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QUALITY MANAGEMENT IN POLICE STATIONS IN THE REPUBLIC OF SERBIA¹

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Abstract: Quality or quality management is an organizational segment in connection with emphasis placed on the goal of achieving higher productivity of different organizational systems. Organizations, both productive and serviceable, strive to achieve a higher level of quality in their business by implementing accepted standards. Besides, each business area recognizes the different standards that need to be applied, both at national and global level. During a complex process, from designing needed quality in order to have usable quality, the main goal to achieve is maximizing profit or to maximize number of satisfied users of services. The police organization in the Republic of Serbia, through its organizational units including police stations, aims at achieving the highest level of citizen security. Implementation of the concept of quality and quality management during police and other affairs within the police stations would serve as a useful tool for improving the work process. The practice shows that priority at the police stations in the Republic of Serbia is given to quantitative work results, without significant application of a qualitative approach. Adapted application of the quality management concept in the police stations in the Republic of Serbia would contribute to improving the working process from several aspects, such as greater efficiency and effectiveness, as well as a percentage increase in the satisfaction of citizens by the operation of employees in police stations. The implementation method would also imply the implementation of some of the applicable ISO standards in the field of security.

KeyWords: quality, quality management, police station, standard

INTRODUCTION

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Quality management is an area that is increasingly included in the production and service sectors. One of the primary goals of organizational systems is to maximize the number of satisfied users using products or services. However, it is necessary to achieve the required level of characteristics that users expect from offered products or services. In this way, the quality and quality management concept has been developed.

The concept of quality management is rather widespread and increasingly applied in police organizations on a global level. Police as an organization want to achieve as many a degree of safety as possible. In this way, it also fulfils the citizens' satisfaction. However, in this process it is necessary to have measuring instruments in order to determine whether they are in accordance with predefined plans and goals. The concept of quality management should serve as a basis for improving the work of police organizations in the part of the control mechanism. Defining different levels of quality determines what is important for the work of a police organization. Moreover, in this way it is possible to determine separate segments that need to be monitored and controlled in order to improve work and achieve higher level of safety and citizen satisfaction.

The police organization in the Republic of Serbia endeavors to achieve the highest level of satisfaction among citizens. The goal is to provide a safe environment in which citizens will feel safe. In this direction, efforts are being made to implement modern methods and techniques of management of large organizational systems, such as a police organization. However, there are some areas in which Serbian police still need to work on improvement. One of the areas defines the way of determining what the quality of the work process is, how to determine and measure it and use the results for the purpose of improvement.

The current situation in the police stations in the Republic of Serbia indicates that little attention is paid to quality management and the implementation of this modern management concept. Namely, principles based on the quantification of effects continue to be in use. In such situations, it does not matter whether it has been done qualitatively or more precisely if the standards that are expected are met. Furthermore, the current security standards are not applied in the work of police stations. The work of police officers at police stations in Serbia is based on instructions and written instructions received from the central police departments of the Ministry of Interior. In this way, it is only possible to monitor work in police stations without clear and measurable parameters that will later be used in quality control.

With the aim of raising the offered services or the unhindered functioning of the security system in the part related to the work of police stations, it is necessary to define how to implement and later use the concept of quality management in police stations. For this purpose, existing standards that could be implemented in the police stations in the Republic of Serbia can be used. Examples of positive practice of police organizations where this is largely used would be the way of applying the concept of quality management in those stations where it is not used.

