

MEASURING THE PERFORMANCE OF THE POLICE

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Abstract: This paper aims to present a model for identifying and describing the performance measurement. Performance management is a system that makes it possible for the police organization to achieve effectiveness and efficiency in a mission accomplishment. Choosing the right measure is crucial for the development of the police and the improvement of services. By analyzing the relevant literature and the case studies related to the practical implementation of performance management in defense, which is part of the public sector, a model for identifying the performance measurement in the police is drafted in this paper. The model allows the identification of performance and its measurement, which leads to the development of the police and the satisfaction of stakeholders.

Keywords: performance management, performance measurement, outcomes, police.

INTRODUCTION

Defining goals and objectives is crucial for managing an organization because this is how guidelines are given for the future. This should provide long-term sustainability and productivity to an organization in a changeable environment. But, it is even more difficult to measure the effectiveness and efficiency of an organization and to establish a connection between the defined goals and objectives on one side and the required outcomes from the stakeholders' point of view on the other side. Measuring efficiency and effectiveness of a profit organization is quite clear, because profit is the major measurement.

On the other hand, a non-profit organization such as the police does not generate a profit, so we have to find measures in order to evaluate successfulness level in accomplishing missions as well as the perception of stakeholders on the way an organization accomplishes missions. It is a great challenge to find and establish a good measurement system which will make it possible for the police to measure their successfulness in accordance with effectiveness and efficiency.

Performance management as a management, evaluating, control and measurement system allows the measurement of effectiveness and efficiency, as well as achieving accountability and transparency in budget allocation. Furthermore, it establishes long-term links between current activities conducted by an organization and its defined goals and objectives. Those drifted lines enable the police organization to stay connected with the future requirements and to change in accordance with the environment, as well as to improve its work.

There are lots of performance management systems that are developed for this purpose. Some of those are balanced scorecard, planning, programming, budgeting and execution, activity-based management, etc. For all performance management systems, it is crucial to define the right measurement indicator and the right measurement system, but to avoid going to metric mania. The metric mania can produce a lot of side effects such as a loss of focus and overload of the organization resources.

POLICE PERFORMANCE MANAGEMENT

The police are part of the national economy, which includes the general government as well as non-financial enterprises under government control (public enterprises) primarily engaged in commercial activities (Budget System Law, the Republic of Serbia, 2015). In essence, the purpose of the public sector existence, as well as the police as a part of the public sector, is to perform activities of general interest.

In the last two decades, special attention has been paid to police reforms in order to reduce the public sector and to improve the results of their activities. The improvement of results in the police can be achieved through performance management.

In practice, the government of the United States of America has been using performance management from the 1990s. It was implemented as a part of a series of laws aimed at improving the federal government management Act of 1993 (Public Law 103-62), and later it was improved by a new government-wide framework Act of 2010 (Public Law 111-352) including long-term federal government priority goals, revised federal government performance plan requirements, quarterly priority progress reviews, a government-wide performance website. The Budget System Law of the Republic of Serbia regulates a programmed budget for the first time in the Republic of Serbia, which enables performance management in the public sector to be developed and used (Budget System Law of the Republic of Serbia, 2015).

A large number of professional literature on management indicates that planning is the key function in the management process. Planning is a process that estimates the business environment and the system condition, determines the objectives of the business system and the actions to accomplish the objectives, while allocating resources and eventually preparing the guidelines that indicate how the actions that lead to the achievement of the objectives must be conducted (Lois, 2005).

To successfully define the objectives that should be achieved, it is necessary to assess not only the environment but also the business system conditions. The evaluation of the environment makes it possible to examine how the environment of the business system would look like in the future, which enables a planned change in the business system and its continuous adjustment to a dynamic environment. The assessment of the business system conditions is done with the aim to identify problems in internal business-doing, and to see whether the conditions of the business system corresponded to the defined long-term goals. A problem in the business system represents the difference between the current and the desired situation of the system. To identify a problem in the business system is one of the major challenges placed before the management process. Some problems are easily noticeable. On the other hand, identifying problems, especially in large systems, is very difficult (Stephan, 2007).

