

## Artículo de investigación

### Improvement of organizational measures to ensure public security and order during the mass events by the National Police of Ukraine

Удосконалення організаційних заходів забезпечення Національною поліцією України публічної безпеки і порядку під час проведення масових заходів

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#### Abstract

The purpose of this article is to identify ways to improve organizational measures to ensure public security and order during the mass events by the National Police. Methods such as structural-functional, formal-logical, modeling, analysis, and synthesis were used in the writing of the article.

The successful implementation of this measure depends largely on organization, relationships between each police authority and unit, rational distribution of forces and resources, early response to the detection of violations and other events, effective coordination, placement of patrol posts and routes. The Department of Organizational Analytical Support and Rapid Response, which ensures within competencies its coordination, planning, control and coordination of actions of all authorities and units involved to ensure public security and order during mass events, plays an important role in the police work in this direction.

It was therefore concluded that: a) improvement of decentralization of the management system of police authorities and units, establishment of the mechanism of its coordination with the territorial police bodies; b) equipping of police authorities and units with modern communication means,

#### Анотація

*Мета статті* полягає в тому, щоб на підставі аналізу наукових і нормативних джерел визначити шляхи вдосконалення організаційних заходів забезпечення Національною поліцією України публічної безпеки і порядку під час проведення масових заходів.

Під час написання статті використовувалися такі методи, як структурно-функціональний, формально-логічний, моделювання, аналізу й синтезу.

Успішне виконання поліцією даного завдання значною мірою залежить від організаційної побудови, взаємозв'язків між кожним органом і підрозділом поліції, раціональним розподілом сил і засобів, завчасним реагуванням на виявленні правопорушення та інші події, ефективної координації, розстановки постів і маршрутів патрулювання тощо. Важливе місце у діяльності поліції в цьому напрямі відведено Департаменту організаційно-аналітичного забезпечення та оперативного реагування, який в межах своєї компетенції забезпечує координацію, планування, контроль та узгодження дій всіх органів і підрозділ, що залучаються для забезпечення публічної

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GPS-navigators, gas analyzers for identifying the state of drunkenness, video cameras, devices of operational identification, computing complexes etc.; c) developing close cooperation with citizens and their associations, with local communities; d) conducting trainings on keeping public order and providing public security, psychological and physical training, analytical work and more.

**Key words:** Police, organizational measures, mass events, public security, public order.

безпеки і порядку під час проведення масових заходів.

Зроблено висновок про доцільність:

а) вдосконалення децентралізації системи управління органами і підрозділами поліції, налагодження механізму її узгодження з територіальними органами поліції;

б) оснащення органи і підрозділи поліції сучасними засобами зв'язку, GPS-навігаторами, газоаналізаторами для визначення стану сп'яніння, відеокамерами, мобільними мережними станціями, пристроями оперативної ідентифікації, обчислювальними комплексами, електронними засобами таємного спостереження і контролю тощо; в) розвитку тісної співпраці з громадянами та їх об'єднаннями, місцевими громадами;

г) проведення тренінгів з питань охорони публічного порядку та забезпечення публічної безпеки, психологічної та фізичної підготовки, аналітичної роботи та інше.

**Ключові слова:** поліція, організаційні заходи, масові заходи, публічна безпека, публічний порядок.

## Introduction

In the context of the development of the National Police Institute in Ukraine, one of the important preconditions for improving the efficiency of its work and, in particular, the quality of providing public security and order during mass events by the police is the improvement of organizational activity. After all, organizational measures provide for the setting of strategic and tactical goals and tasks of the law enforcement community and units of the National Police for ensuring public security and order; development and improvement of their structure; distribution, assignment and optimization of the functional duties of employees; improvement of material, technical, technological, informational and staffing support; managing of police authorities and units focusing on the full respect of the process of law, rights and freedoms of a person and a citizen, as well as world and domestic experience.

## Theoretical framework

Some aspects of the organizational work of the National Police were studied by V. A. Ananich, M. I. Inshyn, V. E. Klimenko, O. O. Panova, O. D. Tereshchuk, Yu. S. Shemshuchenko and

others. However, the organizational measures to ensure public security and order during the mass events were practically not studied, which makes the further research and development of this issue relevant.

The scientific-theoretical basis of the article was mostly the works of scholars in administrative law. The provisions and conclusions of the article are based on legislative norms and subordinate legislation which regulate the work of the police aimed at ensuring public safety and order during mass events.

**The purpose** of this article is to identify ways to improve organizational measures to ensure public security and order during the mass events by the National Police of Ukraine.

