, machines, methods, money and markets, providing direction and coordination, and giving leadership to human efforts, so as to achieve the sought objectives of the enterprise (Carpenter et al, 2010). The principles of management are drawn from three specific areas —leadership, entrepreneurship, and strategic management (Ibid).

According to the founder of modern management Henry Fayol, there are 14 major principles of management such as:

- Division of work,
- Authority and responsibility,
- Discipline,
- Unity of command,
- Unity of direction,
- Subordination of individual interest to mutual interest,
- Remuneration,
- The degree of centralization,
- Line of authority/scalar chain,
- Order,
- Equity,
- Stability of tenure of personnel,
- Initiative,
- Esprit de corps/team spirit (Fayol, 1916)

A lot of the mentioned principles should be used in the practical work of the police officers in combating crime, especially division of work, authority and responsibility, discipline, unity of command, unity of direction, line of authority/scalar chain, order and team spirit.



Management practices and processes of modern term have been built around a small nucleus of core principles: standardization, specialization, hierarchy, alignment, planning, and control, and the use of extrinsic rewards to shape human behaviour (Meier, 2021).

Moreover, principles of police management should be defined as a part of police laws. For example, the Law on Police stipulates that the performance of police work is based on the principles of professionalism, depoliticization, cooperation, economy and efficiency, legality in work and proportionality in the application of police powers.

### *General Role of the Modern Principles of Police Management in Combating Crime*

The usage of modern principles of police management in the practical work of police officers in combating crime is extremely important.

The United Nations Office on Drugs and Crime (UNODC) proposes three general principles of the use of force in law enforcement, as well as for police officers in combating crime. These principles are: necessity, proportionality and precaution (UNODC, 2019). The principle of necessity has three inter-related elements: the duty to use non-violent means wherever possible; the duty to use force only for a legitimate law enforcement purpose; and the duty to use only the minimum necessary force that is reasonable in the prevailing circumstances. Wherever possible, law enforcement officials should use non-violent means to achieve a legitimate law enforcement objective before resorting to physical force (Ibid). If a parallel is made with modern managerial principles, there are similarities. With the use of minimum of resources, police officers in combating crime should achieve the goals. In this case there is a specificity of minimizing the use of force. The principle of proportionality as it applies to the use of force in law enforcement is often misunderstood. Proportionality does not mean that force must be used by a law enforcement official or police officers in strict accord with any use of force continuum (where the level of force is raised in stages), or as a likely response to violence from a criminal suspect. Proportionality only comes into play if the principle of necessity is respected. Thus, the use of force must already be necessary in the circumstances and the force actually used must be no more than the minimum necessary to achieve a legitimate law enforcement objective (Ibid). The previous principle that emphasizes UNODC clearly indicates the complexity in the process of decision making by police officers during combating crime. Finally, the principle of precaution underpins the principles of necessity and proportionality. Under the principle of precaution, the state is duty bound to plan law enforcement operations in a manner that minimizes the risk of law enforcement agencies and officials having recourse to potentially lethal force. The rationale is to limit the risk of death or serious injury to any member of the public or law enforcement official (Ibid). The last principle maybe shows the best view on the pronounced influence of the environment on the practical work of police officers in combating crime.

Some police organizations develop their own modern principles of police management in the practical work. A good example of the previous fact is the Los Angeles Police Department. The Los Angeles Police Department is one of the largest and most innovative law enforcement agencies in the United States of America. It is responsible for providing police service to an area encompassing 468 square miles and 21 community areas, representing approximately over 4 million residents as of 2022 (LAPD, 2022). The most important management principles of the Los Angeles Police Department are:





- Reverence for the law - the main thrust of a peace officer's duties consists of an attempt to enforce the law,
- Crime prevention top priority - the basic mission for which the police exist is to prevent crime and disorder as an alternative to repression by military force and severity of legal punishment,
- Public approbation of police - the ability of the police to perform their duties is dependent upon public approval of police existence, actions, behavior, and the ability of the police to secure and maintain public respect,
- Public cooperation - the degree of public cooperation that can be secured diminishes proportionately the necessity for the use of physical force and compulsion in achieving police objectives.
- Minimum use of force,
- Limit of police power - the police should always direct their actions strictly toward their functions and never appear to usurp the powers of the judiciary by avenging individuals or the state, or authoritatively judging guilt or punishing the guilty.
- Test of police effectiveness - the test of police effectiveness is the absence of crime and the presence of public order. It is not the evidence of police action in dealing with crime and disorder,
- Managers working with police - supervisors and managers exist to define problems, to establish objectives, and to assist line police officers in the accomplishment of the police mission. The evaluation of a manager should be based on the improvement and excellence of his subordinates in the achievement of organizational goals. The lifeblood of good management is a thoroughly systematic, two-way circulation of information, feelings, and perceptions throughout the organization,
- Police/press relationships,
- Management by objectives - in order to effectively deal with the most important problems, objectives must be established,
- Management by participation - since employees are greatly influenced by decisions that are made and objectives that are established, it is important for them to be able to provide input into the methods utilized to reach these decisions,
- Openness and honesty (LAPD, 2022).