In order to identify the problems of the business system, it is necessary to determine the desirable characteristics of the system, which lead to achieving the goals of the business system. Those characteristics are called performance. In management, performances refer to the desired result and behavior. This refers to the amount, level and quality of labor by which the employee performs the assigned task (Bahtjarevic-Siber, 2001). It can be concluded that the performance represents the characteristics of a system, which makes the link with the desired effect of required labor.

Quite a few definitions of performance management can be found in the management literature that helps us understand how the performance management works and where its focus is. Robinson (2007, p. 26) defines performance management as the broad and systemic use of formal information to improve police sector performance, especially in the areas of human resource management, strategic planning and budgeting (Robinson, 2007). Frumpkin and Galaskiewicz (2004) and Robinson (2007), among others, note that government organizations have the least direct control over inputs and the least precise indicator of outputs of all organizations. Performance management is often hampered by the lack of control of the quality and quantity of some inputs and the difficulty in finding appropriate output measures. Ambiguous causal relationships, environmental contingencies and lag times contribute to the uncertain link between the production of outputs and attainment of outcomes (Havens H., 1983; Heinrich, 2004). In the case of the police, good outcome measures are problematic. Keeney and Gregory (2005) state that measures of objectives should be unambiguous, comprehensive, direct, operational, and understandable.

One of the most popular performance management systems is the balanced scorecard. Robert Kaplan, a professor at Harvard Business School and director of the Palladium Group in 1990, developed the concept of "balanced scorecard" that allows measurement of the condition of business systems and identification of a problem. This concept is based on the quantitative measurement of the specific performance of the business system to determine its status, based on the difference

between the desired situation and the current situation and identify the problems of the business system. In this way, the “balanced scorecard” creates a link between long-term goals of the business system and the current actions in the system.

“Balanced scorecard” was originally developed for profitable business organizations and enabled the identification of key system performance, as well as the direction of the business system development towards achieving the greatest possible profits through the satisfaction of stakeholders (Kankaraš, Stojković, Kovač, 2014). On the other hand, the aim of the police is not to gain profit but to execute assigned missions or tasks. This is why the “balanced scorecard” in the police has always been difficult to implement, and the results of its implementation subjected to criticism. However, the problems faced by the police today, which are related to the insufficient financial resources and the requirements for spending transparency, impose a need for effective and efficient management of the development in the police.

Performance management in the police is a systematic approach to improving results through evidence-based decision-making, continuous organizational learning and a focus on accountability for the expenditure of funds in developing performances. Performance management is integrated with all aspects of the process in management and policy of organizations, transforming the practices of an organization in the way that it focuses on improving the results which are of the public interest (National Performance Management Advisory Commission, 2010).



Figure 1. Circular flow of police sector performance management
(Taken and modified: Angelis & Webb, 2009)

Key criteria in the police are not financial ones, but those are the effectiveness of executing a mission. However, the effectiveness of conducting a mission is not a static and unchanging parameter. Organizations in the police usually have a major mission that consists of a certain number of submissions. At some point, some submissions can be more significant than others. The establishment of priorities among submissions is one of the main tasks of strategic planning. Performance management in the police can be described by using the methodology presented in Figure 1.

The process of performance management begins with the evaluation of the environment and the assessment of stakeholders. This provides information on how the future environment will look like and what kind of organization stakeholders can expect from the police organization. Strategic planners use previous estimations to develop a strategy, which defines a mission, vision, goals and objectives leading to the required organization structure. After the strategy is drawn up, the budget is approved, and funds are allocated to the organization to purchase the necessary inputs (equipment, services, infrastructure, labor, etc.). The inputs are used by the organization to produce outputs, which are required to achieve the desired outcomes. Finally, the desired outcomes must have an impact on the environment in order to shape it and/or expectations of stakeholders.