## Methodology

The methodological basis was formed by both general scientific and special methods of cognition, the use of which led to scientific findings. The police functions that it performs in the process of ensuring public security and order during mass events were defined by the use of

structural-functional method. The formal-logical method of interpreting legal provisions was used to analyze the normative legal acts that regulate the work of the National Police of Ukraine about public security and order during mass events issues. Modeling, analysis and synthesis techniques have been used to develop ways to improve public security and order during mass events. The complex application of the above methods made it possible to achieve the goal.

### Results and discussion

Nowadays police authorities and units of the National Police of Ukraine, territorial (interregional) bodies of the National Police of Ukraine, state and educational institutions with specific training conditions and which provide police training, including patrol police, Department of Preventive Action, Department of Organizational and Analytical Support and Rapid Response, Department of Information Support and Coordination police 102, Department of Communication, etc. are responsible for ensuring public security and order during mass events. However, in our opinion, the effectiveness of police work depends, first and foremost, on their organizational construction and the relationships between them. Keeping public order and ensuring public security are carried out by a number of sectoral units that perform specific tasks. Each of them has its own organizational and legal forms of work: administrative and jurisdictional one and other, which requires the use of various ways of ensuring legality. In addition, the majority of police officers who directly keep public order during mass events are members of enlisted structures who do not have special legal education, which requires them to have regular official training to study the current legislation, official statutes and instructions which regulate their functional responsibilities (Organization and concept of tactics, 2014).

In this regard M.I. Inshyn rightly points out that the organizational structure is the most stable element of the management mechanism, it is less vulnerable to the influence of changing external factors, resists them, has a considerable reserve of strength and provides the necessary stability and resilience of management relations. At the same time, according to the author, in the construction of organizational structures and the development of standards for their staffing, it is necessary to consider the specific nature of work and tasks (Inshyn, 2000). In particular, the specific nature of organizational measures in the process of ensuring public security and order by the National Police of Ukraine is, first and

foremost, that the National Police, for organizing its work: 1) ensures, within the powers provided for by law, the implementation of violation of legality, discipline, prevention of corruption measures, control over their implementation in the central administrative body of the National Police, territorial bodies; 2) implements staff selection for the central administrative body of the National Police and for senior positions of territorial (including interregional) bodies, forms a staff reserve for the relevant posts; 3) controls the work of the territorial bodies of the National Police, etc. In addition, within the powers provided for by law, on the basis of and on the implementation of the Constitution and laws of Ukraine, acts of the President of Ukraine and resolutions of the Verkhovna Rada of Ukraine adopted in accordance with the Constitution and laws of Ukraine, acts of the Cabinet of Ministers of Ukraine, orders of the Ministry of Internal Affairs issues administrative and organizational decrees, organizes and controls their implementation (Resolution of the CMU, 2015). Important organizational measures in the field of public security and order are entrusted, for example, to the Department of Organizational and Analytical Support and Rapid Response, which provides and performs within its competence the functions of the National Police of Ukraine for coordination, analysis, planning, control and harmonization of actions of territorial (interregional) bodies, structural (separate) police units for the implementation of state policy in the field of public security and order, protection and defense of human rights and freedoms, interests of society and the state and crime-fighting. The Department organizes: 1) the work of the police dispatch centers of authorities and units, the Office of the National Police of Ukraine, organizational and methodological support of their work; timely reaction to allegations and reports of offences or incidents; 2) the work of the Operational Staff of the National Police of Ukraine and its offices for coordination of work and management of police forces and means during mass events, national holidays, man-made and natural emergencies; 3) conducting of comprehensive inspections, performance reviews of authorities and units, the Office of the National Police of Ukraine, as well as providing them with practical assistance; 4) organizes and conducts, with the structural units of the National Police of Ukraine, educational institutions with specific training conditions and research institutions of the Ministry of Internal Affairs analytical, criminological and other scientific researches on such topical issues as: ensuring public security and order, protection of human rights and

freedoms, interests of society and the State, combating crime; 5) in cooperation with the structural units of the Office of the National Police of Ukraine, participates in the organization, planning and control of police work on the response to man-made and natural emergencies, as well as in the elimination of their consequences; 6) ensures the police work with the formation and implementation of the latest forms and methods; 7) organizes and conducts seminars, meetings of employees in accordance with the plans of the National Police of Ukraine and instructions of the administration of the National Police of Ukraine, as well as listens to reports of their leaders on the work carried out (Order of the NPU, 2015).

In the context of the study, it should be noted that the organizational work of the police is carried out in two interrelated directions: internal and external organizational. The object of organizing influence of the first direction is the administrative and executive activity of the offices and units on ensuring the fulfillment of the functional duties of the personnel, the management of its official work, the selection, placement, training and education of personnel, the planning of work, the formulation and adoption of the decisions on the placement of forces and means of operational management of police units, control and verification of implementation, generalization and dissemination of best practices etc. The second direction is reflected in coordination of police work with other state bodies and public associations in interaction with them for protection of public order and ensuring of public security (Organization and concept of tactics, 2014, p. 12-13).

