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POLICE EXECUTIVE
RESEARCH FORUM

FINAL REPORT
to the
National Institute of Justice

Implementing an Agency-Level
Performance Measurement System:
A Guide for Law Enforcement Executives[*]

By

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ABSTRACT

The Police Executive Research Forum (PERF), with funding from the National Institute of Justice (NIJ), developed an *agency-level* Performance Measurement System for the law enforcement community. The PERF measurement system is unique because it focuses law enforcement agencies' attention on a broader spectrum of activities–ones that have not been measured consistently, but are imperative to understanding what law enforcement agencies produce for their communities. This guide outlines key components of the System, which law enforcement executives can modify and adapt to suit the needs of their individual agencies and communities.

Data collection for this project was carried out in Lowell, MA and Prince William County (PWC), VA. Residents of the city of Lowell and staff from the Lowell Police Department assisted with the development of the PERF performance measurement model and PWC served as our case study site. In each location, PERF employed a multi-method data collection process, including the collection of agency documents and archival data, interviews and focus groups, and observations of key meetings and other relevant activities.

There are three major components to the PERF Performance Measurement System: (1) performance expectations, (2) measures, and (3) accountability structures. We divide our performance expectations into three major law enforcement outcomes: Community Safety and Security; Perceptions of Safety and Security; and Confidence, Trust and Satisfaction in law enforcement. PERF developed an array of survey and non-survey measures that agencies can adopt to gauge their progress toward meeting these three major outcomes and an additional construct of community health. PERF staff identified a number of potential organizational and individual-level accountability structures that can help an agency ensure that individual and unit efforts within the department are geared toward the achievement of the performance expectations.

PERF's case study highlighted the Prince William County Police Department's (PWCPD) process of developing, implementing, and maintaining its performance measurement system. We identified the positive and negative outcomes of the system, the challenges associated with its implementation, and how the PWCPD overcame these challenges. The case study illustrates how one agency identified and implemented specific measures that are well suited to the needs and resources of the particular agency and describes a proven process of implementing a strong performance measurement *culture* within a county.

This report is designed to assist police practitioners who want to implement comprehensive measurement and accountability systems in their agencies. This report provides guidance on the PERF performance measurement system and uses the PWC Police Department case study to illustrate the kinds of challenges a department might face when implementing such a system.

INTRODUCTION

Law enforcement has undergone dramatic changes over the last few decades. These changes include an emphasis on outcomes beyond crime control and much greater accountability to the communities that law enforcement agencies serve. Both of these changes provide justification for the implementation of comprehensive performance measurement systems. Agencies need to know what it is they are producing with the public dollars and power they get from their constituencies and they have an obligation to report their performance to those same constituencies. Performance measurement systems have the potential to help an executive manage a department and direct it towards effective and efficient performance and to produce greater trust and satisfaction on the part of the residents served.

The Police Executive Research Forum (PERF), with funding from the National Institute of Justice (NIJ), developed an *agency-level* Performance Measurement System for law enforcement agencies. The PERF measurement system is unique because it focuses law enforcement agencies' attention on a broader spectrum of activities–those that have not been measured consistently, but are imperative to understanding what law enforcement agencies produce for their communities.

The PERF agency-level Performance Measurement System (System) is comprised of a model of overall performance expectations (what law enforcement "should" be producing for their communities), tools to help measure progress toward meeting the expectations (measures and methods), and organizational structures to hold agencies, and the employees within them, accountable for meeting the expectations. The System formalizes overarching goals for law enforcement, provides scientific ways to assess an agency's progress toward meeting these goals, and structures ways in which agencies promote behavior in accordance with goals. The PERF Performance Measurement System emphasizes the collection and analysis of data on a broader range of performance outcomes beyond the usual outcome of reducing crime. This approach allows agencies to measure the many different ways modern law enforcement impacts a community.

Purpose of the Guide

The aim of this document is to guide law enforcement agencies in the development and implementation of a comprehensive agency-level performance measurement system. The System described here focuses on agency-level performance and not on individual-level performance. However, it is important to point out that although the overall Performance Measurement System focuses on the agency as a whole, individuals within an agency are the keys to helping an agency meet its goals.

This guide outlines key components of an agency-level Performance Measurement System, which law enforcement executives can modify and adapt to suit the needs of their individual agencies and communities. Included in the System are three elements: (1) a model highlighting general performance expectations for law enforcement, also referred to as the performance expectations model; (2) measures to assess agencies' progress toward meeting the performance expectations; and (3) accountability structures that ensure employees are held to account in meeting the targeted performance expectations.

The System is intended to be general enough so that it could be relevant to many different types of agencies. In order to accomplish this, PERF staff developed a somewhat customizable System. PERF achieved this by developing a model with common law enforcement outcomes as well as by providing a broad range of measures and accountability structures. Thus, most law enforcement agencies can identify with the model's performance expectations, and law enforcement executives can choose measures and accountability structures based on the needs of their individual agencies and communities and the availability of resources.

Following the description of the PERF System, we present information from the case study that PERF conducted with the Prince William County (PWC) Police Department, which has a well-established and successful agency-level Performance Measurement System. In this document we provide a description of the system together with some of their lessons learned during implementation and maintenance. This coverage should help agencies that are considering a performance measurement system to envision one in place and anticipate the process of implementation and maintenance.

Overall, this report provides recommendations to guide those responsible for developing and implementing a comprehensive performance measurement system. We present the PWC experience to help other agencies implement a performance system, avoid some of the problems they experienced, and provide a concrete set of "lessons learned" from an actual department. We believe that performance measures need to be grounded in the local conditions. Therefore, rather than offering one set of measures for all agencies to use we offer a menu of measurement items to choose. While the PWC Police Department uses only a portion of our measurement items, the PWC experience serves as an important illustration of how stakeholders can develop a comprehensive performance measurement system in their own jurisdiction that identifies areas of local concern to the community and responds to those concerns.

Audience

There are several groups that will find this document useful, but it is specifically targeted to law enforcement executives interested in developing a new

performance measurement system or those interested in expanding or modifying an existing agency-level system. The System described here is appropriate for agencies of various sizes, geographic locations, and jurisdictions.
This guide would also be of interest to local and state elected officials to whom law enforcement agencies are accountable and must report their progress and to informal leaders or other consumers of police services.

<u>Organization of the Guide</u>

The remainder of this guide is divided into five sections. The first section outlines why an agency-level performance measurement system is important. Next, the PERF model is presented, including the performance expectations model, lists of measures, and a range of accountability structures. This section details each of the three components to the PERF performance measurement system and provides a discussion of how PERF developed each of them. The third section reports on the Prince William County (VA) case study. We describe why the site was chosen and describe the history of the system, its major components and processes, lessons learned and the impact it has had on the county and police department. This section provides valuable "lessons learned" into the experiences of this agency that implemented, modified, and sustained a successful performance measurement system. The fourth section provides guidance for law enforcement agencies seeking to implement an agency-level performance measurement system or implement one anew. The final section offers concluding remarks.

THE IMPORTANCE OF AN AGENCY-LEVEL PERFORMANCE MEASUREMENT SYSTEM

There is a strong need for comprehensive agency-level performance measurement within the law enforcement community. First and foremost, a comprehensive performance measurement system is needed because citizens demand and are entitled to information on the workings of government. At the local level, city councils, mayors, managers and other formal and informal leaders demand an accounting for the investment of public funds (Moore et al, 2002). Moore (2003:7) claimed that citizens have the "*right* to demand accountability … After all, it is their money and liberty that is being used by public police departments to make the community safe and just" (italics in original). Moore argued that even if government or citizens do not demand an accounting of what the police department produces for the community, the agency should provide it because it is the right thing to do.

Such a measurement system can also increase community satisfaction and trust in the police. A system that produces information for citizens regarding the

workings and results of their law enforcement agency can make citizens feel more accounted to and can let them assess whether the agency is making good use of public funds.

A comprehensive performance measurement system can also help law enforcement executives manage their departments. Moore et al (2002: 2) recommend that law enforcement agencies focus their attention on a clear mission, develop measurable goals consistent with the mission, embrace accountability, and build internal measurement systems to help everyone feel accountable for making contributions to the agency's overall goals. Such a system could improve agency effectiveness and efficiency by setting specific goals and objectives to guide the agency that are consistent with what the agency's constituency believes the agency should produce. If the system is linked to key accountability structures within the department it will produce behaviors on the part of personnel at all levels that are geared toward the achievement of the goals and objectives.

Indeed, measuring agency-level performance is critical. However, it has also proven to be a complex endeavor. There is evidence that individual law enforcement agencies have measured performance since the mid-19th century (Maguire, 2003). However, these measures were cursory and concentrated on law enforcement's ability to "enforce" the law. Typically these measures focused on the outputs (or activities) of law enforcement instead of outcomes (or "results"). While measuring outputs (such as response time, arrests, and clearance rates) provides some insight into the daily work of law enforcement personnel and how agencies allocate resources, these types of measures lack the depth and context necessary to fully understand how law enforcement agencies affect change through their work.

Moore et al (2002) and other scholars have argued that we should measure the wide range of activities of the police, which would allow for a more comprehensive look at what police produce for their communities. Some law enforcement scholars have outlined how the evolution of community policing prompted reflection on how we measure law enforcement performance (Alpert, Flynn and Piquero, 2001; Alpert and Moore, 1993; Horne, 1992; Langworthy, 1999). These and other authors realized that the tenets of community oriented policing called for a more progressive form of police work where law enforcement officers produced more for their communities than quick response times and arrests. It became clear that agencies need to "measure what matters," which encompasses a broader range of activities and, more importantly, outcomes.

In this document we provide a description of the PERF agency-level Performance Measurement System and the process by which it was developed. Additionally, we provide valuable insight into the experiences of one law enforcement agency that implemented, modified, and sustained a successful performance measurement system. Finally, this document provides guidelines to

agency executives seeking to augment an existing system, or implement one anew.

THE PERF MODEL

There are three major components of a comprehensive agency-level performance measurement system: (1) performance expectations, (2) measures, and (3) accountability structures. This section outlines each of these components in greater detail and provides a discussion of how PERF developed each of them.

<u>Identifying Performance Expectations for Law Enforcement</u>

The Performance Expectations as described here are key law enforcement outcomes–those goals which law enforcement should be striving to achieve. PERF sought to develop an overarching model that would outline these major areas of responsibility and provide an illustration of how they fit into the larger agency level performance measurement System. Certainly every agency is unique, and each may have a different perspective as to what the most important goals for their agency should be. Moore et al (2002: 7) argued, however, "there are some fairly generalizable ideas about the important *dimensions* of police performance" that are common to all agencies (italics in original). It was with this in mind that PERF identified the dimensions, or "performance expectations," to be included in the model. Importantly, the expectations that comprise the PERF model are law enforcement outcomes as opposed to outputs. Moore (2003: 3) defines organizational outputs as the "specific things police do," while outcomes are "valuable results that occur in society as a *consequence* of what the police do" (emphasis in original). Furthermore, these expectations, or outcomes, are intentionally general in nature (e.g., increasing safety and security) so that they are applicable to most law enforcement agencies regardless of geography, agency size, or jurisdiction. This model is really the keystone of the PERF performance measurement system–the foundation on which the rest of the system is based.

Internal and External Authorizing Environments
Building upon the work of many scholars, but especially the more recent writings of Moore et al (2002), PERF approached model development with two key audiences in mind–the people who work in law enforcement agencies and the communities served by law enforcement agencies. PERF staff has termed the former group the Internal Authorizing Environment (IAE) and the latter group the External Authorizing Environment (EAE). The authorizing environment, according to Moore et al (2002:84) is comprised of the "political actors or agents who have the *formal* power to review police department operations, or the *informal* power to *influence* those who do." The EAE is that group of formal and informal leaders outside of a law enforcement agency. The IAE are those

individuals *within* the law enforcement agency who have a stake in agency performance and are the ones charged with meeting performance expectations. These are virtually all members of a department from line to command, including non-sworn personnel.

The Lowell (MA) Police Department
To assist in the creation of the performance expectations model, PERF sought input from an actual IAE and EAE. PERF staff understood that expectations could vary with each law enforcement agency depending on the needs of their particular community. However, given the available resources, PERF could identify only one agency to assist in the identification of performance expectations. Project staff took the utmost care in crafting a generalizable model based upon the input of one law enforcement agency (IAE) and numerous key community members (EAE).

