Strategic Management and Performance Measurements for Law Enforcement

A Framework for Driving Change, Enhancing Public Trust and Improving Performance

Carl DeMaio

The Performance Institute

Contact Information

Carl D. DeMaio
President, The Performance Institute
Senior Fellow, Reason Foundation

San Diego Office
3221 Old Bridgeport Way, San Diego, CA 92111
Phone: 858-496-1472 - Fax: 858-496-9247

Washington, DC Office
1515 North Courthouse Road, Suite 600, Arlington, VA 22201
Phone: 703-894-0481 - Fax: 703-894-0482

E-Mail:
CarlDeMaio@aol.com

Websites
www.performanceweb.org; www.rppi.org

The Performance Institute MISSION

The Performance Institute is a private think tank that serves as the nation's leading authority and repository on performance-based management practices for government and non-profit organizations. Our mission is to identify, study and disseminate the leading management innovations pioneered by "best-in-class" organizations.

Through its national conferences on pressing issues, interactive executive training programs, best practice research and strategic consulting services, the Institute provides cutting-edge expertise in the design, implementation and evaluation of strategies to solve operational challenges and enhance organizational performance.

Major Themes of Government Reform Initiatives

- Performance Budgeting
- Citizen-Centered e-Government
- Improved Financial Management
- Human Capital Planning/De-Layering
- Competitive Sourcing

All 5 Goals are Inter-Related.

PERFORMANCE is the Common Thread.

LEARNING POINT

If you want true change to succeed in government, you have to measure it!

BUT, HOW DO YOU KNOW YOU HAVE THE RIGHT MEASURES?

Law Enforcement's Big Family

- Dept. of Justice
- State Law Enforcement Agencies
- Sheriffs and Police Departments
- Corrections, Probation and Parole
- Regulatory Investigations and Enforcement
- Inspectors General
- Auditors, IRS, tax enforcement
- Border and Customs Agencies

The Challenge of Performance Management in Law Enforcement

Cultural Resistance

Technical Challenge

Questions of Appropriateness

The Bureaucratic Mindset

"Who worries about results? Nobody seems to care as long as we spend the money."

--A Federal Manager

June 1997 meeting on Results Act

The Performance Mindset
"Managing for Results"

"What gets measured, gets done."

--Peter Drucker

Cultural Resistance to an Outcome-Focus

- Difference between "control" and "influence"
- Difference between "accountability" and "responsibility"
- We are accountable for delivering our outputs and justifying our strategies/intermediate outcomes.
- We are responsible for our end outcomes.

INEVITABLY…some may resist even assuming some responsibility for outcomes. If not us, then whom?

Significant Technical Challenges

- Too Many Measures
- Wrong Kinds of Measures
  - Too process and activity oriented
  - No clearly defined “Logic Model”
  - No measures of strategy
  - Few measures of end outcome
- Dumbing-down of Measures
  - Measuring only the things you can count rather than things that are strategically important

Questions of Appropriateness

Remember the IRS?

"Witness No. 4 said that senior IRS managers judge the performance of their subordinates on the basis of collections and seizures. Such ratings are prohibited by law."

- New York Times, 9/26/97

"IRS officials acknowledged that the obscure internal measurement program was partly responsible for this week's emotional and damaging testimony....The Roth hearings come just days before Cabinet departments and agencies will be publishing their first strategic plans for meeting Results Act requirements."

- Washington Post, 9/26/97

Performance

It’s NOT just about MEASURES!

Performance

STRATEGIZE

COMMUNICATE

MOTIVATE

MANAGE


Government Strategic Management Model™
Manage for Results
Mission
Outcome Goals
Strategy
Program Alignment
Budget Alignment
Measure Performance

San Jose Police Outcomes

- 1. The public feels safe anytime, anywhere in San Jose
- 2. Public safety personnel are seen as a positive part of the community
- 3. Residents share the responsibility for public safety and are prepared for a disaster or emergency
- 4. Residents are knowledgeable about and willing to contact public safety personnel for response, education and prevention services
- 5. Residents are very satisfied with Public Safety service record