Efficiency, as a qualitative characteristic which indicates the possibility of successful execution, without loss of time, money and energy in the present model is reflected in the steps that range from the inputs, through the activities to the outputs. Instead of focusing on the process of budgeting, efficiency requires an understanding of the value of the output, including the possibility of their measurement, as well as connecting with the input values that are used for their generation. Efficiency answers the question of: Are we doing things in a good way?

The effectiveness is shown in the model from an output to an outcome. Effectiveness indicates how well the output value corresponds to the strategy and strategic objectives being taken by the organization. Effectiveness answers the question: Are we doing the right things? The outcomes in the present model are consequences, effects or impacts that are important to stakeholders. Results or outcomes depend on the generated output value, and on interactions between outputs and the environment, as well as interpretation of this interaction by stakeholders.

IDENTIFICATION OF PERFORMANCE

Before we measure the performance we have to understand what we want to do. What are the desired outcomes? We need to link our strategic goals and objectives to the desired outcomes and we need to define what we mean by “success” at the strategic level.

Outcomes are not what the agency itself did but the consequences of what it did. For example the number of patients treated and discharged from a state mental hospital (an output indicator) is not the same as the percentage of discharged

patients who are capable of living independently (an outcome indicator). Outcomes may be something the program wants to maximize, such as safety in public places, or to minimize, such as crime rates. Some outcomes are financial, such as reducing the number of incorrect payments for personnel in the organization. As long as outcomes are important and can be tracked, they should be included in the performance measurement system, even if they are not clearly identified in the program mission and objective statements, which usually include just the central, most vital ones. For example, complaints against police officers should be tracked as well as crime clearance rates.

The model of performance measurement development process is presented in Figure 2.

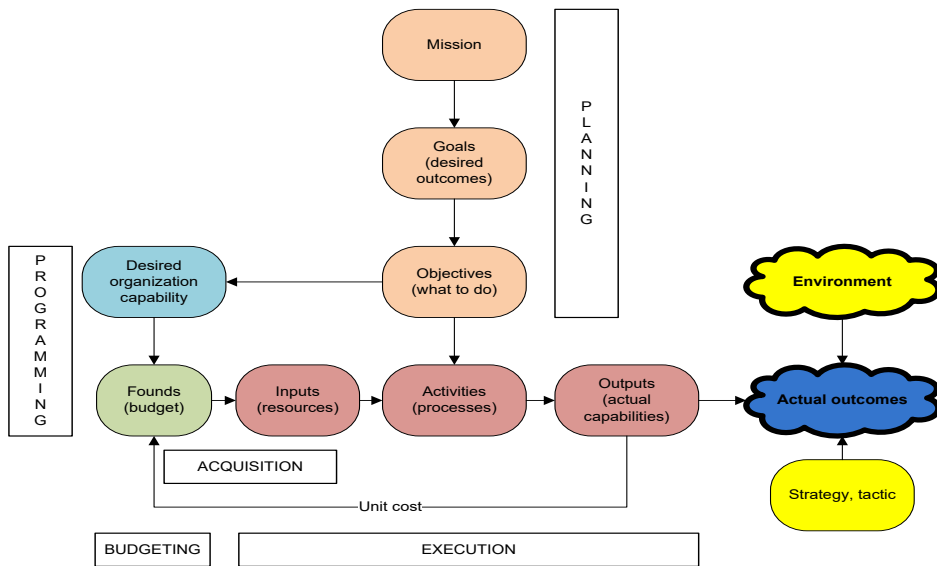


Figure 2. Model of public sector performance management (Angelis, 2016)

To identify the desired outcomes, leaders of the organization must assess where the organization is and where they want it to be in the future. This environmental scan and stakeholders' analysis should help validate or shape of the vision of an organization (the desired future state) and mission (the purpose of an organization).

The first issue to consider is that leaders and managers who wish to define and use a better system for results and performance measurement and management are defining and reviewing the mission of an organization before metrics are applied to tell them if they are improving or moving in the right direction. It is necessary to understand the mission and vision of the organization. The mission defines the purpose or broader goal being in existence. On the other hand, the

vision is the desired future state, and sometimes, a time frame. It describes what will be achieved if the organization is successful.

