

STRATEGIC PLANNING AND PERFORMANCE EVALUATION FOR OPERATIONAL POLICING

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LIKE MANY PUBLIC SECTOR ORGANISATIONS, POLICE SERVICES HAVE HAD to pay increasing attention to strategic planning in recent years. This has been precipitated by community and government calls for improved accountability, and the accelerating pace of reform within police services.

In responding to this need, police services are experiencing many of the problems familiar to large organisations which have grappled with planning. Obstacles such as poor training, inappropriate planning methods, inadequate communication, lack of information, and resistance to change are limiting the ability of police to develop and implement effective plans.

This paper reviews modern approaches to planning and evaluation, and summarises the key elements of planning in large organisations similar to police services. These elements include the top-down communication of corporate vision, goals and core values, and the involvement of operational staff in planning and evaluation at the business unit level. Operational staff have a particularly important role because they are well positioned to assess the needs of customers, and their expected reactions to new corporate directions. They are also well placed to evaluate the impact of altered services or products.

A simple model to help operational police with their planning responsibilities is proposed in this paper. The model utilises the existing skills of operational police in observing, interviewing, and collecting and interpreting information. It guides police through all stages of the planning cycle, and suggests how to build commitment for strategic plans with local communities and the police service itself.

Modern Planning and Evaluation Practices in Large Organisations

Approaches to business planning and evaluation are often described as "top-down" or "bottom-up". In a purely top-down approach, planning and evaluation strategies are determined by the executive of the organisation, sometimes in consultation with senior management, planning staff and external advisers (consultants). Managers at the operational level, and their subordinate staff, may be called upon to provide information, but they do not participate in the formulation of strategies. While this approach produces plans which are corporate in scope, it fails to build employee commitment to the plans, and it allows grandiose leaps of vision without reality testing for internal capability, marketplace credibility, or cultural fit (Eigerman 1988).

"Bottom-up" and "top-down" approaches

In the bottom-up approach, individual operating units are responsible for the development of their own planning and evaluation strategies, consistent with some general guidelines set at the corporate level. This approach taps the creativity of staff, generates ownership of the strategies and usually ensures that plans are consistent with customer needs and expectations (Viljoen 1992). However, bottom-up approaches have some serious disadvantages. They allow the corporate business directions to be substantially influenced by people who are inexperienced in management and unaware of the internal and external business environments. The large number of working hours spent in planning do not justify the results, and corporate strategy is limited to the sum of business unit plans. "In a purely bottom-up system, the integration of strategy across units is achieved with a stapler" (Eigerman 1988).

With these obvious limitations, it is not surprising that contemporary approaches to planning and evaluation are not purely top-down or bottom-up. They generally combine the advantages of top-down corporate strategy development with bottom-up advice and local business unit planning. This facilitates alignment of business plans with corporate strategy, integration of the activities of separate business units, and cooperation and commitment from employees. It also results in plans which are realistic, and more likely to produce the intended outcomes (Gummer 1992; Cross & Lynch 1992; Gilreath 1989; Gates 1989; Kazemek 1991).

Eastern planning methods

An important stimulus for the increased attention on planning methods has been the comparative studies of Japanese and Western cultures, and the impact of these cultures on their business practices (Boznak 1991; Crump 1989; Schneider 1989). Japanese businesses have been able to achieve significant competitive advantage over their Western counterparts through innovative cost-cutting and quality enhancement practices.

Western cultures promote and reward individualism, while Eastern cultures emphasise "oneness" or harmony within a group or organisation.

This ability to achieve harmony and synergy within the workforce of an organisation has been a major contributing factor to the success of Japanese industry.

To achieve harmony and synergy, the Japanese pay special attention to communicating their vision throughout the organisation. It is not unusual to communicate a vision for a new product or service through an expression of feelings rather than a technical description, as might occur in Western organisations. This suggests that communicating an intended outcome (such as a service or product) in terms of feelings may result in a more consistent understanding of the outcome amongst a diverse group of people, than communicating the outcome in terms of a set of detailed specifications. The importance of carefully and exhaustively articulating a vision for an outcome should never be underestimated.

Employee empowerment

Employee empowerment is a term which features in many new planning methods emphasising bottom-up processes. This term underlines the changing attitude towards the value of employees to an organisation and their responsibilities to the organisation. Employee empowerment schemes are used to tap the creativity of staff and their intimate knowledge of business-customer relationships. Employees develop planning and evaluation strategies for their own business units, and they accept responsibility and accountability for the outcomes of their work (Townshend 1990; Nichols 1989; Doyle 1990; Hamson et al. 1989).

