Quality models and customer satisfaction studies in policing – monitoring and evaluation tools to consider for Albanian State Police

Introduction

The first project phase, SACP –programme 2012-2015, brought up a lot of recommendations in the area of police related strategic management. The most obvious was that the concept "Management by Objectives" should be carried on as the lead feature for the Albanian State Police (ASP) and be further developed. However, the existing settings should be supplemented with establishing of quality models and evident customer perspectives in the monitoring and evaluation system.

Several such management references during the Inception phase 2017 were taken into account and were fed into the Gap Analysis, Needs Assessments, Capacity Building Plan and the Work Plan bringing up quality, service delivery, monitoring and evaluation, and other nearby topics.

Customer Satisfaction questionnaires are the main suggestions to be the logical tool used for evaluation of handlings of emergency calls, crime reports and other services. That instrument should, as seen as best practice in policing in the area, be valuable for monitoring and evaluation purposes.

Background

Attempts were made as early as in the 1960s to implement these new management concepts in certain countries, but it was as late as during the 1990s that a results-oriented culture started to be established by governments worldwide and globally. The entire development with a large number of different but closely related concepts accelerated during the 2000s and has now been implemented worldwide on a large scale in both public and private sectors. There are now a large number of experiences to learn from in the public sector, both positive and negative. These extensive experiences should be guiding principles for all developments in management, including within the police.

In the Police organisations in Europe took a lot of senior officers part in these developments. They need and requested better performance data for input into resource distribution decisions and recognized the value of efficient delivery of police services. It was also widely realized in police organizations that complexity of crime increased which requires new measure to accurately portray police performance and numerous officers started to be more aware of the public as the major stakeholder in police performance.

The Police leadership and their stakeholders globally started to discuss and change towards orientation to results, and not to the activities. There are likewise currently extended attempts to measure outcomes with different new innovative models.

The primary tasks of policing are reduce crimes, increase public safety and security, but also safeguarding legal rights. However, what is good police work? How do you assess it? How do you evaluate police performance? How do you manage police performance?

Police activity, and public satisfaction or dissatisfaction with it, is the subject of constant public debate in Europe. The media, politicians and broad sections of the public are often critical of the Police's ability to counteract crime and disorder. There is a wide range of opinions, even within the judicial system. Sometimes, investigation is regarded as most important, and sometimes, visibility or combatting specific problems is highest on the wish-list of priorities as well as responding on emergency calls.

The debate is so sprawling largely because what constitutes good Police activity is unclear and rather vague, despite many concrete specifics, hypothesis and theories. Is it the number of successful investigations per Policeman? The number of speeding tickets issued? How fast Police cars arrive when there is an emergency call? A low cost per violent crime investigation? Or should the Police be measured in terms of the growth in the number of reported offences or emergency calls to the Police?

Crime clear-up rates would appear to be one sure way of measuring a part of Police work, the CID work load. However, the reported crime is never all crime, at all times fewer than 50% in all countries, in various a lots more. More resources for investigation would increase clear-up rates somewhat. Just as likely, though, almost as many people would remain dissatisfied and the criticisms persist. And resource allocation to varied ranges of policing is each time everywhere problematic.

The limitation of traditional police measures of performance

Typical measures of criminal investigation such as balances, through-put times, number of reports received, cost of investigation and clear-up rates have been for long subject to challenging criticism, particularly because of the exclusion of an essential dimension—the immediate injured party and the perspective of the victim.

At that point of change momentum, 15 years ago, the Customer Satisfaction (CSI) was introduced as one goal in its own right in one of the well-attended international evaluation seminars arranged by EUROPOL with participants from most EU Police Services. The seminars had great impact on the domestic police management in many countries, which resulted in extensive police developments of techniques of customer satisfaction measurements. That evaluation seminar was also the starting point of the use of CSI in the EUROPOL's internal evaluation work year 2003. The use of Customer Satisfaction Index is still ongoing in EUROPOL with good experiences of their Headquarter, The EUROPOL Management Board and EUROPOL stakeholders, the 28 national Police Intelligence bodies.

The international evaluation seminar, in addition, discussed and scrutinized the various studies which have been conducted through a representative selection of citizens that had reported break-ins, car-thefts and assault by an unknown assailant, over the previous year. CSI have also

been performed in Police call centers, Border Police handlings of passports and security checks, on numerous Operation Halls handling the patrol cars and also a lot of special investigation units.