PERF chose the Lowell (MA) Police Department (LPD) as the agency to assist with this project. LPD was a desirable partner for this project because Superintendent Ed Davis was already seeking ways to gather input from the community about what the police department should be "producing" for them. The Superintendent was also receptive to the idea of a comprehensive agency-level performance measurement. Finally, because the community was such an integral part in the development of the performance expectations for this project, the fact that Lowell is a mid-sized city made data collection manageable, and results generalizable to many other law enforcement agencies.

Model Development with IAE and EAE
Superintendent Davis conducted interviews with IAE and EAE members asking them "what concrete results should LPD be producing for our constituents?" PERF staff attended the interviews as observers and took detailed notes that were later analyzed and formed the foundation of the performance expectations model. Findings from the IAE interviews revealed department personnel embraced the idea of gathering input from the community. Many recommended that the community should be the major source of information for the performance expectations. EAE participants included the Chancellor of a local university, the city manager, city mayor, members of city council, and formal and informal community leaders. IAE and EAE participants agreed that crime reduction and community members' feelings of safety and security were important performance expectations.

To build on the information collected through the interviews, PERF and the LPD Superintendent identified a subset of LPD personnel and community members to participate in a task force, which had the responsibility to nominate potential performance expectations to be included in the model. The task force met twice and discussed what it is that police everywhere, including the Lowell police, do or *should be doing or producing* for their communities.

After the interviews, focus group and task force meetings, PERF staff partnered with scholars who have expertise in police performance measurement; together they analyzed the raw data.[1] Their objective was to aggregate the information collected during the interviews and meetings and identify performance outcomes that reflected that community input. Each team member developed his/her own list of performance expectations/outcomes and then the group conferred to produce a single performance expectations model.

The Performance Expectations

The resulting performance expectations model (see figure below) includes three major law enforcement outcomes: Community Safety and Security; Perceptions of Safety and Security; and Confidence, Trust and Satisfaction.   Also included in the model are intermediate safety and security outcomes: Respond to Crime, Prevent Crime, and Otherwise Enhance Safety and Security. And, finally, the ultimate outcome is Community Health.

The major law enforcement outcomes are the very things that law enforcement should be "producing" for their community and therefore are the key dimensions on which law enforcement should be measured.   The intermediate safety and security outcomes are directly related to the first major law enforcement outcome, Community Safety and Security. Responding to crime, preventing crime, and otherwise enhancing safety and security (e.g., promoting traffic safety) are necessary objectives to be met in order to achieve a safer and more secure community. Finally, the overall goal of Community Health exemplifies a performance expectation that cannot be met by law enforcement alone. Indeed many agencies, organizations, and individuals contribute to a community's health. The purpose of including it in this model is to demonstrate its importance as an overall goal, as described by members of the IAE and EAE. For purposes of this project, we examined just law enforcement's role in enhancing community health.

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[1] These experts included Mary Ann Wycoff, Tim Oettmeier, and Phyllis McDonald.

Figure 1: Law Enforcement Outcomes Contributing To Overall Community
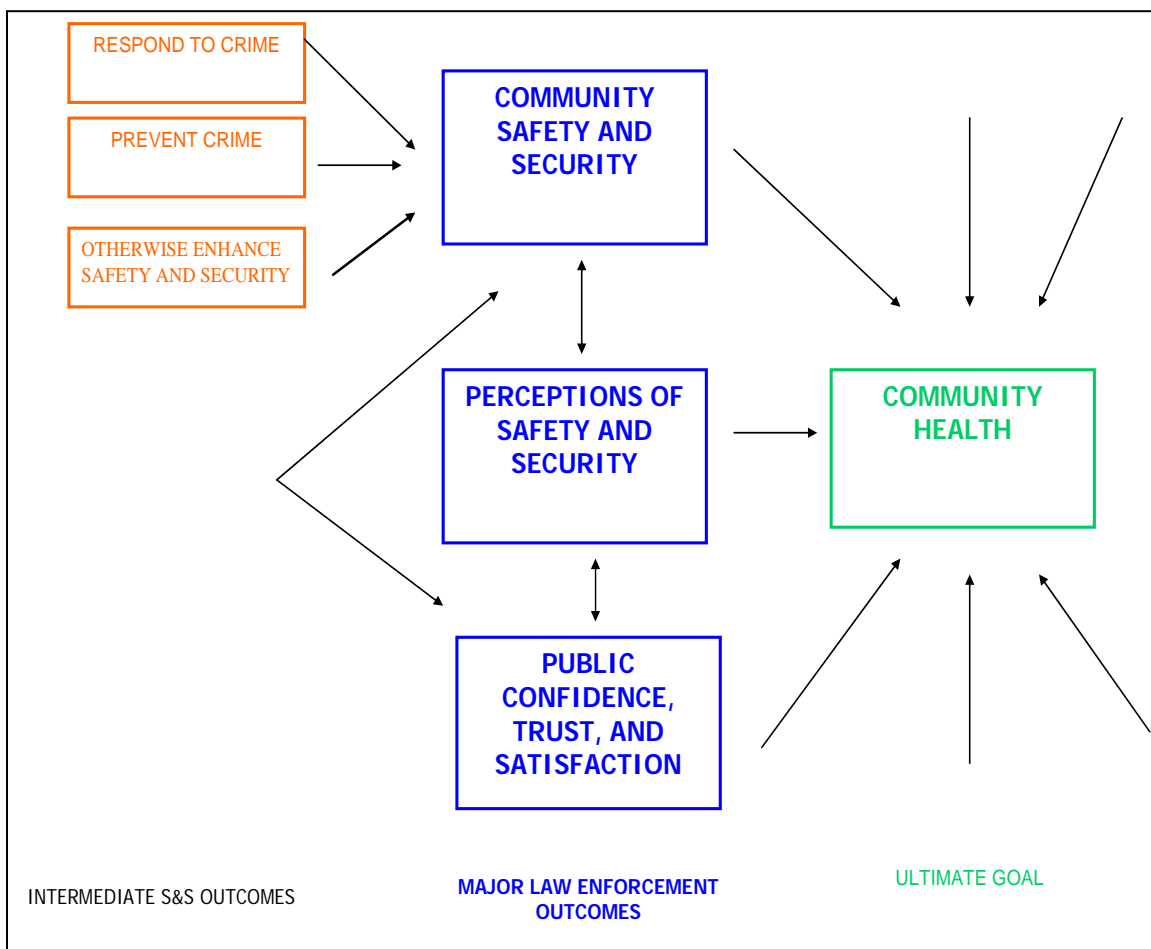
The arrows in the model are significant and deserve further explanation. Beginning at the left side of the model and moving toward the right, the arrows pointing from the three intermediate safety and security outcomes indicate that they are necessary objectives to be met in order to achieve the goal of Community Safety and Security. The intermediate safety and security outcomes might be integral activities of law enforcement agencies, but they are not considered a major outcome because they are a means toward a larger end–a safer and more secure community.

The arrows connecting the two major outcomes of Community Safety and Security and Confidence, Trust and Satisfaction indicate the complementary relationship between the two outcomes. That is, confidence and trust in law enforcement may be achieved by increasing safety and security in a community.

Similarly, a community's confidence and trust in their law enforcement agency may encourage them to assist the police (e.g., call to report crimes, serve as witnesses, serve on agency task forces) in efforts that keep their community safe and secure.

Other double arrows between the three major law enforcement outcomes similarly reflect complementary relationships. Community Safety and Security impacts upon a community's Perception of Safety and Security. And, this Perception of Safety and Security directly impacts the community's Confidence, Trust and Satisfaction.

The three arrows pointing from the major outcomes toward the overall goal indicates that the outcomes of Safety and Security; Perceptions of Safety and Security; and Confidence, Trust and Satisfaction are all necessary for creating a healthy community. The "orphaned" arrows—those pointing toward Community Health from the right, top and bottom of the model—indicate that there are many other contributors to a community's health besides law enforcement. Certainly, a healthy community is partially defined by a low crime rate, a feeling of security on the part of residents, and residents' trust and confidence in their law enforcement agency. However, community health is also produced by the actions of many other agencies and individuals.

Measures

In addition to a model of performance expectations, PERF developed an array of measures that agencies could adopt in order to gauge their progress toward meeting the performance expectations (outcomes). Ideally these data could be used to assist agencies in strategic planning for future years in terms of allocating resources towards their most pressing concerns (e.g., helping to reduce citizens' fear of crime).

Because agencies vary in terms of the resources they have to commit to performance measurement and in terms of available information sources, PERF identified numerous measures for each of the performance expectations. The measures are aimed at helping law enforcement collect two types of data: survey and non-survey data. Survey data allows law enforcement agencies to gather information directly from their various constituencies on a broad array of issues and events (e.g., citizens' opinions about the effectiveness of the law enforcement agency, citizens' self reports of criminal victimization). Non-survey data provides law enforcement the ability to analyze a wealth of information from various data sources collected by the law enforcement agency itself or by some other entity (e.g., the District Attorney's Office, the community's Office of Zoning). Overall, the measures presented here provide decision makers an assortment of options from which to choose, allowing for a more tailored system for their agency and community. We do not expect agencies will use all of our performance expectation measures. The concept of parsimony is critical. We

believe it is very important to keep the performance measurement task manageable and that departments should only collect the key indicators necessary to effectively track agency performance. In fact, agencies should not collect any data for which they do not have a specific analytic plan. If an agency does not know how it will use a specific data element then that agency should take an intensive look at whether it is necessary for it to be collected at all. The PERF system should be thought of as a buffet of measures where agencies select items to represent each of the main categories identified in Figure 1.

The PERF Process
PERF staff anticipated that at least some measures that have been used in other studies or projects would correspond to some of the performance expectations in the PERF model. However, the PERF System is unique in that it focuses primarily on outcomes as opposed to outputs; for this reason, we knew that many of the existing measures would not adequately fit in to the model. Thus, we anticipated that innovative, non-traditional measures would need to be identified that would more closely correspond to some aspects of the performance expectations model.

PERF identified existing measures that had been developed by scholars or agencies, some of which had been tested for reliability and validity. As expected, we were unable to find a full complement of existing measures to correspond to our model's performance expectations. To fill the "gap," PERF staff used various means to identify measures that had not previously been used to measure police performance. These "new" measures were either altered from previous studies, or they were identified anew–in some cases these new measures were even borrowed from other fields.

To ensure flexibility in the performance measurement system, PERF identified a range of survey and non-survey measures that correspond to each of the performance expectations listed in the model. Agencies can choose the measures and the methods best suited to their needs. Although the three major law enforcement outcomes are the centerpiece of the model, PERF included measures for the overall goal of Community Health as well. Again, law enforcement is just one of many agencies responsible for improving community health. For purposes here, we included measures for which law enforcement could have an impact, even if only indirectly.

A Note on Measures
Our research has revealed that measuring law enforcement performance can be very challenging. There are no individual measures that provide a direct gauge of law enforcement performance. Thus, none of the measures discussed here can stand alone as a measure of performance. The key to an effective performance measurement system is to develop a series of measures for each outcome and triangulate findings using longitudinal data (that is, data collected consistently

over time). This will help an agency create a more complete and accurate picture of the agency's progress toward meeting goals.

There were two criteria for the measures that were incorporated in the PERF performance measurement system.   First, they had to be general enough so that many different types of agencies could use them. And, second, they had to be specific enough to provide useful information. With regard to the survey measures, PERF staff proposed several different types of surveys, including a general community survey, a victim's survey, a juvenile survey, and a business survey. Below we outline PERF's proposed survey measures, which include questions for each of the targeted subgroup surveys (e.g., victims and business owners). Of course, law enforcement agencies could develop additional surveys for other subgroups depending upon the needs of their community.   For example, law enforcement agencies could develop surveys targeted to their elderly population, neighborhood watch groups, college students, or even people subject to police sanctions (e.g., arrestees).

With regard to the non-survey measures, PERF staff incorporated some of the "traditional" law enforcement measures (e.g., number of arrests and UCR data). However, special emphasis was placed on identifying different ways to measure the performance expectations. Because many of these non-survey measures are new to the law enforcement community, we provide information below on data sources. For example, the jurisdiction's Board of Probation and Parole (or similar entity) could provide the number of parolees in a neighborhood.