Goals are the desired end state, and they are connected with the vision of the organization. The achievement has two factors, where a goal is either achieved or not; it cannot be partially achieved. Sometimes, a goal may be defined in terms of a threshold. Objectives are linked with goals and present an outcome of a decision whose maximization or minimization supports the achievement of a goal. The direction (max/min) of the objective expresses its preference. Goals and objectives must be broken down across all organization levels, enabling performance management to provide cascading and measurable goals. We then consider how goals can be modified so that they are horizontally aligned.

To identify outcomes, the process should begin with the outcomes of the desired end, or the “what to do” outcomes. This gives us the answer to the question: What is a success from the customer’s perspective? These outcomes are connected with the vision of the organization. The process of identifying outcomes follows then with “how to do” desired, often intermediate, outcomes, which are connected with goals and objectives. At each stage, a desire to get measurable and verifiable desired outcomes such that success or failure on each is absolutely indisputable and not open to interpretation. Outcomes developing should give cascade-connected outcomes such as presented in Figure 3.

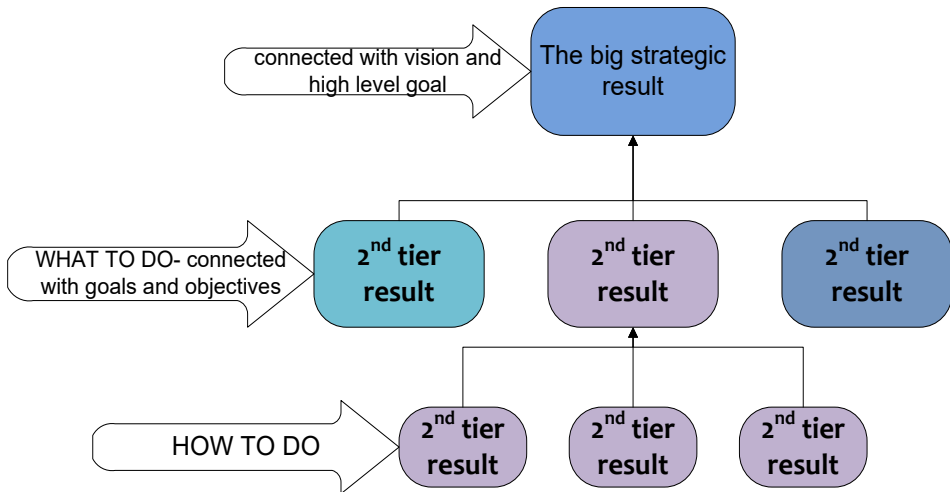


Figure 3. *Outcome hierarchy*

Another step in creating performance measurement is to find out what we need to do to get the desired outcomes and how much it costs. To achieve this, the first required outputs are identified and connected with the desired outcomes (figure 4).

