



MANAGEMENT PROCESS OF THE COMMUNAL POLICE OF THE CITY OF ZAJECAR

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Abstract: *Communal systems, as organizational units within local self-governments, are important factors in the organizational and executive structure of modern administration. Management has an important role with its supporting structures (finance and human resources) in every economy and business of the organization. Managing communal police is a difficult and demanding job, which requires a lot of knowledge, skills, understanding and experience in working with people. In practice as well as scientific research on work, it has been shown that joint work is always more efficient and effective than individual work. Numerous management theories have contributed, each in its own way, to improving the understanding of the factors that affect the efficiency of the organization as well as the motivation and satisfaction of employees on whom business efficiency directly depends. Since the work of communal police officers is work in pairs or in groups, the important role of the manager is to organize communal police officers and focus on solving the set tasks. As far as the authors know, there is no research regarding management process of the communal police in Serbia, therefore, the main goal of the paper is to present the management process of the communal police of the City of Zaječar.*

Keywords: *management process, communal police, municipality police, motivation, service*

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1. Introduction

As it is well-known, management is the process of creating and maintaining an environment in which individuals, working together in groups, effectively achieve selected objectives (Koontz et al., 2020; Koontz, 2010). Managing the organizational structure of the Communal Police, as an organization management process, is a process in which motivation and anticipation are the basis for creating a service and upgrading the entire management and leadership process (Mirčetić et al., 2022; Mirčetić et al., 2019; Vukotić et al., 2019). Analysis and planning, organization and control of the provided service are the phases of creating a service that have certain set objectives directed towards satisfying the service users, as well as objectives related to the development of the organizational structure of the Communal Police organization itself.

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The process of managing the organization (Buschow & Suhr, 2022; Lin et al., 2022; Feldman, 2010) and creating services in the organization of Communal Police is a very complex process which is reflected in the fact that the input information - reports, have the form of:

- *intangible/immaterial* (verbal reports of physical and legal entities and officials, observing irregularities by Communal Police officers in the field) and
- *tangible/material* (submitted report in the form of a document, recorded phone call, electronically by e-mail, by letter from other services), which, in the management process, are transformed into services that can be intangible (warnings, orders and assistance) and material (mostly case of repressive measures - misdemeanor warrant, misdemeanor and criminal charges).

The nature of the combination of intangible and material arises from the synergy of all internal and external factors that directly or indirectly impact the creation and provision of services, and one of the most important factors impacting the creation and provision of services is communication and motivation of employees (Petrović et al., 2021; Đukić et al., 2018).

The Communal Police in the Republic of Serbia was conceived and established as an expression of the aspiration of the Republic of Serbia to follow European development oriented towards modern and progressive society that has its own efficient police and security services. Therefore, the aim of the paper is to present the management process of the communal police of the City of Zajecar. Accordingly, the paper is structured as follows: Section 1 – Introduction; Section 2 - Management Process in the Communal Police; Section 3 - The process of creating a service and at the end of the paper Conclusions are presented.

2. Management Process in the Communal Police

Management in the Communal Police is of the **pyramid type** and represents a centralized decision-making system. This type of management has advantages because there are no double command lines. Responsibility for the decisions made is known, and management functions are strictly separated from executive ones (except in extraordinary circumstances where managers use their powers). This type of management is the most authoritative one with strictly defined subordination.

Decision-making and orders are one-way, from the top of the pyramid (chief), through the middle line manager (deputy chief or head of area units), to the lower-level manager (communal police officers), and information is two-way - in both directions - top to bottom and bottom to top). Every decision made by the chief must reach the lowest level, the communal police officer, unless it is contrary to the law. The chief must have defined objectives that are short-term: weekly, monthly and long-term: strategic, i.e. multi-year. In his plans, the chief must have a vision of the success of the Communal Police and its objective.