Measuring Community Safety and Security
Below we provide a list of both survey and non-survey measures for the performance expectation of safety and security. The survey measures for this performance expectation include victimization surveys for community members[2] and businesses, and self-reported delinquency surveys for juveniles.   Self-reporting is an important way to measure crime in a community since not all victims report crimes to the police. Also included in this list are measures that relate to traffic safety. During PERF's development of the performance expectations model, it was clear that this particular performance expectation did not merely encompass crime. Traffic-related issues (e.g., speeding in residential neighborhoods) are of significant concern to many people and clearly impact the safety of a community. In fact, traffic infractions are sometimes more of a concern for residents than criminal activity.

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[2] The survey measures for community security and safety focus on self-report victimization. A victim-focused survey for this expectation would be redundant with the general community survey. Thus, we have not included questions for a victim survey for this particular expectation.

Survey Measures of Community Safety and Security

Resident
Self Report
Survey

A. Have any of the following happened in the last year? Did you report the incident(s) to the police?
Response Set: The respondent will be asked to mark all that apply. The response set will also include a yes/no response for whether they reported the crime to the police.[3]

1. Someone broke into your house
2. Property was stolen from your house/yard
3. Someone stole, broke into, or vandalized your car
4. Someone held you up on the street and robbed (or tried to rob) you
5. Someone threatened to beat you up or otherwise threatened to harm you physically
6. *Someone actually beat you up or otherwise harmed you physically*
7. You were involved in a traffic accident (that was not your fault) and you sustained serious injuries, that is, you needed medical attention

B. Please describe whether you do the following things often, occasionally, or rarely.
Response Set: Often, Occasionally, or Rarely[4]

1. Use of seat belts
   When you are driving, how often do you wear your seatbelt?

2. Speeding behavior (defined as more than 15 miles over speed limit)
   How often do you exceed posted speed limits?

3. Reckless Driving
   a. How often do you use your turn signal when you are changing lanes or turning?

   b. When you are driving, how often do you pick a lane and stick with it, rather than change lanes in order to get somewhere more quickly?

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[3] Based upon the work of Cao, Frank, and Cullen (1996).
[4] Based on work by Smith et al. (2003).

	c. When you are on a two lane divided highway and you get behind a car going under the speed limit how often do you stay behind the slower driver rather than look for a chance to pass? d. How often do you roll through a stop sign, that is, not come to a complete stop before you proceed? e. How often do you speed up to get through a yellow light before it turns red?
Juvenile Self Report Survey	During the last 12 months, how often have you done the following? *Response set: 1) not at all, 2) once, 3) twice, 4) 3 or 4 times, and 5) 5 or more times.*[5] 1. Run away from home (for more than 24 hours) 2. Gotten into a serious fight in school or at work 3. Taken part in a fight where a group of your friends were against another group 4. Hurt someone badly enough to need bandages or a doctor 5. Taken something not belonging to you worth under $50 6. Taken something not belonging to you worth over $50 7. Gone into some house or building when you weren't supposed to be there 8. Damaged school property on purpose 9. Sold an illegal drug 10. Bullied or intimidated someone 11. Participated in a gang or gang-related activities 12. Used a drug that wasn't prescribed to you, or were involved with drugs in some other capacity
Business Self Report Survey	1. Estimate how many times the following has happened in or around your establishment during the last 12 months? Did you report these incidents to the police? *Response Sets: One answer will be the number of times the*

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[5] Based, in part, upon Frequency of Delinquent Behavior scale by Loeber and Dishion (1983) and Disciplinary and Delinquent Behavior – SAGE Baseline Survey by Straus (1979; modified by Rosenbaum et al, 1991 and Flewelling, Pashcall and Ringwalt, 1993).

following has occurred to a business. The response set will also include a yes/no response for whether they reported the crime(s) to the police.

    a. Shoplifting
    b. Loitering
    c. Computer crimes
    d. Commercial Break-ins
    e. Commercial Vandalism
    f. Commercial Auto thefts
    g. Robbery, including armed robbery

2. a. In the last 12 months, what actual financial loss did your business suffer due to crime? _____

   b. What was your annual gross income from your business during the last 12 months?

3. During the last 12 months, which crimes were of most concern to your business?
_____

Non-Survey Measures of Community Safety and Security

Measure	Source
➤ Incident based, reported crime by crime type	Police Department, UCR/NIBRS
➤ Clearance rate	Police Department
➤ Ratio of recorded crimes to arrests	Police Department
➤ Percent of cases dropped by prosecutor due to problem with the police investigation	District Attorney's Office
➤ Number and type of calls for service (where type is defined as the final disposition of the call rather than initial coding of the call)	Police Department
➤ # parolees, probationers in neighborhood	Board of Probation/Parole or Police Department
➤ Insurance Claims (loss of property due to crime)	Insurance Companies
➤ Business Crime 　1. Commercial Break-ins 　2. Commercial Vandalism 　3. Shoplifting 　4. Commercial Auto thefts 　5. Self-reported crimes, see attached questions	Police Department and Business Community Survey
➤ Juvenile Crime 　1. Reported crimes on school grounds 　2. Police reports of incidents where suspect is under the age of 18 　3. Self-reported crimes, see attached questions	Police Department and Juvenile Self Report Survey
➤ Number of vehicle crashes	Police Department
➤ Number of vehicle crashes with serious personal injuries	Police Department
➤ Number of vehicle crashes with fatalities	Police Department
➤ Number of DUI-related traffic crashes	Police Department

➤ Number of drug-related traffic crashes (not alcohol)	Police Department
➤ Number of traffic complaints over time	Police Departments or State Department of Transportation
➤ Number of traffic-related pedestrian injuries/deaths	Police Departments or State Department of Transportation
➤ Observations of blocked intersections	Observations
➤ Observations of traffic violations/infractions	Observations
➤ Observations of seat belt usage	Observations by Police Department or Local Transportation Office

Measuring Perceptions of Safety and Security
The literature review for this performance expectation revealed two ways to measure a community's perception of safety and security. The first is people's fear of crime. The second is the amount of "disorder" that is present in a community, which research has shown impacts on whether a person feels safe and secure (Skogan, 1990). The measures listed below are organized according to "fear of crime" and "disorder." The disorder measures are also further divided into social and physical disorder. The former are behavior-related and can include loitering, public drunkenness, or loud parties. The latter is based on the appearance of the environment and can include abandoned buildings, graffiti, and trash. Also included here is a survey measure related to traffic safety– another way to assess a community's perception of safety and security. Below we describe survey and non-survey measures for perceptions of safety and security.

Survey Measures of Perceptions of Safety and Security

Community
Survey

Fear of Crime
Regarding the following items, how fearful are you of….
Response set: Six point scale ranging from very afraid to not afraid at all[6]

     1. Crime in your neighborhood generally?
     2. Being home alone during the day?
     3. Being home alone after dark?
     4. Walking/jogging locally during the day?
     5. Walking/jogging locally after dark?
     6. Traveling on public transportation during the day?
     7. Traveling on public transportation after dark?

Disorder
Please describe how much of a problem the following activities are in your neighborhood.
Response set: Six point scale from big problem to no problem at all[7]

    A. Social Disorder:
       1. Drinking in public
       2. Youth gangs
       3. Illegal drug use in public
       4. Drunk driving
       5. Public drug sales
       6. Vandalism
       7. Public prostitution
       8. Panhandling
       9. Loitering
       10. Truancy
       11. Speeding vehicles
       12. Domestic violence
       13. Car theft
       14. Homelessness
       15. Groups of teens hanging out on corners or streets
       16. Loud music/parties
       17. Neighborhood fights
       18. Racial prejudice/hate crimes

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[6] Based upon the work of SCRCSSP (2001); McGarrell, Giacomazzi, and Thurman (1997); and Torres and Vogel (2001).
[7] Based upon the work of SCRCSSP (2001); McGarrell, Giacomazzi, and Thurman (1997); Torres and Vogel (2001); Smith et al (1999); and Cao, Frank, and Cullen (1996).

B. Physical Disorder:
1. Garbage/litter
2. Abandoned cars
3. Rundown buildings
4. Poor lighting
5. Overgrown shrubs
6. Empty lots
7. Graffiti
8. People not keeping up houses or apartments

Traffic Safety
How well do the police monitor traffic in your neighborhood?
Response Set: Six point scale from police monitor very well to police do not monitor at all[8]

Victim Survey

Fear of Crime
How fearful are you that you will be a victim of this same crime in the future?
Response set: Six point scale ranging from very afraid to not afraid at all

Disorder
No disorder measures for a victim survey.

Business Survey

Fear of Crime
A. In the past 12 months, which of the following have you engaged in to help increase security at your business because you are fearful of crime?[9]
Response set: Mark all that apply
1. Installed window bars, dead bolt locks, or gates
2. Employed or contracted with private security
3. Contracted with an off-duty police officer
4. Used an alarm system
5. Requested an increase in police visibility around your business
6. Attended a seminar or requested a meeting with police to discuss how to better protect your business
7. Ask the police to do crime survey of your Business
8. Other

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[8] Based upon the work of Smith et al. (2003).
[9] Based upon the work of Smith et al (1999).

B. Regarding the following items, how fearful are you of….
Response set: Six point scale ranging from very afraid to not afraid at all[10]

1. Crime in the neighborhood where your business is located?
2. Being at your business alone during the day?
3. Being at your business alone after dark?
4. Walking near your business during the day?
5. Walking near your business after dark?
6. Traveling to your business on public transportation during the day?
7. Traveling to your business on public transportation after dark?

Disorder

Please describe the extent to which the following activities negatively impact your business.
Response set: Six point scale from no negative impact to big negative impact[11]

A.   Social Disorder:
1. Drinking in or around your establishment
2. Youth gangs
3. Illegal drug use in or around your establishment
4. Public drug sales in or around your establishment
5. Vandalism
6. Public prostitution around your establishment
7. Panhandling in or around your establishment
8. Loitering in or around your establishment
9. Speeding vehicles around your establishment
10. Car theft around your establishment
11. Homelessness around your establishment
12. Groups of teens hanging out on corners/streets around your establishment
13. Loud music/parties around your establishment
14. Neighborhood fights in or around your establishment
15. Racial prejudice/hate crimes in or around your establishment

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[10] Based upon the work of SCRCSSP (2001); McGarrell, Giacomazzi, and Thurman (1997); and Torres and Vogel (2001).
[11] Based upon the work of SCRCSSP (2001); McGarrell, Giacomazzi, and Thurman (1997); Torres and Vogel (2001); Smith et al (1999); and Cao, Frank, and Cullen (1996).

B.   Physical Disorder:
1. Garbage/litter around your establishment
2. Abandoned cars around your establishment
3. Rundown buildings around your establishment
4. Poor lighting in or around your establishment
5. Overgrown shrubs around your establishment
6. Empty lots around your establishment
7. Graffiti in or around your establishment
8. People not keeping up houses or apartments around your establishment

Juvenile
Survey

Fear of Crime
A.   Regarding the following items, how fearful are you of….
Response set: Six point scale ranging from very afraid to not afraid at all[12]

1. Crime in your school generally?
2. Walking to/from school during the day?
3. Walking to/from school after dark?
4. Traveling to school on public transportation during the day?
5. Traveling to school on public transportation after dark?

Non-Survey Measures of Perceptions of Safety and Security			
Fear of Crime		**Disorder**	
Measure	**Source**	**Measure**	**Source**
➤ Police call data related to suspicious persons/vehicle	PD	Police call records, arrests, and reports for social and physical disorder (see list below)	PD

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[12] Based upon the work of SCRCSSP (2001); McGarrell, Giacomazzi, and Thurman (1997); and Torres and Vogel (2001).

➢ Crime prevention seminars requested	PD	Direct observations of social and physical disorder (see list below)	Observations
➢ Security premises surveys requested	PD		
➢ # deaths, injuries resulting from crime	PD	Social Disorder: • Drinking in public • Youth gangs • Illegal drug use in public • Drunk driving • Public drug sales • Vandalism • Public prostitution • Panhandling • Loitering • Truancy • Speeding vehicles • Domestic violence • Car theft • Homelessness • Groups of teens hanging out on corners or streets • Loud music/parties • Neighborhood fights • Racial prejudice/hate crimes • Disturbance in public place • Disturbance in licensed premises • Disturbance in private property • Civil dispute • Other unlisted disorder/nuisance	
➢ Gun permits issued	Sheriff's Office or other agency responsible for Brady	Physical Disorder: • Garbage/litter • Abandoned cars • Rundown buildings • Poor lighting	

	checks	- Overgrown shrubs - Empty lots - Graffiti - People not keeping up houses or apartments
➢ Use of parks and other public spaces	Local parks/ recreation agency or Observations	

Measuring Confidence, Trust, and Satisfaction

The measures for this expectation are divided into three groupings–confidence, trust, and satisfaction.   Below we list survey items and non-survey methods for measuring these outcomes.