There are a number of pitfalls, though, with empowerment schemes. Commitments from employees are of limited use without reciprocal commitments from top management (Eigerman 1988). Effective empowerment schemes depend critically on good horizontal and vertical communication practices in the organisation (Gingrich & Metz 1990). A recent study by Ernst & Young also suggests that employee empowerment activities are beneficial only within higher performing organisations (Miller 1992).

A recent review (Allaire & Firsirotu 1990) suggests that many organisations select inappropriate planning methods because they do not understand the relationship between planning methods and organisational characteristics. The authors identify five commonly used approaches to planning and evaluation:

- Leader driven;
- Culture driven;
- Line driven;
- Numbers driven; and
- Staff driven.

The leader driven method works best in an organisation where the chief executive has a thorough knowledge of *all* aspects of the organisation's business. Notable examples are Marriott and Toys-R-Us. Formally documented plans are often absent (and unnecessary) in these organisations, since most of the planning and evaluation is done by the leader.

The culture driven method relies on all employees having a good understanding of (and commitment to) the organisation's goals, skills, values, and management principles. These organisations make substantial investments to establish a functional culture which they support and reinforce in every possible way, from promotion policies to symbolic and monetary rewards. Plans are simple, short and action oriented, since it is unnecessary to express what is known by all. Examples are McDonalds, 3M, and IBM.

Line driven methods are most suitable in large multidivisional organisations with diverse business functions, which have a relatively mobile work force and which have not developed an elaborate culture infrastructure similar to that described above. In these organisations, effective planning is based on clear corporate strategic directions set by the executive, involvement of staff at all levels in planning relevant to their business units, and good information sharing ("networking") practices throughout the whole organisation.

Numbers driven and staff driven planning methods are considered inappropriate in every situation. Numbers driven planning occurs when managers rely disproportionately on quantitative information for planning. This can arise when an organisation undergoes rapid diversification or geographical dispersement, or when executives with key business knowledge leave the organisation.

Staff driven planning is also unreliable. In this approach, organisations delegate planning and evaluation to specialist planners. This can result in planning and evaluation strategies being driven by the planners, rather than by the executive and staff in business units.

Police services in Australia

Police services are currently large, functionally diverse and geographically dispersed organisations. While there are strong elements of culture in these organisations, they are undergoing significant cultural reform, and new philosophies and values are being established. The line driven planning approach described by Allaire & Firsirotu (1990), therefore, appears to be the most suitable option. The key elements of this method are:

- a clearly articulated and widely communicated corporate vision for the organisation;
- a wide appreciation of a small set of core values;
- executives and line managers at all levels who actively engage in effective information sharing ("networking") practices;

- adaptive and flexible incentive schemes linked to key strategic indicators; and
- strategic thinking and implementation skills at all levels.

Allaire & Firsirotu's emphasis on executive responsibility for communicating a vision, gaining corporate acceptance of a small set of core values, and networking, is clearly consistent with the Japanese approach to achieving harmony and synergy in an organisation. The recommended incentive schemes and application of strategic planning at all levels of the organisation are consistent with contemporary interest in bottom-up planning and employee empowerment.

Current Trends in Planning and Evaluation in Police Services

Some recent community policing initiatives have been remarkably successful. In an address to the National Press Club in Canberra last year, Reuben Greenberg, Police Chief, Charleston (USA), reported a 40 per cent reduction in the crime rate for the period 1982-89 against a national (USA) trend of rising crime. He attributed this to a very visible police presence on the streets and active liaison between police and the community. Police in Charleston are empowered to develop and implement local strategies which enlist the support and involvement of the community in policing.

Police Commissioner Lee Brown used a similar approach to address crime problems in New York City (Webber 1991). Operational police were trained and empowered to solve problems, rather than to merely respond to incidents repeatedly. Training, evaluation and reward systems were changed to support local community policing initiatives.

Both Greenberg and Brown had very clear visions for their police services. These visions were promoted vigorously in their organisations, and also in the public arena. They engaged operational police in bottom-up planning, consistent with their vision, and instituted incentive schemes linked to key strategic indicators. The similarity with Allaire's line driven planning method is obvious.

