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Ansgar Strätling
Karl-Heinz Hasenritter

Impact-focussed Police Management



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1 Different Types of Management and Budgeting in Public Agencies

With regard to the management and budgeting of public agencies the types of Input-, Output- und Outcome resp. Impact-Related Management can be distinguished. For these types of budgeting different political responsibilities and corresponding reporting obligations are existing.

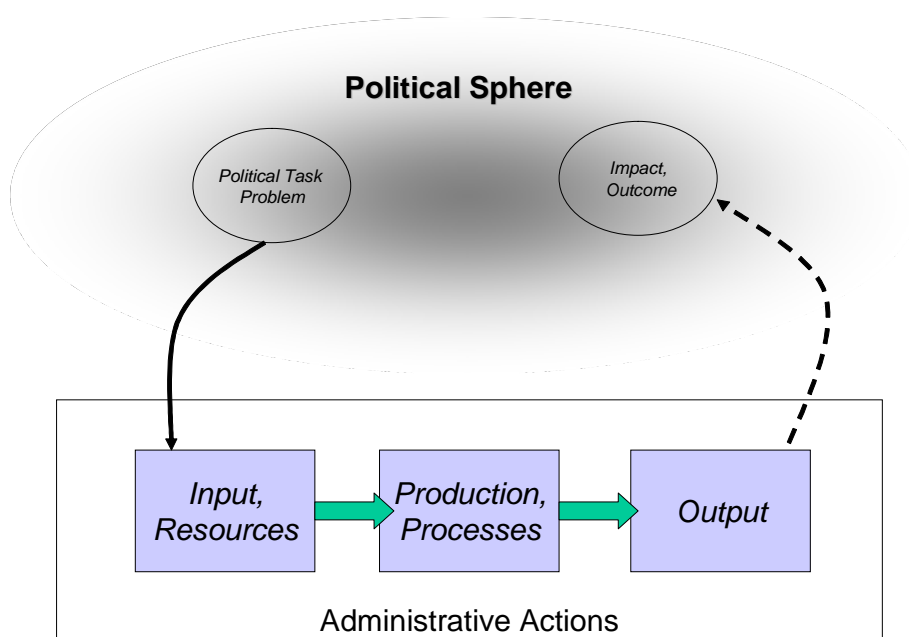
„Inputs“ are usually the means in a production process. Labour, assets, equipment and services are used within the production process and resources are needed to finance them. However talking about necessary expenses may create a wrong impression or picture. Assets are usually in use for a number of years. Costs provide a more exact measurement because they allow for yearly depreciations of assets over a period of time.

„Outcome“ refers to the consequences or to the impact of administrative activities and results. This is a situation in the real world that can be either directly achieved with convenient activities of public agency or only promoted. We need to distinct clearly between activities of an agency and its direct *Output* - Results and the impact in the surrounding environment. The activities are legitimised by the planned outcome resp. impact. However the real Outcome/Impact is also influenced by other factors that are outside the control of a public agency. Taken as an example:

The reduction of accidents can be influenced by construction and maintenance measures, by traffic regulations and target oriented control measures. However the impact of these measures in the real traffic situation is overlayed by other factors like changes in the number of traffic participants or specific weather conditions.

With regard to the legitimation of public services at the end of the day the real impact matters. However it is also important in the budgeting process and in corresponding target agreements to arrive at transparent and visible responsibilities for a certain output.

Figure 1: Principal Structure of Input-oriented Budgeting



Input-oriented management means: As soon as a political relevant problem and a demand for change exists a responsible administrative unit is identified – or in many cases newly established, it gets authority to use financial resources within the budget and receives the mandate to find a solution for the problem resp. to achieve the expected impact.

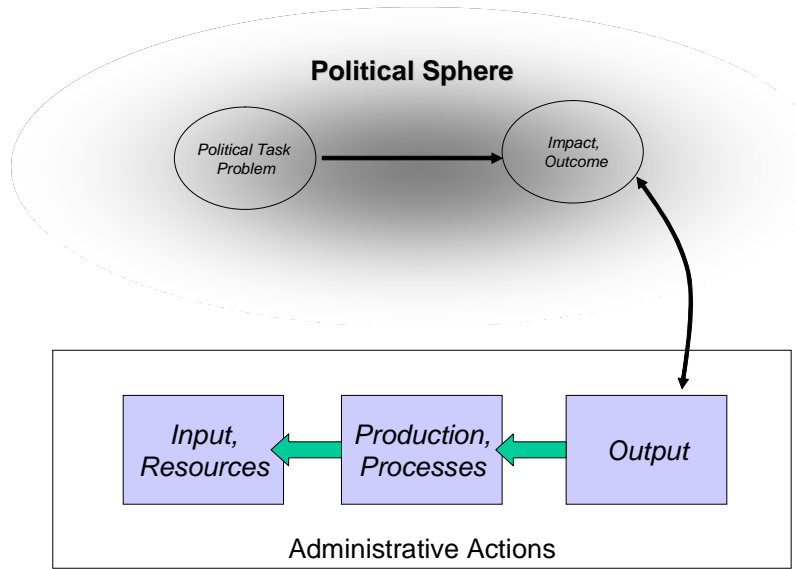
Input-oriented management is in many cases the traditional model of management in the public sector. In case of a demand for action new agencies or organisation units are established or existing agencies receive a better resource allocation. Altogether it is often a sort of strategic management with the cheque book along the line “A lot helps a lot”. As soon as a need of budget consolidation comes to the agenda this system gets to a deadlock. A major bottleneck is that the scope of service delivery and the business processes are not analysed sufficiently. Defining responsible organisation units and allocate resources to them does not guarantee the right services with the necessary quality. Furthermore the definition of responsibilities within agencies remains often vague. As an agency is seen as responsible to achieve the impact target and the resources have been allocated accordingly the responsibility for impact-outcome achievement is delegated to the management of the related units. In case the impact is not achieved, the responsible agency seems to have failed, because it has received a resource allocation accordingly. The achievement of impact related targets is usually influenced by other factors like political developments, developments in other countries or other regions, changes in legislation and so on that are not under direct control of an agency. Therefore target achievement may fail despite an optimal performance of the agency. Responsibilities remain vague as long as assumptions and risks regarding the external factors are not clearly formulated. In many cases a calculation of necessary resources to achieve impact related targets has not taken place and therefore a rationale cause-effect relationship between resource allocation and impact achievement is missing. There is a principal danger and a trend to downgrade the potentials for target achievement in the periodical bargaining process of budget planning after the political discussion process has been finalised. Usually agencies have enough arguments to refuse responsibility for impact achievement at least by complaining about insufficient resources.

Input-oriented budgeting as a classical instrument in the management and budgeting of agencies has been overtaken as a concept at the beginning of the 20th century by private companies as well. In the private sector there was a traditional lack of operational planning techniques. This led to a reflection of the more comprehensive planning techniques of the public sector and to a transfer of these instruments. An example for this trend is the usage of the notions “Budget” and “Budgeting” in the literature of the business administration discipline. Until today these planning techniques are widely used – for example as Business Plans. However their relevance as an instrument in internal planning processes has been substantially reduced. In many organisation units especially in sales units the allocation of budgets is directly connected with target dimensions trying to measure the final success. Typically sale budgets are bound to turnover targets or defined as a percentage of the turnover. For sales units turnover does not mean to conduct a number of activities however can be the result of a number of activities. In the language of New Public Management these models are outcome oriented. Not the activities but the results of activities are budgeted. Again a sales unit is not alone responsible for missing success in the market. Product policy, product quality, production costs, Innovations of the competitors and other factors may

influence the success. An extraordinary well performing sales unit may nevertheless create bad sales results.

Turnover based budgeting is a trial to create more motivation. The organisation of sales activities will probably follow the incentive and target system of the company especially if variable elements are existing in the salary system. As a matter of principal Outcome/Impact oriented Management systems can also be applied in public agencies. It is possible to derive budgets and incentives for the staff from measurable target achievements.

Figure 2: Principal Structure of Output- and Outcome-oriented Budgeting



Output-oriented management is another alternative – however should be applied together with a minimum of outcome orientation. In the context of output-oriented management the sponsor (Political body or Management of an Agency) and the service delivering unit (Management of an Agency or Organisation Unit) come to an agreement about the service delivery in terms of quantity and/or quality in exchange for a price or a budget. This mechanism creates a kind of contract relationship between the sponsor and the mandatory. In the ideal model the sponsor is defining the impact targets. Afterwards both parties discuss which services in terms of quantity and quality would be convenient to achieve these targets. On this basis the mandatory is planning how he has to organise the service and what inputs in terms of manpower, equipment and so on he will need. Afterwards the budget/price is calculated. If the budget or price is too high for the sponsor, outcome and output and may be the scope of service delivery are renegotiated. In any case is the budget calculations derived from the service delivery. This model becomes more and more popular in public organisations with a Management by Objectives approach. For agencies which are not in competition with other one needs additional criteria to allow for a kind of success measurement:

- The agency has to substantiate and proof that the planned services have a positive impact (evaluation)

- The agency has to prove that the service delivery is efficient. As market comparisons with competitors are not possible in many cases benchmarking¹ with other agencies or other regional units of the same agency is a convenient means to support efficiency measurement.

In the context of output-oriented budgeting bargaining processes are typical and nothing unusual. For many staff members in public agencies this is already a well known procedure. Let us compare it with the negotiations between a house owner and a craftsman. First the house owner and the craftsman have to clarify how the house should look like after the reconstruction effort. The craftsman will suggest one or more reconstruction measures. He will plan the necessary activities and the necessary working time and other inputs and will derive a cost calculation. If both parties achieve an agreement a legal contract will come into force. If the price appears too high for the potential customer both parties will either reduce the deliverables or the potential customer will try to achieve a better price in the market.