Survey Measures of Confidence, Trust, and Satisfaction

Community Survey
 	
 Confidence
 How much do you agree or disagree with the following statements?
 Response set: Six point scale from strongly disagree to strongly agree
 	
     A. Confidence index[13]
       1. The police respond quickly if I call them for an emergency.
       2. The police solve cases in an expedient manner.
       3. The police respond to community concerns.
       4. The police provide quality service to the residents of this community.
       5. The police are properly managed.
       6. The police use resources efficiently.
       7. The police know how to perform their roles properly.
 	
     B. Confidence questions relating to the other outcomes in the model
       1. The police reduce residents' fear of crime.
       2. The police have increased residents' confidence in the police department.
       3. The police effectively control crime in my neighborhood.

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[13] Based upon the work of SCRCSSP (2001) and Torres and Vogel (2001).

C. Additional items
1. If I were robbed, I believe the police would try hard to find the robber.
2. If I knew about potential crime problems I would report them because I have confidence in the police to address the issue.

Trust
How much do you agree or disagree with the following statements?
Response set: Six point scale from strongly disagree to strongly agree[14]

1. The police are honest.
2. The police treat people fairly.
3. The police do not use excessive force.
4. The police enforce the law equally.
5. The police treat people with respect.
6. The police behave professionally.

Satisfaction
Please describe how satisfied you are with the police department in the following areas.
Response set: Six point scale from very dissatisfied to very satisfied[15]

1. Controlling crime in your neighborhood.
2. Managing traffic in your neighborhood.
3. Increasing residents' confidence and trust in the department.
4. Reducing residents' fear of crime.
5. In general, how satisfied are you with the police department?

Victim Survey

Confidence
If you were a victim of a crime in the future, how confident would you be that the police will:
Response set: Six point scale from not confident at all to very confident[16]

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[14] Based on work by SCRCSSP (2001) and Reisig and Giacomazzi (1998).
[15] Based on work by Torres and Vogel (2001).
[16] Based on work by Brown and Coulter (1983) and Reisig (2002).

1. Arrive in a reasonable amount of time.
2. Attempt to locate witnesses.
3. Search for and collect evidence.
4. Give advice on preventing future incidents.
5. Contact you to inform you of the status of the case.

Trust

How much do you agree or disagree with the following statement?
Response set: Six point scale from strongly disagree to strongly agree[17]

I believe that police will respond appropriately to other crime victims regardless of race, sex, age, or other characteristic.

Satisfaction

Please describe how satisfied you were with the police department in the following areas.
Response set: Six point scale from very dissatisfied to very satisfied[18]

A. General satisfaction questions
    In general, how satisfied were you with the police's response to your case?

B. Patrol satisfaction questions
    1. The time it took the officer to respond to my call.
    2. The officer's courteousness and concern about my situation.
    3. The officer's ability to provide helpful information in the event I needed some follow-up at a later date.

C. Investigative satisfaction questions
    1. The time it took the detective to contact me.
    2. The detective's courteousness and concern about my case.
    3. The detective's efforts to keep me informed on the status of my case.

How much do you agree or disagree with the following statement?
Response set: Six point scale from strongly disagree to strongly agree

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[17] Based on work by Brown and Coulter (1983).
[18] Based on work by Reisig (2002).

	1. If a similar situation should develop in the future, I would feel comfortable if the same patrol officer handled it. 2. If a similar situation should arise in the future, I would be satisfied if the same detective handled it.
Business Survey	

Confidence
How much do you agree or disagree with the following statements?
Response set: Six point scale from strongly disagree to strongly agree

1. The police help local businesses prevent crime.
2. The police help address local business concerns about crime.
3. If my business were robbed, I believe the police would try hard to find the robber.

Trust
How much do you agree or disagree with the following statement?
Response set: Six point scale from strongly disagree to strongly agree[19]

I believe the police respond fairly and equally to businesses in my community?

Satisfaction
Please describe how satisfied you are with the police department in the following areas.
Response set: Six point scale from very dissatisfied to very satisfied[20]

1. How satisfied are you with the police department's service to the business community generally?
2. How satisfied are you with the police department's responsiveness to the business community's concerns?

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[19] Based on work by SCRCSSP (2001).
[20] Based on work by Smith et al (1999).

Non-Survey Measures of Confidence, Trust, and Satisfaction	
Measure	**Source**
➢ Level of witness cooperation	Prosecutor's Office or Police Department or Victim Services Agency
➢ Level of involvement of the community in police-sponsored events (e.g., National Night Out)	Police Department
➢ Number of volunteers in the PD	Police Department
➢ Number of citizen compliments and citizen complaints (by type of compliment and complaint)	Police Department or External Citizen Review Board responsible for complaints
➢ Number of internal compliments/commendations and complaints	Police Department
➢ Number and/or outcome of lawsuits or settlements involving the department or specific officers	Police Department or Prosecutor's Office
➢ Media coverage of police (including editorials, letters to the editor) complimenting or complaining about the police	Media Sources
➢ Number of collaborative partnership projects	Police Department
➢ Number of requests for presentations	Police Department
➢ Number of calls to elected leaders (both complaints and compliments)	Elected Leaders

Measuring Community Health
Within the performance expectations model, the overall goal of community health was perhaps the most difficult for which to find corresponding existing measures. In part this is because the definition of community health varies widely from one community (indeed one individual) to the next. As noted above, PERF staff intended only to provide potential measures for which law enforcement could have an impact. Measures of community health on which law enforcement would have little or no impact were excluded from the project. For instance, the percent of single-parent households is a legitimate measure of a community's health

although one upon which law enforcement has little impact. Some examples of measures for which law enforcement would have a potential impact include the median price of homes (which is correlated to the amount of crime in an area) and the number of nuisance properties.

Although we limited, to some degree, the types of community health measures to be included in the performance measurement system, we simultaneously broadened the scope of our data search to gather measures from a variety of non-traditional sources. So, even though we were discerning in identifying community health measures that law enforcement agencies might conceivably impact through their work, we also took a broader approach to finding potential measures from areas outside the typical law enforcement arena. One example is our assessment of studies that used various measures to rank the "most livable cities."

Survey Measures of Community Health
Community Survey
Please describe how satisfied you are with the following. *Response Set: Six point scale from very dissatisfied to very satisfied[21]*
1. How satisfied are you with the quality of life in your neighborhood? 2. How satisfied are you with the quality of life in the city? 3. How satisfied are you with your neighborhood as a place to live?
Victim Survey
None.
Business Survey
How satisfied are you with the quality of life in the neighborhood where your business is located? *Response Set: Six point scale from very dissatisfied to very satisfied[22]*

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[21] Based on work by Smith et al (1999) and Torres and Vogel (2001).
[22] Based on work by Smith et al (1999).

Non-Survey Measures of Community Health	
Measure	**Source**
Population (density and race/ethnic composition)	U.S. Census http://www.census.gov/
Median family income	U.S. Census http://www.census.gov/
Unemployment rate	Bureau of Labor Statistics http://www.bls.gov/
Gain/loss of public revenue	City or county Budget
Accidents and crimes related to substance abuse	Police Department
Business Growth (sq. feet of new construction or renovation)	Local planning board
Neighborhood Revitalization — # new buildings, houses, renovations	Local planning board or permits
Average or median price of a home	Multiple Listing Service and U.S. Census http://www.census.gov/
Boarded and vacant properties (number and location)	Local or State Department of Health
Abused/neglected children per 1,000 children	Local or State Child and Family Services
Domestic violence shelters	Federal listings http://www.ojp.usdoj.gov/vawo/help.htm or State listings (like MD) http://temp.peoples-law.org/finding/commres/commres.html

Use of public transportation (ridership)	Local Transportation Agencies or http://www.apta.com/research/stats/ridershp/index.cfm
Use of parks and other public spaces	Local parks and recreation agency
Traffic Congestion	Department of Transportation
Vital statistics (e.g., leading causes of death, birth-related problems/diseases, life expectancy, etc.)	National Center for Health Statistics http://www.cdc.gov/nchs/ or State/Local Health Departments

Accountability Structures

Moore et al (2002:6) emphasized, "For measurement systems to be important either externally or internally, somebody who is powerful and important must be monitoring the performance recorded by the measurement system." They also argued that a comprehensive system would include accountability because it would be impossible to manage an agency effectively without comprehensive accountability structures. To ensure that agencies (and personnel) are held accountable for working toward the performance expectations (outcomes), PERF staff identified a number of potential accountability structures. The process involved a review of the literature especially those articles and other documents that included a discussion of how law enforcement agencies manage personnel and hold them accountable for meeting agency goals. In addition to the literature, we also interviewed retired law enforcement practitioners on staff at PERF in our Management Services division. Not only do these individuals have first-hand knowledge of their own former agencies' accountability structures, they also have breadth and depth of knowledge in how other (national and international) law enforcement agencies handle accountability. They have acquired this knowledge through their work in the Management Services division by conducting studies to improve the effectiveness and efficiency of agencies.

Each of the structures listed here represents a link between measures and behaviors; each promotes behavior in accordance with performance expectations. The proposed accountability structures are described in general terms and could take various forms depending upon the needs and resources of an agency. Not only does this format allow agencies the opportunity to select from several different accountability options, it provides the opportunity to be creative in its implementation.

It is important to point out that although the overall System focuses on the agency as a whole, individuals within an agency are the keys to helping an agency meet its goals. Thus, several of the accountability structures mentioned here focus on individual-level behavior. In fact, the following is divided into organizational accountability structures and individual accountability structures.

Organization-Level Accountability Structures
Accountability structures at the organization level include data driven command accountability (i.e., COMPSTAT), strategic planning, quality assurance functions, and budget management. Each of these is described below.

Data Driven Command Accountability. This kind of accountability mechanism has been generically referred to as COMPSTAT in many police organizations (see www.nyc.gov/html/nypd/html/chfdept/compstat.html). The key performance outcomes (enhancing traffic safety, increasing security and safety, reducing fear of crime, and improving resident trust and confidence in the police) and their associated measures could be organizational principles or key themes during command staff meetings/sessions. The measures of these outcomes can be used to assess commander/district performance. Many of the current COMPSTAT systems focus attention on crime ("increasing safety and security"). Command level meetings/sessions might be broadened to hold commanders accountable for achieving other key performance goals of the agency. As an example of this application, results of a community survey as pertains to a particular district might be presented in a command-level meeting to indicate the public's satisfaction with or confidence in the police within that district. The District Commander may be asked to identify ways that he or she will increase public satisfaction and trust.

Strategic Planning. Strategic planning goes hand in hand with agency level performance measurement.[23] Strategic planning entails setting long-term performance outcomes or goals (perhaps 3- or 5-year goals). A plan to achieve these goals would be developed, and the process would be closely monitored throughout the strategic plan period. The long-term performance outcomes/goals of the agency would be tied to an agency's performance measurement system, which would hold employees accountable for working toward these overarching goals.

Quality Assurance Function. A unit may be devoted to assuring the quality of service conducted within an agency as well as services provided to the community. Two different types of inspections may be conducted to help compare the formal expectations of an organization to actual performance, thus assuring quality service.

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[23] The Prince William County Performance Measurement System is directly tied to the county's strategic plan.

(1) Line inspections could be held frequently (perhaps daily or weekly) and conducted by supervisory staff. These inspections could focus more on the day-to-day activities of an organization. For example, line inspections may ensure that equipment is in good working order, orders are being followed, reports are being completed and filed, etc. Inspections of this sort help to ensure a strong foundation for police work that is aimed at achieving the key outcomes. This foundation will ensure that the department functions efficiently and effectively.