Another police service which has adopted a similar approach to planning and evaluation is the Cambridgeshire Constabulary (Keogh 1990). Each year, the Chief Constable in Cambridgeshire produces a Force Policy Statement. This statement, and local situational analyses, guide the formulation of local objectives, strategies, and action plans by operational police. Operational police also develop their own evaluation plans and performance indicators, although they are encouraged to draw from a corporate set of indicators. The rationale for using common performance indicators is to maximise quality of performance information and enable direct comparisons of performance between different police units.

There are some disadvantages in having a corporate set of performance indicators. While quantitative corporate-wide performance information can be important in assessing corporate strategies, there is always a danger that over-reliance on these indicators may allow planning to degenerate into an

ineffective numbers driven process. Also, operational police may be inclined to choose performance indicators which do not exactly suit their local strategies.

Planning and Evaluation in the Queensland Police Service

In 1990, the Queensland Police Service developed a corporate plan to assist with the Fitzgerald reform process. While the Service did have a corporate plan in line with Treasury requirements, at that time, it had not been distributed widely in the organisation, and a centralised approach had been used in its development.

The 1990 plan, which introduced a fully coordinated approach to planning throughout the whole organisation, included:

- a definition of long term organisational goals and strategies;
- the development of short-term objectives and actions at all levels of the service;
- the implementation of actions via action plans, project plans and personal plans.

One of the purposes of the plan was to increase the level of participation and discretion used by operational police, as an approach consistent with the philosophy of community based policing (Bayley 1988).

Strategic planning can be associated with some of the successful reforms in the Queensland Police Service during the last five years. In particular, it is clear that planning has contributed to an increasingly open police culture and greater opportunity for external scrutiny of police strategies (Dalglish & Lewis 1992).

However, there have been several impediments to full implementation of the planning model. The most pertinent evidence for this has been the strategic planning documents themselves. Plans developed by operational police at divisional level typically duplicated those prepared by senior officers at district and regional levels. In some cases, the name of a district had been simply "whited out" and replaced by the divisional name. Clearly, planning had been adapted to maintain the top-down management style rather than enhance the implementation of a more participative, community-based, locally-responsive approach.

Interviews with operational police managers around the State revealed four obstacles to implementing the strategic planning method:

- lack of up-front training in planning for operational managers;
- reluctance to "let go" of control by middle and senior managers;
- aspects of the processes for planning and evaluation did not match police skills, knowledge, and activities; and

- good planning models (or exemplars of "best practice") were not readily available to operational police.

The issues of training and delegation for planning are being addressed by the Service. A model of planning and evaluation for operational police is provided below. It describes the major elements of planning and outlines how police can use their existing skills (interviewing, investigation, analysis and reporting) to simplify the planning process, and ensure that their plans are directly relevant to local community needs. The model provides for alignment of local plans with corporate strategic directions, and it emphasises the essential bottom-up element of planning provided by operational police.

The Model: Planning and Evaluation by Operational Police

Definitions of some common planning terms

The proposed planning model requires operational police to understand a small number of planning terms—objectives, actions and performance indicators. The model also uses terms for referring to time frames.

Objectives

Objectives have been defined by the Commonwealth Department of Finance (Australia) as follows:

An objective is a concise statement of what a program . . . aims to achieve. Good objectives are outcome oriented i.e. they reflect the projected benefits to the community . . .

This focus on "community benefit" should be made very explicit for policing objectives. The definition currently being applied in the Queensland Police Service emphasises that good objectives should specify the client, and refer to the outcomes which are desired (Queensland Police Service 1992).

Actions

Actions indicate what the police establishment intends to do in order to achieve the identified objectives. Action plans help managers and officers assign tasks and allocate resources.

Performance indicators

Performance indicators are items of information which are used to assess progress towards the achievement of objectives. When information provided by performance indicators is analysed, it becomes *performance information*. This does not need to be numerical (quantitative) to be useful; some of the most valuable information available to managers is descriptive (qualitative). There should always be obvious links between statements of objectives and performance information.

Time frames

Long-term is defined as longer than five years (and up to about ten years). Medium-term is defined as three to five years (corresponding to a corporate planning cycle). Short-term is defined as up to one year (implying an annual strategic planning cycle).

Operational Planning and Evaluation in the Context of Organisational Processes

Figure 1 illustrates the interdependency of top-down and bottom-up processes. Senior management should be responsible for the organisation's broad directions. Operational management should have the discretion to set objectives and adopt tactics to meet local needs.

The capacity of operational police to successfully plan in a way which maximises the vertical and horizontal linkages in the organisation is dependent on the clarity and appropriateness of the corporate mission, vision and core values.