The developments we have described before want to make use of existing resources more target oriented. This target is relevant for the Management of the police as well².

2 Basic Principles of Strategic Management

2.1 Principle Questions of Strategic Management

The notion of „Strategy“ has been used in the last 10 years more and more frequently in the private sector as well as in the public sector. Originally applied in the military sector it meant an overall plan to reach a military target. In Business Administration it means to achieve fixed company objectives usually within a time horizon of 3-5 years, for example to achieve a certain share in the market in a special segment of the market, the placement of a brand, the achievement of a certain turnover or profit. In the public sector a strategy is more an implementation plan to achieve an outcome and to contribute to desired impacts.

In an overall system of Strategic Management we go through the following steps:

- The description and analysis of the existing situation (for example actual number of traffic accidents and death roll),
- The identification of possible alternative scenarios for the future (for example increase, no change, decrease of the number of accidents in connection with an increase, no change decrease of the death roll),
- The definition of objectives in comparison with the actual situation (for example decrease of death roll under the condition of a constant number of accidents or decrease of the death roll via a reduction of the number of accidents),
- The identification of potential measures and assumptions that may influence the achievement of the objectives in a positive or negative manner (for example improving or worsening road conditions, improvement of the medical support, the development of the number of transports, improvement or worsening of safety standards for new and old cars),

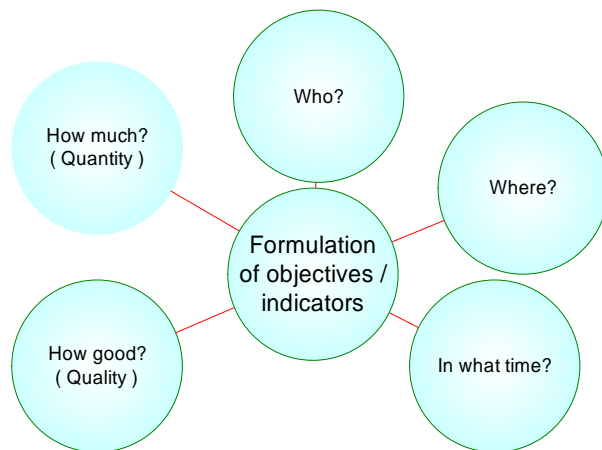
¹ Benchmarks are comparative values between different administrative units for example the costs of one hour or one km traffic control drives in comparison between different regional police units.

² See Christe-Zeyse 2005, p. 383.

- The design of action plans for the achievement of a strategic objective (for example measures for improved traffic control or traffic flow or improved control of safety standards for cars). These measures need to be differentiated regarding their regional placement and their timing (for example controls during the night at certain highways),
- An ongoing monitoring and evaluation of results (for example actual number and hours of control), objectives (for example actual number of accidents) and impacts (for example development of damages in the insurance system),
- A replanning effort on the basis of actualised information.

For a functioning of Strategic Management the definition of objectives is very important. A good definition of an objective should give an answer to the following questions:

Figure 3: The Definition of an Objective



A good example could be formulated as follows: The Ministry of Interior achieves a reduction of fatal traffic accidents in Bulgaria by 10% between end of 2006 and end of 2008.

Furthermore objectives should be:

- Measurable: There has to be a clearly defined scale for the measurement,
- Specified: One value on this scale should be chosen as a target,
- Terminated: The time horizon in which the target has to be achieved should be specified
- Realistic and not utopian: They should be achievable
- Attractive and challenging. No objectives that can be achieved anyway.

An alternative approach would formulate objectives more general however describe indicators for objective achievement in a precise manner as stated above. The introduction of strategic management does not constitute an allegation that the actions of public agencies had no real targets until now. However from the experiences of the past we have seen in the target oriented management of public agencies a difference between (political) decision-making and the real actions of an agency. A typical problem is that a consistent integration of the target systems of organisation units into the overall target systems of an organisation is

often missing. Target conflicts might be not transparent or not solved. In many cases the definition of outcomes and impacts is not specific enough and therefore does not contribute to a sufficient orientation in technical planning.

Abstract mission statements have been formulated in many public agencies until now. Missing are operational objectives that can be easily transferred to real actions in the work of the street-level. Global targets like "Safe City X" are easily formulated and certain measures are easily subsumed. However from a viewpoint of Strategic Management the targets have to be formulated in a more specific manner. We have to get an answer to the question which priority problems and targets are actually existing like "reduction of robberies by 20 %" or "feeling safe by citizens above 60 years" has been answered with a value of 2,0 on a scale from 1 to 5". In many cases it is sufficient, when a political slogan is transferred to 3-5 concrete objectives.

On this basis a technical dialogue between the management of an agency, the responsible persons for product, project and program delivery and political committees can take place. In many cases it is evident that isolated technical approaches are not existing. An improvement of the security situation is not only influenced by the police but also by many other agencies. Construction measures, changes in traffic control and educational measures in the schools may have a major impact regarding the volume of traffic accidents. Improved lightening of public spaces during night time may contribute to feel safer. On the other hand security forces with their typical products may contribute to the achievements of business promotion. The existing of a functioning state of law and the sanctioning of offences against the law are a very important location factor.

An isolated placement of targets towards technical units does not reflect all potentials of target achievements. It is better if technical units draft their objectives in the direction of the overall outcome and impact achievements of an agency and present convenient program offers towards the political decision makers. At this point we reach to an important intersection between strategy and budget. The strategy will be only effective if it dominates the budget planning and the budget controlling process.

2.2 Strategic Management in the Context of Output-Budgeting

Budgeting in a broader sense means the provision of resources in the budget, the spending of the budget based on rules and regulations and the statement of accounts at the end of the budget year. Output-Budgeting means in addition, that budget positions are not available for any purpose. Based on a contract type of agreement the available resources are connected to the agreed service delivery.

Therefore such a budget contains not only resource data and the right to use these resources but also the definition of service delivery in terms of quantity and/or quality as operational targets for the service delivery.

Strategic management with output-oriented Budgets is characterised by the approach to derive operational targets from strategic objectives and impacts. Therefore in the budget operational targets are often connected with outcomes and impacts. With this means the budget claims a strategic legitimation.

As a matter of principal each budget has a need of classification which may be derived from regulations for the groupings or from the responsibilities for the budget in the overall agency. In the context of a strategy oriented management it is clear trend to group the budget not along the lines of organisation units but along the lines of service delivery

In a systematic perspective the deliverables in the work of a Ministry or of other administrative units could be grouped as follows:

Product	Project	Program
Repeating services are provided. Often Mass Production	Solves a problem that is limited by scope and time. Is finalised with objective and result achievement	Solves several problems that are limited by scope and time. Is finalised with objective and result achievement A program consists of several projects that should have a positive impact on each other.

Regarding the work of the police products, projects and programs could be further systematized as follows:

- Regarding the topic: Traffic measures, securing public order, combating criminal offences, Combating Terrorism and organised crime, combating corruption.
- Regarding the Purpose: repression or prevention, emergency help, clearing up of criminal offences
- Or with a combination of both criteria (see Figure 4).

Figure 4: Example for a Program Structuring of Police Tasks

	Traffic	Public Order	Offences	Terrorism and Organised Crime	Korruption and Fraud
<i>Preventive Action</i>	Patrol Services Information Vehicle Control Traffic Control	Patrol Services Information Control Services	Patrol Services	Intelligence Security Services (Objects and persons)	Information Survey of Early Indicators
<i>Saving and Aiding</i>	Emergency telephone code Emergency Aid	Emergency telephone code Maintenance of Order	Emergency telephone code Emergency Aid Armed Operations	Emergency telephone code Emergency Aid Armed Operations	
<i>Investigation and Prosecution</i>	Securing of Evidence Investigation	Investigation	Securing of Evidence Forensics Investigation Manhunt Witness Protection	Securing of Evidence Forensics Investigation Manhunt Witness Protection	Investigation Manhunt

There's no necessity to develop an own program for each agency and organisational unit. If several units work together to fulfil their tasks this interrelation should be documented as a joint program. Nevertheless it is essential that any program is assigned to one responsible function within the whole organisation. Otherwise a comprehensive coordination seems to be unreachable. In this context an output-focussed budget has its main relevance in the fixation of responsibility. The classification of programs or product structure has inferior importance³ - more essential is the explicit delegation of responsibility for actions and results.

A target agreement including strategic and operative targets for products, programs or projects suits the following purposes:

- Legitimation of public services by means of strategic goals
- Definition of service standards und fixation of operative responsibilities,
- Illustration of the assumptions of calculation and identification of critical factors, and
- The verification of efficiency by means of benchmarks if necessary.

Thus an impact-focussed budget should express the targeted impacts for a product, program or project, the most important promised service standards, and the main factors of calculation and risk. Such a codification purposes widespread reliability to the contracting parties. The principal has received a reliable undertaking, the agent has a clear and distinct mandate. If the requirements of the mandate are fulfilled, obviously "good management" has taken place. A failure in the achievement of strategic goals and operative targets doesn't automatically mean a fault by the management. Anyway the management has to give account to analyse and explain the real variations. Controlling is not an instrument to indentificate a culprit but to understand the causes of mistakes and to learn from mistakes. Good management doesn't mean to make no mistakes but to make no mistakes more than once.