Figure 1 schematically shows the top management of the organization of the Communal Police of the city of Zajecar, as well as the competences in making plans within the Communal Police in a certain period of time:

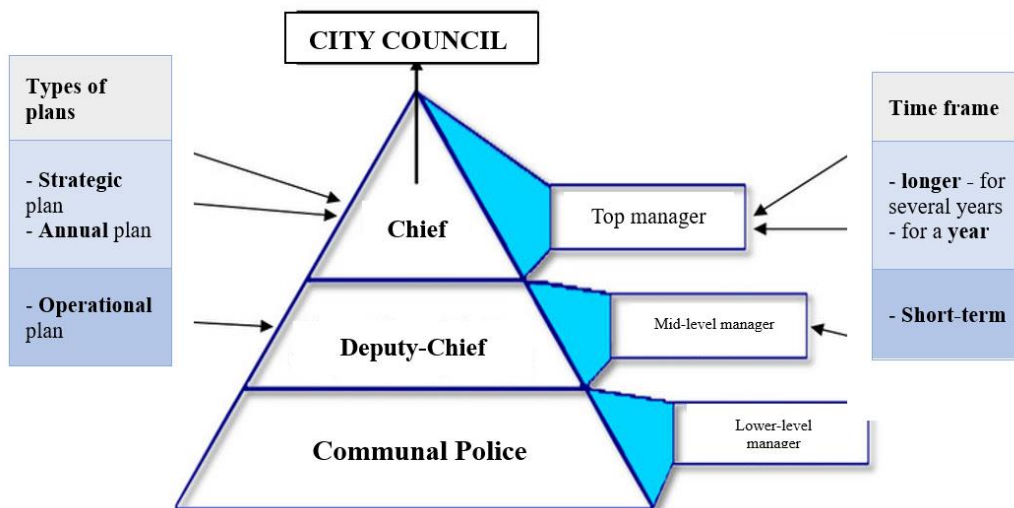


Figure 1. Schematic representation of the organization of the Communal Police of the city of Zajecar

Source: Authors

The *top manager* (chief) of the Communal Police is at the top of the organizational hierarchy of management. He is responsible for planning, managing, directing, functioning and results of the organization as a whole, i.e. for ensuring effective and efficient work, growth and development of the organization. The Chief as a first-level manager is the bearer of powers and responsibilities related to the timely and efficient execution of all tasks contained in dynamically operationalized plans. According to the scope of activities he manages, we can also call him the *general manager*, and naturally, they must have various knowledge and abilities, as well as experience in working with people. The top manager must be *proactive*, in order to adapt the organization to changes by his/her abilities, skills and knowledge and to change his/her organizational environment through innovations.

The mid-level manager (head of the regional unit), i.e. the middle manager is in the middle of the hierarchical structure of the managerial (sub) system: between the top manager and the manager of the lowest (first) level. The mid-level manager is responsible for implementing the decisions made by top management. At the same time, he/she is authorized to manage the organizational units whose head he/she is and is responsible for their results. The mid-level manager performs his/her tasks in cooperation with the lowest level managers.

First level managers (Communal Police officers) perform their function (jobs, tasks) in direct communication with executors (non-managers, persons who do not perform managerial tasks - executors) (Petrović et al., 2011).

Management in organizations such as Communal Police and similar departments is very specific. Special weight is due to the harmonization of the mental structure of different personalities of Communal Police officers who directly provide services to users - citizens. In their work, they must have a good assessment in making decisions during the implementation of the law so as not to threaten themselves, citizens, flora and fauna, ecological system, while preserving goods owned by the state, city, legal and physical entities.

Motivating employees (Ryan & Deci, 2017; Ahmed, 2011; Urošević et al., 2016) is the basis for better and more efficient work of any organization and most frequently depends directly on the level of motivation of employees. It is of exceptional importance for the management of the Communal Police to know the motivation profile of their employees. The maximum degree of

motivation of employees requires that managers must know the needs and motives of the Communal Police officers they manage and know how to ensure their satisfaction. Three dimensions of motivation are essential for understanding its impact on employee performance: direction, intensity, and stability (<https://www.biznisplan.net/tipovi-motivacije.html>):

The direction of motivation (Kanfer et al., 2008) of Communal Police officers must be directed in a positive and right direction. Some of the motivational directions of Communal Police officers are as follows:

- to have an objective in their work;
- to act within the Law;
- to be professional;
- to be collegial;
- to be communicative;
- to respect religious, national and other affiliations

The intensity of motivation of Communal Police officers in performing their operative tasks must be strong enough to meet the personal needs of the employee and:

- intensity with which one's going towards the set objective;
- intensity with which one does one's job;
- intensity with which one can overcome each problem individually;
- intensity in communication mode;
- intensity of one's advancement in the service...