The mission should clearly indicate the difference which policing will make in the community, for example, a safe, secure and more cohesive community.

The vision provides a sketch of the organisation in an ideal future. It describes what police and their organisations should be and how they should be regarded. Contemporary vision statements tend to emphasise police professionalism and organisational accountability.

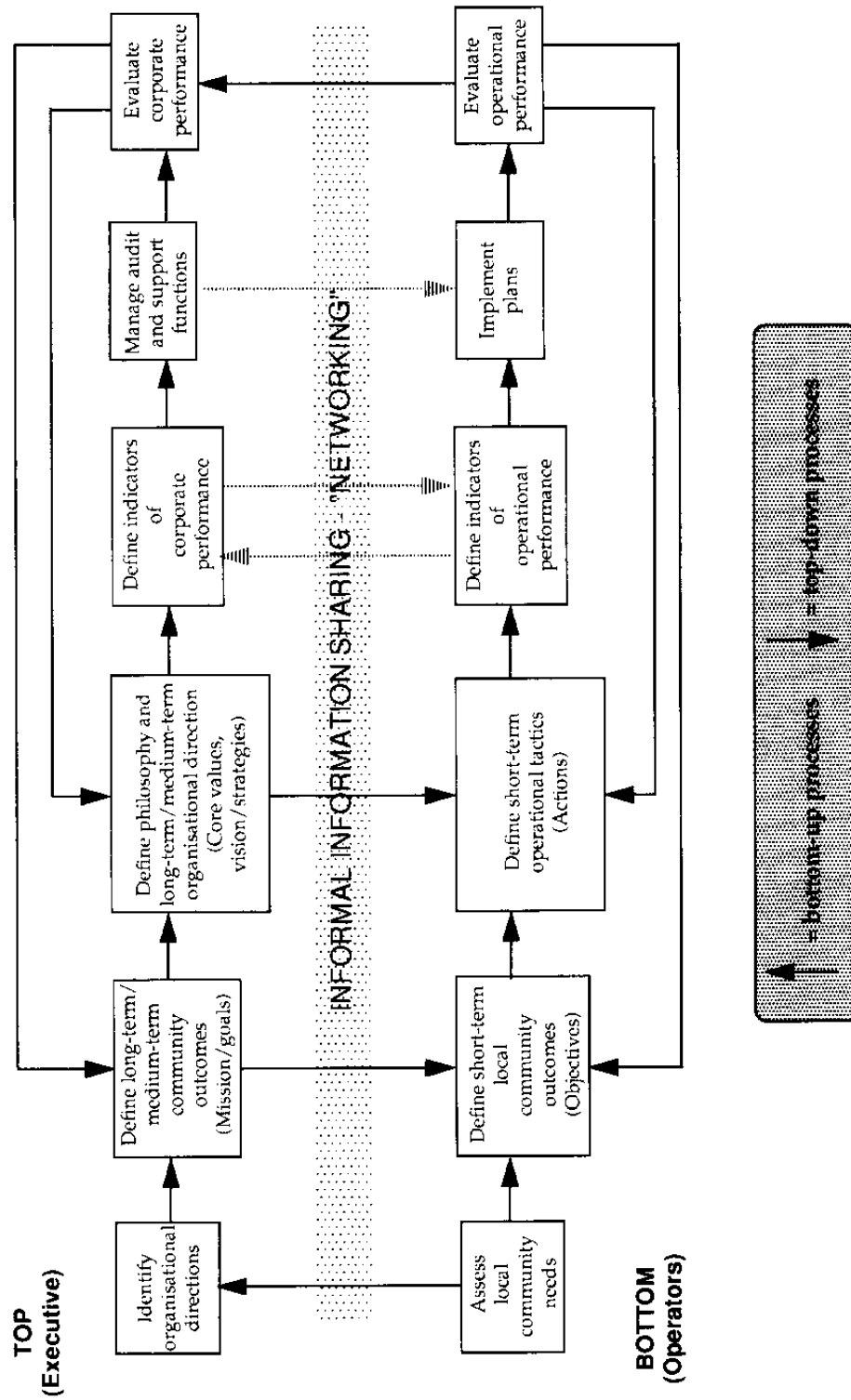
The core values are a small group of statements which provide the philosophical context for police activity. Core values should be different from a statement of ethics. In modern policing they will tend to include partnerships with communities and adhering to social justice principles.