Organizational measures to ensure public security and order during mass events are closely linked to administrative and executive measures of the police, which consist in the immediate practical provision of public security and order during mass events, the application of persuasion and coercion methods, preventive, consultative, safety and other legal and administrative procedures for combating offenses, etc. At the same time, officers of police authorities and units should also, by applying certain measures of influence on the state of public security and order, adhere to the law, which is the fundamental principle of their work.

However, the effectiveness of organizational measures to ensure public security and order during mass events cannot be achieved by staff alone. Necessary and appropriate technical

equipment is needed and, nowadays, an active assistance from the population is a priority in the police work. In this regard V. E. Klimenko and O. O. Panova point out that close cooperation with the population and local communities will make it possible to create a service model of work of law enforcement agencies, focused on solving the problems of the population. At the same time, as the authors rightly point out, this should not be about individual cases of involving the population in cooperation with law enforcement agencies, but about creating a different psychological environment, a different atmosphere around police work, when the population will not simply observe, analyze and criticize the police for its shortcomings or failures, but rather, empathize, respond actively to police proposals, apply modern means to protect property, participate in prevention programs, community organizations etc., have a sense of belonging to the common cause, which is carried out by the police for the benefit of the state and society (Klimenko, Panova, 2015, p. 63). This organizational aspect of ensuring public security and order by the police is especially significant during mass events, the members and organizers of which are mostly citizens and their associations.

The experience of organizing public security and order in Odessa (May 9, 2016), when the police contrary to negative expectations took effective preventive measures to ensure public security and order, is interesting. In particular, to prevent provocation or any other violation of public order in the Square and Alley of Fame, police officers have set up filtering points to allow people to enter designated areas. Everyone wishing to participate in the ceremonies to mark the Victory Day had to cross the border of the patrol police. In the case of doubt, an external examination and inspection of personal property should have taken place. In addition, police blocked streets adjacent to Kulikovo Field and Seaside Boulevard near the Duke Monument. Also, beforehand, early in the morning on 8 May, checkpoints were set up at the entrances to Odessa, where the staff of the patrol police and the Storm, a special battalion, inspected vehicles heading to the city. 2000 police officers, including 500 soldiers of the National Guard of Ukraine and additional forces from the neighboring regions of the country were involved in carrying out the above-mentioned tasks and measures (New Time, May, 2016).

In our view, these organizational measures are generally based, appropriate and effective. However, the organizational police work aimed

at ensuring public security and order is not limited to them, since the scale of mass events and the tendency for their growth require continuous improvement of organizational measures. In this regard, O. D. Tereshchuk draws attention to the importance of the use of various means by the police in order to prevent unauthorized objects and things being carried to places where mass events should be held. According to the author, this is achieved in several ways: 1) by various technical means: metal detectors, special detectors that are invisible, the frame of special inspection, etc; 2) rapid isolation of the disorderly person and prosecution in case of behavior violation and attempts to bring prohibited objects and things to the venue of mass events (Tereshchuk, 2014, p. 141). However, the first option is preferred, favoring preventative methods and forms of public security and order during mass events. Another issue is the financial support for the acquisition of these technical means.

In this context, the cooperation of the National Police with the European Union Advisory Mission should be noted, which, along with other measures, provided 100 video recorders and 30 sets of software tablets that were in short supply in the Kyiv Patrol Police Response Units, which covered the requirements for electronic equipment of all police units patrolling the region. Due to the new equipment, the response units will be able to coordinate their actions effectively, monitor the situation during patrols. Police will also receive tasks through tablets, and video recorders will make the work of response units more transparent. That, in turn, will encourage compliance with human rights, help reduce police response time and give control over police work. In addition, the European Union Advisory Mission provided police patrol units of Lviv and Kharkiv regions with tablets and video recorders (New Time, November, 2016).

In addition, unlike the former police, where there were numerous facts of forced purchase of uniforms by staff at their own expense, the situation of the new patrol police units fully meets the requirements of the law. And this is an important fact, because the appearance, namely the uniform for the police officers, is of great importance as they ensure public order and security of citizens during mass events. In order to perform the tasks entrusted to them, police crews are provided with modern vehicles such as Toyota and Hyundai Sonata, and the police staff is equipped with the handy and necessary technical means (official communication, mobile laptops, GPS navigators, modern gas analyzers

for determining the state of drunkenness, speedometers, etc.) (Pylypiv, 2016, p. 126). The introduction of permanent surveillance and control over the behavior of the participants of mass events using video cameras are equally important, and to stop the riots police officers should use the most advanced technical means, such as a variety of gas, flash-bang grenades, weapons with plastic and rubber bullets (after the warning). It is interesting to note that in order to realize the possibility of paying fines at the scene of an administrative offense, Oshchadbank started equipping the patrol police with payment terminals.