Chesterfield County, VA

- Chesterfield Outcome:
  - *"Becoming the safest most secure city of its size in the USA."*
- Under Chesterfield objective number 1.1
  - "*Expand the community policing concept into high crime areas within the county"*
- Chesterfield Sheriff Department Goal 1
  - "*Establish, maintain and enhance community partnerships, which help ensure a safe community"*

Performance Measure Criteria "Think SMART"

- SPECIFIC
- MEASUREABLE
- ACCOUNTABLE
- RESULTS-ORIENTED (#1)
- TIME-BOUND

Possible Performance Measures

- Reduce citizen complaints by 50% in five years.
- Increase the number of public safety presentations given by 25% in three years.
- Increase the clearance rate for part one crimes by 10% in the next three years.
- Decrease response time by one minute and thirty seconds in two years.
- Increasing the percentage of citizens in Anytown who feel safe on the street at night by 20% by the year 2006.

Internal Focused Measures

- **Response Times**- % of time the unit arrives in x minutes after 911 call is received
- **Number of Sworn Vacancies**- % of sworn vacancies the agency needs to fill to have the capacity to achieve its outcomes
- **Number of Non-Sworn Vacancies**- % of non sworn vacancies the agency needs to fill to have the capacity to achieve its outcomes
- **Number of cases assigned**- Measured to calculate a clearance rate
- **Number of cases resolved**- Measured to calculate a clearance rate
- **% of Personnel Receiving Mandated In-service Training**- To determine if the department is complying with mandates
- **% of Sworn Personnel Receiving Customer Service Training-** To ensure a satisfactory customer satisfaction rating
- **Number of Community Policing Officers per Actual Offense-** To determine beat/ offense ratios
- **Cost Savings in Utilizing Volunteers-** Productivity measure, based on non-sworn activities
- **Average Response Time as Compared to Established Benchmarks-** Utilizing statistics from other jurisdictions
- **Police Department Employee Cost Per Capita**- Efficiency measure, based on population
- **Average Cost per Neighborhood Watch Presentation Given**- compared to budget allocation
- **Percent of Neighborhood Watch Presentation Given Within 30 Days of Request**- customer service measure