The stability of motivation is the third dimension of motivation that must be met in order for Communal Police officers to be motivated. Stability of motivation can be represented through:

- perseverance in achieving the set objective;
- perseverance in solving problems;
- perseverance and persistence in communication;
- perseverance on the path to collective success;
- perseverance on the path to personal success...

Motivating employees in the Communal Police of Zajecar is one of the key elements in the process of creating a service (product). Motivation affects the work ability and quality of work of employees in the organization, which leads to efficient and quality service and ultimately to the satisfaction of service users.

Envisaging as the ability to create a future vision of the organization in the time ahead. The more visionary the chief is, the better the task will be performed, and the organization itself will be more successful and efficient. Visionary is an important characteristic of a manager - leader (Javidan, 1991; Alibašić, 2022).

The decision made by executives (managers) is always about the future. Each decision (made at a certain moment) will be implemented in a period of time following its adoption (immediately or later). This means that the content of each decision must have performances that take into account the fact that the decision will be implemented in the future. The content of each decision must be in compliance with the performances of the future of the organization. This is an important prerequisite for its successful application in practice. (Vojnovic, 2005). In order to make a quality decision, it is necessary to know the future and its performances in advance, it is necessary to know what is yet to come (Awad & Ghaziri, 2004).

It is not possible to carry out the work process in the Communal Police without envisaging the future and the consequences of managing this organization.

3. The process of creating a service

The process of creating a service organized by the Communal Police is a complex process. The complexity is reflected in the fact that one type of input intangible - *information*, during the phases in the process of creating a service, is transformed into another type of output intangible - *service*. During the transformation process, in certain phases there are procedures that must be observed, such as laws, regulations and decisions of the city, principles of legality, professionalism, cooperation and proportionality, as well as respect for human rights and integrity (service users). Combining all internal and external factors that directly or indirectly impact the creation and provision of services leads to an efficient and effective solution.

The basis of the sustainability of the Communal Police service is its visible activities, but also activities that are not visible but have their own purpose and results. These activities can be managed and they can be directed depending on the needs of the service and service users (Manić et al., 2017).

Collecting data of direct impact of certain factors is the basis of the analysis of the organization's business. Data are collected from the external and internal environment of the organization and represent the current state of the organization - the Communal Police of the city of Zajecar. With quality and accurate data collected, a bad scenario of the organization's life cycle can be prevented, factors that increase motivation and satisfaction can be acted upon in a timely manner, and further development and positive business can be planned.

The biggest concern and problem of managers in the management process is the selection and use of information necessary to achieve the success of the entire organization. With the selection of the right information and its further processing in the management process, the satisfaction of the end user of the service provided can be expected. However, in order to reach the service and the end user, there are several phases in the process of creating the service through which the transformation of input information is performed (Figure 2):

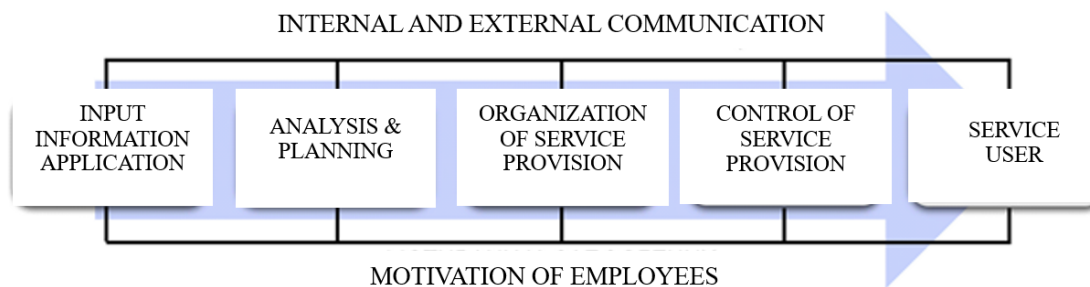


Figure 2. Phases of creating and providing services in the Communal Police

Source: Authors

Input information is the material that is at the entrance of the management process, it is the basis for starting the transformation process in obtaining the service. The information obtained at the entrance is the application of citizens (individuals) or some institutions (legal entity).