For practice work of police officers in combating crime very useful are principles of management developed by Henry Fayol. Moreover, some of them should be strictly emphasized as modern principles of police management. Division of work, as the first of Fayol's management principles, indicates that the whole practice of crime combating should be divided into small tasks. In this way, police officers recognize the individual abilities of their subordinates and accordingly assign them tasks in order to be as much as possible efficient and effective. Then, authority and responsibility are principles very familiar with the work of police officers at each level in the police organization. This is the issue of commands followed by responsibility for their consequences. Authority means the right of a superior to give the order to his subordinates, whereas responsibility means obligation for performance (Brainkart, 2022). The third Fayol's management principle, which is useful in police management the in process of combating crime, is discipline. In this term it is obedience, proper conduct in relation to others, respect of authority, etc. It is essential for the smooth functioning of all organizations (Ibid). Police officers, besides coordinating their subordinates, are also subordinates of some higher level in the police organization. So, they have to respect authority. For example, during and after closing a certain activity in combating crime, they have to report to their superiors. The next management principle is connected with the unity of command. This principle states that each subordinate should



receive orders and be accountable to one and only one superior. If an employee receives orders from more than one superior, it is likely to create confusion and conflict (Ibid). Combating crime, as one of police specializations, is very complex in modern times. Modern technologies, migrations, world transformation during Covid19 pandemic affect the complexity of this police job, etc. So, without the unity of command, police officers will not have appropriate organization of their subordinates and that leads to misunderstanding, confusion and unsuccessful execution of tasks. Very similar with previous principle is the next one, the unity of direction. This principle means that all related activities should be put under one group of police officers and that one plan of action has to be developed for them. Moreover, they should be under the control of one police officer. The line of authority/scalar chain, as the next Fayol's management principle, refers to the chain of superiors, ranging from the top management to the lowest rank. The principle suggests that there should be a clear line of authority from the top to bottom, linking all managers at all levels (Ibid). This is very specific for police jobs in combating crime. Police organization is hierarchically developed, with different organizational models that are used. But in practice, there are similarities with military organizational charts. So, this principle is very useful for police management in order to have a precisely defined chain of command. Order, as a management principle, should be defined in a few ways, but for police management it should be used in terms of social and material order. Social order ensures the fluid operation of a company through authoritative procedure. Material order ensures safety and efficiency in the workplace. Order should be acceptable and under the rules of the organization (Ibid). Finally, police officers should not manage their subordinates without team spirit. This refers to the need of officers to ensure and develop morale in the workplace, individually and communally. Team spirit helps develop an atmosphere of mutual trust and understanding. Team spirit helps finish the task on time (Ibid).

Serbian Law on police defines some standards and principles of conducting police affairs which can be summed up as the principles of police management. According to this Law, conducting of police work is based on the principles of professionalism, depoliticization, cooperation, economical work and efficiency, legality in work and proportionality in the application of police powers, as well as other principles governing the activities of state administration bodies, civil servants and administrative matters (Law on Police, 2018). Comparing theoretical findings and conclusions, some of these principles should be defined as the modern principles of police management in combating crime. Professionalism is one of the principles that is an obligation in the work of police officers. This implies a minimum degree of improvisation and a high level of competence in performing managerial police work in the activities against crime. Then, depoliticization implies political neutrality in the practical work of police officers and their chiefs. This especially refers to combating crime where there is no place for political implication. Efficiency and economical work are principles that are the base of modern management and organizations. Serbian Law on police recognizes these principles as obvious for police officers. Legality in work is very close to ethics. Police ethics refers to a system of moral values that are generally accepted as professional standards in policing. In policing, ethics includes values such as allegiance, honesty, loyalty and courage. Basically, ethics is "doing the right thing". For example, a police officer is expected to stop and help a stranded motorist or have reasonable suspicion of a violation before initiating a traffic stop. But we know these things do not always happen (Studycom, 2021). The previous definition of police ethics clearly defines one of the modern principles of police management. Police officers often find themselves in situations where they have several options when deciding, some of which are not legal or unethical. Of course, they must always act in accordance with the law and under the auspices of police ethics. In performing police work, the police adhere to established and achieved standards of police conduct, considering internationally generally accepted standards of conduct relating to:

- the duty to serve citizens and the community,





- responding to the needs and expectations of citizens,
- respect for legality and suppression of illegality,
- realization of human and minority rights and freedoms,
- non-discrimination in the performance of police tasks,
- proportionality in the use of coercive means,
- prohibition of torture and inhuman and degrading treatment,
- providing assistance to victims,
- adherence to professional conduct and integrity,
- the obligation to protect classified information,
- the obligation to refuse illegal orders and report corruption (Ibid).