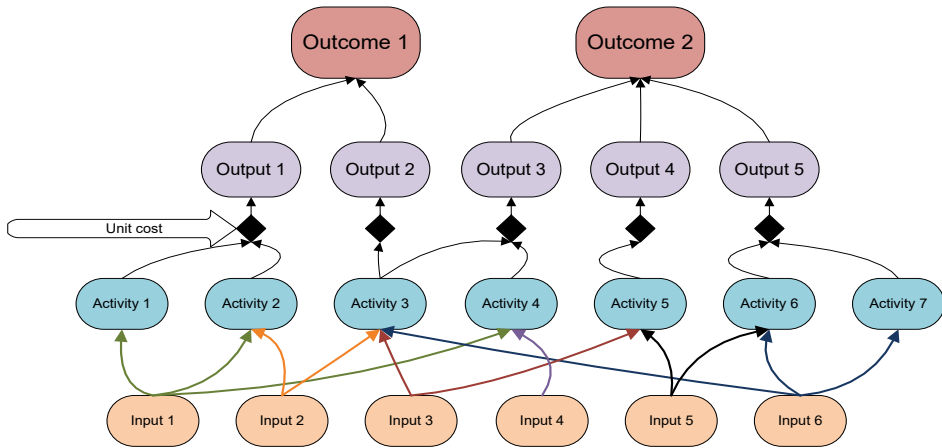


Figure 4. *Connection between outcomes, outputs, activities and inputs*

Then, we must find out what we need to do to get to the required outputs, which lead to activity identification. An activity is a task or set of tasks that contributes to the production of an output. Finally, all identified activities use some inputs. Inputs are resources required to produce an output. The organization costs flow between inputs and activities to outputs. The methodology to get unit cost established in this way allows the final construction of performance metric and choice of indicators.

CONSTRUCTION OF PERFORMANCE MEASUREMENT

The effectiveness management requires that we understand what we need to do to achieve the desired outcomes (goals and objectives). We define operational measures of “success” in a cascade from outcomes to outputs, to activities, and sometimes to inputs. How well we achieve our outcomes will be influenced by the effectiveness of our outputs, the effectiveness of our outputs will be influenced by the effectiveness of our activities, and so on.

Outputs by themselves do not tell anything about the results achieved, although they are expected to lead to desired outcomes. The central function of any performance measurement process is to provide regular, valid data on indicators of performance outcomes. But performance measurement should not be limited to data on outcome indicators. It should also include information that helps managers measure the incoming workload and gain insight into the causes of the outcomes.

In order to evaluate their performance, the police should measure results (outcomes). But it is difficult to measure the true, unambiguous outcomes generated by the police because police employees do not produce these outcomes directly. The police need to measure what their employees actually produce, and those

are outputs. These outputs have to be related to the outcomes, and the required metrics must be connected with goals and objectives, and to show if the police are effective and efficient. Developing good metrics requires a certain understanding of the types and characteristics of measures. There are three types of measures used for performance measurement: natural, constructed and proxy measures (Keeney, 2005)

Natural measures are widely used and have a generally accepted interpretation. They also allow direct measurement of the degree of goals and objective accomplishment. For example, if the goal is to reduce costs, direct measurement in a particular currency (Dinars, Dollars, Euros, etc.) can be measured, as well as how the objective is achieved.

In many cases, there is no clear picture of how the performance of the police should be measured, and for that reason it is necessary to use designed measures to describe different levels of performance and achievements, and attach a numerical value to each level. The lack of constructed measures is their subjectivity, and it is therefore essential that the levels of measures are well described in order to prevent ambiguity. This requires good expertise while designing the measure. There are a number of different ways to get a constructed measure, and some of the measures are a defined measure, a quality-quantity measure, a value model, a weighted measure and a picture (Richter, 2016).

A defined measure can be described as two or more levels carefully defined by the subject matter of the expertise. For example, the assessment scale of injuries might include 5- fatal injuries; 4- the injuries that permanently prevent engagement; 3- injuries that prevent engagement; 2- injuries that cause absence from work; 1 - injuries that require first aid (Angelis & Webb, 2009). The quality -quantity measure can be used to measure some quality performance with its quantity measure, where quality and quantity measures are related. For example, the quality of life can be measured with the number of years of life. The value model is similar to the defined one and is presented with the scale (verbal, visual, numeric etc.). For example, the value model of measures can be the pain intensity scale. The weighted measure defines a measurement instrument by attaching different weights to different types of measures, or performance. Finally, a picture can be a good measure of performance if the performance can be visually described. The picture model of measurement uses the visual description of some performances, presented through an appropriate picture, to define different levels of performance (for example, Beaufort force or air quality).