The *application* can come from external entities (outside the department) and internal entities (within the department) through Communal Police officers and inspection services (Law on Communal Militia - Official Gazette of RS, No. 49/2019, Article 32)

- *Applications of external entities* (input information) to the Communal Police can be submitted in writing and verbally. In writing via: applications submitted at the counters

of the City Administration, by e-mail, as well as by direct delivery to the premises of the Communal Police, and verbally via: landline, mobile phone and radio station.

- *Applications of internal entities* (input information from Communal Police officers and inspection services) can be verbal or written. Verbal applications are received through verbal reports from the listed services within the department and are personally transmitted to the manager via radio, landline and mobile telephone. Written applications are obtained through written *reports* of these services, and in particular can be obtained from Communal Police officers in the form of an *official note*.

Analysis and planning (Law on Communal Militia - Official Gazette of RS, No. 49/2019, Article 12-13) is the phase in which the received input information is prepared for processing in the process of transformation of service acquisition. This phase is in a way a filter through which the flow of service creation is determined.

The analysis determines the following:

- *source of the application* - personal data of the person reporting, place and time of the committed act;
- *authenticity of the application* - checking the existence of the event, telephone check on the event with a colleague near the place of the event;
- *the seriousness and gravity of the offense committed* - whether there were any injured or damaged, whether personal or state property was damaged;
- *priority for resolving the application* - urgency of going to the field or time limit, life-threatening (direct or indirect).

The planning implies the following:

- *filing of applications* - entry of all data on the application in the register of applications;
- *consulting with managers* - informing managers about the application, harmonization with the opinion of managers, seeking permission to act in extreme situations ...);
- *preparation of documentation for the field* - preparation of orders for action upon application (if there is a decision), all documentation on the subject of the application, records and orders for action of Communal Police officers in the field;
- *consultation with executors* - consultation with Communal Police officers who should perform the task (on the psychophysical current state, on personal opinion on the successful execution of the task ...).

Organizing is a phase in the management process in which, based on the analysis of input information and planning, the type of service provision is determined with a detailed analysis of all important factors that may have an impact on the achievement of the task:

Type of service provision:

- *services provided to an individual physical entity* (user, citizen). For the Communal Police, each service user is unique and therefore the services that are tailored to the users are different. A large number of cases, i.e. service users and the diversity of each service provided, leads to complexity in the provision of services by the Communal Police.
- *services provided to a group of users and not tailored to each individual user, but tailored to a group of users*. It is applied in settlements or quarters of the city of Zajecar, or in settlements of rural local communities.
- *services related to a large number of users with predetermined requirements, content and conditions of service provision* (provision of assistance to inspection and other services). These services are the same for all users and there is a very low adaptability to

individual users, and they are applied at the level of local communities (infrastructure in local communities, water supply, garbage disposal...);