Also, in order to improve the organizational activities to ensure public security and order by the police during mass events, attention should be paid to the involvement (presence in the crowd) of law enforcement officers in civilian clothes into the process of keeping public order and public security during the mass events. As O. D. Tereshchuk points out, this method is effective for: 1) the resolving of such incidents as fights, battles and mass wrongful acts that may occur during mass events; 2) elimination of sources of potential risk and threats; 3) receiving on a regular basis reliable information about the situation among the participants of mass events; 4) detention of offenders without attracting attention and isolation of the most active and aggressive participants of mass events (Tereshchuk, 2014, p. 141).

In turn, V. O. Zarosylo draws attention to the issues of science-based planning and the use of various forms and methods to stop offences (Organization of police work, 2007). V. A. Ananych points out the need for increasing the number of police officers to the required level, increasing police mobility and creating an appropriate number of round-the-clock team sites in cities (Ananich, 1991, p. 33). V. L. Kostiuik, V. A. Molotai and other scholars focus on the possibility of introducing "special patrols" that work undercover and solve the tasks entrusted to them, being disguised as civilians and using conventional vehicles (like the US police, where only 3% of the patrol units are involved in "special patrols", however they account for 25% of total police custodies). The authors also focus on international programs to improve the effectiveness of police protection in the area of police management, which includes: the active participation of employees of each unit in the process of improving its effectiveness; support of managerial innovations by heads of divisions; creating a sense of personal responsibility of the staff and moral incentives of the involvement in

solving the tasks; clear awareness among the employees of general and specific goals of innovations, understanding of their tasks; confident management activities (International experience of patrol service, 2011, p.14, 18).

In addition to the above, special attention should be paid to organizational and preparations, including: trainings on keeping public order and public security, psychological and physical training of police officers involved in ensuring of security and order during mass events (Tereshchuk, 2014, p. 142). In particular, the EU Advisory Mission organized training for Ukrainian police officers on the work of negotiating teams during mass events in order to improve the capacity of the National Police of Ukraine, effective management and coordination of mass events, as well as the introduction of "dialogue policing" as a nationwide concept of work of the National Police of Ukraine. Thus, the police officers of the Department of Preventive Activities of the National Police, the General Directorate of the National Police of Kyiv, Kyiv region, Kharkiv, Odesa and the patrol service found out more about the de-escalation of conflict situations during demonstrations, football matches, etc. Moreover, the course was held in the format of "training for trainers", which allows Ukrainian police officers to share their knowledge with their colleagues (New Time, June, 2016).

### Conclusions

Therefore, the organizational measures of ensuring of public security and order during the mass events by the National Police of Ukraine consist in the implementation of the system of management functions by the organs and departments of the police, focused on the improving of the organizational structure, optimizing of the separation of functions and powers and taking other actions to improve the effectiveness of their activities in order to ensure public security and public order during mass events in general. The current state of organizational measures of ensuring public security and order during mass events by the National Police of Ukraine stresses the need for introducing the following ways to improve them: 1) improvement of organizational structure of police authorities and units, reduction of the number of management units, optimization of staffing level, mobility and simplification of internal and external relations of a particular authority in order to ensure fast passing and processing of information, timely decision-making and implementing etc.; 2) refusal of the

established procedure of setting tasks for the police to ensure public security and public order "from top to bottom", which does not provide a mechanism for their coordination with the regions and appropriate adjustment, a differentiated approach for planning the work of territorial units, determining priorities based on local specificity; 3) decentralization of the system of management of police authorities and units and establishment of a mechanism for its coordination with the territorial police bodies; 4) search for extrabudgetary funds of adequate financial, material and technical and technological support of the police with the involvement of donor international assistance and support etc.; 5) modernization of the police authorities and units work in the area of public security and order during mass events, namely: equipping with modern means of communication, mobile laptops, GPS-navigators, modern gas analyzers for determining the state of drunkenness, video cameras, mobile network stations, devices for operational identification, computer complexes, electronic secret surveillance and control and other technical means that will help to solve the problem of "human factor", save time and the efforts of police officers, to prevent mass offenses effectively and their rapid cessation in case of their occurrence; 6) introduction of constant monitoring and control of the participants' behavior during mass events by means of video cameras; 7) developing close cooperation with citizens and their associations, with local communities, in order to ensure public safety and order; 8) involvement of law enforcement officers in civilian clothes (presence in the crowd) into the keeping of public order and public security during mass events; 9) science-based planning and use of forms and methods of preventing and stopping violations during mass events; 10) conducting of trainings and education for police officers in the area of ensuring of public order and public security, psychological and physical training, analytical work, etc.

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