THEORY OF QUALITY MANAGEMENT

Firstly, we have to define the term quality. According to Feigenbaum quality is "the total composite product and service characteristics of marketing, engineering, manufacture, and maintenance through which the product and service will meet the expectations of the customer" (Feigenbaum, 1961). This definition of quality is interesting because it brings into consideration departments other than manufacturing which contribute to the quality of product and service provided by the company to meet the expectations of the customer. It is perhaps worth contemplating whether meeting the expectations of the customer is a higher level

of achievement than providing a product or service that is fit for purpose (Knowles, 2011). Based on this definition, it is clear that the emphasis on quality is to meet the expectations of users of products or services. In this way, quality is proven and at the same time it achieves the most important goal of the organization, maximizing profit or customer satisfaction. Then, according to Goetsch and Davis quality is “a dynamic state associated with products, services, people, processes, and environments that meets or exceeds expectations and helps produce superior value” (Goetsch & Davis, 2010). This definition is reasonable attempt to draw together the themes of a number of definitions of quality and create a unifying definition. The most noteworthy addition to the previous discussion is the idea of dynamism. By this they mean that acceptable levels of quality are not fixed, but change with customers’ experiences and view of the world (Knowles, 2011). Based on the second definition, the dynamic quality characteristic is emphasized. It means that quality is needed to match the current needs of the market and end users. This quality characteristic has also to be emphasized in the case of the implementation and use of the concept of quality in the work of police stations in the Republic of Serbia. It is necessary to monitor the changes in the security environment, as well as to innovate the processes of work so that the citizens feel safe and satisfied with the work of the police officers. In addition, the term effectiveness can be closely linked with the term quality in the work of police stations. Starting from the fact that the quality of organizational processes can be measured according to their outcomes, effectiveness can be defined as the basic criterion for the quality of products and services that result from these processes. However, even when the organization achieves exceptional quality of products and services, its performance cannot be determined without measuring its efficiency. In short, quality is primarily dependent on effectiveness, while success is a function of levels of effectiveness and efficiency levels. In addition, the level of effectiveness of the police organization depends primarily on how police work is assessed by citizens as users of its security services, while the level of its efficiency depends on the spent resources per unit of time (Stevanović, Kekić, 2017).

Based on the definition of quality, it is necessary to define the broadened concept of quality management. Quality management is a functional area of management and is increasingly used in the modern world of business. In theory, there are many definitions of quality management. Quality management is both a technique and a methodology at the same time. It is not an isolated activity added to manufacturing and other activities of a factory, but it represents an effective means for realizing such activities (Cruchant, 2003). This definition implies that quality management does not relate exclusively to production, as many experience it. Namely, at the beginning of the use of this modern management concept, quality management was exclusively linked to the production and characteristics of raw materials, semi-finished products and end products. However, later it was noted that the quality needs to be managed in the service process. This leads to the development of standards that directly relate to services. Firstly, standards relating to those types of services that have the highest primacy and degree of use have been developed. Furthermore, the need for using the concept of quality management has been recognized in other areas, such as in the security system and its separate parts. More precisely, modern police organizations around the world begin to implement the current standard and continue to implement the concept of quality management. Moreover, there is a new way of using quality management. That is total quality management. It is very useful and should be interesting for work of police organization and police stations as organizational units. Standard ISO 8402:1994 has definition of total quality management (TQM) as a “management approach of an organization focused on quality, established on the participation of all its members and aimed at long term success based on customer satisfaction and benefits to the members of the organization and society” (Standard ISO 8402:1994, 1994).²On the other hand, standard ISO 9000:2000 does not offer a definition of total quality

² Standard ISO 8402:1994. (1994)

management. It is important for police stations to use total quality management. Police stations in the Republic of Serbia include different police jobs, such as police of general jurisdiction, traffic police, criminal police and legal affairs. Those jobs have some connections. On the other hand, police and other officers working in police stations in some of the mentioned areas have to follow different procedures. Therefore, it is necessary to have a framework which will be used in order to have the same work process in all police stations in the Republic of Serbia. Accordingly, standards and quality management should be a useful tool for unification of police station operations and activities.