3 Targets in Impact-focussed Budgeting an Management Systems

3.1 Performance Measurement-Systems

Contemporary a growing variety of performance measurement system applications is documented in public administration literature. These approaches are designed to be the content of Management-by-Objectives-systems and its controlling. There are several essential examples for such performance measurement models:

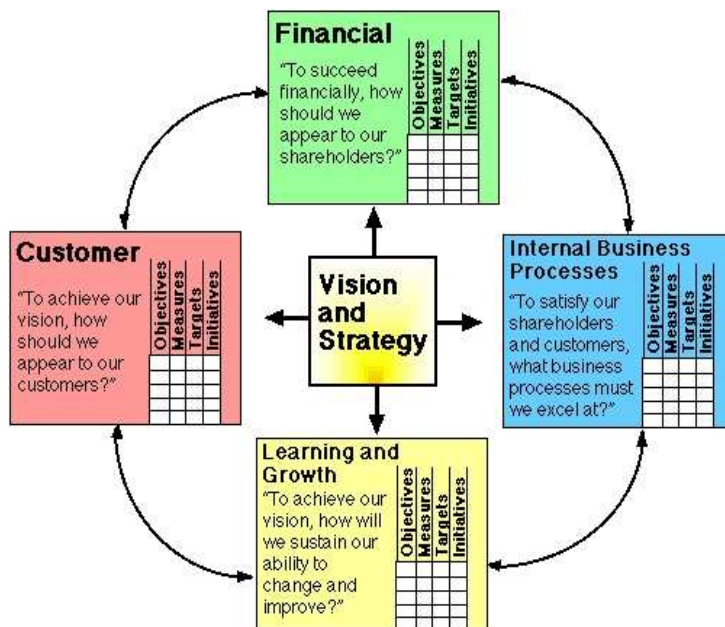
3.1.1 The Balanced Scorecard

The "classical" **Balanced Scorecard** following the works of Kaplan and Norton: The "Balanced Scorecard"-approach by Kaplan and Norton has been designed as a reaction to the realisation that a management purely driven by the inspection on financial data like profit and turnover cannot guarantee success at least in the medium term. That's why there have been chosen non-monetary measures as elements of a performance measurement system as well. The performance dimensions of "customer satisfaction", "Process Quality" and "Learning" have been chosen beside the financial performance. Customer satisfaction is

³ See the different product- resp. program classifications in the real examples later on, 3.2.

seen as the turnover and profit of tomorrow, process quality as the customer satisfaction of tomorrow and the learning ability and potential of the organisation and its employees as the process quality of tomorrow. These links between measures is characteristic for a performance measurement system like the Balanced Scorecard. So it's not sufficient just to choose some measures in each dimension. Rather the creative act is to map causal relations. The Balanced Scorecard has to be designed that way for the whole organisation. For particular units disaggregated Balanced Scorecards have to be deducted. So the Balanced Scorecard could become an integrating management system if there is an application for each area of responsibility within the organisation.

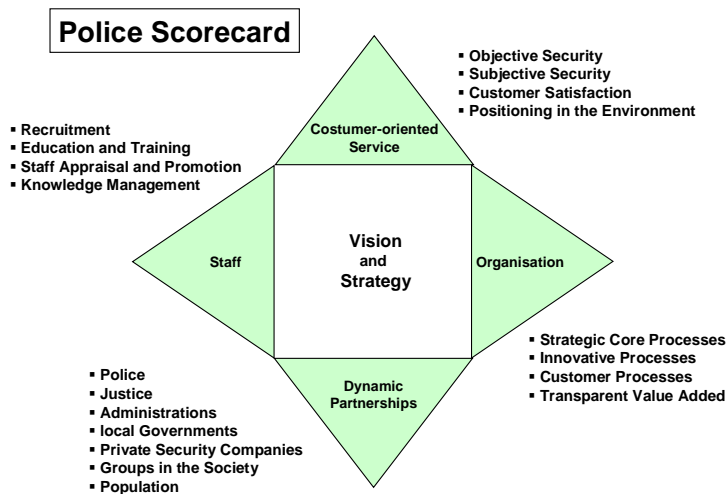
Figure 5: The Balanced Scorecard Model



In this formulation the Balanced Scorecard is an outstanding approach for a systematic performance measurement. Even if the Balanced Scorecard has been designed for private organisations there are several approaches to implement it in public organisations. Trying to adapt this instrument to public institutions several problems occur. First the financial dimension is usually not the anchor of legitimation. Rather financial aspects are a framework requirement of strategic-political settings. To define the dimension of customer satisfaction is a continuous problem in public organisations. Usually it's impossible to identify a single customer or client analogous to public firms. That's why the public sector applications of the Balanced Scorecard usually feature different sorts of dimensions, sometimes up to six dimensions.

Especially for the services of the police a strong relationship between customer relationships and the availability of finance is not existing. Based on the principles of the Balance Scorecard Team-Consult has developed a so called Police Scorecard as follows:

Figure 6: The “Police Scorecard”



As a key dimension “Finance” has been taken out in this model and has been replaced by partnerships that are a must for the successful work of the Police.

This redefinition of the Balanced Scorecard approach to public services surely lacks the link to the budgeting function of public management. It is an expression of the professional functional purposes of police officers. The result is a perpetual separation of functional aspects of police work from budgeting aspects. So the separation into two systems of police management continues. The request to implement a unified and consistent impact-oriented management system is not fulfilled. So more steps forward to integrate the budgeting function in a program or product budgeting approach has to be done.

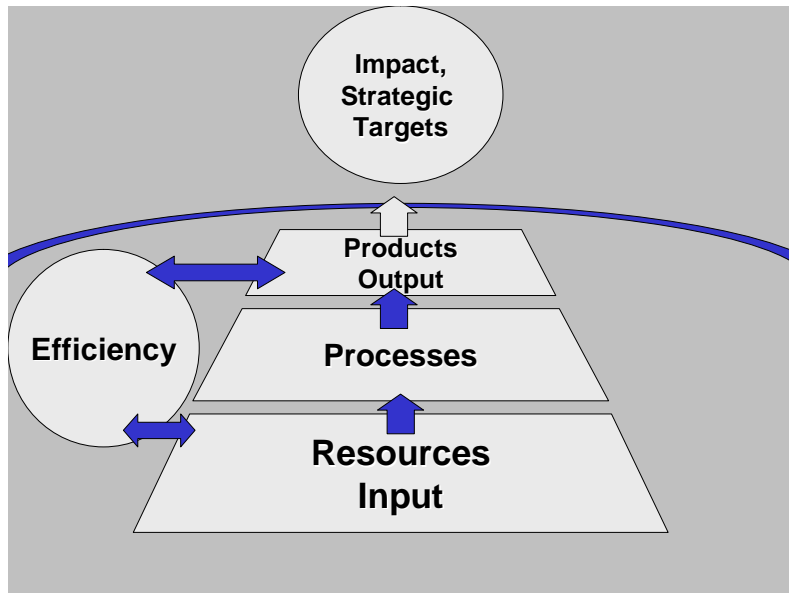
3.1.2 Managing-for-Results - Approaches

The **Managing-for-Results** approach is a sort of reaction on the implementation problems of the classical balanced scorecard – even if the term “Managing-for-Results” is much older than the term “Balanced Scorecard”.⁴ The Managing-for-Results-approach can be regarded as another Balanced Scorecard application, even if the typical dimension terms of the Kaplan/Norton definition are not included. “Managing-for-Results” as a system of performance measurement and performance management has been implemented as an output-driven management system in some countries, terminological especially in the United States. The pulse has been released by the Clinton/Gore-administration in the beginning Nineties. Diverse developments within the New-Public-Management movement have been channelised into this integrative approach. There is no standardised application of this approach, but remarkable correlations in the Federal Government as well as in state-, county- and city governments of the United States are observable. As a performance measurement system the formulations of Fairfax County might be representative. In this system the target and measurement dimensions “Input”, “Output”, “Efficiency”, “Service

⁴ The term „Managing-for-Results” has been created by Peter Drucker within the Fifties.

Quality” and “Outcome” are distinguished.⁵ Beside the Impact as “Outcome” the typical steps of the production process “Input or Resources”, “Service or Process Quality” and “Output or Products” are mapped as well as “Efficiency” as the relationship between Input and Output.

Figure 7: Target Dimensions



Beside the strategic goals referring to the impact there are distinguishable operative targets of management relevance. Analogous to the cybernetic view on production processes the three steps “Input (Resources) – Production (Process Quality) – Output (Products)” can be regarded as target dimensions. Moreover compounded measures of these dimensions are used frequently, especially the target dimension of “Efficiency” as the relation of Output and Input. The significance of relational measures is often much higher than of absolute numbers, especially for benchmarking purposes.

Impact measures or strategic targets describe a desirable situation in the future. The actions of agencies are legitimised by these targets, even if a full responsibility for the fitting of these targets can not be implemented within the agency. Examples for strategic targets or impact targets are:

- Decline of traffic accidents in a defined area by 30% within two years,
- Decline of the cases of criminal threat in the city down to 20 cases per 1.000 inhabitants till 2010, measured by reported cases,
- Decline of the fear of crime by inhabitants older than 60 years to a value of 2.5 on a scale from 1 to 5 till 2009.

Operative targets are goals describing the concrete activity of an agency. The fitting of these targets is usually part of the responsibility of agencies. Examples for the operative target dimensions are:

⁵ See Fairfax County – Performance Measurement Team 2005, p. 13.

- Output targets: 2.000 handled applications, triple-daily control of parking activities in a defined area, 600 cases of emergency aid per month, 200 controlled vehicles per week;
- Process targets: less than 10 days of process time for applications in more than 90% of all cases, less than 5 minutes average waiting time for visitors, 12 minutes average reaction time after emergency calls, less than 10% quota of appeals responding to notifications,
- Input targets: limitation of the total costs of a program, allocated working hours for products, projects or programs, quota of illness in percent of yearly working hours, working hours by volunteers in projects;
- Efficiency targets: costs per working hour or control hour, costs per case, cost per km;

The class of employee-related targets included in many performance measurement systems may be regarded as input-targets or process-targets. In this context the issues of significance arises. In many cases these targets are a scale of leadership quality – this could be regarded as a special aspect of process quality. Otherwise some typical employee-related measures can also be regarded as input-measures: if the status of employee`s illness in an agency or a working group is larger than expected, it`s likely that the planned output or process quality cannot be reached. So a status of illness indicator might be of importance to the interpretation of other performance measures. So such indicators as well as overtime measures or absence for training measures are often chosen as standard measures in performance measurement systems.