External Focused Measures

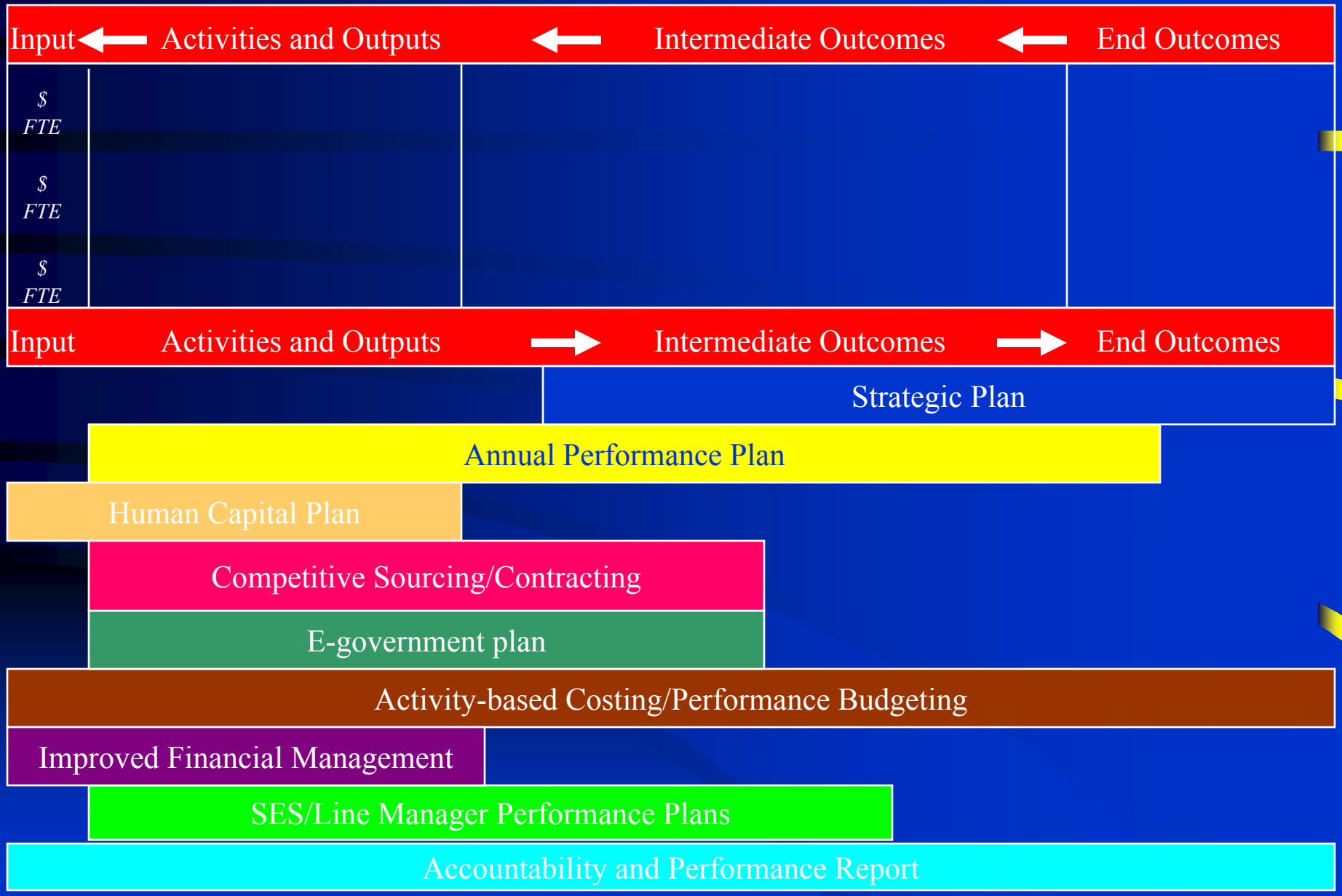
- **Customer Satisfaction-** % of people in the community who feel safe anytime, anywhere
- **Number of Rude Conduct Complaints** -as compared to total contacts
- **Number of Use of Force Complaints** – as compared to total contacts
- **Number of Community Events Attended by Police**- as compared to total number of events
- **Number of Households who Report they are Prepared for a Disaster or Emergency-** as compared to the number who say they would like to be more prepared
- **Number of Residents Receiving Emergency Training-** as compared to the number of requests
- **% of Users Rating Police Services as Fair, Courteous and Helpful-** To ensure a satisfactory customer satisfaction rating
- **Number of Group A Offenses Per Community Policing Area-** To help determine if community policing is having an impact
- **Number of Volunteer Hours Utilized-** as compared to department goals
- **Number of Volunteers/ Number of Sworn Officers-** as compared to department goals
- **Crime Rate**- By location, type of crime, time of day, etc.
- **Number of Traffic Accidents-** as compared to traffic patrols
- **Number of Neighborhood Watch Presentations Given**- as compared to the number requested

What is a Logic Model?

A Logical Chain of Events Providing a Blueprint for Mission Achievement

- A graphic representation that illustrates the rationale behind a program
- Depicts causal relationships between activities, strategies, and end results
- Contains goals and performance measures for each phase of a program's life cycle
- Integrates various program activities into a cohesive whole
- Is a vehicle for dialogue, planning, program management and evaluation

Government Performance Logic Model™



Benefits of the Logic Model Approach

- Outcome-oriented: Establishes responsibility for end-outcomes that we influence

- Policy-relevant: Uses intermediate outcomes to identify steps…and measure progress…towards achieving end outcomes
  - Strategic Management: Communicating priorities and strategies to achieve priority outcomes
  - Strategic Measurement: Measuring what is strategically important, rather than what is easily measured