ANALYSIS OF THE CURRENT STATE OF IMPLEMENTATION OF QUALITY MANAGEMENT IN THE WORK OF POLICE STATIONS IN THE REPUBLIC OF SERBIA

Before the beginning of the analysis of the current state of use of the concept of quality management in the work of police stations in the Republic of Serbia, it is necessary to define what constitutes one police station and what jobs it has in charge. According to the Police Law, the police station directly carries out police and other internal affairs and cooperates in the area of the municipality to whose police department it belongs. The police station submits reports on work and state of security once a year to the assembly of the local self-government in the area where it is located (The Police Law, 2018).³ Police stations, in the organizational context, are within one of the police departments in accordance with the territorial affiliation. The Serbian police are organized as a unique organizational system, which has the basic organizational units at the headquarters of the Directorate (departments) as well as the organizational unit outside its headquarters. Territorial organizational units at the coordinating level (regional police departments outside the headquarters) and at the operational level (police stations) are territorially differentiated and formed to carry out all internal affairs in a particular territory. The police station is composed of a crime section or group, one or more police departments of general jurisdiction and a section of administrative affairs, while some police stations also have traffic police sections (Cvetković, 2010). It should also be noted that a large number of police stations operate in Serbia in accordance with the territorial and administrative division of local self-governments for which police stations are established. On the basis of the above, there is a clear need for the unique operation of police and other officers working within the police station. It is expected that the police officers work in the same manner in the police stations in local self – governments of Secanj, Zemun or Kursumljia.

A police station carries out tasks that are of key importance for security at the local level. However, a number of obstacles hinder achievement of a high level of security and acquiring the confidence of citizens. It should be concluded that the head of the police station, as the top manager, does not have an easy task. The head of the police station may have a deputy if it is a police station with a pronounced issue (Subošić, 2013). The head of the police station, as well as the rest of the management, would have fewer obstacles in their work with the existence of instruments that clearly define the operation of police and other officers. They could also monitor work, determine irregularities, and provide suggestions for improvement. In this direction they can help quality management.

At present, very little quality management characteristics are used in the operating police stations. Namely, there is no full application of any international or domestic standards that are applicable in the area of safety and security, or in the operating police stations. In-

³ The Police Law: "Official Gazette of the Republic of Serbia" no. 6/2016 and 24/2018

struments that serve as a measure of whether something has been done in accordance with the police or other laws, or whether there was the excessive use of force or coercion in the work of a police officer, are the only rulebooks or other bylaws relating to the work of police stations. It is certain that during the drafting of the new law on police, as well as the bylaws accompanying it, some of the segments of the international standards were implemented. However, there is no application of standards and quality management in its basic form in the work of police stations in the Republic of Serbia. The quantity is very important in the police, and it is further counted as a quality. For example, it is of the utmost importance how many misdemeanor reports a police officer has written or how many persons he has asked to show their ID cards. However, this is not a guarantee of quality. An additional problem is that there are not the same security issues everywhere, and not all of the police stations are of the same category. There is a category 1 to 3 of police stations, and therefore they cannot be regarded as the same quality of the work done by a police officer in the 1st and 3rd category police stations. Despite its organizational hierarchy and centralization, the police have features of functional decentralization that most often do not suffer from "waiting for orders", but it determines the rights and duties of each police member to independently and in accordance with its powers take the appropriate measures within its jurisdiction. So, every police officer in the law envisaged situations, without waiting for the order to decide on the identification or arrest, or using coercive means, control drivers and vehicles, and so on. In this regard, it should not be considered that between the linear components of organization and functional decentralization (decentralization of police powers) there is a contradiction in the police. On the contrary, they are complementary and characterize the essence and character of the police profession (Stevanović, 2003). The previous fact is characteristic for the work of police officers who are part of the primary tasks of police stations. A police officer, for example engaged in the security sector, can handle and enforce police authorizations without charge. Thus, he can do an unlimited number of identifications on a daily basis, as well as a traffic police officer who can perform an unlimited number of routine checks. In most cases, this will be considered as a quality job because someone has accomplished more than a dozen of identifications of persons or routine checks of vehicles. However, this type of activity of police officers can be achieved without any effects. More precisely, there is no quality in the broadest sense. On the other hand, there are examples that a police officer of the criminal section of a police station has been working for months to detect a serious criminal group. His work cannot be seen in weekly or monthly reports. But at the end of his activities, he can reveal a criminal group and highlight some of the more difficult forms of crime, thereby contributing to raising the level of community safety. Traditional leadership in the police emphasizes: (1) the obedience of police officers in relation to the superior, applying the doctrine of "command and control", (2) guiding executives for goals (effectiveness) at the expense of efficiency, and (3) caring about how the public will respond to work and results of police stations (Manning P.K., 1978). However, in most cases, the management of the police stations will regard dozens of insignificant identifications every month as a high-quality work rather than the work of criminal inspectors who are invisible in the long run, but in the end they have a significant effect.