- *services* that apply to a very large number of users, to predefined standards and with almost no degree of adaptability to individual users (emergencies, natural disasters ...). This type of service is reflected in the implementation of laws and other regulations adopted in the cities of the Republic of Serbia and applies to all citizens of the Republic of Serbia, as well as all citizens of the region or countries, located in the Republic of Serbia (Radaković & Ćosić, 2012).
- *Number of executors* - the required number of Communal Police officers to perform the task;
- *Case documentation* - application and other documentation related to the application that has been prepared, it is brought to the attention of the parties and as a guideline for resolving the problem;
- *Technical support* - depending on the terrain configuration, it depends which means of transport will be used, as well as which means of communication will be used. To collect evidence and material that can help solve the case, digital technology is used - camera, etc.)
- *Manner of action* - depending on the previous analysis and preparation of the case (information), tactics and manner of action will be decided upon. If the cooperation between the subject and the Communal Police is good, preventive measures will be applied in resolving the disagreements and problems. However, if there is no cooperation at all, the Communal Police take measures that are prescribed by law, i.e. repressive measures and means of coercion. In exercising his powers, the Communal Police officer must take into account the principles of legality, professionalism, cooperation and proportionality.
- *Place and time of service provision* - the place and time of service provision must be determined during the organization. There are on-site services, but such services do not go through all phases of the organization's process. They are adapted to the current situation, and the Communal Police officers are responsible for their decisions, actions and behavior during the provision of all types of services. Only in the case when the head of the department is present and the Communal Police officer acts upon his/her order, the head is responsible, but only for the decisions that are in compliance with the law and regulations and in compliance with the authorizations.

Control of the work of Communal Police officers (Law on Communal Militia - Official Gazette of RS, No. 49/2019, Article 33) of the City of Zajecar, is performed in several directions:

1. ***Control within the department*** (*regulates interpersonal relations and improves collegiality*).

In order for the efficiency and effectiveness of the Communal Police department to be at a high level, a certain commitment of all those who work in this department is needed. Any factor that can affect the work of the department is noticed, the positive ones are improved and the negative ones are corrected (if possible) or removed. Control can be:

- *Vertical (upwards)* - from the chief who made the decision, upwards to the city leaders who had an influence on the decision-making or they made it and the chief carried it out by order;
- *Vertical (downwards)* - from the chief who made the decision, to the deputy (chief) and Communal Police officers;
- *Horizontally* - from the chief and deputy (chief), towards the external and internal environment

This way of approaching control requires an extremely careful approach due to the direct creation of a situation that may result from a good or bad decision. If the problem is not regulated by the Decisions of the city, then we act according to the laws passed by the Assembly of the Republic of Serbia, within the powers of the Communal Police, which are prescribed by the Law on Communal Police.

If the problem exceeds the powers of the Communal Police, it is handed over to inspection or other departments to take measures within their competences. This approach to control eliminates gaps in the management chain and control is performed in the direction of:

- *Attitude towards the lent equipment* (whether he takes care of it, cleans and maintains it, whether he looks neat - trimmed, shaved, clean, rested, well slept ...)
 - *Attitude towards obligations in the performance of duties* (whether he is responsible for the tasks, whether he understands the set tasks, how he prepares himself before going to the field, how documents are kept, whether reports and official notes are submitted on time ...)
 - *Attitude towards the manager* (whether they carry out orders, respect authority, what is the communication like, whether they admit their mistakes and accept criticism for them ...)
 - *Relationship with colleagues* (whether there is mutual respect, whether they help each other in accomplishing the set tasks, whether they perform individually or as a group ...)
 - *Attitude towards employees of the City Administration* (how they treat other employees of the City Administration, how collegial they are with them ...)
2. **Field control (control of responsibility and professionalism)** is a mandatory part of good and quality management, which is reflected in building appropriate relationships between Communal Police officers and the environment, as well as relationships with managers and themselves in terms of personal responsibility, because each of the Communal Police officers must behave strictly professionally and with dignity. He must act in compliance with the Law, principles and rules of service. There are several very important relationships that Communal Police officers are building:
- *Attitude towards vehicles* owned by the department (whether they write travel orders properly, whether they keep them clean, whether they take care when driving, where they park them, the way of parking when performing communal-police work ...)
 - *Attitude towards citizens and legal entities* (whether they respect professional and impartial approach, whether their work is guided by the principles of legality, professionalism, cooperation and proportionality, whether they are tolerant and principled, help children, the elderly and the sick ...)
 - *Attitude towards violators of law and decisions* (to react impartially and professionally, to see the consequences of violations, to prevent further progression of the problem, to make a record and collect data from all present as well as from the actors of the event ...)
 - *Attitude towards inspection services* (whether they are collegial, how they assist, what is their joint field visit like, what is their performance when they implement the law together ...)
 - *Relationship with the Police - Police Administration* (whether they respect colleagues, how responsible they are when they perform controls together, when securing public gatherings how they perform joint supervision, keeping confidential information ...)
3. **Control of professional competence** (Josipović, 2010) of Communal Police officers is provided by periodic regular and extraordinary competence checks conducted by the