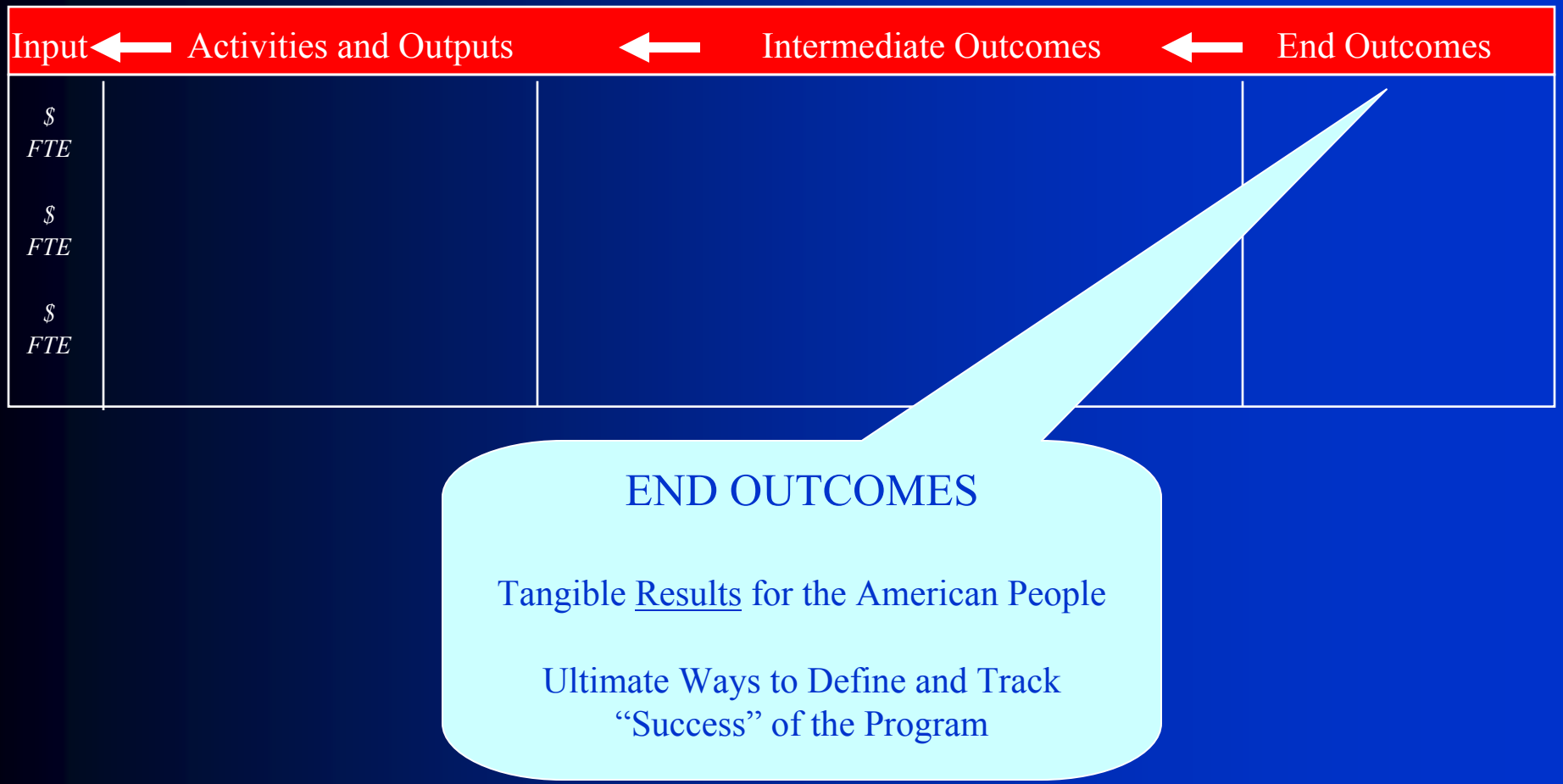
Benefits of the Logic Model Approach
(Continued)

- Program Integration: Tracks and coordinates the contributions of multiple programs, bureaus, agencies, levels of government, and sectors of society (non-profits, for-profits, etc.)

- Systems Integration: Allows for the comprehensive integration of different elements of the management agenda, such as IT, acquisition, human resources, etc.