One of the reasons why there is a problem in determining what a quality of work is in the work of police stations is the lack of standards as a measuring instrument. While in private and profitable security organizations it is generally simple and measured by profit, efficiency (effectiveness and efficiency) in public and non-profit security organizations is measured very difficult. The main reason for this stems from the fact that the goals and results in profit organizations are most often expressed quantitatively in monetary terms, while in non-profit organizations they are expressed qualitatively, not sufficiently precise in categories that are not simply measurable (Stevanović, 2016). More precisely, in the police stations there are no written documents to regulate what a police officer should do in the course of one month. In

practice, everything goes from dispatches sent for example from the Police Directorate, as hierarchically superior organizational units for the work of all segments of police stations. Furthermore, the head of the police station and its selected management team are guided by the same dispatches as the instructions for the handling and control mechanisms. These documents usually require reports of what has been done. Most of the police stations heads in the Republic of Serbia, in order to survive their functions, think only about reporting, firstly considering the quantity of realization without excessive emphasis on quality in work. The situation would be significantly simplified if a standard is used that would precisely determine what the quality is, as well as the manner of determining the work and operation of police officers in police stations that would be considered as high quality. The important question is how to control quality, for example to control preventive work. If you do not have criteria as valid qualitative norms, you do not know what quality is. What is the most important in the police is process of work. On the other hand, the achieved results are not of the utmost importance and do not have the highest priority. In the police stations in the Republic of Serbia, it is important that police and other officers adhere to the rules of the work, not to exceed the authorities, to come in time to work, etc. Otherwise, practice shows that somebody who has arrested the main criminal after professional investigation would not have special treatment and opportunity for advancement. The new Police Law defines that the “minister or a person authorized by him may, in addition to the achieved work results, which significantly exceed the normal level and the quality of work engagement, in particular, increase the employee’s basic salary coefficient to 20% in the month in which it is realized” (The Police Law, 2018).⁴ But, problem exists when an authorized person wants to make decision who will take increased salary coefficient. Without standards the only way is to reward someone who has achieved goals such as quantitative results of work. Furthermore, the new Police Law emphasizes the career advancement. Career advancement has precisely defined criteria and gives opportunity to find the best police officers and to put them at management positions. Additionally, these criteria should be used as quality dimensions. The career advancement model in the Serbian police is at the beginning and time will show whether it will be fully implemented or not.

HOW TO IMPLEMENT QUALITY MANAGEMENT IN THE POLICE STATIONS IN THE REPUBLIC OF SERBIA

After the presented theoretical part and the current situation in this part of the paper, the possibilities of implementation and building of a quality management system in the work of police stations in the Republic of Serbia will be indicated. During the construction of each management system, attention must be paid to each of the components from which it will be made. At the beginning, it is necessary to determine what the work of a police station in Serbia is consisted of. More precisely, all work processes must be identified with their input components. In this way, an impression is made about what an organizational system such as a police station is doing. Like all other services, as well as services provided by police officers to citizens at the local level, police station has its own characteristics. One of the important features that distinguishes it from others is that the work of police officers is not often visible, and it must be kept in mind when creating a quality management system. In addition to determining the work processes, it would define the inputs of the system, as well as all the human and material and technical resources that are used in the functioning of a police station. One of the useful methods that can be used involves four defined levels of quality, which are required, designed, realized and used in quality. Processes of defining quality transform the