It is essential that the mission, vision and core values are statements which clearly communicate the leadership's direction. They must become integral to the rhetoric of senior officers and be understood and supported by operational managers.

One of the critical elements of the model is that evaluation should be a "bottom-up" process. Enhanced individual and team development in operational policing requires police to take a greater role in collecting, analysing and sharing relevant local information. Corporate learning is also significantly enriched by the qualitative and contextual information reported by operational police.

Operational police can successfully plan, implement and evaluate their operations according to this model if they are supported by appropriate processes and given significant discretion in decision-making at the local level.

Figure 1
Top-down and Bottom-up Processes for Strategic Planning



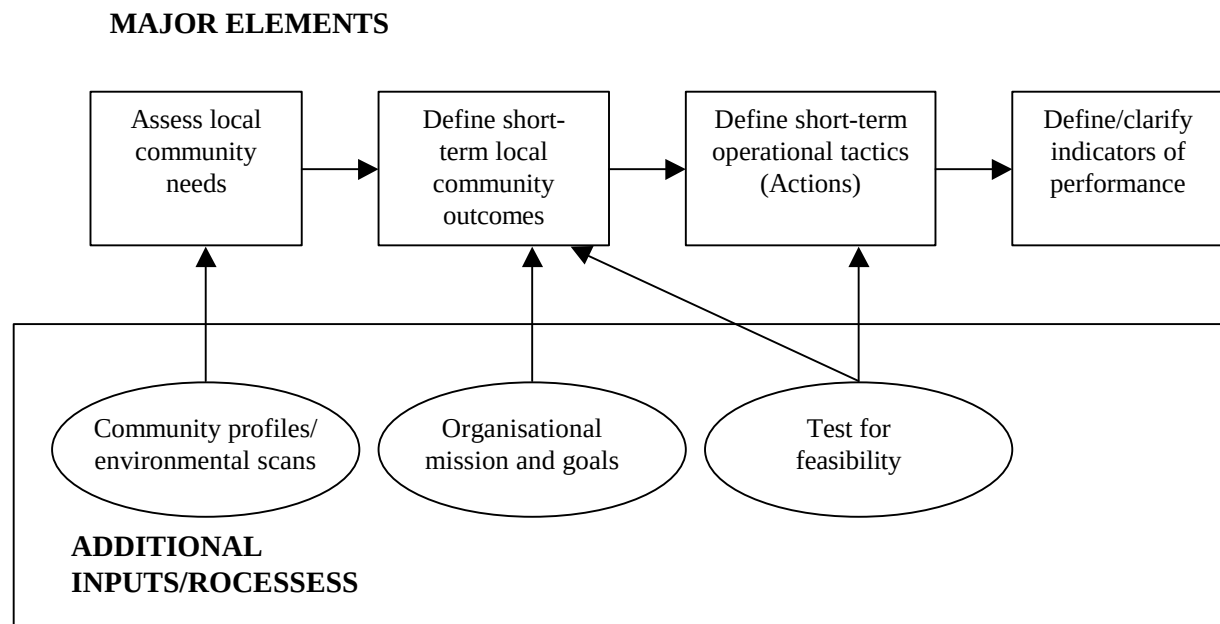
Planning

To be effective in developing strategic plans which can contribute to the bottom-up flow of information and decisions, operational police need a process which is quick, effective and, more importantly, consistent with police skills and activities. This is crucial if operational management is to seize the distinct strategic advantage of being able to use local community and police resources to support responsive and targeted decision-making rather than relying on slower, less focussed centralised processes.

The social planning discipline offers a number of techniques which involve local communities and operational officers in identifying priority needs and choosing appropriate responses. The advantage of these techniques is that they rely heavily on interpersonal (as opposed to technical) procedures which are more consistent with police skills, experience and activities (Whitaker 1982).

Figure 2

Process for Strategic Planning at the Operational Level



For example, police are generally skilled in collecting information about criminal offences from witnesses. The conscious processes used are designed to establish whether specific offences have occurred as defined by the Criminal Code or other legislation. It is a relatively simple step for police to apply similar techniques to planning with the intention of increasing their understanding of strategic issues.

Day-to-day police activity usually involves high levels of mobility within a community. This provides excellent opportunities to use structured, semi-structured and non-structured interview processes and other interactive information gathering and planning methods.

These skills can be applied to each element of the planning process (identified as bottom-up processes in Figure 1) including key inputs such as environmental scans and feasibility testing (added in Figure 2).