An output-oriented budget document should contain the main relevant measures of a program as operative targets. It is evident, that a single indicator often has limited significance and may lead to misinterpretations. The isolated comparison of one indicator, for example costs per unit is usually questionable. In this approach quality aspects and other special characteristics with high importance to the calculation results – for example regional distinctions –are often ignored. There shouldn`t be any problem, to measure the costs of policing per inhabitant in an area, a city or a region. But this doesn`t mean automatically that the cheapest police station should be regarded as a best-practice standard. The following effects might distort the univariant comparison :

- The area size and geographical characteristics: in rural areas the costs of policing per inhabitant tends to be higher than in urban or suburban areas because of the higher necessity of police car use and longer distances;
- Strategic factors: according to the regional level of public safety the necessity of police actions might differ;
- Other structural effects: according to different compositions of clientele effects concerning the workload may arise. For example a higher quota of foreign persons in a region may lead to a higher workload because of more complex tasks of identity verification or translations.

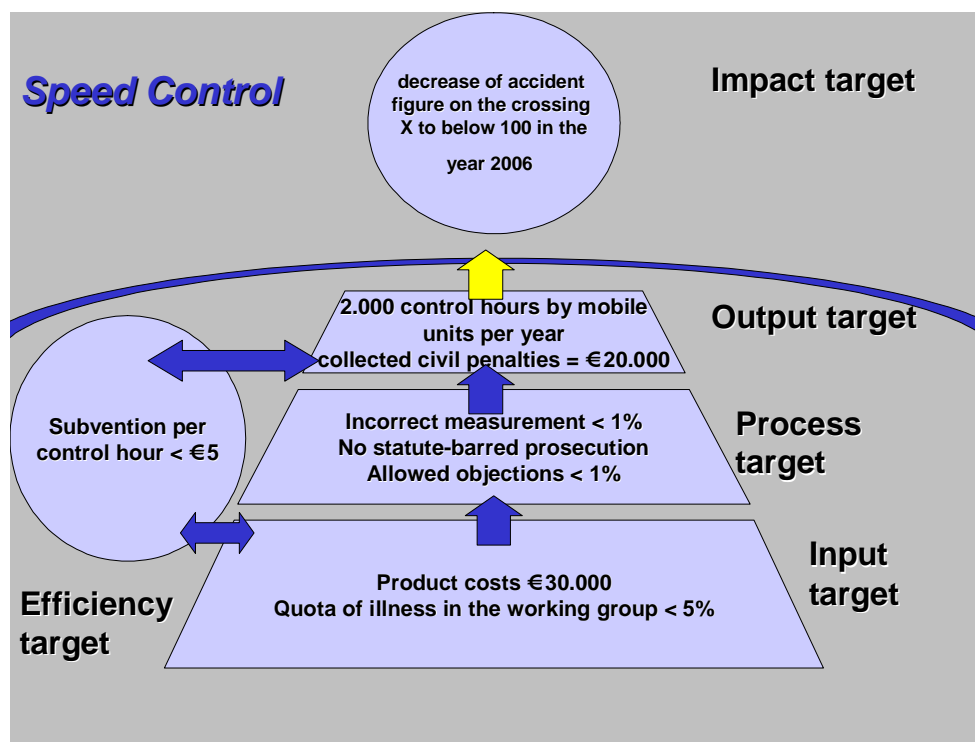
Thus a single indicator is often limited in significance. This insight shouldn`t be an inducement to design a set of performance measurement consisting of hundreds of indicators. In most cases the most relevant indicators for a product, a program or a project

can be limited to 10 or 15 indicators. More detailed considerations may require more data, but this information doesn't have to be included as a matter of routine in the performance measurement system.

These most important performance indicators should be linked by causal relationships according to the Balanced Scorecard – concept. By these systematic linkages a pure indicator-zoo is converted into a performance measurement system including the possibilities to implement an integrated performance management.⁶

The chosen targets should include the most relevant crucial factors. This means in reverse: If some resources of an agency are withdrawn there should be any visible effect on the performance indicators. Otherwise the indicators are badly chosen or the reduction of resources has been due to former inefficiency!

Figure 8: An Example for a Target System



As an example, Figure 11 represents a system of goals in program „traffic control“. In relation with a possible impact goal “decrease of accident figure on the crossing X to below 100 in the year 2006“, possible derived goals – divided in product, process, input and efficiency goals – are presented here. It is justified to ask a question in this matter whether the product goal “collected civil penalties > € 20.000“ actually corresponds with the impact goal in question or does it refer to a further consolidation goal. It is also necessary for budget planning to specify exactly the turnover of the products. The question, whether other strategic goals are to be addressed, is rather derived from the legitimating routine of the measures. If the assessment of 2.000 surveillance hours is being made only due to demand to reduce the accidents figures, it is understandable that the legitimating is correct. Further specification of the measures would be necessary in a detailed planning, e. g. regarding

⁶ Dettweiler 2005, p. 179.

time, month or calendar weeks, driving directions etc. Traffic frequency and eventual profit should not be decisive in this matter, but above all the accident probability. But, it is clear that the goal conflicts could appear here, both in general and in details. It is necessary to identify them in the process of legitimating, to clarify them and to solve them.

The example shows at the same time that the strategic goal can considerably differ from the product goal, so that the measures for traffic surveillance alone would not be the only way to achieve the fixed strategic goal. Other measures which can be taken by the state administration, e.g. building of traffic routing, setting up traffic signs or traffic lights dynamic, could contribute to the achievement of this goal. Moreover, many external effects that influence the achievement of the goal, e.g. changes in traffic streams due to redirections or detours, weather conditions (especially in the winter), malfunctioning of traffic regulation systems, etc., can be expected without an (direct) influence possibility of the concerning agency. It may occur this way that the agency has achieved its operative goals, but did not make any significant step towards the impact goal. Further Key Performance Indicators (KPI) or explanations have to be delivered regularly or temporarily through the controlling functions if necessary. Also here, it is necessary to make an evaluation. Even though the administration cannot bear a comprehensive responsibility for the achievement of strategic goals, it is to be checked regularly which contribution to the goal the measures have made. It can easily occur in the given example that many goals have actually been achieved, but that the reduction of accident numbers is above all caused by a new traffic routing or traffic signs and that the new measures of traffic surveillance have even tendentially led to an increased number of accidents due to drivers' breaking reactions by radar controls. In this case, a product report would deliver wrong management information which would establish this possibility only in a more detailed evaluation.

3.1.3 The Logical Framework Matrix

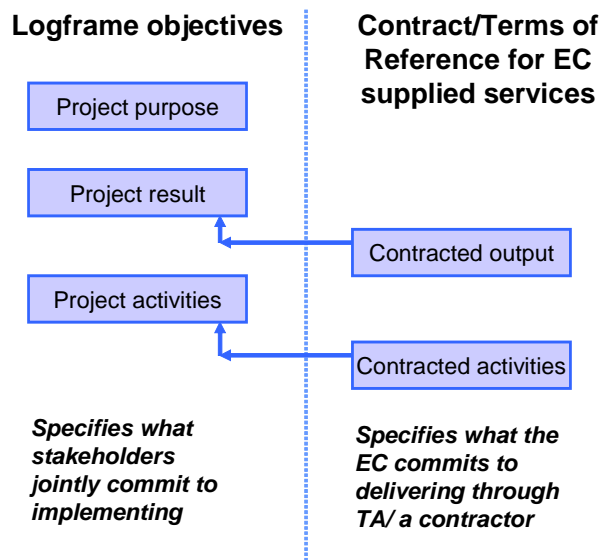
A third definition of performance measurement systems can be deducted from the project management standards for projects initiated by the European Commission. For projects and programs that are funded or co-funded by the European Commission the so called **Logical Framework Matrix** has been introduced as an – in most cases obligatory – instrument for the steering and monitoring of projects: The structure and terminology is as follows:

Figure 9: Typical Structure and Terminology of a Logframe Matrix

Project Description	Indicators	Source of Verification	Assumptions
Overall Objective – The project's contribution to policy or programme objectives (impact)	How the OO is to be measured including Quantity, Quality, Time?	How will the information be collected, when and by whom?	
Purpose – Direct benefits to the target group(s)	How the Purpose is to be measured including Quantity, Quality, Time	As above	If the Purpose is achieved, what assumptions must hold true to achieve the OO?
Results – Tangible products or services by the project	How the Results are to be measured including Quantity, Quality, Time	As above	If Results are achieved, what assumptions must hold true to achieve the Purpose?
Activities – Tasks that have to be undertaken to deliver the desired results			If Activities are completed, what assumptions must hold true to deliver the results?