The Customer Satisfaction Index method was from that point internationally recognized as a scientific Quality Model exceptionally useful for also measuring Police activities. Especially, the ability to make extensive comparisons between Police units, other authorities, corporations and international organizations was taken into notable consideration of all member states.

There are no obvious facts that the Customer Satisfaction Index method will not function in Albania due to the assessments done 2013. The recommendations, at that time were to test Customer Satisfaction Index in LPD Lezha on DV-cases with interviews. Of different reasons, the pilot was not implemented during the first SACP phase.

What methods are useful when police performance shall be measured?

Many organizations use, and focus on concepts like the citizen's perspective, quality models and customer satisfaction. The first project phase 2012-2015 had an important joint effort together with ASP when assessing different management methods. At that time ASP agreed that the efforts to develop management should be primarily based on the already established concept of Management by Objectives and as next step, the introducing of Quality models and Customer Satisfaction analysis to facilitate community policing.

Management by Objectives (MBO) is an expression of the fact that a unit or individuals, has a goal to achieve, without specifying the means or the strategies for doing so. Management by objectives is in contrast to direct controls or orders which typically involve precise rules of conduct in specific situations. Checks and follow-ups of the goals, monitoring and evaluation, is another important main factor of the MBO.

The concepts of quality models were introduced to the effect that the efforts of the Police would be measured on the basis of the function of fulfilling the needs of the clients/customers. Nowadays, with the term "quality models" is usually meant measuring customer perceived quality, where many factors are considered and often expressed in a "Customer Satisfaction Model".

The common customer satisfaction models provide facts about the image of an organization, expectations of the client, perceived product quality and perceived service quality as well as loyalty and in many cases a general custom satisfaction index.

The concept of citizen´s perspective and satisfaction in police work, normally expressed in a large scale in the planning documents and work plans must be put in concrete form and made measureable. In concrete terms, the concepts of the citizen´s perspective can be designated practically in two measurable components:

1. When crime occurs and is reported, plaintiff satisfaction with the Police investigations should be measured with Customer Satisfaction Index methodology.

2. When the Police Operation Halls is informed of a crime, ongoing disturbances or other problems, caller satisfaction with Police response should be measured with Customer Satisfaction Index methodology.

There have been lots of attempts in Europe to examine satisfaction with Police work among parties that have reported crime. The results of Customer Satisfaction Index, for instance from Sweden, shows good satisfaction rate with Police work for housebreaking, bag-snatching and car theft. However, assault by an unknown assailant has very low satisfaction. One major problem was the low values on processing complaints. Another finding was that women are far more satisfied than men with crime investigation activities. Some police activities such as Border Police units and passport productions maintained a very high standard.

Satisfaction of people making emergency calls to the Police was also examined during the last ten years in Sweden. The results earlier years indicated fairly low satisfaction, especially among the calls prioritized lowest. There were also sizeable local differences. A lot of successful adjustments were made of general patrol activities due to analysis of the customer satisfaction results.

The Customer Satisfaction Index methodology (EPSI Rating)

Customer Satisfaction Index or **EPSI Rating** which is the current 2017 international name— a major scientific methodology prepared to evaluate user satisfaction with a specific activity and applied in over 3,000 international studies underpinned the evaluation. The EPSI Rating is a model-based analysis system to prepare, process and present information on quality, as perceived by actual users (operational police service delivery).

Consequently, it is *entirely* based on these parties' assessments, based on *personal experience*, and accordingly, on *actual police actions.* This model also implies an ambition to produce statements on the causal link between simultaneous estimation techniques. The model can be used for comparisons over time, between Police units, various geographical regions or societal groups, and also for concrete international comparisons.

Essentially, the Police are dependent on public trust and acceptance of its operations functioning smoothly. If trust increases, so does the willingness to report crime, to be a witness in legal processes and call for the police in emergencies. The resistance to serious criminality also increases, as does understanding of Police work during high-activity periods, and during other staff-consuming events. To most significance, customer satisfaction and fighting crime and disorder is to a great degree matching thing.

Details of EPSI Rating

EPSI Rating is a system to collect, analyze and disseminate information about image, preferences and perceived quality as well as loyalty of customers, employees and other stakeholders to commercial entities, NPOs, governmental bodies and police organizations. The

EPSI Rating approach focuses on causal analysis derived from structural model elaboration and thorough empirical studies in order to estimate numerical relationships.