Community profiles/environmental scans

Community profiles (or environmental scans) use demographic, social and economic information about a community to build a model of what the community is like now, and how it has become like this. They typically involve the collation of census data and other information readily available from local sources.

Within the policing context, community profiles largely consist of information on demographic and policing trends. This information can be quickly and relatively cheaply collated. Other relevant information such as trends in health, education, emergency services and economic development can often be obtained from other local resources.

Community profiles provide a body of reference information which can inform planning decisions. However, other processes are required to identify priority needs.

Assessment of local community needs

"Needs assessment" is the term commonly used in social planning to identify community needs relevant to an organisation or service (Delbecq et al. 1975). Two social planning techniques which have proven records in needs assessment are Delphi and Nominal Group Technique (NGT). Both these methods require simple, iterative processes which achieve consensus and commitment to priority issues.

The advantage for police in using techniques such as these, is that they depend on skills of interpersonal consultation, interviewing, observing, collating and interpreting—all of which are consistent with police work. These techniques provide a framework for police to translate these skills from criminal investigation to public consultation.

To identify community needs using techniques like NGT, a police manager would facilitate a community meeting—either an open invitation to community members or invitees representing a cross-section of community interests. Operational police should also participate in the forum.

The workshop facilitator might ask participants to answer a small number of questions such as, "What are your main law, order and safety concerns?"; "What should police be doing about these?"; and, "What should other agencies and the community be doing?". This process will result in the generation of a large number of issues and ideas. However, through small group discussions and simple voting procedures, issues will be clarified, and priorities will emerge.

Based on experience, police are fairly reluctant to involve members of the public and representatives of other agencies in their planning. However, the major item of police feedback from workshops where some token outside involvement has been insisted on, has been that the external input was vital and that there should have been more of it.

The advantages of this form of needs assessment are:

- it is relatively easy for operational police to manage;
- it is more consistent with existing police skills than, say, structured and unstructured surveys, which are often of limited value unless appropriate expertise is involved;
- it enhances the development of a team approach to policing consistent with successful elements of Japanese management;
- in terms of useful results, these techniques are as valid, and arguably more valid (Cochran 1979) than many quantitative approaches; and
- it provides additional tangible benefits of encouraging joint community/police ownership of problems and enhancing community understanding of police concerns.

Once understood, consultative methods such as these are easily adapted for other planning and evaluation processes, some of which have been applied successfully within the Queensland Police Service (Queensland Treasury 1992).

Developing strategic objectives, actions and performance indicators

Group processes involving operational police and members of local communities are also ideal for developing objectives, strategies and performance indicators, being readily carried out in the same forum as that used for needs assessment.

The first step should be to focus participants on a preferable future for their community—one in which the identified needs have been met. Two possible approaches to this have been successfully used in strategic planning workshops.

One method is to start by generating outcome-based performance indicators. Questions such as: "What will it look/feel like to succeed?" or "How will you know if you have a win?" stimulate participants to think creatively. (This is similar to the approach used by Japanese industry.) Once

responses have been collated and prioritised, statements of objectives can be readily generated.

A second method is to use the needs assessment results to clearly identify key client groups (for example, children near the school, teenage road users, elderly pedestrians, unemployed youth). Objectives can then be formed by identifying the projected benefits to these particular client groups.

Good objectives are fundamental to successful strategic planning at the operational level. Consultative planning forums involving community representatives provide opportunities to gain widespread commitment to priority concerns. Police managers must ensure that the process of clarification and prioritisation is undertaken. They must also ensure that objectives reflect the organisation's direction (that is mission, vision and core values).

Similar methods can be used for developing performance indicators. There should be direct and obvious links between indicators and relevant objectives/actions. If it is difficult to define a good indicator, it is likely that the objective or action needs clarification.

Testing for feasibility

Visioning, needs assessment and planning exercises can be exciting experiences. Not only do they help identify community needs, but they also generate creative (and, at times, irresistible) ideas for improvement in the community. However, plans must be realistic and achievable. Local police managers are responsible for ensuring that plans are consistent with corporate directions, and achievable within existing resource constraints. High risk or resource intensive initiatives may need to be modified or delayed. Ideally, feasibility testing should be carried out in consultation with all stakeholders (the community, operational police and other relevant business units in the police service).

The planning process outlined in this section should result in a high level of commitment to the plan amongst the community and operational police. Managers should build on this commitment by advertising and circulating the plan widely, through the media and other forums. The plan is fundamentally about police activities. However, its success will be more likely if there is also a sense of ownership within the whole community.