Ministry in charge of local self-government. Regular controls of professional competence are performed at least once in every three-year period, as a rule, after the conducted professional training. Communal Police officers who have fulfilled the obligation of professional training by participating in professional seminars, i.e. workshops, are also invited to regular checks of professional competence.

A Communal Police officer who does not receive a positive grade cannot continue performing the duties of a Communal Police officer and exercise the rights established by the Law on Communal Police: he is assigned outside the Communal Police to a position corresponding to his professional qualification; if that job does not exist or the Communal Police officer does not agree with the deployment, his employment is terminated by virtue of the Law on Communal Police (Josipović, 2010).

Users of Communal Police services can be various entities: citizens, entrepreneurs and legal entities, inspection services and the Police Administration of the City of Zaječar. In performing their duties, the Communal Police must act as part of a broader system, which means that they closely cooperate with citizens, legal entities, city bodies, organizations and departments, as well as with the competent state bodies (Law on Communal Militia - Official Gazette of RS, No. 49/2019).

- *The cooperation of the Communal Police with legal entities, entrepreneurs, public organizations and physical entities (citizens)* is the most important and success and reputation of the Communal Police will depend on the quality of the established cooperation. All city authorities, organizations and services, including the *Communal Police*, should serve the citizens and their local community (city). The Law on Communal Police stipulates the right of citizens to submit applications, petitions and proposals related to communal order to the Communal Police. They can do this in writing, by e-mail and in emergencies by telephone as well as by direct verbal communication. Citizens are the most frequent users of Communal Police services.
- *Cooperation of the Communal Police with the city inspection services* Since these are special services in the city administration that have many common interests in their work, the Communal Police and inspection services are referred to cooperation which includes: mutual dissemination of information, exchange of information, providing immediate assistance and taking joint measures and activities. Inspection services ask the Communal Police for services in the form of assistance. The close and daily cooperation between the Communal Police and inspection services reflects the efficiency and effectiveness of the work of these services.
- *Cooperation of the Communal Police with the police* is stipulated by the law on Communal Police. It is stipulated that Communal Police officers cooperate with the police in performing their duties and exercising their powers. The objective of cooperation of the Communal Police with the police is the more successful performing the work of the Communal Police and enabling the application of certain authorizations. The services provided by the Communal Police to the Police Administration are specific and are mostly within the scope of police action, which by law Communal Police officers also have.

In the case of services provided by the Communal Police, the existence of a service user is not a condition for the process and creation (acquisition) of services.

Conclusions

The process of managing the Communal Police organization is a very complex one. For the successful work of such an organization, it takes a lot of knowledge, work discipline, harmonized opinions, understanding, tolerance and persistence in order to achieve the set objectives, i.e. in order to provide an adequate service to the user by the Communal Police.

In the Communal Police, the management does not directly perform the operational tasks of the organization's business, but relies on other employees who are the bearers of individual tasks (Communal Police officers). Management provides logistical support in order to create conditions for efficient and effective work of Communal Police officers aimed at achieving the set tasks and objectives of the organization.

Cooperation between service users and Communal Police as service providers depends mostly on the type of service provided. Communal Police have high-level interaction if they communicate with the service user directly through mutual communication. However, on the other hand, the user does not have to be present when performing the service, while the Communal Police Officer in most cases must be present during the process of providing the service. When providing services, the main feature is that user initiatives start the whole process of creating a service that the user will be satisfied with.

Having in mind all the above stated, the Communal Police of the city of Zajecar, strategically, should take its place within the local community, its actions should contribute to raising the level of respect for communal order, which will ensure a better-quality life for all citizens of Zajecar.

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