(2) Staff inspections might not be carried out by direct supervisors, but rather may be conducted by someone reporting directly to the Chief or someone from an Inspections/Quality Assurance Division. These inspections could occur less frequently than the line inspections and focus primarily on several key issues such as whether policies and procedures are being implemented properly; whether the resources of the department are being used appropriately; and whether there are deficiencies in training, integrity, morale or supervision. These inspections may be tied directly to the key performance outcomes. For example, staff inspections may reveal that additional training is needed in how to better communicate with the public to help reduce the community's fear of crime.

Budget Management. Budget management may be assigned to top command staff in a police agency. This may be used as an accountability structure in that command staff could be required to develop budgets and expenditure plans that coincide with the agency's performance outcomes.

Individual-Level Accountability Structures
The accountability structures described below focus on individuals within an agency. Their purpose is to promote behaviors on the part of individuals that are consistent with the performance expectations of the agency.

Internal Affairs Function. The Internal Affairs function is the "traditional" function in police departments that holds officers accountable to policies and procedures.   IA investigations may relate to breaches in policies and/or procedures that compromise an officer's ability to achieve the key performance outcomes– increasing security and safety, reducing fear of crime, and improving resident trust and confidence in the police.

Personnel Performance Evaluations. Supervising officers could conduct evaluations on a regular basis (quarterly, semi-annually or annually). Evaluations could cover whether officers are meeting the responsibilities and goals of their position as they relate to the key performance outcomes. Evaluations may be conducted at the individual level, but they may also be conducted for a larger unit or division to help ensure team progress and success.

Personnel Management Systems. Personnel management systems (sometimes referred to as early intervention systems[24]) are comprehensive computerized databases that capture information on police personnel to help identify potentially problematic patterns early on before a serious incident occurs. The range of data that may be collected in these systems include uses of force, citizen complaints, abuse of sick leave, vehicle crashes, officer-involved shootings, vehicular pursuits, and others. Importantly, some personnel management systems are incorporating positive accomplishments by officers.

An early intervention system or personnel management system in the context of an agency performance evaluation system could be broadened to capture information related to an agency's key performance outcomes. This would serve as a computer based version of a personnel evaluation system that would allow supervisors to track an officer's behaviors, projects or citizen feedback to determine the nature and extent to which s/he is helping the agency achieve its identified performance goals.

THE IMPLEMENTATION PROCESS: THE PRINCE WILLIAM EXPERIENCE

Prince William County Police Department (PWCPD) was chosen as a case study site for this project in order to illustrate how one agency developed and implemented a successful performance measurement system. PWCPD is particularly interesting in that it is part of a larger, county-wide performance measurement system. In this section we describe Prince William County and the PWCPD generally, the county's performance measurement system and its application to the PWCPD, the impact of the performance measurement system on various outcomes, some challenges faced or "lessons learned" by the county and police department as they implemented their system, and, finally, how the PERF and PWC systems compare. As will be seen, many of the items from the PERF performance measurement system are not represented in PWCPD system. However, the purpose of this section is to demonstrate how a police agency can implement a performance measurement system. The "how to" type lessons we impart in this section are the same whether one uses a PERF specific measurement approach or a somewhat different approach such as the PWCPD measurement system.[25]

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[24] Historically these systems were referred to as early "warning" systems. However, more agencies are adopting these systems to help them identify potentially problematic behavior "early on" so that they may intervene with officers before disciplinary action is required. Thus, they are now more frequently referred to as early "intervention" systems.

[25] We decided that for our purposes it would it be better to chronicle the efforts of a well established system (like PWC) than to choose an alternative system that used more of the PERF measurement elements but had a less rich implementation history.

Prince William County

Prince William County, Virginia encompasses 360 square miles, including the independent cities of Manassas and Manassas Park. Prince William County has experienced tremendous growth especially in the last two decades, and its population now numbers more than 336,000 residents.[26]

Prince William County operates under the County Executive form of government, which includes an eight-member Board of County Supervisors. Seven of the Board members are elected in each of the magisterial districts; the eighth is elected at-large. Board meetings are presided over by the Chairman who also represents the Board at official functions and makes some appointments (that are not required by law to be made by the Board). The Board is the policy-making body of the county; it adopts local laws and budget and capital improvement programs as well as makes decisions on local land use. The Board of County Supervisors appoints a County Executive. The County Executive is appointed "to implement [the Board's] policies, direct business and administrative procedures, and recommend department heads for appointment."[27] The Board also appoints a County Attorney "to provide legal counsel and advice in all civil matters to the Board of County Supervisors and all boards, commissions, departments, agencies, offices and officials of the County."[28]

Prince William County Police Department

The Prince William County Police Department (PWCPD) was established in 1970, and currently employs 673 full-time personnel, including 493 sworn officers and 180 full-time civilian employees." Chief Charlie Deane is the Chief of Police and has held that post since 1988. The department has an operating budget of $57 million and is organized along three divisions with nine bureaus. The Administrative Division houses the Administrative Services Bureau, Personnel Bureau and Criminal Justice Academy. The Operations Division houses the Patrol Services Bureau, Special Operations Bureau, Animal Control Bureau and Crossing Guard Bureau. The Criminal Investigations Division houses the Vice and Narcotics Bureau, Criminal Investigations Bureau and Juvenile Bureau.

Why the Prince William County Performance Measurement System?

The performance measurement system used by the PWCPD is part of a larger, county wide performance-based measurement system that formally began in 1992. It was chosen as the case study site for this project for several reasons. First, this provides us with an example of a sophisticated and well-established system. However, the system was not implemented quickly or easily. Thus, a second reason we chose Prince William County was because during their history

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[26] http://www.co.prince-william.va.us/default.aspx
[27] http://www.co.prince-william.va.us/default.aspx
[28] http://www.co.prince-william.va.us/default.aspx

of development, implementation, and modification, county personnel have experienced their share of challenges. This translates into valuable "lessons learned" for other agencies. Third, the PWC system has been formally recognized by many organizations as an award-winning system. Some of the accolades received by Prince William County include the Distinguished Budget Award from Government Finance Officers Association (GFOA), a Certificate of Distinction Award from International City/County Management Association (ICMA), and a Center for Accountability and Performance (CAP) Organizational Leadership Award from the American Society for Public Administration (ASPA). Finally, Prince William County was chosen because its system is generally consistent with the PERF model and thus allows us to share how one agency (Prince William County Police Department) tailored a system to meet their individual needs.

Although the system is county wide, here we will focus almost exclusively on the PWCPD's specific goals, strategies, and measures, but it is first important to place the system in context. Following a description of the case study methods, we describe the Prince William County System. More information may be found on the county's website at http://www.co.prince-william.va.us/default.aspx.

Case Study Methodology

The case study approach employed for this project encompassed multiple methods of data collection such as interviews (with police personnel, county employees, elected officials, and residents of the county), observations of relevant meetings, archival document analysis (including strategic plans, internal memos, department documents, and other materials), and focus groups (of police department officers and supervisors).

PERF staff sought information on a number of key issues related to PWCPD's performance measurement system. For example, PERF documented the history of the System's development as well as PWCPD's current performance measurement system. Care was taken to fully understand how PWCPD links management structures to measures. PERF staff also focused on how the police department (and the county) manages and monitors the System. We outlined the process of developing strategies and objectives (e.g., via task force meetings). Additionally, PERF staff explored key stakeholders' satisfaction with the system; where they think the system might be improved; and how the system has impacted the effectiveness and efficiency of the police department, citizen perceptions of the police department, and other outcomes.

History of the PWC Performance Measurement System

Implementation of the original system began in the early 1990s. The then County Executive was instrumental in promoting the adoption of a system, but community members and county politicians also supported him. One interviewee

who was key in implementing the system indicated that there was a general support for "good government"—support for a "rational system" that would involve community and have a long-range perspective. With regard to the police department, the Chief of Police also supported the system. He supported the involvement of the community and expected that their involvement would increase their trust in and satisfaction with the department and the county. He liked the idea of being able to benchmark the department's performance against the performance of other agencies, and saw the potential of the system to help him manage and direct the department—forcing him to focus on "specific things and pay close attention."

Although the Chief and other agency directors were supporters of the system from the beginning, the line personnel in the police department and other agencies were skeptical at first and concerned that implementation would lead to more paperwork. Also, there was concern about the ramifications of the accountability portion of the system. In interviews, high-level county administrators acknowledged that, in retrospect, they could have done more to explain and "sell" the new performance measurement system to personnel at all levels of the county government.

According to another study conducted recently on Prince William County's performance measurement system, soon after the County Executive proposed the System, the Office of Budget and Analysis (then called the Office of Management and Budget) initiated efforts to identify inputs, outputs, and service quality (Bernstein, 2002). According to Bernstein (2002), multidisciplinary teams were formed and tasked with developing a "family of measures" for each agency. Around this same time, the county's strategic planning process got underway. With the first strategic plan came what one person called a "dramatic overhaul" of the County's management system (Bernstein, 2002). The County contracted with an outside agency to assist in the development of measures.

Bernstein (2002) outlined the evolution of the system. By 1993, the County developed systems to collect and report on the performance measures (based on guidelines from the Governmental Accounting Standards Board) and also conducted the first community survey. The following year, the Board of County Supervisors adopted an ordinance that required a framework for planning government services, allocating resources for these services, and providing accountability. This ordinance outlined the strategic planning process as it is followed today and also called for agency reports on service levels; measures on citizen satisfaction with services; a service, efforts, and accomplishments report; and methods for benchmarking against past performance. Finally, this ordinance also tied the annual budget to the strategic goals. However it was not until 1997 that the County moved to a "results-oriented" government by requiring budget "targets" based on performance. By 2000 the County began activity costing for programs, which further tied activities to the fiscal plan.

As one interviewee put it, the Prince William County system experienced a "healthy evolution." Today, Prince William County, including the PWCPD, has an award-winning system of performance measurement that they still continue to evaluate and adjust to meet the needs of their changing community.

<u>Overview of the PWC Performance Measurement System</u>

The PWC System is multi-faceted, and involves a number of key processes. The figure below shows the cyclical process of the PWC system, which includes a strategic planning process, identification of performance measures, the county budget process, delivery of efficient and effective services, and an evaluation of the county's progress toward meeting their intended goals. Below is a brief description of each of these System components. This will provide an overview of the System as a whole. Throughout, however, we focus closely on the role of the PWC Police Department and how it implements performance measurement within this larger system.

Strategic Plan
The county describes its system as a form of "results-oriented government" and it encompasses all agencies within the county system. The system begins with a strategic planning process whereby goals, strategies and objectives are identified. The most recent strategic plan (2004-2008) identified six priority areas: (1) Community Development, (2) Economic Development, (3) Education, (4) Human Services, (5) Public Safety, and (6) Transportation.

The strategic planning process encompasses a great deal of guidance and input from the Board of County Supervisors, county employees and community members. Important components of the process include annual strategic goal status report work sessions conducted between County agencies and the Board of County Supervisors. These work sessions include detailed status reports on each strategy and objective in various goal areas. Also, PWC conducts annual Strategic Plan updates in which County agencies review goal areas and suggest changes to existing strategies and objectives. Proposed annual updates are made available for public review and comment.

The strategic plan is a critical document for the county and has a significant impact upon the daily lives of county staff. When asked if the strategic plan impacts decision making, one high-ranking police official responded, "Absolutely." Another interviewee stated, "I think about this every day in my job. I hold my folks accountable to it and I am held accountable to it."

Prince William County Results-Oriented Government Figure

According to the interviewees, community involvement is the key to the PWC system. One high-ranking police official stated, "This has always been a county that has tried to bring people together." A leader in the county said, "We have always been pro-citizen involvement." With regard to the strategic planning process, community members can provide input by participating in a focus group, serving as a member of a task force (representing one of the six areas listed above), or attending public meetings or public hearings where the strategic plan is discussed. The goals, objectives, and strategies are all based upon the needs of the community, as stated by the community. A county executive stated, "It is very important that, if the strategic plan is going to guide resource allocation, it has got to be developed by the community and [based on] where they want their community to go." During the strategic planning process, county employees from the various agencies (including the police department) sit on committees and task forces as representatives and advisors—assisting the citizen participants by answering questions and otherwise providing expertise.

Although the task forces tied to the six priority areas are integral to the development of the strategic plan, the county also solicits input from community members in other ways on an on-going basis. As one county executive reported, county staff attend community meetings (e.g., meetings of civic groups or religious groups) and ask attendees about what they like about the county and what they would like to see improved. This information impacts the decisions made by county executives, including the content of the strategic plan.