This Quality model approach is characterized by:

• Independence

• Proven scientific background and continuous development

• Regularity in studies and public domain reporting

• Proven quality of methods and results obtained

• A set of rich international benchmark databases

The EPSI Rating is a methodology for measuring quality enhancement from the citizen's perspective, and is entirely based on the actual user's perceptions of Police activity based on personal experience. Plaintiffs respond to a questionnaire regarding the Police Service's crime investigation activities, for example, their expectations of the Police when crimes are reported, expected service and commitment, perceived processing of the case, perceived commitment and service, satisfaction in relation to their expectations, loyalty and the treatment of complaints. EPSI Rating is possible to use in most police activities such as call-out activities (126), and also at border policing duties such as passport controls.

EPSI Rating is an integrated system for the collection, analysis and dissemination of information about what customers expect, how they perceive quality and how they value the products and services they are delivered from the Police.

EPSI Rating provide information about customer satisfaction, the reasons for it and its Power to influence on loyalty, trust and repeated contacts to the Police. Using EPSI Rating (CSI) gives you unique knowledge about the quality of Police service delivered to the public. You will find out what they think of your own different police units and diverse activities in terms of image, expectations, quality of products and/or services, value for money, satisfaction and loyalty/retention.

High-quality production and distribution are crucial in achieving a long-term confidence edge. For this reason, it is important to pay attention to quality as it is perceived by customers/public. To do this, you need to know how they perceive quality based on regular, objective surveys. EPSI Rating has been launched with the aim of satisfying this need.

The data is crucial for both the individual LPD and commissariats - e.g. when it comes to benchmarking and prioritizing quality measures - and the Government as well as the financier/taxpayers. Furthermore, it highlights the relationship between productivity and quality. Compared to the majority of traditional key ratios and analysis models, EPSI Rating is very much forward-looking.

In any comparison two aspects are at stake. The two main dimensions of comparability are:

- Over time
- Between "similar" phenomena (LPDs, Commissariats, smaller police units individuals, etc.)

These two dimensions are often combined into a composite cross-section – time-series approach. It would be reasonable to say that such analyses constitute the typical case in all European economics and business studies, similarly in police organizations. There is no goal to maximize "profits" in policing but to keep a given budget (with certain restrictions). Instead, ERSI Rating or other nonfinancial indicators may be seen as one goal in its own right. The challenge is to "harmonize" so both apples and pears add to the understanding of the police performance.

These reasons make a cohesive analysis approach thinkable, which integrating the GoA perspectives, TLPD perspectives and the customers perspective in an efficient local management outlook for best performance at the very local level. The different dimensions constitute heterogeneous expectations/ wishes/demands on the local police. A crucial management challenge to balance their "views" which facilitates when using efficient tools for monitoring and evaluation.

Using EPSI Rating the ASP and other stakeholders can analyses issues such as:

• Where does the customer/public receive the best value for money? In which LPD? In which area of policing?

• What functions of the police does a customer/the public value the most? Investigations? Traffic Police, General patrolling? Special domains?

• How is customer/public loyalty affected of the local Police work and what is required to encourage repeat retaining when necessary?

• Is ASP service delivery quality a powerful argument in the eyes of today's Albanian public?

• How well does ASP work compare to other police organizations globally?

Based on the results and analysis results, areas of improvement can be prioritized and action plans can be devised. The model admit analysis results describing why the customers think the way they do. The information on cause and effect can be used directly in strategic analysis.

**Presentation of EPSI Rating results**

EPSI Rating is based on an economic customer behavior model – Customer Satisfaction Index. The basic model of the index can be represented graphically as illustrated below. Each 'latent variable' is presented in a box together with its respective index value. Arrows indicate the direct effect on the feature to the right/underneath.

The questionnaire includes graded questions on the reputation of the Police in society, expectations when crimes are reported, expectations of service levels and staff commitment, the perceived quality of processing the case, perceived quality of service and Police commitment, general satisfaction, satisfaction in relation to expectations, cost-efficiency, loyalty and complaints. A typical 1-10 scale is used consistently, with results transformed into an index, With zero equating to all respondents responding to all questions with a '1' and 100 implying all respondents grading all questions a '10'. Typical values, performed on thousands of studies, are of an index interval of 60 – 80. The precision of measures should on the whole be constructed to be a maximum of +/- 1-2 point uncertainty at the 95% level.