Implementation

A number of mechanisms are available to managers for implementing plans. Action plans can be used to define the specific tasks to be undertaken to complete key actions. These plans identify tasks to be completed, who will do them, with what resources, to what quality/standard and by when.

Project planning is a useful tool for groups of actions which represent a defined outcome. Mechanisms of accountability, performance measurement, coordination and quality control can be built into project plans.

Personal performance planning is now required in most public sector organisations. While this process has many flaws (Burton 1992), it can be useful for aligning strategic directions with personal objectives.

Managers should continue to use consultative processes. Major initiatives and achievements should be advertised through the media. Ongoing consultation through formal police consultative committees or other forums should also occur. Managers must appreciate that consultative processes build up positive expectations within communities. There is always a danger that confidence can decline if expectations are not met.

Evaluation

The objectives of evaluation are:

- that decision-makers, particularly at operational levels, make better decisions;
- that coordinators of operations allocate resources and develop policies which are more equitable and strategically aligned; and
- that clients and police executives can judge the efficiency and effectiveness of police services.

In the management cycle (planning, implementing and evaluating), evaluating provides much of the needs assessment for the next cycle. Hence the techniques of evaluation can be very similar to those used for needs assessment.

Relationship between evaluation at the operational and organisational levels

An important feature of the strategic planning model (Figure 1) is that evaluation is a bottom-up process. Fundamentally, performance information must be a living resource supporting group learning processes in operational teams (Stacey 1993). The empowerment of police which will occur through the planning processes advocated in this model must be reinforced by the management of evaluation.

This bottom-up approach to evaluation will also enrich the value of information at ascending levels of the organisation by providing qualitative details including direct community input. It will reinforce understanding of the diversity of policing environments, enhancing the likelihood of a more flexible policy response.

There is a danger that police organisations will choose top-down approaches to evaluation through:

- an emphasis on centralised collection, analysis and reporting systems based on a suite of organisation-wide performance indicators (numbers driven method); and/or
- the employment of large groups of evaluation experts, either at central or regional levels, who manage performance information and thereby the decision-making process (staff driven method).

Both these approaches have been dismissed by Allaire & Firsirotu (1990) as ineffective.

Under the numbers driven method senior police may have numerical information based on a number of organisational indicators. However, operational police will continue to control the crucial, enriching, qualitative information vital for a true understanding of the situation. Moreover, decisions are likely to be made on the basis of the central tendency of data rather than on an appreciation of the complexity of the environment.

The staff driven model would be equally ineffective. The organisation's "experts" would be in central planning and evaluation units. Equally, their advice would tend to be based on central tendencies.

It is likely that both these options would result in significant disempowerment of operational police and their communities by limiting the role of line managers in the decision-making process. Moreover, they are costly in terms of information systems development and personnel. By contrast, the model advocated in this paper, requires minimal cost because the processes are appropriately integrated with operational tasks. Indeed, planning and evaluation has the capacity to significantly enrich operational work.

The implication of this for centralised planning and evaluation units is that they should be small, and focussed on processes rather than content. Their primary role should be to teach, support and inspect. They should define their success by the quality of planning and evaluation undertaken by operational police.

Implementing a process for evaluation

Evaluation must be allocated resources and integrated with other tasks being implemented. Otherwise it becomes a useless exercise in meeting reporting deadlines rather than an essential input into decision making.

The first step in implementing a process for evaluation is to review the performance indicators included in the strategic plan. It is better to have good, cost-effective information based on a few, critical indicators than poor, costly information based on an elaborate suite of indicators. Integrating evaluation into operational policing requires that collecting, analysing and reporting are included as tasks in action plans and personal performance agreements.

Police already undertake many evaluation tasks on a daily basis. For example, they:

- gain feedback from members of the community;
- liaise with community groups;
- monitor media coverage of policing;
- take complaints; and
- observe trends in community development.

Managing evaluation involves focussing these tasks on issues of strategic significance and ensuring that information is collated and reported.

Managers must continue to use community resources such as the media to ensure that performance information is made available to local clients of the service.

To help operational police apply the model proposed in this paper, a summary of the key steps in planning and evaluation has been provided (Figure 3). This summary could be used to prompt consideration of the major steps in assessing local needs, developing a strategic plan, implementing the plan and evaluating the effectiveness of the plan.