For each of the six areas outlined in the strategic plan, a *strategic goal* was identified.[29] [30] The goal for the area of Public Safety is as follows: "The County will continue to be a safe community, reduce criminal activity and prevent personal injury and loss of life and property" (PWC, 2004b). According to one high-ranking law enforcement official, the strategic goals ultimately reflect the goals of the police department and the perceptions and needs of the community.

Community outcomes are developed for each of the goals.[31] Importantly, community residents identify the outcomes, which are considered to be the "essential measures of success" (PWC, 2004). The community outcomes related to the police department[32] are listed here (PWC, 2004b).

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[29] PWC defines strategic goals as "Broad statements of where the County wants to be four years in the future. These goals work towards achieving the overall mission of the County and help the community achieve its vision of the future" (PWC, 2004b).

[30] This approach differs from the PERF model where multiple goals are presented in the Performance Expectations Model. Under the strategic plan, PWCPD has one goal, but may have multiple emphases within the goal (e.g., to reduce juvenile crime, or reduce vehicle crashes).

[31] PWC defines community outcomes as "Measurable statements that describe how the community will benefit or change based on achieving the Strategic Goal" (PWC, 2004b).

[32] The county's public safety agency encompasses the Adult Detention Center, Volunteer Fire and Rescue Department, Police Department, Public Safety Communications, and Sheriff's Office.

- ➢ Rank in the lowest third of the Council of Governments (COG) Region Crime Rate Index with a Part 1 crime rate of less than 24 per 1,000 population.
- ➢ Maintain a police emergency average response times for crimes in-progress of 7 minutes or less.
- ➢ Attain a juvenile arrest rate of 15.0 per 1,000 youth population per year.
- ➢ Attain a closure rate of 23% for Part 1 crimes.
- ➢ Achieve a vehicle crash rate per vehicle miles traveled that is no more than 5 percentage points over the previous year.
- ➢ Increase the percent of citizens who report they are prepared to be self-sufficient in the event of a disaster.

Finally, county staff identify strategies and objectives that need to be implemented and attained in order to achieve the community outcomes and overall strategic goal.[33] [34] The strategies and objectives that relate to the PWCPD and other County public safety agencies are listed below (PWC, 2004b).

Strategy 1: Reduce juvenile crime.

> Objectives:
> 1. Expand the Police Department School Resource Officer Program to all new high schools and middle schools.
> 2. Strengthen partnerships between non-profit agencies, private sector, schools, the faith-based community and public safety agencies with regard to juvenile crime prevention.
> 3. Expand DARE or similar programs to reach all 5th graders in the public school system.

Strategy 2: Enhance the quality of life by educating the community on public and personal safety, injury prevention, crime prevention and fire prevention.

> Objectives:
> 1. Seek State funds to support and expand victim assistance.
> 2. Encourage the installation of residential fire suppression systems in new and existing homes.
> 3. Enhance public/private partnerships about public education regarding abuse and neglect of children, senior adults and other vulnerable populations.

Strategy 3: Enhance roadway safety and education.

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[33] PWC defines strategies as "More defined statements that set forth how the County will achieve its Strategic Goals. Although there are many ways to achieve each Strategic Goal, this represents the choices the County has made for the next 2-4 years" (PWC, 2004b).

[34] PWC defines objectives as "Specific implementation steps the County will take to achieve its strategies. Objectives have a time frame of 6-24 months" (PWC, 2004b).

Objectives:
1. Promote education of all traffic regulations.
2. Conduct truck safety and inspection programs, speed enforcement and DUI enforcement and adjust initiatives as necessary based on safety concerns and trends.
3. Improve pedestrian safety in the County.
4. Seek legislation to implement photo red light technology to enforce traffic safety regulations.
5. Monitor and adjust Roadway Incident Management Program (RIMP) on a quarterly basis.

Strategy 4: Identify and implement innovative technologies and methods for the delivery of public safety services.

Objectives:
1. Enhance the Computer Aided Dispatch (CAD) system and E-911 system to include modifications as they become available.
2. Include Mobile Data Computers (MDCs) in staffing plans and provide enhancements for maximum capability.
3. Plan for the maintenance, support and replacement of public safety information technology systems.
4. Incorporate a regional focus to Homeland Security and disaster preparedness communications (voice and data), especially concerning interoperability.
5. Pursue new technologies to maintain and enhance report writing/data collection and analysis capabilities.
6. Formalize partnerships between public and private organizations and the County related to safety initiatives.
7. Implement information systems that coordinate, collect and analyze data that support decision making in public safety, including juvenile justice and at-risk youth.

Strategy 5: Ensure Prince William is providing comprehensive and coordinated disaster preparedness, response to emergencies and Homeland Security in the County and the National Capital Region.

Objectives:
1. The County will employ an all-hazards approach to ensure that the County is prepared to mitigate, prepare, respond and recover from manmade and natural disasters.
2. Expand joint training between and among public safety, other County agencies and other organizations.
3. Review and update the County disaster preparedness and homeland security plans.
4. Coordinate with regional emergency management agencies regarding emergency preparedness and homeland security.

5. Exercise the Emergency Operations Center utilizing frequent tests and drills.
6. Communicate the local color-coded emergency warning system with the public.
7. Continue to explore and pursue back up County public safety communications and information technology systems, including facility needs.
8. Educate the County population on disaster/emergency preparedness and efforts to achieve 72-hour self sufficiency.
9. Collaborate with civic and community organizations in conducting local area drills in accordance with the law.
10. Plan for the security of County infrastructure against compromise from disasters and emergencies.
11. Ensure interoperability of County and regional equipment.
12. Research and apply for grants to support homeland security and emergency preparedness initiatives.
13. Research systems to provide 24-hour public alert capability in the event of disasters and emergencies.

Strategy 6: Dedicate sufficient resources to public safety to address gang formation and violence.

Objectives:
1. Strengthen local and regional efforts in gang intelligence, enforcement and prevention.
2. Focus specialized training for public safety officials and solicit feedback on state law regarding gangs.
3. Analyze the effectiveness of two-year pilot gang-abatement sweeps targeting youth on probation or parole.
4. Review and enhance information technology and database sharing with other jurisdictions.
5. Create a full-time Intelligence Unit, as staff becomes available, to deal with terrorism and gang issues on a local and regional basis.

Strategy 7: Develop a recruitment and retention incentive program for public safety employees, to include enhanced training and facilities.
Objectives:
1. Research and implement incentives/practices that enhance recruitment into hard-to-recruit targeted public safety positions; this may include signing bonuses, targeted skill payments and bonus recruitment pay.
2. Explore and implement incentives/practices that retain the most qualified employees in targeted positions and contribute to their training and development, including tuition reimbursement.
3. Develop and implement an aggressive public relations campaign showcasing PWC as a premier place to work.
4. Expand the police take-home-car program.

5. Continue staffing plans that support future police, fire and rescue and communications. Provide adequate staffing for new facilities for adult and juvenile corrections program/facility enhancements.
6. Research and implement a volunteer Fire and Rescue recruitment and retention program including incentives.
7. Continue to prioritize public safety personnel in housing programs to encourage and allow public safety personnel to live in the County.
8. Continue training for public safety providers on how to recognize and communicate with special populations.

Performance Measures
Once the goals, outcomes, strategies and objectives are defined, agencies or programs identify the measures they will use to assess progress toward meeting those goals. The PWCPD collects a great deal of data, not all of which is connected to the strategic plan. Some data elements, for instance, are collected for administrative purposes (e.g., total hours of academy basic recruit training conducted), some for resource allocation (e.g., calls per patrol officer requiring response), and some for other accountability structures such as the SEA report (described in more detail below). Below are many of the measures collected by PWCPD.

- Calls for service handled
- Direct officer response to calls for service
- Criminal arrests
- Neighborhood watch programs
- Business watch programs
- Crime prevention programs conducted
- Traffic accidents investigated
- Traffic arrests
- Hours of speed control
- Hours monitoring high risk intersections
- Major crime reports received
- Major crime cases closed
- Police spending per capita

- Discrepancies from audit of property evidence
- Property received and entered in system within 48 hours
- Permits and licenses reviewed
- Total taxicab license applications reviewed
- Records bureau service requests
- Fingerprint cards processed
- Latent packages processed
- Total # of identifications made from prints
- Hours volunteers provide service
- Staff hours spent on recruitment
- Total hours of in-service training conducted
- Students satisfied with in-service training
- Assure 100% of staff in compliance with VA mandatory training standards

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- Sworn officers per 1,000 residents
- Authorized staffing

- Sworn officers per 1,000 major crimes
- Dispatch calls per patrol officer

- Crime rate (major crimes per 1,000)

- Closure rate for Part I crimes
- Juvenile crime arrests (% of all arrests)
- Juvenile violent crime arrests
- Emergency response time
- Number of preventable vehicle accidents
- Citizen complaints investigated

- Citizen complaints per 1,000 police contacts
- Overall attrition rate
- Required accreditation standards in compliance
- Visitors to website

- Total hours of academy basic recruit training conducted
- Supervisors and FTOs report satisfactory preparedness of recruits
- Calls handled by Tel-Serve

- Calls per patrol officer requiring response
- Neighborhood watch coordinators who feel crime is at previous year's level or decreased
- Violent crimes reported
- Property crimes reported

- Violent crime cases closed
- Property crime cases closed
- Drug arrests processed

- Hours logged by officers in middle and HS
- Grant dollars managed

- New grant dollars received
- Written news releases

Budget Process

Prince William County holds agencies to account, in great part, through their budgeting process. The county's budget is organized according to the strategic goals and community outcomes. Also, trend data are presented within the fiscal plan documents. Thus, within the context of the budget process, individual agencies or programs (and employees within the agency or program) are held accountable for meeting the goals and objectives using the strategies and objectives defined in the strategic plan. They achieve this by providing efficient and effective services. Interviewees explained that poor performance does not necessarily lead to budget cuts. A critical agency like the police department, for example, might even get increased support if the county supervisors believed that this increased support would improve the performance indicators.

In requesting its annual or supplemental (e.g., mid-year) funds, the police department (and other agencies) must articulate how those funds will assist the agency in meeting the mission, strategies and objectives as articulated in the

strategic plan. As one interviewee put it, "In regards to the budget you always have to justify priorities," Those priorities must be encompassed in some way within the strategic plan.

Assessing Impact
Agencies are evaluated through the Service Efforts and Accomplishments report, citizen surveys, citizen input gathered through meetings, and performance reporting.

1. The SEA Report
The Service Efforts and Accomplishments (SEA) report is distributed annually to the community, the Board of County Supervisors, and county management, and covers a range of services provided by the county, including the police department. The report provides information on the dollars spent on government services and shows how each county agency has performance over time and in comparison to similar agencies outside of Prince William County. Also, Prince William County uses the SEA report as an accountability structure within their performance measurement system and the SEA report can be the impetus for future changes in an agency. More information on the SEA report may be found at http://www.pwcgov.org/default.aspx?topic=010010000930003013.

2. Community Survey
Every year the Center for Survey Research at the University of Virginia conducts a community survey for Prince William County. The survey is conducted by telephone with a random sample of county residents. According to the authors (Williams et al., 2004), the goals of the survey are:

➢ To assess citizen satisfaction with services offered in the County;
➢ To compare satisfaction levels with those reported in previous surveys;
➢ To analyze which subgroups among the County's residents may be more or less satisfied than others with the services they receive;
➢ To continue annual measurement of overall perception of quality of life in Prince William County; and
➢ To examine the demographic and employment characteristics of workers who commute out of Prince William County for their primary jobs.

Many of the questions relating to the PWCPD on the community survey emphasize satisfaction with and trust in the department. However, some questions focus more closely on perceptions of safety and quality of life. Below is a list of questions included in the 2003 community survey.

