

MANAGEMENT OF POLICE ORGANIZATION ADMINISTRATIVE APPARATUS THROUGH TOTAL QUALITY MANAGEMENT

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Abstract: This paper explores the possibilities of managing the administrative apparatus of police organizations through the application of total quality management as an imperative for understanding business processes within police organizations. Total quality management represents a new concept of quality management that achieves better business excellence of the organization. In this regard, the essence of this paper relates to researching the possibilities of managing the administrative apparatus of police organizations based on total quality management. The specificities of this influence are not sufficiently known theoretically and practically, especially considering that there is very little literature or papers on this topic, which essentially constitutes what this research problematizes. Proposals for improving the business excellence of police organizations are based on quality management of the police organization's administrative apparatus, whose starting point is in applying the concept of total quality management, which would include clearly defined improvement measures, deadlines, and implementation carriers. The conclusions of theoretical research, as well as proposals for increasing the business excellence of police organizations, are aimed at practical measures, actions, and procedures of managers (leaders) at all organizational levels in introducing, maintaining, controlling, and improving the state of the total quality management system, with full involvement and participation of all employees. In addition to the above, the paper draws attention to the need for restructuring police organizations through restructuring business processes, without changing anything in the organizational structure of the police organization, by applying the concept of total quality

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management, i.e., the need to organize and implement courses and other forms of training for police officers and other employed personnel, especially police managers (leaders) at all management levels in police organizations.

Keywords: management, organization, quality, administration, police, management, excellence.

1. INTRODUCTION

The modern world in the field of service provision is experiencing profound changes that create the foundations of a new business culture and establish new criteria for business success. In today's time, when we observe many organizations in our immediate environment and beyond, we notice their inability to keep pace with the high tempo of changes in their own environment imposed by market globalization, development of information technologies and communication systems, lifestyle changes, etc. The imperative of every organization's business, whether in the private or public sector, or organizations within the state administration system, is success, which can be interpreted differently in different organizations. Police organizations are not an isolated system within the social community that is immune to changes from the business environment and whose purpose is existence for its own sake. On the contrary, police organizations are part of an integrated state administration system that has a primary role in protecting the social community from negative influences and phenomena in the domain of security and protection. Starting from the fact that the administration of the police organization is an integral part of public administration in the state administration system, it can be concluded that the problem is not in the lack of competent people, but in the misunderstanding of changes and insufficient application of adequate management tools that should unite people in the police organization to achieve better business excellence. Current discussions about the quality of services provided to users do not represent a revolution in thinking since service quality has been considered a good argument in light of business excellence for many years. Quality is a planetary and social phenomenon of our time. The new concept of quality represents a new philosophy of business and life aimed at long-term survival and development. At the same time, quality represents a very complex and demand-

ing concept in management theory and practice. The modern world in the field of service provision, technology, organization, and management has been experiencing turbulent and profound changes in recent decades. Modern business brings new rules, new methods, and new people, while changes themselves create the foundations of a new business culture and new criteria for business success. Therefore, it is no coincidence that the 21st century is said to be the century of changes (Karadža, 2014:1-4). The saying (Janićijević, 2004:1) “Everything changes, only changes are constant” best speaks about the character and significance of changes. The key to these changes in police organizations lies in fundamental changes in understanding the concept of quality, the importance of quality, and the police organization’s tendency toward total quality management.

Total quality management is a special managerial concept whose essence lies in changing business processes and improving mutual relationships between business processes to improve the overall quality of the police organization. This concept does not represent a specific, permanent, and stable state, but a way of working that assumes constant improvement and various adjustments. Total quality management is a program of organizational changes through which the organization of the business system is transformed from a bureaucratically arranged structure into a flexible team organization based on business processes.