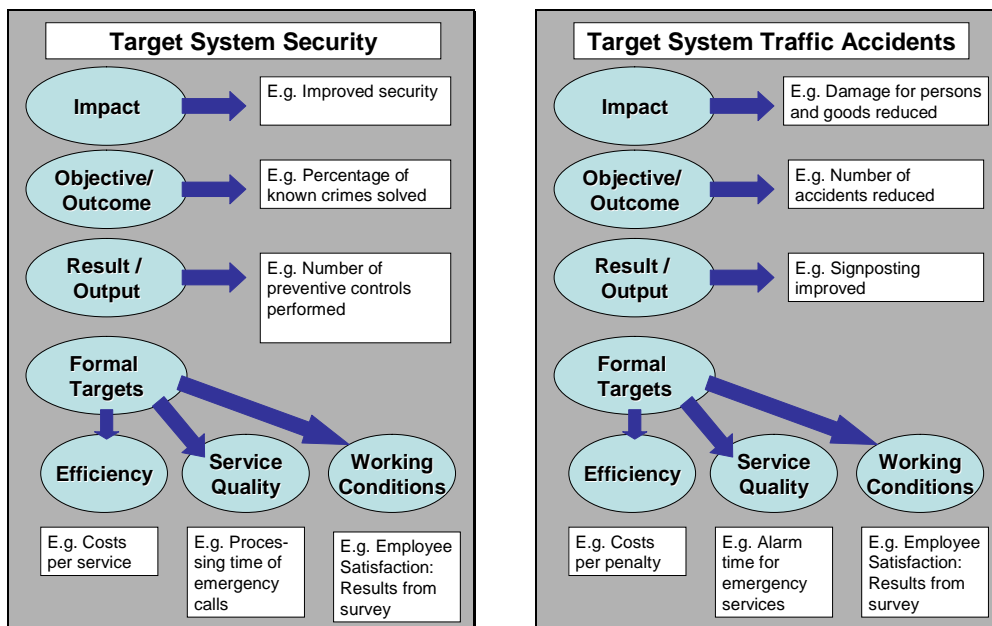
In the context of management influence, it can be useful to make a distinction between project results and contracted outputs. A project result (as shown in the Logframe matrix) is generally a consequence of the actions/activities of a number of different stakeholders (i.e. the partner government, other institutions and the services of Technical Advisory staff funded by a donor). In such circumstances it is usually inappropriate for the EC to hold any contracted TA/project managers wholly responsible for the project result, but rather for 'contracted' output(s). Contracted outputs should specifically define what the contractor must deliver (within their control) in order to contribute to the achievement of project results. The difference between results and outputs can be shown as follows:

Figure 10: Relationships between project results and contracted outputs



If we transfer this model to the context of the police target systems for project and program related work targets could be formulated in a way as shown in the following 2 examples.

Figure 11: Example of a Target System



The three models do not constitute real alternatives. They are overlapping and they may be used in a combination of the different elements. In the following remarks we take the Performances Measurement Approach as the basis because it is convenient at the same time for product-, project- and program-related work.

3.2 Real Examples

3.2.1 Australia: Queensland Police

Australia is one of the countries that set the trend of realization of the New Public Management since the 80-ies. Regarding the realization of contract models and related fixation of services in police, contracting has been especially conceptually prepared in the 90-ies. Since 1999, a total concept of contracting exists conceptually for the police and it has been developed by the „Steering Committee for the Review of Commonwealth/State Service Provision“. On that occasion, following grouping has been suggested for a program scheme of police work⁷:

Program group (Output Class)	Program (Output)
Municipal police services	Municipal patrolling services Services of the agencies Municipal security programs Information services Event management
Crime combating	Combating crime against persons Combating property crime Combating drug abuse Combating other crimes
Traffic services	Traffic surveillance Investigation of traffic accidents
Emergency services	Emergency services
Support for administration of justice	Services for judiciary Taking in custody
Support services for political leadership	Support services for political leadership

⁷ Dadds/ Scheide 2000, p. 4.

Major parts of the police work in Australia are transferred to the eight federal states. Queensland as one of these eight states has introduced a program „Managing-for-Outcomes“ in 2000 for budgeting and rendering.⁸ Police budget is being presented for the state of Queensland on the basis of a yearly „Agency Strategic Plan“ in the plan of the Minister for Police and Penitentiary System.

The programs for Queensland Police are slightly rougher defined in comparison to the suggested Australian program scheme. Accordingly, the main services of Queensland Police are:

- Security of the society as spread of security and crime prevention,
- Crime persecution as reactive police work,
- Traffic management as proactive and reactive police work in traffic,
- Promotion of professional and moral official performance as measures of education and training, as well as the revision of moral standards in the performance.

Certain Outputs serve the achievement of impact goal („Outcome“) „safe society“. Following „Output KPIs“ are included in the program „crime persecution“ (crime management) in the budget apart from an overview of profits and costs⁹:

Measure	2005/06 Target estimation		
Quantitative			
Percentage of resources allocated to this output	35,4%		
Qualitative			
Number of personal safety offences reported...	Reported in 05/06	Cleared in 05/06	Reported and cleared in 05/06
Homicide	170-220	190-230	165-200
Assault	18.000-21.000	14.000-18.000	13.500-15.500
Sexual Assault	5.000-6.500	4.000-5.500	3.000-5.000
Robbery	1.700-2.000	850-1.100	750-850
Total	30.000-24.000	25.000-30.000	21.000-25.000
Number of property security offences reported	Reported in 05/06	Cleared in 05/06	Reported and cleared in 05/06
Unlawful entries	50.000-60.000	10.500-13.000	8.000-10.000
Other property damage	40.000-50.000	12.000-15.000	10.800-13.200
Motor vehicel theft	12.000-15.000	3.500-4.500	3.000-3.800

⁸ Queensland Audit Office 2005, p. 7.

⁹ Extracted from Queensland Government 2005, pp. 1-22 – 1-23.

Other thefts (excluding unlawful entry)	90.000-100.000	27.000-33.000	22.000-28.000
Total	230.000-270.000	80.000-95.000	68.000-75.000
Public satisfaction with initial police response	80%-90%		
Public satisfaction with police response from specialist officers	75%-85%		
Satisfaction of members of the public who had had contact with the police in the last twelve months	75%-85%		
State Contribution	A\$ 445.205.000		
Other Revenue	A\$ 10.950.000		
Total Cost	A\$ 456.155.000		

In this case, planning of resources is being performed through a prevalently verbally expressed planning of activities that are being calculated through cost allocation. Different activities are listed here, e.g.¹⁰:

- Capacity building in form of new police departments, enlargements of forensic institutes, creation of a DNA database, etc.
- Replacement and purchase of assets, e.g. vehicles or helicopters,
- Change in personnel, which is put at disposal for program development,
- Creation of new action teams,
- Issuance of information papers

Besides, medium-term adjustment needs are being presented verbally. Both impact data and financial data can widely be planned through disaggregating into particular departments. In this respect, content data for individual goal setting also exist. A bridge between strategic total steering and internal steering can be built this way with the acquired data.

3.2.2 South Africa: South Africa Police Service

Until the end of Apartheid system in South Africa around 1990, the South African Police was divided in 12 units - the South Africa Police and 11 police forces in “independent” and “self-governed” Homelands. All units have had a reputation of „brutality, corruption and inaptness” and a rather military character – good efficiency against political opponents, but small potential in crime combating.¹¹ In the course of initializing the post-apartheid phase, it became understandable that the most important success factor for the police forces was their

¹⁰ Queensland Government 2005, pp. 1-17 to 1-20.

¹¹ Rauch 2000.

democratic and rule-of-law state legitimating and credibility.¹² The first step was the establishment of South Africa Police Services as united police institution. In order to increase transparency and controllability of police units by civil society, a strategic planning process has been included in SAPS Act. National Commissioner of Police should annually publish his plans, priorities and goals, which again should provide a possibility of an effective and efficient controlling.¹³ The first Strategic Plan from 1991 included following change topics:

- Depolitisation of police forces
- Higher accountability towards the society,
- More visible police work,
- Introduction of improved and more effective management procedures,
- Reform of police education and training system (also in relation to the race integration),

The strategic planning process had at the same time the further function to support the discussion process.

This change model makes up a clear example of system transformation – especially in contrast to the alternative of disbanding and to new establishment. A great part of public officials held functions both in the existing and in the reorganised system but not necessarily same positions as before.

The current strategic plan 2005-2010 starts with a strategic scenario interpretation. Four global situations are described here as possible future scenarios:

- 1- Polarisation of society, increasing (growing) class conflicts, increasing criminalization and isolation of the wealthy people
- 2- Economic stagnation in a framework of social consensus
- 3- General affluence decline because of world-economic crises with the effect of the additional lower-classes criminalisation out of necessity and therefore excessive prisons.
- 4- General growth in a framework of increasing social integration.

This scenario-interpretation is not police-specific, but is also the result of positioning process of the cabinet. Here, the fourth scenario, named “Shosholoza”, represents the South African ideal of further development. A situation, which is less optimal from political point of view, is described by the second variation, i.e. this one is considered to be desirable under particular basic conditions. Therefore the realization of scenario 1 and 3 should be avoided. Here, the police are encouraged to legitimise all activities about their contribution to the realization of the scenario “Shosholoza” and at the same time to counteract the tendency of dividing the society, which is contained in scenarios 1 and 3.

Police activities are summarised in the following program scheme:

- 1- Administration: Management services,
- 2- Visible police work,

¹² Rauch 1993.

¹³ Rauch 2000.

- 3- Detection: Investigation of crime,
- 4- Intelligence: Prevention of organized crime and terrorism,
- 5- Guarding: Personal security and protection of property.¹⁴

The following activities are described as strategic priorities:

- 1- Fighting organised crime,
- 2- Fighting violent crime,
- 3- Fighting crime against women and children,
- 4- Improvement of performance within community, emphasizing performance all over the country,
- 5- Realisation of the SAPS Human Resource Strategy,
- 6- Improvement of budget and cost management.¹⁵

The first four of these priorities are aimed outwardly, the last two are organisational priorities. Improved Professionalism referring to service quality and service ethics is among other things subject of the Human Resource Strategy, as well as the institutionalisation of a Performance Management. Concrete programs (regional or general) are assigned to individual goals within the planning process, which then will be approved within the budget.

3.2.3 USA: City Police in Austin, Texas

In the United States of America large parts of police tasks are delegated to the cities. Therefore, police work is in many parts object of City-Management

Since 1995 the City of Austin, Texas, has chosen a Management-for-Results-approach as an application of the Performance-Measurement. Targets of this basis are:

- To be more responsive to changes in strategic and economic conditions of the City,
- To identify results achieved with the resources expended,
- To support informed decision-making,
- To provide effective services at reasonable costs, and
- To guide the city toward achievement of long-term goals.¹⁶

Instrumentally, a planning cycle was implemented, named “Plan, Do, Check, Act” and contains the following steps:

- 1- Assessment of prior results,
- 2- Performance measure analysis,
- 3- SSPR-Evaluation: assessment of effectiveness,
- 4- Environmental scan and SWOT-analysis,

¹⁴ South Africa Police Services 2005, p. 30.