Community Survey Questions

- Between 1 and 10, how would you rate PWC as a place to live?
- Between 1 and 10, where would you say PWC stood 5 years ago?
- Would you like to be living in PWC 5 years from now or someplace else?
- How satisfied are you in general with services the county provides?
- Since last year, has your satisfaction with services increased/decreased/stayed same?
- How satisfied are you with the job the county is doing in providing street lighting?
- How satisfied are you with safety from crime in your neighborhood during daylight?
- How satisfied are you with safety from crime in your neighborhood after dark?
- How satisfied are you with safety from crime in commercial areas during daylight?
- How satisfied are you with safety from crime in commercial areas after dark?
- How satisfied are you with crime prevention programs and information provided by the police?
- How satisfied are you with police department attitudes and behaviors toward citizens?
- How satisfied are you with police department efforts to reduce use of illegal drugs?
- How satisfied are you with the overall performance of the police department?
- How satisfied are you with the job the county is doing providing park and recreation facilities and programs?
- How satisfied are you with the job the county is doing planning how land will be used and developed?
- How satisfied are you with the job the county is doing preventing neighborhoods from deteriorating and making sure the community is well kept up?
- How satisfied are you with the ease of travel or getting around within PWC?
- What would make you more satisfied with public transportation?
- How satisfied are you with the rate of growth in the county?
- How satisfied are you with the visual appearance of the county in regards to the amount of trash/debris, litter along roadways and in neighborhoods?
- How satisfied are you with the visual appearance of the county in regards to the deteriorated buildings and other structures?
- How satisfied are you with the visual appearance of the county in regards to the number of junk cars along roadways and in neighborhoods?
- How satisfied are you that the county provides efficient and effective service?
- How much of the time can you trust the county government to do right?
- Are you living today in the same house as you were a year ago?
- How important is the following strategic planning goal? Making the county safe from crime.

3. Other Citizen Input
As mentioned above, Prince William County encourages community input for purposes of assessing how the county is doing in meeting the county's goals and objectives. Community members may impart their opinions in a number of different ways, including participating in focus groups, volunteering to be a task force member, sitting on committees, and attending community hearings or other meetings. One county leader indicated that county staff attend community meetings (e.g., meetings of civic or religious groups) and ask attendees what are pressing issues for them, and how the county is doing in meeting their needs.

4. Performance Reporting
Performance reporting is an integral part of the county's performance measurement system. It provides an avenue to hold agencies and individuals within agencies accountable for meeting their goals. Two of the ways the police department reports to the Board and community on its performance is through the SEA report and the trend data presented in the fiscal plan. These reports show how the department compares to previous years' numbers as well as to other similar jurisdictions.

Within the police department there are several ways performance is reported. First, the Chief produces an annual report. While this report does not focus solely on the strategies and objectives of the strategic plan, it does highlight the department's achievements as they relate to the strategic plan.

Also, each month, the Majors who oversee the main divisions of the department produce a report to the Chief. This information is based upon the reports these Majors receive from the Captains supervising the Bureaus. Similarly, Captains receive performance reports from Sergeants. According to one Major, in the body of the monthly reports he receives, "there will be a page dedicated to performance measures" such as response time, enforcement, number of programs put on, etc. The Major indicated that "I will go right to the performance measure portion [of the report] and I can see if we are on track or not" to achieve annual targets. A Captain explained that "A lot of times throughout the year I will put reminders out there; here is where we are and here is where we are supposed to be." According to another Major, this information provides the opportunity to notice trends and ensure that services are deployed where they are needed most. It also fosters better communication within the department.

PWCPD also employs personnel performance evaluations that take into account the activities of employees and how those activities relate back to the overall goals, strategies, and objectives. Based on the PWCPD interviews, it seemed that the performance evaluations are tied more closely to the strategic plan at the higher-ranking levels of the department. According to one Major, year-long goals are established during the evaluation, some of which will directly relate to the strategies or objectives listed in the strategic plan. With regard to line personnel, the Chief expressed concern that "There isn't really a link yet between objectives

and the performance evaluations of (line-level) individuals." The county is in the process of remedying this by redesigning the system of personnel evaluations in a manner that will link all county employee evaluations to the strategic plan.

<u>The Impact of the Prince William County System</u>

Overwhelmingly, the PWC employees and residents who participated in PERF's interviews and focus groups indicated that the benefits of the performance measurement system far outweigh the costs. When asked whether they would recommend a system to other jurisdictions, interviewees resoundingly responded "yes!" One County Supervisor stated that the county would have never been able to make the positive changes it has without the system. A community member stated, "Anytime you have people involved in the problem-solving process you will have a better solution." Many of the case study participants stated that, more than anything else, such a system shows community members how their dollars are being spent.

Beyond the benefits at the county level, the system clearly has had a strong impact on the police department. Several interviewees from PWCPD indicated that the system helps the police department focus on the important issues facing their community. A number of interviewees from the police department emphasized that their decision making is integrally tied to the strategic plan and performance measures. We reiterate in this context, two quotations presented earlier. When asked whether the strategic plan impacts on their decision making, one Captain said, "Absolutely!" Another Captain said, "I think about [the strategic plan] everyday in my job. I hold my folks accountable to it and I am held accountable to it." Another interviewee stated that the system helps to manage the police department. It helps the department be proactive–identifying areas in need of improvement and developing ways to address them. Some participants commented on the ability to do long-term planning and make the taxpayers' dollars stretch farther. And several noted the importance of tracking progress; by engaging in a performance measurement system, the department was able to collect trend data over many years giving them the ability to track their progress over long periods of time.

The system, according to some, improved communication within and across agencies, and fostered more "productive dialogue." Another participant noted that this type of system provides for an "outside perspective" (i.e., input from outside the agency) since community members are integral to the process. Several interviews also suggested that the system helps promote professionalism in the department.

Many of the case study participants discussed how the Prince William County performance measurement system actually improved law enforcement. For example, several indicated that the system promoted and facilitated cross-agency collaboration–the police department working with the health department,

zoning department, etc. to meet county goals. As one person put it, the system "fosters inter-agency cooperation because we can't do it by ourselves."

Another interviewee indicated that the system provides better utilization of resources, including helping supervisors allocate resources more effectively and efficiently. Also, the system fosters innovation producing new programs or efforts based on the "customers'" needs.

Several noted that the system has improved community members' perceptions of the police since it fosters transparency on the part of the department. As one Captain stated, "You supply the numbers, good or bad, to the public and, either way, it still promotes trust." Similarly, several indicated that the department now receives more support from the community. Results of the 2004 community survey showed that more than 93% of the respondents were satisfied with police services (Williams et al., 2004). At the broader county level, more than 84% of respondents were satisfied with the efficiency and effectiveness of county government, while close to 64% revealed that they trust county government decisions "most of the time" or "just about always."

Challenges of the PWC Performance Measurement System

Although the case study participants overwhelmingly agreed that a performance measurement system is a worthwhile endeavor, many highlighted some of the challenges they faced during the development, implementation, and evolution of the system. One interviewee pointed out that there was some initial opposition to the system. Some felt there would be an increase in workload and some voiced concern about how training on the system would be handled. Most felt, however, that, as the system evolved and became more ingrained in the county as a *system*, people better understood and accepted it as the "way to do business."

There were a number of issues discussed concerning the measures themselves. Several individuals who were present during the implementation of the system reported that, early on, the police department "measured anything and everything." It took some time to focus in on the important measures. The department became more discriminating when identifying potential measures; personnel would evaluate existing data and determine whether collecting new data elements was necessary and feasible. While periodically new measures are adopted, department personnel know that collecting new data can be time-consuming and expensive, and it also does not yield the richness of information that trend data provides. Another challenge is identifying measures to assess impact (versus outputs). Some "police products" are inherently difficult to measure. Further, one interviewee also voiced concern that under such a performance measurement system you may be held accountable for things you cannot fully control such as the crime rate.

One significant obstacle mentioned was the difficulty of justifying budget requests if the sought-after line item was not directly linked to goals, strategies or objectives. As reported above, interviewees reported that every dollar needs to be tied to some outcome. As one interviewee indicated, it is sometimes difficult to identify specifically how dollars translate into potential outcomes.

A few case study participants—including county supervisors—discussed the challenges of the Prince William system for elected officials. One interviewee suggested that under such a system an elected official needs to "give up" some authority. Once elected, they are buying into a long-term process, which necessarily gives them less power to make decisions and set priorities. For example, a newly elected official coming into office during the middle of a strategic plan period might be required to fulfill the obligations of the plan even if they do not fit with his/her own agenda simply because they were promised to the community. Similarly, the system makes it difficult for politicians to run on a particular platform since the goals of the county (as expressed by the community) are already outlined in the strategic plan. Several interviewees described this phenomenon as a "double edged sword." Even though there are challenges as an elected official, there are also enormous benefits. As one county official put it, the system helps you "make more dramatic improvements with better long term results." One interviewee who had been involved in the implementation of the system succinctly stated, with this type of system "[elected officials] are gaining tremendous power, synergy, and community engagement [even though they] could [also be] losing individual control."

Finally, another challenge articulated by a few interviewees was that the performance measurement system could highlight deficiencies that an agency may not want to be visible. Because a system such as this requires transparency, the department is likely to receive more compliments, but also more criticism. As one person put it, "Performance measures can and will be used against you."

Comparison of PWCPD and PERF Systems

There are a great many similarities between the PERF System and the PWC(PD) System. To begin with, in both systems, the agency uses a range of measures to assess progress towards meeting goals. Both the PWC(PD) and PERF systems recognize that multiple measures are necessary in order to fully understand the impact an agency is having on a particular outcome.   Both systems encourage community input. PWC(PD) has broad community involvement in the development of the strategic plan, which guides the entire performance measurement system.   Although the PERF system promotes involvement of the EAE in developing long-term performance expectations, Prince William County's approach is a true model in that the county engages the community at critical levels of their process on an ongoing basis. They genuinely work towards incorporating the desires, opinions, and needs of residents.

PWC(PD) contracts for an annual community survey–a source of input that is an integral part of the PERF performance measure System. Finally, PWCPD uses many of the accountability structures mentioned in the PERF System such as strategic planning, budget management, and performance evaluations.

In some ways the two systems differ. For example, PWCPD identified only one strategic (albeit multi-faceted) goal: "The County will continue to be a safe community, reduce criminal activity and prevent personal injury and loss of life and property". In contrast, PERF's system encompasses several key goals for law enforcement that go beyond crime control. The PWCPD is inherently a more fluid, changeable system than PERF's. The PWC process hinges on the strategic plan, which is defined by community members every four years to coincide with the Board of County Supervisors' term in office. As such, the goals of the county (and the PWCPD) may change over time depending upon the needs of the community or the department. The PERF system is more stable and consistent—and thus less fluid—in that the performance expectations are developed to guide the agency for the long term.

Also, with regard to performance measures, PWCPD focuses heavily on the outputs of law enforcement. These measures are necessary and important in their own right. While the PERF measures certainly include outputs, a priority was to identify outcome-based measures to the extent possible.

HOW TO IMPLEMENT AN AGENCY-LEVEL PERFORMANCE MEASUREMENT SYSTEM

Interviewees from Prince William County showed sincere support for the performance measurement system. When asked whether they would recommend such a system to other jurisdictions, most interviewees emphatically stated they would. One interviewee said, "Everyone should have [a performance measurement system] at some level."

PERF staff asked a number of interviewees how other agencies might go about implementing a system. Several highlighted the importance of implementing a system based on (1) the needs of an agency (or county) and (2) the individual agency's (or county's) foundation (i.e., to what extent they have the "bones" of a system already in place such as measures, data collection processes, etc.). Some agencies may need to start at the beginning of the process while others may be further along and can jump in at a mid-way point. As one major explained, "It is entirely possible for organizations to look at what Prince William has accomplished and do it starting from their own base."

PERF staff also asked whether they would recommend a county-wide system, or an agency-specific system. Most interviewees felt that a county-wide system is not necessary and that a law enforcement agency could implement a system of their own. As one interviewee indicated, a police chief can implement many

aspects of this type of system in the police department even without a county system and implementation may move faster and go further without the county backdrop so long as the government systems are not impediments. A high-ranking police official felt that an agency should get the buy-in of their executive management staff (city manager, budget staff) before proceeding. Another interviewee felt that if a law enforcement agency did implement its own system in a county without a comprehensive measurement system, that agency might seem more impressive to local policy makers compared to their peer agencies. This might result in increased support for the agency from policy makers.