⁴ The Police Law: “Official Gazette of the Republic of Serbia” no. 6/2016 and 24/2018

required into designed quality. Processes of quality creation transform designed quality into the realized quality. The process of determining the quality determines the realized and used quality. Required quality is the quality that the user expresses (defined by the supplier, if not shown) in order to satisfy its (users') needs (Živković, 2015). In the case of police stations in the Republic of Serbia, defining the user's requirements would not be an easy job. Namely, for this purpose, a huge survey could be conducted on what citizens expect from the work of police and other officers who work in the police station. However, even in this case, organizers should be careful with the results. It is probable that among the respondents at least 10% of them may be criminals or close to the criminal environment and they always say that the police do not perform their duties well. Moreover, at least 10% of the older age group may answer that police stations do not work adequately. When we want to determine the required quality, it is necessary to be guided by the opinion of the relative groups of citizens who need to feel safe in their local community. The next step that is expected is to define designed quality. Designed quality is the quality that is defined in the construction - technological documentation (Ibid). However, it is hard to apply this definition of designed quality to the work of police stations in Serbia. However, in the modified version, the designed quality would include documentation that precisely defines the items from the previous step and the determination of the required quality expected of police and other officers in the police stations. For example, if the preventive work in the security sector which reduces the level of criminal acts of robbery and aggravated theft as a required quality is emphasized, this will be processed with details in order to get the designed quality. This means that the procedure for the work of police officers working in the security sector, and all the activities they have to fulfill, must be specified in order to reduce the rate of the previously mentioned criminal acts as the ultimate goal. This would be done for the whole work of a police station. This work would be carried out by the Police Directorate. There should be a difference in determining the required and designed quality of the police stations of different categories. Once the designed quality has been determined, the basis for the realization will be achieved. Before that, it should be emphasized what can be used to define the designed quality. These are international and domestic standards. Increased awareness of the importance of adopting international standards in the field of security has been influenced by an increase in the number of complexity, unpredictability and consequences of crisis and emergency situations in the world: terrorism, natural disasters, technical and technological disasters and disasters, etc. (<http://utv.isotc223.org/organization/DCCG/>, 2018, 29 May). In this case, in addition to a number of other standards in the field of security, the implementation of the ISO 9001 standard should be considered. The ISO 9000 family addresses various aspects of quality management and contains some of ISO's best known standards. The standards provide guidance and tools for companies and organizations which want to ensure that their products and services consistently meet customers' requirements, and that quality is consistently improved. Particularly important for quality management in security organizations is the integration of the ISO 9000 system and the following formal systems of standards:

- ISO 14000, EMAS: Environmental Management;
- OHSAS 18000 and BS 8800: Occupational Health and Safety;
- ISO 17000 and SRPS ISO 31000: Risk management;
- ISO SRPS 22300: Social Security - Business Continuity Management Systems;
- SRPS A.L2.001 (002, 003): Social Security - Private Security Services; Emergency Management;
- ISO 18788: Management System for Private Security Operations;

- SRPS ISO / IEC 27001: 2014 Information Technology - Security Techniques - Information Security Management Systems. (Stevanović, 2016)

However, ISO 9001 sets out the criteria for a quality management system and is the only standard in the family that can be certified (although this is not a requirement). It can be used by any organization, large or small, regardless of its field of activity. This standard is based on a number of quality management principles including a strong customer focus, the motivation and implication of top management, the process approach and continual improvement. Using ISO 9001 helps ensure that customers get consistent, good quality products and services, which in turn brings many business benefits (International organization for standardization, 2015). What is important is that all principles related to quality management and part of this standard can be implemented in the work of police stations in Serbia. In practice this would involve the elaboration of this standard by the Police Directorate. Subsequently, a more complex process would imply that each of the police stations perform the certification process in accordance with the ISO 9001 standard. Moreover, this process would be extremely long, but it would be a quality guarantee. There are foreign cases of police stations that have successfully resolved this process. As a useful tool in this process, an instruction that has already been elaborated by the International organization for standardization ISO can be used. This organization developed Guidelines on the application of ISO 9001:2008 in policing organizations. The main subjects of these guidelines are:

- The task of maintaining citizens' confidence in their policing organizations is of major importance in all societies, due to the vital role of these organizations in maintaining societal stability and in creating a healthy environment for development and investment,
- The decision of a policing organization to adopt and implement a quality management system is a strategic choice, where quality is emphasized through the delivery of policing services,
- A quality management system can help to direct and control the activities, processes and resources of a policing organization in order to satisfy its internal and external customers,
- A quality management system can provide the structure, resources and documentation needed by the policing organization, as well as the processes that the organization follows. (International organization for standardization, 2013).

In addition to these Guidelines, the standard which should also be emphasized is ISO 9001:2015. This standard sets out the criteria for a quality management system and is the only standard in the family that can be certified (although this is not a requirement). It can be used by any organization, large or small, regardless of its field of activity (<https://www.iso.org/iso-9001-quality-management.html>, 2018, 31 May). There is also the standard SRPS ISO 9001:2015 as transformed Serbian version of ISO 9001:2015. Following the implementation of the standards, the next quality category is realized quality. The realized quality is the quality that is determined on the final product or service during the provision of services or on their parts (Živković, 2015). It implies that police and other officers at police stations conduct work processes after the certification of the adopted standard has been carried out. It is expected that in this part it will achieve greater efficiency and effectiveness compared to the previous period, which is precisely one of the basic goals of standardization and implementation of the concept of quality management. And the last phase would involve determining used quality. Used quality is the quality that the user shows during the use / consumption of the product or providing services (Ibid). Considering the above mentioned, it is clear that the implementation of the concept of quality management in the police stations in the Republic of Serbia would not be an easy task. It would be a long-term process. In this process the police organization should have the significant assistance and support provided by the Institute for

Standardization from Belgrade. However, it is expected that this would result in higher quality work and greater satisfaction of the citizens by the work of police and other officers in the police stations.

CONCLUSION

Quality management is increasingly being applied in the institutions belonging to the security sector. It has been noticed that the implementation of standards in the field of security is achieving better results. One of the areas where the implementation of the quality management concept is becoming more and more important is the functioning of police organizations. As one of the key organizational segments in the work of the police organization in the Republic of Serbia, the police stations are recognized. The concept of quality management can be applied in a modified form in the police stations in Serbia. The current situation indicates that more attention is paid to the quantity of work done, without thinking about quality. An additional problem is the lack of a basis for determining what constitutes the quality of the work of police and other officers who are part of one police station. The only way is to implement some of the international or domestic adopted standards. Based on international experience, the implementation of ISO 9001 standards is recommended. There are examples of police stations around the world that have successfully gone through certification process of this standard. Improvements in work are visible. However, the implementation of the ISO 9001 standard in the police stations in Serbia would be a complex process. One of the main obstacles that may arise is the lack of financial resources. If the number of police stations in Serbia is taken into account and considering that each of them has to go through the certification process in order to fully apply the standards and the concept of quality management, large amounts of money needed to be invested in this process will appear. On the other hand, it is currently necessary to invest financially available funds in the procurement of material and technical tools used by police and other officers in police stations. However, we should not forget the effect that would be achieved by implementing a quality-based standard. In this way, all the police stations would work with same procedures, in accordance with the previously stated needs of the citizens. It is important to express activities aiming at quality rather than a simple quantity of work. In this way, the traditional practice of prioritizing the number of applied police powers that apply without effect will be eliminated. Additionally, once implemented the ISO 9001 standard does not mean that it stops this process. On the contrary, this is a continuous process that involves updating and continual innovation of the concept of quality management in line with contemporary trends in this field.

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