Example of questions;

- Considering all your experience of 'the Police', how satisfied are you? Use the scale where 1 means "Not at all satisfied" and 10 means "Very satisfied"

- To what degree does 'The Police' fulfill your expectations? Use the scale where 1 means "much less than expected", and 10 "much more than expected

- Imagine a Police authority which is perfect in all respects. How close to this ideal do you consider the Police to be? Use the scale where 1 means "very far away" and 10 "very close"

Fictive example: EPSI Rating – Deliveries of the Operation Hall and the patrol cars —summary all priorities
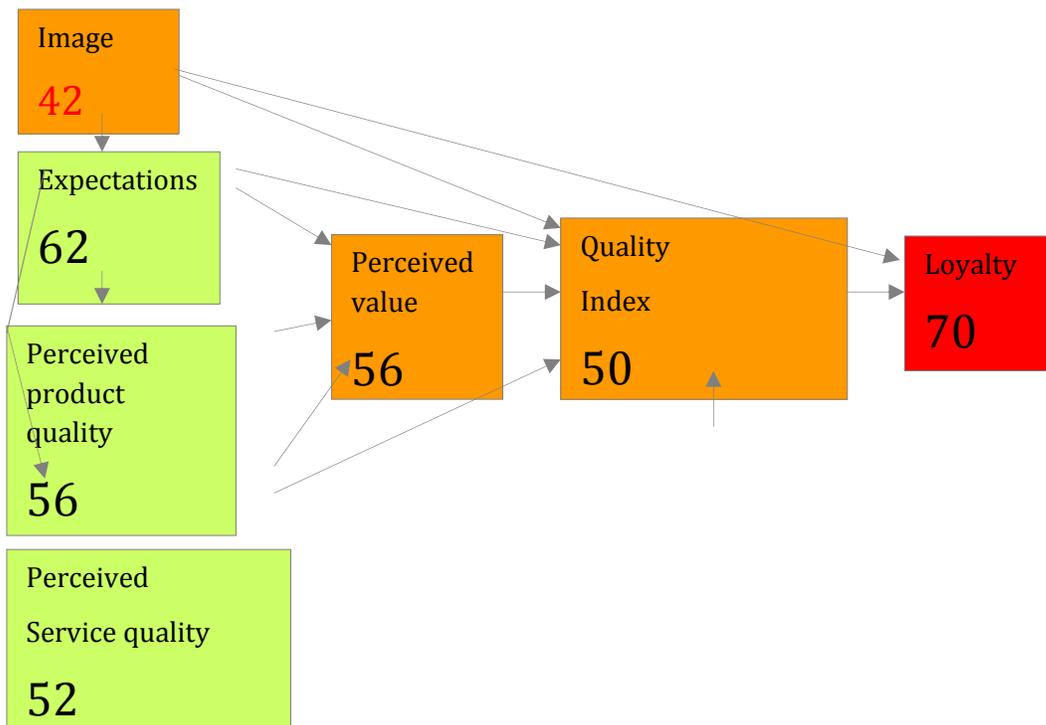
The practical analysis of the example diagram shows the following;

1. **Image** in society is very low for the Local Police in this area according to values (42).
2. **Expectations** are somewhat high (62), nevertheless the very low image and can see as a contradiction or that the image in society is not representative for the specific callers when they need help.
3. The perceived **Product Quality** is moderately high (56). The Product Quality is most likely good if the Police Operation Hall sends or intends to send a patrol car for immediate action.
4. The perceived **Service Quality** is relatively low (52). No handling by the Operation Hall or late/apathetic patrol officers means an annoyed reporter of a problem.
5. The perceived **value for money** is moderate (56) and by no means an indication of unwillingness to give the Police more resources.
6. **The overall Quality Index (50)** is normally not at required level for EPSI Rating reviews. Need changes for crucial improvement.
7. Callers seem to come back to a rather reasonable extent. Seven individuals out of ten callers to the Operation Hall will be back in case of similar event.