Resources

No doubt resources are needed to undertake such a system for a law enforcement agency. Surprisingly, however, many of the case study participants from Prince William County felt that the system did not require a great deal of additional resources outside what the county already had. This approach worked, in part, because of the way PWC structured their system. The county required all agencies to take part in the process, as opposed to creating a separate agency (or division within an existing agency) to collect and analyze the data. The responsibility and the resources were then spread out across the county making the adoption and implementation of such a system more financially feasible. One major within the P.D. stated that the paperwork he completed for the performance measures was straightforward and did not take a lot of time. Another interviewee felt that no extra resources than normal were needed to keep the system moving forward. Also, there was a general feeling among case study participants that the work associated with the system was not burdensome. One person suggested that the system does not require the staff efforts "above and beyond the normal workload." Of course, there are some costs associated with the system, but according to several interviewees, those costs were spread across existing staff. In fact, according to the police chief, no new people were hired to manage the responsibilities of the performance measurement system.

Generally, when asked about the resources needed for such a system, interviewees indicated that benefits outweighed the costs. As one person put it, the "returns on the investment are so great that it is worth it." This type of system, according to at least one interviewee, also helps to ingrain the performance measurement system into the culture of an agency (and the county).

Identifying Performance Expectations or Outcomes

Identifying performance expectations (outcomes) is likely to be the biggest challenge for an agency. As stated before, the community should be a key participant (perhaps the most important participant) in developing a performance measurement system. As PERF staff discovered, it is sometimes difficult to

identify the overall outcomes toward which an agency should be working. During the development process of PERF's System, the interviews, focus group and task force meetings yielded pages of ideas about what law enforcement should be producing in their community. However, it was difficult to focus participants' thoughts and comments on outcomes as opposed to outputs and strategies. Most of the discussion during the interviews, focus group and task force meetings in Lowell concentrated on the activities of law enforcement instead of "big picture" goals for the police department.

As seen in Prince William County, the process of developing outcomes can be very time consuming, especially if an agency commits to involving the community. PWC incorporated community members in a variety of ways, including having them participate in meetings and serve as members of the task forces linked to the priority topic areas. With all of the effort put in to engaging the community, it is important that an agency or county be willing to adopt most, if not all, of the outcomes identified by that community. PWC has shown tremendous commitment to incorporating the ideas of the community and an interviewee commented that county policy makers generally adopt about 90% of the recommendations of the community task forces.

There are several options from which agencies can choose for identifying performance expectations. An agency may choose to adopt the PERF performance expectations outright. Another option is for an agency to follow the PERF process and develop its own short- or long-term performance expectations (i.e., identifying and involving the IAE and EAE as PERF did). An agency may also choose to adopt portions of PWC's system or choose to meld portions of the two systems together. As an example of the latter, an agency may choose to accept the performance expectations from the PERF model, but use citizen input to identify priority objectives (e.g., gang crime) within those broad goals as PWC does in their system. The important point is that the agency should fit the system to their unique needs.

Recommendations for Identifying Performance Expectations or Outcomes
- **Involve the community.** As one Captain from PWCPD indicated, "I think the citizens are vital to this process." The results-oriented government that PWC strives for relies heavily on the involvement of the community to direct the efforts of government to achieve the results that the community wants.
- **Identify appropriate community members to participate in the process.** PERF staff took care in identifying the types of community members to involve in the process. Similarly, we heard from many case study participants from Prince William County that they, too, had a preferred type of community member. Some suggested that it is important to identify individuals who can be objective, who do not have an agenda, who can be suitable representatives for other community members, and who feel comfortable speaking their minds.

- **Involve agency personnel.** Both the PERF and PWC systems involved agency personnel. The PERF process included those from the "Internal Authorizing Environment" to assist in identifying the performance expectations. Similarly, PWC engages agency personnel by having them serve as advisors to committees and task forces during the strategic planning process. This approach helped employees take ownership of the process. Several interviewees were asked by PERF staff how they felt about being a part of identifying goals and objectives (e.g., via the task forces). One PWCPD employee felt "It was constructive use of my time and I feel like it was helpful." Another stated "I felt like I was listened to and what I said was considered."
- **Educate the participants.** Agencies might consider providing some short training to employees and citizens to help everyone get "on the same page." Prince William County chose to implement training for community members, as well, to assist them in discerning between strategic goals, outcomes, strategies, and objectives.

Implementing Performance Measures

The key to an effective performance measurement system is to develop a series of measures for each outcome and triangulate findings; agencies should assess the overall picture as opposed to focusing on any individual measure. This will help an agency create a more complete and accurate picture of the agency's progress toward meeting their goals. Also, placing the measures within the appropriate context is key to the interpretation of results. For example, law enforcement agencies do not operate in a vacuum and many outcomes and thus measures can be affected by a multitude of other variables (e.g., societal factors or other agencies' performance). By keeping this in mind, agencies will be better able to understand and explain the data.

Prince William County's system incorporates a "family of measures" thereby ensuring that there is no great emphasis placed on one or a few measures. As one interviewee stated, you do not want to focus so much on the trees that you lose the forest.

Recommendations for Implementing Performance Measures
- **Start small.** Agencies should consider beginning on a small scale and maybe add just a few measures to those they are already collecting. Once the system gains momentum and more focus, then an agency can identify additional measures tailor made for their outcomes.
- **Prioritize measures.** As admitted by PWCPD interviewees, in the beginning, the department collected data on "anything and everything." It is important for an agency to identify those measures that are necessary and informative. Collecting data for the sake of collecting it eats away at resources and overwhelms the process.

- **Borrow from other agencies.** As one interview indicated "[I would advise finding] a government that does it well and steal every single measure that works for you. It would not be productive right now to make it all up. People can borrow from one another and customize it to fit their needs." Of course, an agency might also rely heavily on the PERF list of measures.
- **Identify and use outcome measures.** Again, output measures are important and necessary in gaining a comprehensive picture of how an agency is working toward their goals. However, an agency should avoid collecting only output measures. These are limiting in fully understanding the impact an agency has on their customers.
- **Collect trend data.** Collect the same data over an extended period of time to provide a picture of the agency's progress toward meeting their goals and to adjust policies and/or practices when necessary. In this respect consistency is important. Measures used to collect trend data should change very little (if at all). Prince William County, for example, uses the same questions every year on the community survey, although some questions are rotated out and others used only every other year. The wording of the questions remains the same to ensure the reliability of the data.
- **Compare data.** When possible or appropriate, agencies should compare their measures to those of other agencies. This will let them "benchmark" their performance against that of other similar agencies.
- **Share information.** Sharing information is important within agencies as well as between agencies. PWC's system is a county-wide effort requiring all agencies to be open to sharing various sorts of information. For example, a law enforcement agency might request information from the Department of Planning and Zoning. Some PWC interviewees suggested that their system has really improved communication and collaboration among agencies.
- **Seek help when necessary.** Performance measurement does not come easily, and agencies (especially agencies seeking to take on a comprehensive measurement system) may not be able to effectively manage all aspects of a system. Prince William County, for example, contracts with the University of Virginia to conduct an annual community survey. Professors and graduate students at local colleges and universities are viable resources to help with other components of performance measurement as well.

Implementing Accountability Structures

PERF provided a general list of the types of accountability structures law enforcement agencies might consider incorporating into their performance measurement system. Prince William County utilizes several different types of accountability structures, including strategic planning, budget management, and performance reporting. Here are some recommendations to guide agencies in their consideration and implementation of accountability.

Recommendations for Implementing Accountability Structures
- **Create a culture of integrity.** With the amount of emphasis placed on goals, outcomes, strategies, and objectives understandably, there is a great deal of pressure on managers and supervisors to meet these goals. Several times PERF staff asked interviewees how it is that PWCPD ensures that the measures collected are accurate, and not inflated to indicate goals of the unit or department have been met when, in reality, they have not. PWCPD employees stressed the importance of integrity. One person indicated, "The truth will always come out. When you lie you are fired. And we reinforce this through our training. Everything is about ethics. The most important thing that we have is our credibility with the community."
- **Be reasonable.** Not all goals will be achieved. Ensure that employees know the importance of meeting the goals, but assess their efforts realistically. As one PWCPD employee stated, "If there was something that was out of our hands, then we don't get in trouble. If not, then the situation will be addressed."
- **Use the measures.** Measures are useless if not implemented in a way to hold people and agencies accountable for meeting goals. Measures can be used on a daily basis by supervisors to help better manage resources. On a grander scale, measures can be used to justify programs, initiatives, new hires, and many other things.
- **Implement some type of *regular* accountability structure.** PWCPD uses monthly reporting to keep on top of trends and areas in need of improvement. The key is to tie the information contained in internal reports to an agency's objectives or outcomes.
- **Tie outcomes to evaluations.** Employees are really the keystone of an effective performance measurement system since their daily responsibilities can lend to the success or failure of meeting agency goals. During evaluations, managers can set outcome-based goals for employees to work toward throughout the year.

General Recommendations on Development, Implementation, and Maintenance of an Agency-Level Performance Measurement System

Below are some more recommendations that relate to performance measurement more generally. Some of the recommendations from PWC employees, including the PWCPD, address system development, implementation, and maintenance.

General Recommendations
- **Don't set goals too high.** Setting goals too high will ensure failure and a drastic decline in momentum and enthusiasm.
- **Educate and train staff at all levels.** Provide a clear description of the plan so that everyone understands the road ahead. If everyone understands the process and the ultimate goal, then, according to one PWC

employee, you can all "row together in the same direction."[35] Also, be prepared to "sell" the system. Not everyone will be on board from the get-go. It may take some time to sell the system to employees, politicians, and community members. Also, be prepared to answer the "why" questions—why such a system, why the process, etc.

- **Ensure full participation of top management.** Complete buy-in, particularly at the highest levels, is necessary in order to make the system successful. Also, the Chief can ensure that the agency "supports" the performance measurement system by adopting appropriate accountability structures.
- **Phase in the system.** PWC used "planned momentum"–outlining stages of progress so that the System did not overwhelm the people and resources working towards implementation. One aspect of this is phasing in the measures and other components of the system slowly.
- **Anticipate a process.** Related to the recommendation above, all involved should anticipate a drawn-out process. An agency-level performance measurement system is a significant undertaking. Know that the process is long and evolving. "It will take a while to work everything out." One interviewee stated, there is "no choice but to do it in stages" and that it is a very iterative process. "It is close to impossible to start all at once." This person also recommended that an agency identify the greatest need and begin there.
- **Formalize the system.** Whether it is done internally (through SOPs) or externally (Prince William County put their system into an ordinance), formalizing the system is imperative. It helps to gain buy in and support and produce system longevity.
- **Remember to look at the big picture.** Some measures might be trending upwards, while others are trending in the other direction. Keep an eye on the "big picture" and the overall goals of the system.

CONCLUSION

Law enforcement in this country has undergone dramatic changes over the last few decades. These changes include an emphasis on outcomes beyond crime control and much greater accountability to the communities that law enforcement agencies serve.   Both of these changes provide justification for the implementation of comprehensive performance measurement systems. Agencies need to know what it is they are producing with the public dollars and power they get from their constituencies and they have an obligation to report their performance to those same constituencies. Performance measurement systems have the potential to help an executive manage a department and direct

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[35] Some interviewees from the police department suggested that line personnel within the agency do not necessarily know about the strategic plan, the goals, outcomes, or objectives. This belief was supported in our focus groups with patrol officers.   One PWCPD supervisor maintained, however, that, "First-line personnel do their work based on the plan even if they don't know about the objectives."

it towards effective and efficient performance and to produce greater trust and satisfaction on the part of the residents served.

The intent of this guide is to assist law enforcement agencies and other key stakeholders in developing and implementing an agency-level performance measurement system. We describe the PERF Performance Measurement System that is intended to be a general model for any law enforcement agency. The three components of this model and virtually any comprehensive model are (1) performance expectations, (2) measures, and (3) accountability structures. The PERF model highlights key law enforcement outcomes that could be adopted by any law enforcement agency and provided a list of potential performance measures and accountability structures.

To help agency executives and other policy makers envision a performance measurement system in place and understand the development and maintenance process, PERF staff sought and found—in Prince William County, Virginia—a highly successful example of an agency-level performance measurement system. PERF staff felt strongly that the "lessons learned" from the many years of development, implementation, and modification would serve other agencies well by helping them to minimize or avoid some of the challenges experienced by PWC. We have outlined those "lessons learned" and included relevant recommendations so that law enforcement executives and other stakeholders can develop within their own jurisdictions a comprehensive performance measurement system so that each agency and law enforcement as a whole can better understand what police are producing for their communities and, indeed, so that law enforcement can improve upon those efforts.

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