The current state in police organizations in Bosnia and Herzegovina is such that it cannot be said there is no room for improvement, especially when it comes to providing direct services to citizens. But equally, their social significance cannot be overlooked, considering they perform significant delegated tasks of state administration, which can directly affect the slowing or hindering of processes in other spheres of society. To be effective, police organizations must have built-in feedback mechanisms such as quality controls and checks (inspections), quality prevention, and quality assurance. Through controls and quality checks, deviations from established requirements are measured and corrective measures are initiated. By eliminating identified non-conformities, implementing corrective and preventive measures, and constantly reviewing the state of the quality management system, the consistency of services provided by the police organization’s administration to service users will be ensured.

The effectiveness and efficiency of internal processes of the police organization, especially its administrative part, can be expressed through quantification through measures: length of time processing user service requests, percentage of unresolved cases within the deadline relative to the total number of unresolved cases, number of annulled decisions in second-instance proceedings, state of implementation of planned strategic and operational projects, as well as through efficiency indicators of organizational units of the police organization. A special subsystem of the total quality management system in police organizations would be an adequately established information system. The information system should have quality applications, purposeful databases, and quality mutual information connections. In addition, the information system should improve the quality of the police organization's operations (Rakić & Vejnović, 2006) by enabling management requirements to be more complex, identification of causes and deviations more refined, reporting at time intervals adapted to management needs, as well as harmonizing relations between organizational elements and integrating the forces of individual goals by introducing a total quality management system, and its constant maintenance and improvement.

The state of quality in the service provision process in police organizations of Bosnia and Herzegovina and Western Balkan countries has not been sufficiently researched and assessments supported by facts cannot be given. Therefore, the social significance of research in this paper is reflected in the fact that participants in services provided by the police organization (users and administrative staff in police organizations providing services) are presented with information about the importance of quality in the service provision process and the impact of quality on services.

Police organizations seem insufficiently aware that in the future, without appropriate quality of delivered services, they will not be able to successfully ensure the continuity of their business processes. The current state is such that the attitude toward quality in the service provision process, most often, does not meet the requirements of modern business and is based on a traditional approach to quality in the strictest sense. Service users demand significantly higher standards when it comes to

their satisfaction. Such an approach puts quality in a subordinate position relative to other parameters that determine the police organization as a service provider considered when making final decisions in the service process, such as: delivery deadline, guarantees, payment conditions and methods, etc. Certified police organizations will be more ready to achieve business excellence compared to non-certified ones.

2. INEFFICIENCY OF THE EXISTING ADMINISTRATIVE APPARATUS OF POLICE ORGANIZATIONS

Taking into account the fact that the administrative apparatus is one of the main pillars of every state, including Bosnia and Herzegovina and other countries from its immediate and wider surroundings, it can certainly be concluded that the efficiency and functionality of the administrative apparatus largely determine the state's position itself. Countries in transition face a whole series of problems, and one of them is the transformation of the administrative apparatus at all levels of government, including that which is an integral part of the police organization. The current administrative apparatus in the police organization is such that it largely does not enable adequate and efficient provision of services to citizens. Police administrative apparatuses are complex, oversized, very often do not keep pace with technological development, especially computer technology, and are dominated by the political influence of the ruling party or ruling coalition (Karadža, 2014:21-23).

According to research conducted by the Center for the Promotion of Civil Society of Bosnia and Herzegovina based in Sarajevo, covering the time period from 1996 to 2014, there is a whole series of obstacles that can be singled out as hindering more efficient work of the public administration apparatus, of which the police organization is an integral part, and the most important are: distrust between ruling political parties (especially those political parties that consider themselves the main and only representatives of constituent peoples) which negatively affects the work and functioning of the police, the competence of managing managers is at a very low level due to not possessing certain knowledge, abilities, and skills for managing the administrative apparatus of the police

organization, and the inability to implement necessary reforms imposed in the process of European integration. The leading international organization dealing with human rights protection, Transparency International (TI), almost daily highlights the problem of corruption in the public administration of Bosnia and Herzegovina. Based on research from 2005 conducted by the European Commission for all Western Balkan countries, Bosnia and Herzegovina was positioned in the penultimate place, with only Serbia being worse.