¹⁵ South Africa Police Services 2005, pp. 31-33.

¹⁶ City of Austin 2005a, p. 1.

- 5- Business Plan Development ,
- 6- Business Plan Review,
- 7- 5-year-forecast,
- 8- Budget proposal,
- 9- Budget approval,
- 10- SSPR Planning that coincides the City's Fiscal Year.¹⁷

The budget calculation takes place after the strategic and professional planning steps, so that the system has the characteristics of output-oriented management. Activities of administrative units are to be defined as programs and through program goals should systematically be connected with the strategic planning requirements.¹⁸ The performance measures are to be indicated referring to effectiveness, so that impact targets should also be formulated. The program targets, performance measures as well as the budget requests together build the primary information base for entire urban budget decisions.¹⁹

The City of Austin uses here a four-part-scheme of indicators. These are:

- 1- Demand: if applicable indicators of demand are documented according to urban programs, for example demanded consultation for the safety in a residential areas.
- 2- Output: here the municipal services are specified, for example supervision or patrol hours. In some programs these characters can be identical with the demand (i.e. number of emergency calls and the number of emergency cases, it is of special importance exactly in those cases when the service delivery cannot meet the demand, so that not in all reported emergencies an emergency mission can really be started.
- 3- Efficiency: Here output is connected with costs for example costs per emergency case.
- 4- Result: here the impact to the citizens is measured, for example "contribution of problem solutions in emergency missions" or "contribution of best possible emergency care by not eliminated problems".²⁰

The police in Austin has systemised its activities in the following program structure:²¹

- Neighbourhood based policing,
- Highway enforcement,
- Investigations,
- Operations support,
- Professional standards.

¹⁷ City of Austin 2005a, p. 1.

¹⁸ See City of Austin 2005a, p.11.

¹⁹ City of Austin 2005a, p.11.

²⁰ See City of Austin 2005a, p. 42.

²¹ City of Austin 2005b, p. 179.

- Support services .

For the program „investigations“ the following information is included:

- Rate of resolved violence offences (2005-06: 40%) as Program-efficiency measures
- Costs for each one activity in program: Central investigations (\$ 13,34 Mio.), Homeland Defense (\$ 4,02 Mio.), OC (\$ 10,51 Mio.) and special forces (\$ 4,93 Mio.).²²

For each activity Key Performance Indicators (KPI) are planned, like on the sheme above. For the activity „central investigations“ the indicators are²³:

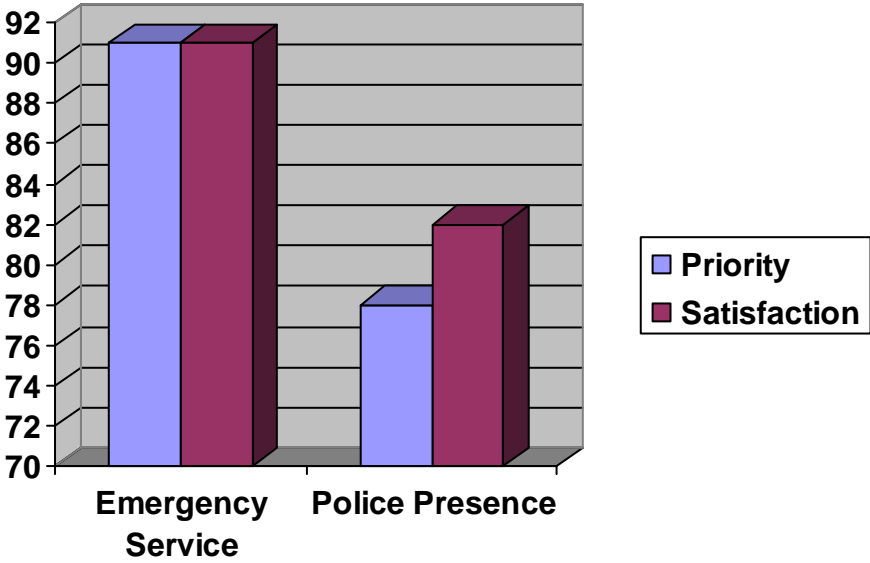
KPI	Type	...	Amount stated 2005-06
Costs per case/ investigated of central forces	Efficiency		\$ 614
investigated of central forces	Output		20.000
Rate of resolved property offences	Result		12%
Rate of resolved violence offences	Result		40%

In the reporting system more comprehensive information is provided, so that the planning situation is better documented. For all services and facets of police tasks Police Services Scorecards are created. In considering the emergency services as an example the following information and targets are documented:

²² City of Austin 2005b, p. 184.

²³ City of Austin 2005b, p. 185.

Figure 12: Importance of and Satisfaction with the Emergency Service²⁴

 <p>Target / Key performance indicator (KPI)</p>	<p>Achievement</p>
<p>The percentage of respondents feeling safe walking alone in Austin during the day has increased and very high at 96% while the percentage of those feeling safe walking alone at night has decreased only slightly since Fiscal Year (FY) 2001. (Result)</p>	<p>Positive</p>
<p>The violent rate per 1.000 increased slightly in FY 2001, but is below the ICMA average of reporting cities. (Result)</p>	<p>Positive</p>
<p>The prroperty crime rate per 1.000 increased slightly in FY 2001, bus is below the ICMA average of reporting cities. (Result)</p>	<p>Positive</p>
<p>Traffic fatalities decreased slightly in FY 2001 but remain above the ICMA average. (Result)</p>	<p>Neutral</p>
<p>Police response time increases slightly in FY 2001 and is above the ICMA average.</p>	<p>Negativ</p>
<p>Austin ranked third in Police expenditures for the current fiscal year among the five major Texas cities (Input)</p>	<p>Neutral</p>
<p>The number of sworn FTA per 1.000 population is the second lowest among the five major Texas cities. (Input)</p>	<p>Neutral</p>

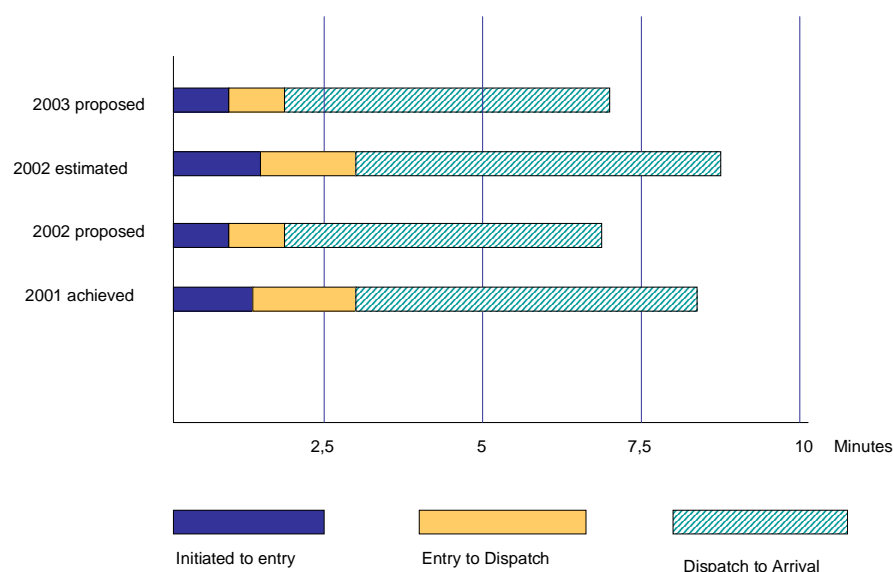
Like in many American cities the focus on customer satisfaction as satisfaction of the inhabitants of the city is very essential. So the strategic targets are often deducted from interview-based surveys. So a large impetus of legitimation is the matching of citizen`s priorities and satisfaction. Furthermore the targets are formulated clearly even if the tendencies seems to be more important than chosen values. Any target is verbalised so that

²⁴ See City of Austin 2002, pp. 12-14.

in future periods a clear and unambiguous statement of achievement can be done. The terms “positive”, “neutral”, and “negative” are not an evaluation of the targets but a statement of achievement. For the City of Austin benchmark indicators seems to be essential. So often benchmark results within the ICMA or the group of five major Texas cities are chosen as targets.

All targets are presented more detailed in other documents or reports, often also with numbers from comparative cities. Considering for example the response time of emergency services, the data is presented more differentiated:

Figure 13: Response Time of Emergency Services²⁵



These values are the topics of management at lower levels. Individual targets for street-level working groups or Police stations are deducted from these indicators.

3.2.4 Germany: State Police of North-Rhine Westphalia

Within the three-level-structure of authorise in Germany “Federation – Federal States – Cities and Counties” the policing tasks are in large part delegated to the 16 states. North-Rhine Westphalia with a population of about 18 millions is the state with the most inhabitants. The state police manages its human resource planning on the basis of workload indicators since 1995.²⁶ The next iteration of management reform has been the implementation of a Management-by-Objectives-system. The basis of this system are five impact targets as state Goals of the Police.

In the year 2004 the following target formulations has been specified:

²⁵ Source: Extracted from City of Austin 2002, p. 17.

²⁶ See Block 1999, p. 88.