Often, especially in the police, it is difficult to find a suitable natural measurement. In such cases, proxy measures can be used. The performance that is not possible to be measured directly by constructed or direct measures because of its complexity can be measured by proxy measures. Proxy measures are linked to the objective of performance, but it is not measured directly. The essence of proxy measures implementation is to use direct or constructed measures to measure another performance, which is related to the performance that we want to mea-

sure. This makes proxy measures suitable for measuring outcomes by measuring outputs and analyzing the relationship between outputs and outcomes (Figure 5). For example, if we want to measure the safety of personnel, we can take the number of accidents or injuries as an indirect measure.

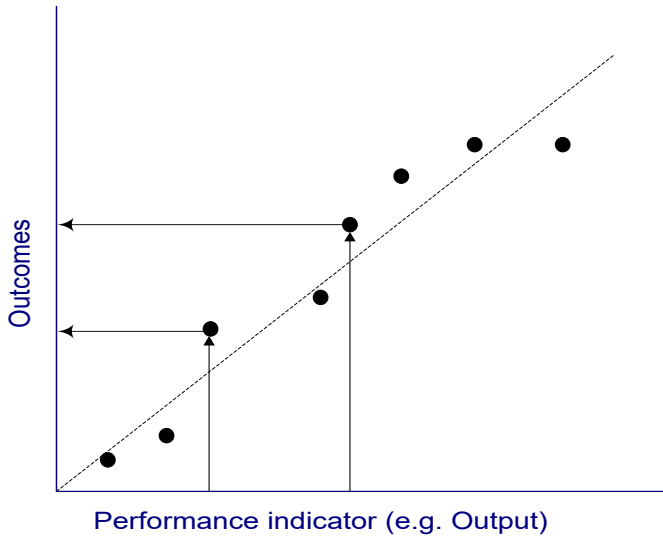


Figure 5. *the Proxy measure of outcomes*

The development and selection of performance measures is the most difficult and most complex activity in the police performance management (Subošić, Nešić, 2017). Due to its complexity, performance measurement in the police requires the usage of proxy measures. In this case, the proxy measures are measured indirectly by direct or constructed measures. This requires historical data of outputs, to calculate the function between outputs and outcomes.

Finding the right measure requires careful consideration of many parameters. In addition, some proper measures must have the following characteristics (Keehey, 2005):

Unambiguous - the relationship between the measure and the performance objective should be clear and easy to interpret;

Comprehensive, which means that all possible levels of performance are covered by the chosen measure;

Direct, as characteristic, means that the measure must ensure that the desired effect is measured directly using the selected measures;

Operational refers to the accessibility of data being used for measuring, as well as that the cost and effort invested in information obtaining are reasonable;

Understandable means that an agreement about the measure was reached and everybody understands what is measured and how it will be measured.

CONCLUSION

Performance measurement in the police provides better accountability for spending funds and transparency of operations, where the quality of services is constantly improved. It is crucial to understand the relationship between outcomes and outputs, and in addition to that, to include the measurement of inputs and activities. In this way, the building of performance measurement begins with analyzing what the police, from stakeholders' point of view, must achieve and it also must contain the environmental changes that can have an impact on how the stakeholders might interpret the results and/or real outputs.

Firstly, we must know what we need to measure in order to develop a good performance measure. For the police, the real measure is in outcomes, because only they are important from the stakeholders' point of view. However, measuring outcomes is not easy for a non-profit organization, such as the police. Outcomes can be measured with proxy measures by connecting outcomes with outputs that produce them and by measuring appropriate outputs. As can be seen, the development of performance hierarchy starts with proxy measures of outcomes, connecting it with outputs measurement. The described measures are conducted in order to achieve the effectiveness measurement. To get to efficiency measure, performance hierarchy must go deeper into an organization structure and measure activities and inputs of the organization. This brings up the issue on the unit cost of some outputs, which is crucial for measuring the efficiency of the police.

This methodology allows establishing the performance hierarchy to measure the effectiveness and efficiency of the police by linking different data from the organization activities and inputs, to organization outputs and outcomes. A good measure, on the one hand, has to provide decision makers with useful information, while on the other hand, it has to steer the organization to the desirable behavior that contributes to the achievement of the goals and objectives of the police.

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