According to compatibility with international standards, standards that are used by Serbian police are the same as the principles defined by international organizations in the area of combating crime. For example, proportionality in the use of coercive means is very similar to the principles defined by the UNODC.

### *Strengths and Weaknesses of the Use of Modern Principles of Police Management by Police Officers in Combating Crime*

For sure, there are more strengths than weaknesses in the practical use of modern principles of police management by police officers in combating crime.

It is important that police officers measure behaviour that matters, i.e. behaviour that will make the agency more successful. The most effective style of supervision is the active style. Managers who serve as good role models and are strict have a positive impact on ethical behaviour, and research reveals that this results in fewer citizen complaints. An officer's organizational commitment determines his/her performance (Novak et al., 2021). In order to have an active managerial style, as the most effective style, police officers should accept modern principles of management, as well as of police management. This will help them to be more efficient in combating crime. Police officers must know how to manage group behaviour, such as that of police subcultures. How an officer is socialized determines his/her view of the job, given that officers may adopt a manager's culture or a street cop's culture. Moreover, the loss of status in police service and transfer to a different department where the employee has less authority than before will cause resistance (Milenković et al., 2016). Police subculture varies among departments. The public world of policing presents a police force dedicated to protecting and serving, whereas the private world of policing reveals a police force that is conservative, cynical, and protective of itself (Ibid). The use of modern principles of police management in combating crime, such as professionalism, equity, depoliticization, legality in work and team spirit, will help police officers to manage different individual and group behaviour, or police subcultures. Police officers should measure and monitor seven dimensions: reduce crime and victimization, call offenders to account, reduce fear and enhance personal security, ensure civility in public spaces, quality services/customer satisfaction, use force and authority fairly, efficiently, and effectively, and use financial resources fairly, efficiently, and effectively (Ibid). Nowadays, achieving results according to all of these dimensions puts on police commanders and officers pressure and can lead to dishonest reporting. The use of principles of police management in combating crime should help police officers in order to have proper results in the whole of metric dimensions.



In the future, greater diversity may lead to more types of employee organizations (Ibid). Moreover, the police organization probably will have a different organizational chart than now. For example, police unions were not strong in the previous period. Recently, unions have been influential in opposing demands for greater accountability, and negotiations between unions and management focused on salaries and benefits, conditions of work, and grievance procedures. Given their influence, unions should be respected by police management (Ibid). In order to effectively combat crime, it is impossible to expect full implementation of all modern principles of management as well as of police management. This refers to the main weaknesses of this management concept. For example, acceptance of all union demands will lead to better working conditions for police officers and in this way the use of modern management principles, such as diversity, ethics, is fully achieved. Otherwise, this practice will have negative consequences on the authority of police officers. Practice shows that full respect of police union demands weakens the discipline of police officers because they will look for police union protection for any kind of mistake in order to avoid responsibility. Some of the modern principles of police management relate to cooperation with civilians. In modern times, most police decisions are directly under the public eye. The need to establish strong media relations and strategic communications is important, too. Police officers should aim at greater transparency with the media and the public. To that end, most police departments employ a public information officer, and police have begun to utilize social media. Police officers must better prepare strategies for dealing with the media during crisis situations (Ibid). Modern principles of police management in combating crime will help police officers to accept importance of the cooperation with civilians, social media, etc. In this way, it can weaken police authority, as there may be too much thought about how the public will comment on police action, rather than whether it has reduced crime rates.

### *Conclusions*

Most countries are generally facing rising crime rates. It is difficult to generalize the reasons that lead to that, but it is certain that police organizations are facing increasingly complex tasks when it comes to combating crime. Therefore, police officers are often faced with very complex decisions that must be made in a limited time and with limited resources. On the other hand, the expectations of the public are high and there is always the question of when and how crime will be reduced to a minimum in order to improve living standards.

Researchers in the field of modern management have recognized and developed several principles that are given as recommendations to managers of different levels. The goal is primarily to make things easier for managers and give them guidelines to achieve the desired results using the principles. It is similar in the field of police management. In addition to the general modern principles of management, there are some closely related to police organization. This primarily refers to those related to ethics, treatment and cooperation with civilians, legality in work and depoliticization. The novelty is that police officers are required to make their decisions in accordance with the postulates of economy. This was not the case before, but now, like other organizations, the police management is expected to spend material and technical resources in the most possible economical way.

The use of modern principles of police management in combating crime should be helpful for police officers. Following the principles, they will avoid mistakes and achieve desired results in combating crime. But, the modern principles of police management have some weaknesses that could weaken police authority and organization. In this way it is best to find a balance between the use of modern principles of police management and the tasks in combating crime.



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