Figure 3

Key Steps in Planning and Evaluation for Operational Police

A. Needs Assessment

<i>Steps</i>	<i>Comments</i>
Environmental Scans and Community Profiles.	Collect readily available information on demographic, social, economic and policing trends.
Delphi Survey.	Use Delphi process to survey a small number of "expert" advisers.
Hold joint public/operational police meetings using Nominal Group Technique (NGT).	Either call an open public meeting or invite representatives of a cross-section of the community. Identify priority law, order and safety needs and preferred police/community responses.
Relate local needs to organisational direction.	Compare identified community needs with organisational directions (e.g. conforming to values of social justice, etc).
Seek community/police agreement on priority needs.	Use voting procedures or other techniques to gain consensus on priorities.
Advertise priority needs through police bulletins and media.	Seek widespread ownership of priority needs identified by police and community.

Figure 3 (cont.)

B. Strategic Planning

<i>Steps</i>	<i>Comments</i>
Develop outcome, client focussed objectives in response to identified community needs.	Use joint community/police workshops and ask questions such as "What will success look/feel like?"
Quality check objectives against organisational mission and goals.	The manager should ensure that objectives are achievable and within the corporate framework.
Use group processes to brainstorm and prioritise possible police/community responses to objectives (actions).	Creative solutions to needs are sought. Managers need information about perceived priorities of various options.
Quality check actions against resource constraints and consistency with organisational vision, core values, strategies.	Managers must "reality test" proposed actions, ensuring that organisational direction is embraced.
Develop performance indicators for each objective and action.	There must be a clear link between objectives and outcome indicators and also between actions and output/process indicators. Objectives and actions may need to be modified.
Finalise plan.	Gain commitment from community members and operational police.
Promote plan through police media bulletins and local media.	The direction and details of the plan should become part of the manager's rhetoric.

C. Implementation

<i>Steps</i>	<i>Comments</i>
Develop action plans.	Identify tasks, who is doing them and when. Action plans should be realistic and achievable within resource constraints.

Criminal Justice Planning and Coordination

Plan projects.	Groups of actions may be delegated to subordinate officers as projects. Submit project plans for central coordination and monitoring.
Update personal plans.	Ensure that the direction of the strategic plan, including key tasks, are taken up in personal performance plans.
Develop mechanisms for monitoring tasks.	Ensure tasks are delegated, with full responsibility for monitoring and reporting.

Figure 3 (cont.)

D. Evaluation

<i>Steps</i>	<i>Comments</i>
Develop evaluation plan.	Tasks of information collection, collating and reporting should be identified, preferably using methods consistent with police work.
Integrate evaluation tasks with action plans and personal plans.	Each officer should be responsible for evaluating their own performance and also for contributing to group learning.
Develop simple processes for collecting and analysing information.	Using scrap books, team meetings, etc., to ensure that information is circulated.
Report progress to community and superiors.	Use media, etc. to promote police successes and problems.
Review objectives and actions in the light of information.	Regular review of directions is important.

Conclusion

Large organisations are described as being managed according to "top-down" or "bottom-up" principles. In reality, most large organisations practise a combination of both approaches, depending on their culture and structure. Successful organisations adopt processes which balance their need to have a single, unifying, strategically sound direction, while empowering operational staff to make decisions which are responsive to their particular clients. For diverse organisations such as police services, a line driven model of management is appropriate, characterised by clearly and widely understood corporate vision and core values, information sharing based around a structure of line managers who are responsible for planning and evaluation within their portfolios, and, the promotion of strategic thinking and implementation skills at all levels (Allaire & Firsirotu 1990).

Police organisations need to enhance their bottom-up processes if they are to successfully operate within this framework. Fortunately, operational police have skills in information collection, analysis and reporting which can be readily adapted to participative strategic planning and evaluation. By involving local community members, police can add significant value to their plans and performance information. Locally-developed responses to problems are also more likely to involve the effective

coordination of police and community resources directed at priority needs than strategies developed by senior management.

Senior police managers should resist the temptation to rely on centralised planning and performance management systems. The lesson from other large

organisations is that these approaches reduce organisational effectiveness by limiting the role of operational managers in decision making. Centralised units should be small and focussed on enhancing processes for planning, evaluation and inspection.

Processes based in the social planning discipline can be readily adapted for operational police in a way which empowers them to be creative and innovative within the framework of the organisation's corporate directions. These processes have the potential to enrich the quality of information available to all levels of the organisation. It is suggested that the organisational dynamics associated with these processes are likely to strengthen cooperative team approaches to policing problems while not limiting control necessarily exercised by senior executives.

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