It is completely clear to most today that the existing public administration at entity and state levels is not able to implement necessary changes imposed in the process of European integration. Although the problem of public administration has been known for more than fifteen years, none of the domestic political leaders has launched a significant initiative for public administration reform. The current public administration reform process did not come from within but was unfortunately initiated by the international community. Hoping to achieve the economic standard of the European Union, the Council of Ministers of Bosnia and Herzegovina adopted the Declaration on Accession to the European Union in 1999, creating preconditions for Bosnia and Herzegovina's inclusion in the stabilization and association process with the European Union. However, even after Bosnia and Herzegovina decided on integration into the European Union, the authorities in Bosnia and Herzegovina did not understand the role and importance of public administration in fulfilling obligations on the path of European integration. Believing they could achieve all goals necessary for the country's accession to the European Union without changing the way public administration functions, until the end of 2003, the authorities in Bosnia and Herzegovina neglected the need for radical public administration reform (Local Self-Government, 2005:88).

According to the European Commission document (Bosnia and Herzegovina-Country Strategy Paper 2002-2006), despite the public promise to begin strong reform in the field of public administration, little happened in real life. Except for partial progress made in the field of internal affairs.

3. TRANSITION - THE KEY REASON CAUSING THE NEED FOR NEW ORGANIZATION OF POLICE ORGANIZATION ADMINISTRATION

In Bosnia and Herzegovina, public administration is struggling to “find its way” that it should have in the constitutional-legal system based on the European Charter. After the fall of the communist system and the cessation of existence of two world blocs, there was a process of democratic penetration in a broader sense, as well as the birth of new states arising from that system.

Each of these countries (Slovenia, Croatia, Macedonia, and Czech Republic) embarked on a transition process that implies adaptation to new institutional socio-cultural rules of an open market economy. In addition, the transition period includes a multi-party system, regular elections at state and local levels. Transition in Central Europe and the Balkans began with democratic elections, which represents a basic condition for the decentralization process and establishment of a legal public administration system. After 1989, a dramatic period ensued for some Eastern European countries, where instead of democratization, wars broke out between and within individual states. In those states, the transition process began after the war, which certainly slowed their development of the public administration system as a whole. Ethnic conflicts and internal tensions were mainly obstacles to faster decentralization of regions and faster development of democratic institutions. Due to the very complex situation in individual states, these processes are difficult to implement, and the help of international organizations is very important. In almost every country in the region, the European Charter on Local Self-Government has played a major role in initiating the most important reforms. Administrative reform and reform of police organization administration and police organizations as a whole are closely connected and represent a reform package that includes a large number of administrative changes as well as new legislation and includes all three goals of administrative reform: democracy, efficiency, and fairness. In economic theory, two models of managing the national economy are known. The first is central direction, which includes the use of coercion and the totalitarian role of the state. The sec-

ond is voluntary coordination and cooperation of individuals through the market. Between the methods of central-planned coordination and free coordination of individuals through the market, all socialist economies chose the former (Karadža, 2014:26).

Transition is a process of changes that substantively encompasses all parts of the social and economic system, including the arrangement of the state community, whose basic goals are establishing conditions for the free functioning of the economy, with the existence of democratic institutions necessary for the unhindered development of the market economy. The necessity of economic transition in Bosnia and Herzegovina to market foundations arose from the fact that the Constitution normalized the market system of economic activity and that the existing state and relations in production flows were not compatible with the constitutional determination of the nature of Bosnia and Herzegovina's economic system. Precisely following the general elements of the economic system, key points of economic transition are recognized that result in changes in ownership structure, organization, and direction of economic flows, as well as the innovated economic role of the state. The basic and first step in the transition process is changing the ownership structure of state organizations and their privatization. The following steps are changing fiscal policy, liberalization, and creating a legal framework for free engagement in business activities, both for domestic and foreign companies, as well as deregulation and reducing the state's role in creating restrictions that hindered the development of market mechanisms. The fundamental determinant of the transition process of the economy is privatization. The question arises why this is so. The answer lies in the numerous advantages and qualities that private ownership has compared to other forms. These advantages are expressed in all spheres of society's life and work, with the most numerous being in the economic sphere. Namely, privatization brings numerous economic benefits that can be viewed from macroeconomic and microeconomic aspects.