Nr.	Target	Measure	Target Value
1	The feeling of safety of the inhabitants (meaning the fear of criminal actions) and the confidence to the police forces is strengthened. The interests of citizens and victims are taken into account to a greater extent.	<ol style="list-style-type: none"> 1. Degree of the fear of criminality. 2. Degree of the fear of traffic accidents. 3. Degree of confidence to the police forces. 4. Degree of citizen-friendliness 5. Degree of police forces` image 	
2	Increased safety to traffic for children and young adults	<ol style="list-style-type: none"> 1. Casualties per 100.000 inhabitants (Children) 2. Casualties per 100.000 inhabitants (Young adults) 	<ol style="list-style-type: none"> 1. Frequency of casualties lower than the value of the Federation (Children) 2. Frequency of casualties lower than the value of the Federation (young adults)
3	Reduce the quantity of multiple appearing suspects under 21 years.	Quota of multiple appearing suspects under 21 years = Quantity of suspects under 21 years appearing in the context of more than 5 offences per year multiplied with 100.00 and divided to the districts age group population	State: 313 District Arnsberg: 304 District Detmold: 250 District Düsseldorf: 344 District Köln: 274 District Münster: 312
4	Reduce the quantity of criminal offences and the quantity of victims of assault.	<ol style="list-style-type: none"> 1. Frequency of offences per 100.000 inhabitants = Reported offences per year x 100.000 / inhabitants 2. Victims Measure per 100.000 inhabitants = Reported victims per year x 100.000 / inhabitants 	<ol style="list-style-type: none"> 1. 215 2. 220 furthermore disaggregated values for the districts
	To go further steps toward the increase of the quality of police work, especially: to improve self-security to improve employee satisfaction and to strengthen the consideration of employee`s requirements to the organisation	Quantity of injured policemen by the use of weapons and by been wearing/ not been wearing a body armour Quota of particpance at special training proportion of police agencies implementing the consequences of the employee census	not announced not announced furthermore disaggregated values for the districts

The data is collected locally so that space-oriented information is available. On this basis action plans for local agencies are developed. In this manner low-level target-agreements within a Management-by-Objectives-system are educued.

3.2.5 United Kingdom: Impact Measurement in Public Safety

Baselines for measuring outcomes

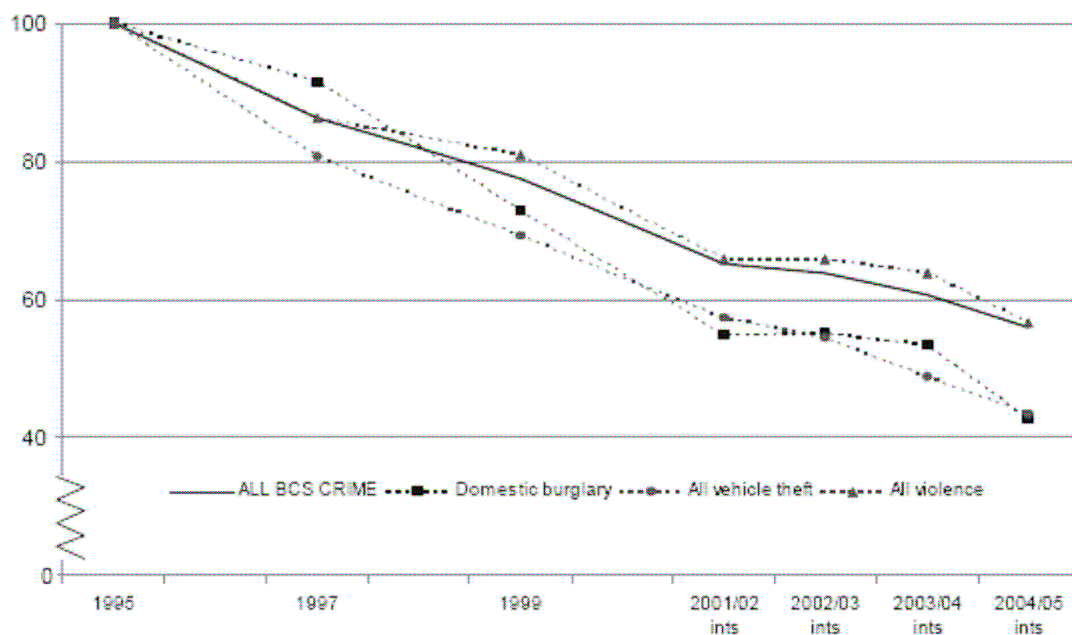
All systems of Performance-Based Budgeting we have summarized until now use mainly the police recorded crime statistics as a baseline to develop performance standards for the police.

Police recorded crime statistics provide a good measure of trends in well-reported crimes, are an important indicator of police workload, and can be used for local crime pattern analysis. However, they do not include crimes that have not been discovered or reported to the police or that the police has decided not to record. Therefore the crime statistics itself may lead to wrong impressions about the real crime level.

In England and Wales this problem is tackled with the British Crime Survey. The British Crime Survey is a victimisation survey in which adults living in private households are asked about their experiences of crimes. It includes property crimes such as vehicle-related thefts and burglary, and personal crimes such as assaults. For the crime types it covers, the BCS can provide a better reflection of the true extent of crime because it includes crimes that are not reported to the police and crimes which are not recorded by them.

In its recent research effort the British Market Research Bureau Social Research carried out 45,120 face-to-face interviews with adults aged 16 or over living in private households in England and Wales. Interviews took place between April 2004 and March 2005. The sample was designed to be representative of private households, and of adults aged 16 and over living in private households. The overall response rate for calendar year 2004 was 75 per cent. The British Crime survey is still an estimate. However it is much closer to the reality than the Police recorded crime statistics.

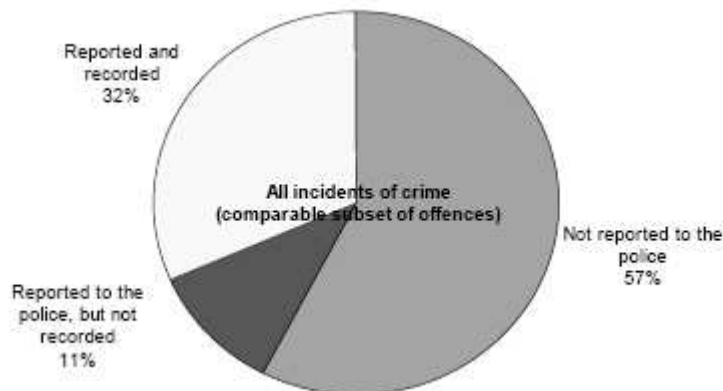
Figure 14: Trends in British Crime Survey crime, 1995 to 2004/05²⁷



²⁷ Source: British Crime Survey 2004-2005, P.17

In its analysis of the differences between reported, but not recorded crimes, reported and recorded crimes and not reported crimes the British Crime Survey comes to the following conclusion based on its survey results: Only 32 % of all known crimes are reported and recorded

Figure 15: Proportion of BCS estimate of all crime reported to the police and recorded by them²⁸



The level of an objective measurement of the real crime and its development is the most important factor when we analyse the impact of police work. In a democratic society however it is also an important factor how safe the population feels.

Fear of crime

In line with the objective developments the subjective fear of crime of individuals who have taken part in the survey has been reduced substantially over a longer period of time.

Figure 16: Fear of Crime²⁹

	Percentage very worried									BCS
	1992	1994	1996	1998	2000	2001/02 Ints	2002/03 Ints	2003/04 Ints	2004/05 Ints	
High level of worry about:										
Burglary	19	25	22	19	19	15	15	13	12	
Car Crime	n/a	n/a	n/a	22	21	17	17	15	13	..
Violent crime	n/a	n/a	n/a	25	24	22	21	16	15	
Unweighted base	10,044	14,502	7,973	14,926	19,355	5,964	35,479	37,891	45,069	

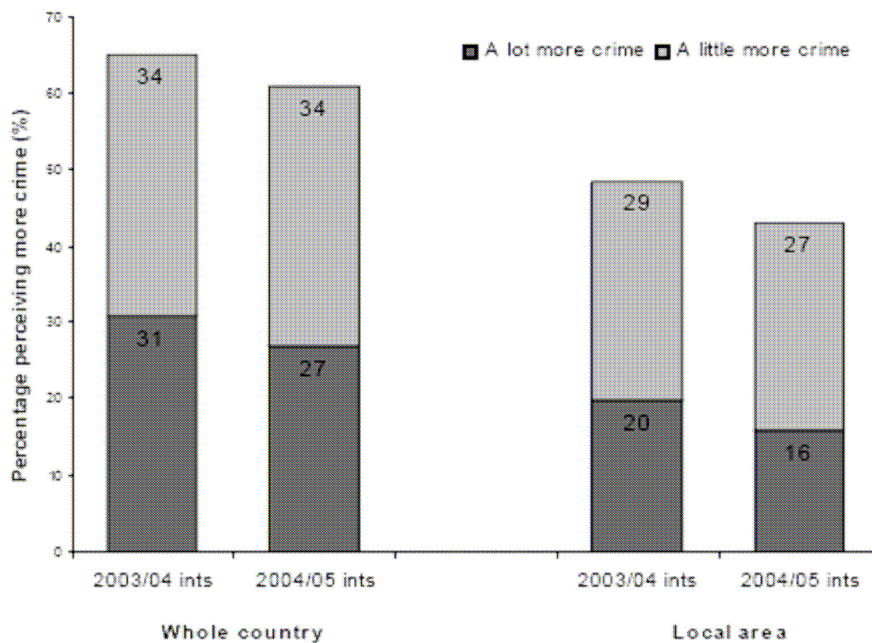
Surprising or not surprising are the public perceptions of changing crime levels. Also estimated real crime levels in England have fallen year by year since 1995 a rather strong majority of the population believes that crime has increased in the whole country.

²⁸ Source: British Crime Survey 2004-2005, P. 36

²⁹ Source: British Crime Survey 2004-2005, P.22

Surveys in Germany show similar results. Where as the number of police recorded murders has fallen by 40 % between 1993 and 2003 survey results showed an opposite perception. 63 % of the population thinks that the number of murders have increased during the sam period of time. We are rather sure that increased media coverage of tragic events is one of the major reasons for such a perception.