- Accountability: Links program goals to individual achievement and vendor/contractor performance

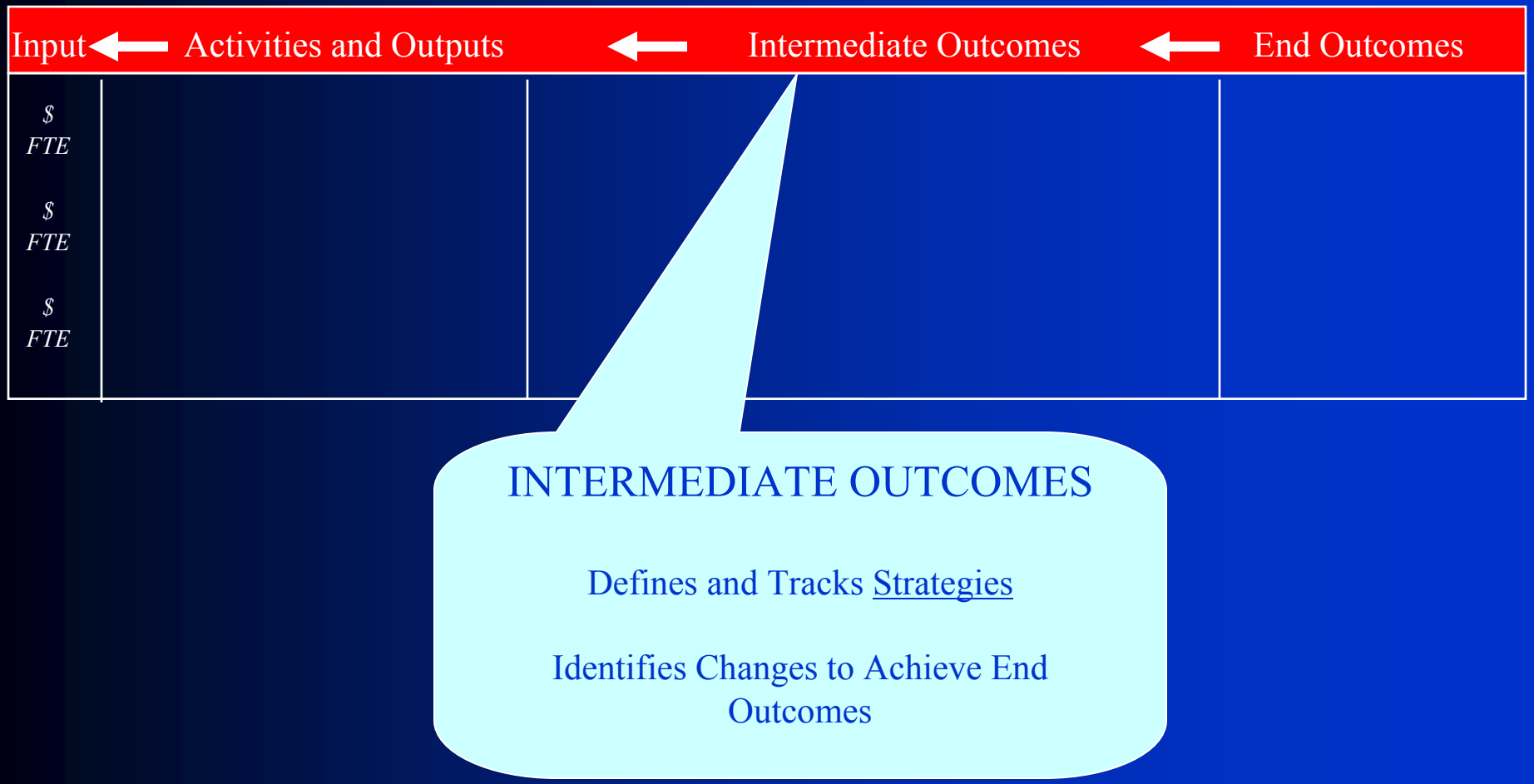
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End Outcomes

- What is the "bottomline" of your program?
- How will you know you have been so successful that you can shut your program down?
- If you had to defend your program's value/benefit before a grand jury, what 2-3 pieces of evidence would prove you were a success rather than a failure?
- What is the end benefit to the taxpayer or society from your program?