Based on the above statements, the essential question can be posed: what is happening with police organizations in transition processes? The answer is simple. Police organizations are not an isolated and untouchable part of the social community that could remain immune to changes

in the environment. With the breakup of the former SFRY, the Federal Secretariat for Internal Affairs and Republican Secretariats for Internal Affairs in the republics ceased to exist. Ministries of internal affairs were formed, headed by a minister who belongs to a certain political party or coalition of parties that constitute the ruling structure. The terms “militia” and “militiaman” were replaced with the expressions “police” and “policeman”. However, apart from “cosmetic” changes, not much has changed in principle in the way police organization administrations function, which have remained bureaucratic, sluggish, often inefficient, and partially expensive. Therefore, along with the obvious need to accelerate economic activities that would lead to new production, investments, employment, and exports, there is also an unavoidable need to transform the consciousness of employees in public administration, i.e., police organizations. Government institutions at the state level, including police organizations, strive to provide equal conditions for everyone who wants to be involved in the development of the social community, whether it’s about creating economic prerequisites, protecting the life and health of citizens, or personal and property security of people. Given the above, it can be concluded that the administrative apparatus of police organizations, with its efficiency and effectiveness, should not hinder the improvement of economic activities and democratization of society. On the contrary, the administrative apparatus of police organizations should transform into a citizen service whose basic characteristics would be: 1) speed of serving service users according to requests, 2) efficiency, 3) effectiveness, 4) economy, and 5) unnecessary delays.

4. IMPACT OF THE ENVIRONMENT ON POLICE ORGANIZATIONS

Since police organization administrations are oriented toward the environment, both in terms of acquiring inputs and valorizing outputs, it is primarily important that they base their developmental behavior on understanding and anticipating factors that will determine their business environment. Namely, opportunities and threats for the operations of police organization administrations are created in the environment, and it

is relevant to respond through the process of analysis and prediction (diagnosis and prognosis) to the question of where we are now and where we could be considering the development of the situation on the front of contact points with the environment. From this, it follows that every police organization administration and the entire police organization is in interaction with its environment on which it is very dependent: from it, it receives materials, energy, personnel, finances, and it consumes products and services that the organization provides. Environmental analysis of police organization administrative apparatus provides key information for all phases of strategic decision-making, starting from setting appropriate goals, through formulating, evaluating, and selecting strategic alternatives, implementing the chosen strategy, and evaluating achieved effects. The basic characteristic of the police organization administrative apparatus environment is changeability. If the police organization's administrative apparatus does not have reliable, significant, accurate, timely, and as complete as possible information about the environment, the police organization will not be able to clearly understand that environment and predict its changes. In that case, it is likely that the strategy chosen by the police organization's administrative apparatus will not be in accordance with situational factors, which can be fatal for its survival. Police organizations that want to survive and adapt to the environment, as well as actively determine their future, are inevitably directed toward continuous analysis of the relevant and macro environment. The environment of police organizations always contains uncertainty, but for some police organizations, uncertainty is significantly greater than for others. Environmental uncertainty of police organizations actually means that police organization managers do not have enough information about situational factors significant for the administrative apparatus to make effective decisions. Environmental uncertainty is determined by the degree of complexity and degree of environmental stability. Environmental complexity refers to the number of external elements or forces that are significant for the police organization's administrative apparatus. In a simple environment, the police organization's administrative apparatus interacts with a small number of significant external elements, and in a complex one with a large number of external elements. Environmental stability concerns the