Figure 17: Public perceptions of changing crime levels, 2003/04 to 2004/05³⁰



Strategic objectives and measurement of their achievement

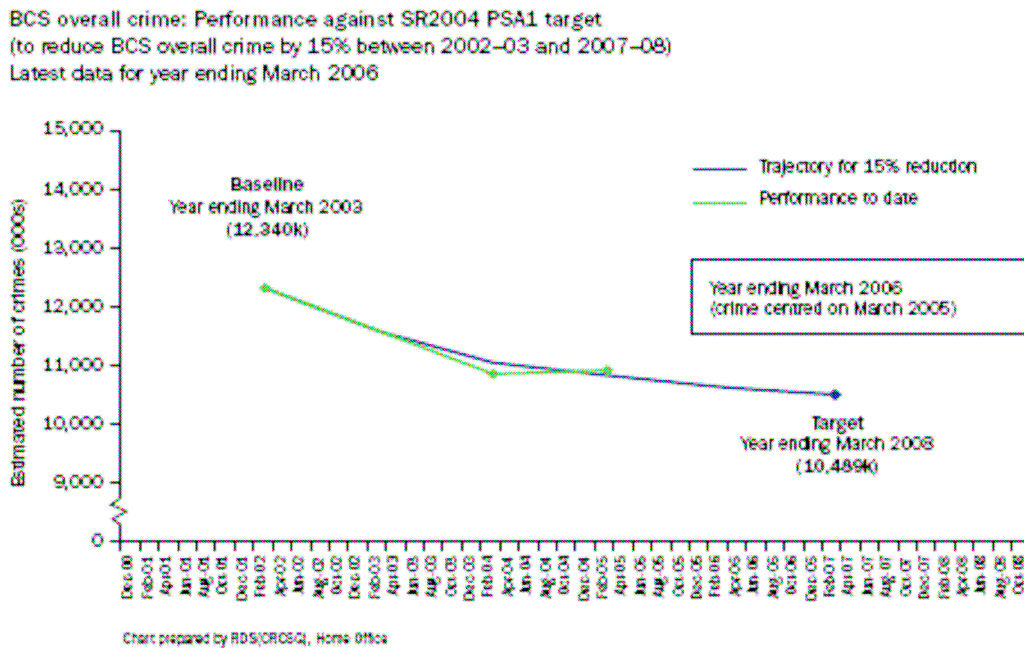
The Home Office has formulated 5 strategic objectives for the years 2003-2008. For the purposes of an introduction we would like to mention just 2 of the strategic objectives and show 2 examples of objective achievement measurement.

Strategic Objective I: People are and feel more secure in their homes and daily lives

One example for the objective achievement measurement are results from the British Crime Survey about the estimated number of crimes.

³⁰ Source: British Crime Survey 2004-2005, P.22

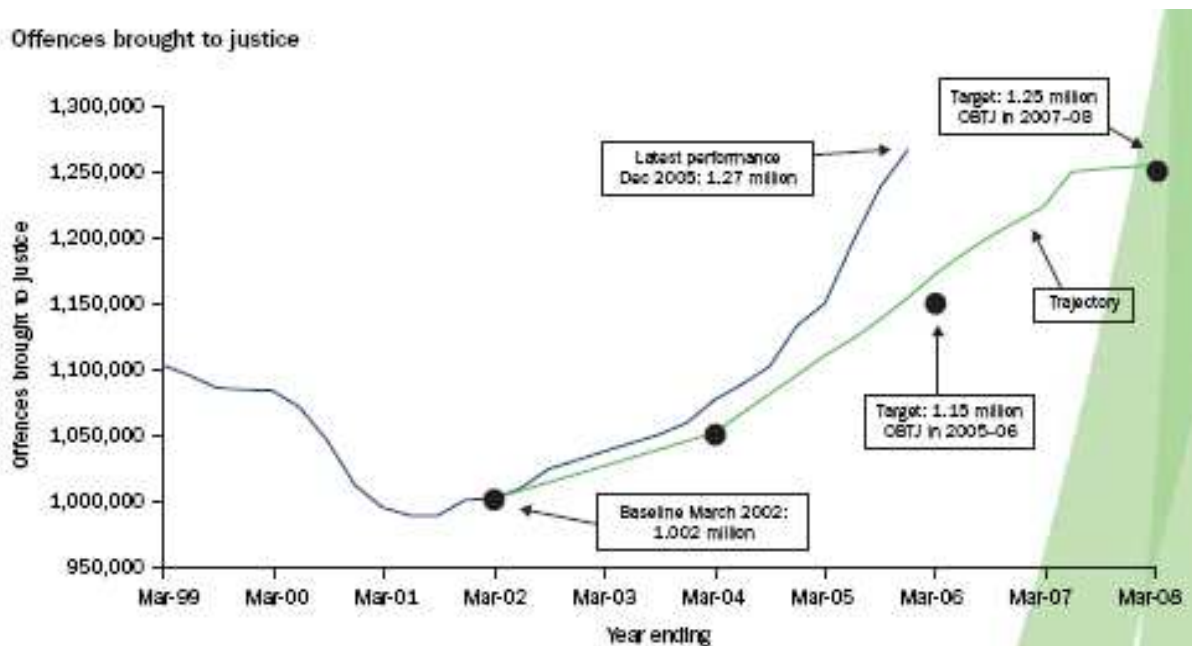
Figure 18: Estimated number of crimes between 2003 and 2008³¹



Strategic Objective II: More offenders are caught, punished and stop offending and victims are better supported

One example for the objective achievement measurement are results from the Crime Statistics about the number of offences brought to justice-

Figure 19: Offences brought to Justice³²



³¹ Source: Home Office Departmental Report 2006; p.12

³² Source: Home Office Departmental Report 2006; p. 29

4 Implementation Issues and Consequences for Police Reform Projects in South-Eastern Europe

Performance Measurement Systems including strategic targets is not designed just as a partial instrument of budgetary management, but as a part of an integrated approach of management in public institutions. Analogous to the intention of Chandler's statement "Structure follows Strategy" four iterations of implementation are distinguishable:

1. The choice of strategic targets as a basis of legitimation for public services;
2. The planning of public services in form of programs, activities and projects by public, semi-public and private organisations, including specifications on amounts and quality. These plans should express desirable service packages, which are necessary to achieve or to contribute the strategic goals. These plans are manifested in product-, program – or project strategies, which are overridden to budgetary planning.
3. The continual task of management to design adequate, effective and efficient processes of service.
4. Fundamental concepts concerning the organisational structure to optimise the process quality.

Strategic management includes the first two of these iterations. Issues of process organisation and organisational structure follow up the basic decisions of strategy. A systematic performance measurement including the strategic dimension bears promises to the following functions:

1. The clarification of desirable situations in the future including the balance of stakeholder's interests.
2. The prioritisation of actions and bundles of activities within the process of budgetary planning including a systematic critical analysis of programs and activities.
3. The codification of basic elements of decentral responsibility as a step toward an effective system of delegation and accountability based on the assumptions of the Management-by-Objective-approach.
4. The implementation of systematic performance orientation as a mean for the calculation of appropriate budgets.
5. The fixation of specific key performance indicators for products or services, programs and projects as necessary target terms for the reengineering and improvement of processes.
6. The fixation of objective requirements for the design of an organisational structure being appropriate to the chosen strategic goals and targets.

Within the context of Police Reform activities in South-Eastern Europe a Performance Measurement system might fulfil important functions. Especially in the young republics of the former territory of Yugoslavia like Bosnia-Herzegovina, FYROM, Montenegro as well as in the Kosovo the issues of future organisational structure are a first point on the reform agenda. Within this process the stakeholder's interests seems to be incommensurable. These debates are featuring all characteristics of a classical dilemma. Nevertheless it's

evident that most of the possible target formulations referring to the issues of public safety are in large part widely accepted. A process of strategic management seems to be suitable to balance the stakeholders' interests in a well-regulated and factually mode based on a widely consensus about desirable impacts. The example of strategic management in the South Africa Police Services in the Post-Apartheid-Era seems to be a good prototype for this. In South Africa was and still is the strategic goal important, that old and new police officers work together professionally based on clear desirable future scenarios. Sympathy between the persons concerned might be a good factor for enjoyment at work – but it's not a strict requirement for successful management. For the future of management in a well-established organisation the illustrated approaches from Australia, the United States, Germany, and Great Britain might be of paradigmatic importance.

Strategic Management has to be beared and to keep alive by the top-management. The successful examples of perfoamce measurement are indeed result of consequent decision of the top-management – in England as well as in New Zealand nearly thirty years ago. In the United States the Government Performance and Results Act 1992 has been initiated by Bill Clinton and Al Gore. These initial decisions are a formal requirement for a successful implementation. Nevertheless holds the implementation of a performance measurement substantial vantages for the middle and lower management as well. The subordinated management functions are based on a set of distinct basic agreements and tangible definitions of responsibility. If the top management doesn't initiate the strategic and performance measurement process, the possibility still arises that the subordinated entities begin to use the instruments in a learning-by-doing approach. This instrumental approach might become successful if the use of the instruments can be expanded up to the top management, but there won't be any guarantee for this.

In the context of the Police Reform in South-Eastern Europe two basic requirements needs to be fulfilled:

1. The commitment of the top management up to the political forces to fix strategic goals and to work stringently on the realisation of these goals;
2. The competence of the subordinated managers to manage responsible and reliable.

According to the commitment of the political forces there are still no clear signs visible. Especially for the young states of the former territory of Yugoslavia the conditions of competence seem to be fitted. This is a result of the comprehensive and sophisticated educational system in former Yugoslavia. So the only lack seems to be a consequent initial commitment by the key decision-makers.

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