Detailed analytical definitions

EXAMPLE CHART

Customers IMAGE:

- The Customer's supposed existing picture of the ASP in the society/assumed general view of ASP in general. (Not the respondent's own assessment of ASP's image)

Customer´s EXPECTATION:

- The Customer's own expectations reciprocally on the processing of the actual core business and the initial personally service delivered by the ASP

Perceived PRODUCT QUALITY:

- The Customer's own perception of what happened with the customer's desires / Technical core business outcome

Perceived SERVICE QUALITY:

- The Customer's own perception of service / availability / attitude

Perceived VALUE (value for money):

- The Customer's own view about value for money in relation to considered resources/cost effectiveness/correct priorities of the ASP

Customer´s LOYALTY (Retention/Confidence and Trust):

- Loyalty /confidence and trust in the Police / coming back with a case or a phone call to ASP when having the similar episode again

EPSI Rating

- **The overall EPSI Rating** /Customer Satisfaction Index/the tangible Quality measures possible to compare with other businesses

There is also possibility to look at the **complaints rate**; the satisfaction among reporters with the handlings of complaints to the actual police work

QUESTIONNAIRE QUALITY INDEX

Q1   OVERALL SATISFACTION

Think about all your experience with the Local Police. Overall, how satisfied are you of their work?

Use the scale where 1 means 'not at all satisfied' and 10 'very satisfied'.

Q2 IMAGE

Think about the overall image that Local Police has in your Local Area. How do you rate the ASP image in your country concerning…..

Use the scale where 1 means 'very poor image' and 10 'very good image'.

a) Reliability and providing the public with support and safety/security

b) Excellent service (service of high and even quality) to the public when it is requested

c) Professionalism and efficiency?

Q3 EXPECTATIONS

Please think about the expectations you had before your contact with the Local Police. Please rate your expectations regarding the following:

Scale 1 to 10.

   a) Your expectations of service (e.g. availability, switchboard and office hours to contact officers, general service attitude, etc.)?
   b) Your expectations of the handling of your contact and the subsequent work?
   c) Your general expectations concerning the functioning and work of the local police?

Q4 FULFILLMENT OF YOUR EXPECTATIONS

To what extent do you consider that all your expectations on the local police were fulfilled?

Use the scale where 1 means 'much less than expected' and 10 'much better than expected'

Q5 PERCEIVED QUALITY

Thinking about the quality of the work done by the local police, based on your experience in conjunction with your contact. Please rate the following in scale 1-10:

   a) The quality of service and the attitude of the personnel?
   b) The quality of the handling of your contact and subsequent work?
   c) The general quality of the work done by the local police, and offered to you?

Q6 PERCEIVED VALUE

Thinking about the quality of the resources of the local police. Please rate the following: (Use the scale where 1 means 'unacceptably low quality in relation to resources' and 10 'most appropriate quality in relation to resources'....)

a) The service and engagement of personnel in relation to resources
b) Quality of handling and action in relation to the resources?
c) The overall value of the local police work in relation to their available resources?

Q7 LOYALTY/TRUST

Assumption: Once again you are engaged in a matter like the one already handled by the local police. How probable is it that you will contact the local police?

Answer on the scale where 1 means 'not at all probable' and 10 'most probable'.

Q8 COMMENTS ON THE LOCAL POLICE TO OTHERS

How do you normally talk about the local police to friends and colleagues (especially in relation to your recent experience)?

Use the scale where 1 means 'in very negative phrases' and 10 'in very positive phrases'?

Q9 RECOMMENDATION

If one of your friends has a case that is similar to yours, how probable is it that you would recommend/suggest that he/she contact the local police?

Answer on the scale where 1 means 'not at all probable' and 10 'most probable'?

Q10 THE PERFECT POLICE FORCE

Thinking about a local Albanian Police / Law Enforcement Service that is perfect/ideal in all respects. How close/far away from this ideal are the local police in your municipality?

Use the scale where 1 means 'very far away from the ideal' and 10 'very close to this ideal'?

Q11 COMPLAINS

Have you any time (during the last year) formally complained to the Police HQ?

Yes, go to question 12

No,
Do not know

If you answered yes to Question 11;

Q12 TREATMENT OF COMPLAINTS

How were your complaints treated?

Mark on the scale 1 – 10 where 1 = 'very poorly treated' and 10 = 'very adequately treated' (do not know =99).

COMMENTS: Please, add any comments you feel relevant;