question of whether significant environmental elements are dynamic and constantly changing or are stable, relatively constant. Some part of the environment is considered stable if it remains unchanged over a period of several months or even years. The police organization's environment can be divided into four levels: macro environment, relevant environment, industry, and "task environment". The macro environment (general police organizations) includes areas of social, economic, technological, and political factors that affect the functioning of the police organization and its development. The term "relevant environment" denotes only that part of the general environment of a police organization that contains factors and circumstances directly significant for the life and functioning of the police organization. The relevant environment includes: industry or competitive environment and task environment. Environmental factors at the industry level directly, though in different ways and to different extents, affect all competitive organizations, including police organizations. The task environment is narrower than the competitive environment and refers to service users, suppliers, and competitive organizations that constitute the most immediate environment of the police organization (Karadža, 2014:27-28).

5. ANALYSIS OF THE POLICE ORGANIZATION'S MACRO ENVIRONMENT

For each police organization to be able to use environmental resources individually, it is necessary to be able to successfully analyze its macro environment (Karadža, 2014:28-29):

- The social segment of the macro environment consists of demographic facts (population size, age structure, ethnic composition, etc.), facts about the population's lifestyle (composition and type of households, education, work, consumer needs, etc.) and facts about values (intellectual, political, economic, aesthetic, social, religious),
- The economic environment refers to the nature and changes (structural, developmental, and cyclical) of the economy in which the police organization's administrative apparatus functions. This includes: the general state of the economy, interest rate levels, unemployment rate,

gross domestic product growth rate, national income growth rate, industrial production growth rate, and other indicators,

- The political environment refers to political opportunities in society that positively or negatively affect the functioning of the police organization that leading people in the police organization have or do not have. Legal regulations - at state, entity, and local levels have an exceptionally large impact on the business and development of the police organization,

- The technological environment includes the application of fundamental and applied scientific knowledge with the aim of increasing the efficiency of human practical actions in all spheres of life and work. Analysis of this segment of the organization's environment is focused on the level and direction of technological progress and improvements achieved including: new inventions, products, services, and processes,

- The ecological environment includes all natural factors and influences that can be manifested from the immediate surroundings, primarily the quality of living space,

- The organizational environment on the police organization has an influence arising from its position in relation to other organizations that have related, similar, or identical business activities, as it provides an opportunity to learn from those better than oneself, and

- The managerial environment includes the application of managerial knowledge, techniques, and methods in managing a complex organization such as the police. For the administrative apparatus of police organizations to be successful, it is necessary to identify, monitor, project, and evaluate changes in its macro environment.

Macro environment analysis includes (Karadža, 2014:29):

- Observing the environment to discover changes that are underway and those just emerging,

- Monitoring trends and tendencies in macro environment changes,

- Predicting future directions of macro environment changes, and

- Evaluating changes and drawing conclusions about their possible effects on the organization.

For environmental observation, important questions are (Karadža, 2014:29):

- Which areas of the macro environment are most significant for the organization?
- What are the existing and emerging trends in those areas?
- What are the indicators of those trends?

In observing the macro environment, it is necessary to determine the scope of analysis and select appropriate data sources; select the most significant variables to be studied and appropriate indicators whose values will be monitored, supervised, predicted, and evaluated. Monitoring results should enable: identifying phenomena and trends in the macro environment that should be observed and monitored, and predicting new phenomena and changes in the macro environment. Prediction attempts to project the scope, direction, speed, and magnitude of changes in the macro environment, so accordingly (Karadža, 2014:29-30):

- in the social segment: macro environment predicts: demographic structure in the next two to three decades, changes in the population's lifestyle and changes in societal values;
- in the economic segment: inflation level in the next three years, which industries will grow and which will decline in the next decade, etc., structural changes in the economy; investment movements, import-export ratio and investments in industry,
- in the political segment: which political parties will lose and which will gain power, changes in state policy,
- in the legal segment: changes in legislation and regulations,
- in the technological segment: what could be new applications of existing technologies,
- in the ecological segment: which environmental changes would directly or indirectly affect the functioning of the police organization,
- in the organizational segment: how changes in other similar, related, or identical organizations would affect the police organization, and
- in the managerial segment: what the environment offers in terms of managerial potentials and personnel significant for the functioning of the police organization.

Evaluation here means attempting to assess why and how current and predicted macro environment changes can affect the strategic management of the police organization's administrative apparatus and what their effects will be in the future (Knežević, 2024). In other words, attempts are made to derive implications of previous, current, and anticipated macro environment changes for the functioning of police organizations. It is important to provide a model of organizational management of the police organization's administrative apparatus that is applicable to all police organizations (Karadža, 2014:30).

Information obtained through strategic control enables (Karadža, 2014:31):

- Improving the implementation of the chosen strategy,
- Evaluating strategic alternatives and selecting a strategy for implementation,
- Evaluating the chosen strategy,
- Reformulating set goals,
- Understanding the advantages and disadvantages of the relevant and macro environment of the organization,
- Better understanding of the strengths and weaknesses of the organization itself and its individual parts, and
- Reformulating the organization's mission and philosophy.

For evaluation, important questions are (Karadža, 2014:31):

- How can macro environment changes affect the police organization's administrative apparatus? (What general effects on the economy are expected? Will new services appear? strategies of other administrative apparatuses or services in the state administration system (competitors)? etc.);
- How do macro environment changes affect the existing strategy of the police organization's administrative apparatus (on set organizational goals, administrative apparatus of the police organization (on set organizational goals, on existing services...)?
- How can macro environment changes affect the selection and implementation of future organizational strategies (on possible strategy

selection criteria, on the way of competing with competitors, on possible new services, on potential new service users, on the need for a new organizational structure, on the need for new work processes, etc.)?

Observation, monitoring, prediction, and evaluation in macro environment analysis are not separate phases but interconnected activities. The process of macro environment analysis is deprived of purposefulness if the results obtained by that analysis do not serve as a basis for making strategic decisions and undertaking strategic actions. Expectations from changes in the macro environment (Knežević, 2024) and preparations for them must be integrated; changes must be managed, goals and alternative actions for achieving them must be assessed, possible consequences of alternative actions must be examined, resources must be allocated for implementing the selected alternative.

6. CONCLUSION

For long-term success in the work of the police organization's administrative apparatus, the introduction and implementation of a strategic management model is crucial, to guarantee quality, transparent, and efficient service to service users and all other institutions. This is the basic value of the management system according to TQM methodology aimed at meeting the needs of service users, i.e., citizens. In the administrative apparatus of the police organization, it is not important to look for someone to blame for caused mistakes, but the essence is how to systematically prevent such mistakes from recurring in the future.

However, introducing a management model for the police organization's administrative apparatus according to TQM methodology has no alternative. According to Prof. Majstorović (2000), the basic rule in TQM states: "Nothing in the organization is so good that it couldn't be even better." TQM truly has no end, only the beginning is important, management of the police organization's administrative apparatus and great enthusiasm of individuals guarantee the success of introducing and implementing the management model of the police organization's administrative apparatus, otherwise, if we work as we always have, we will get what we always got, which is almost the same result with small up-down oscillations.

Management of police organizations in countries in transition has faced serious problems. Irrationality and inefficiency of the police organization's administrative apparatus are burning problems they face through negative public perception. Often, police organizations with their administrative apparatuses are cumbersome, sluggish, and expensive, which is reflected in unnecessary time losses created for service users (natural and legal persons), causing dissatisfaction for both.

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Paper received: 25. 12. 2024

Paper accepted: 17. 4. 2025