Government Performance Logic Model™

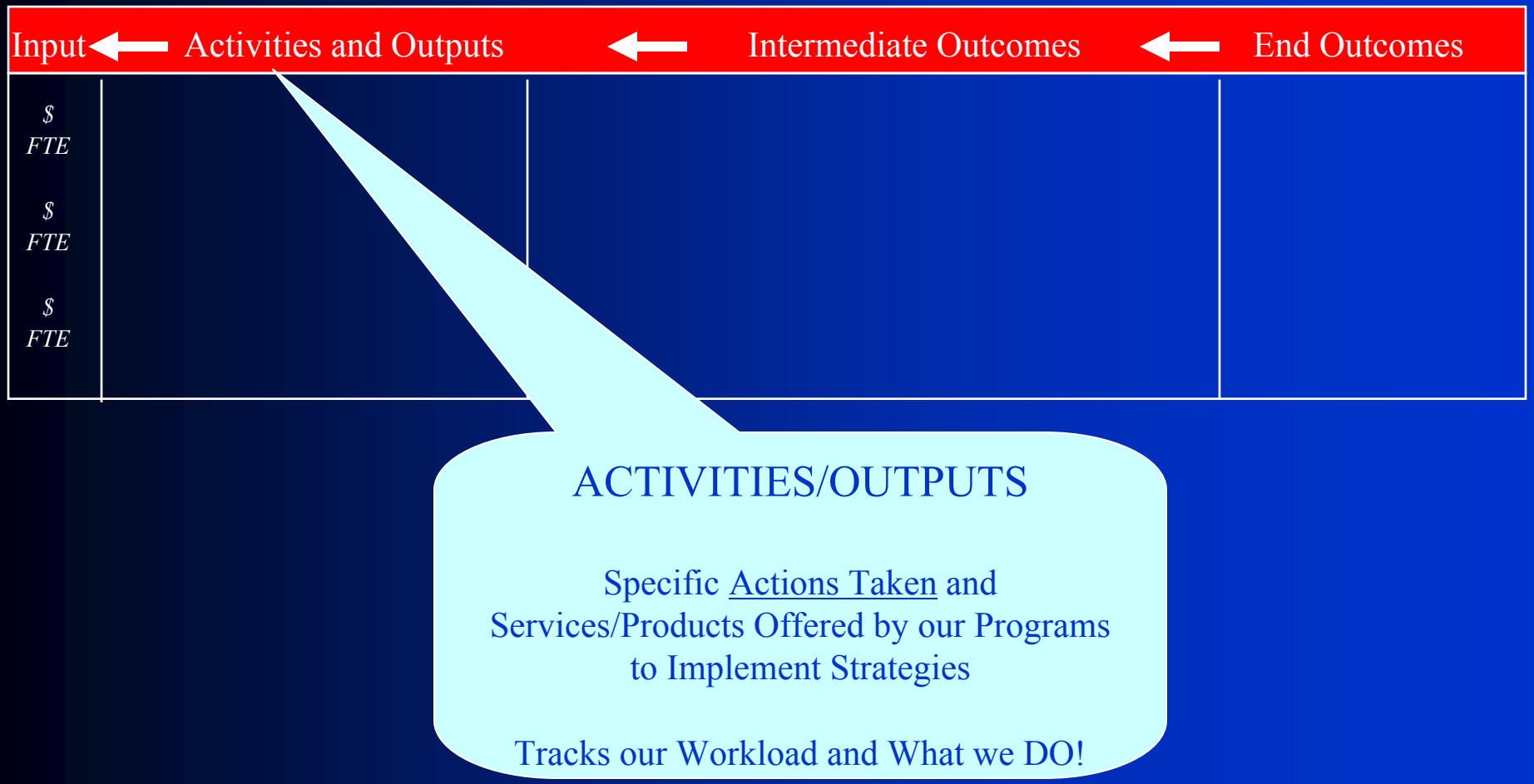


Intermediate Outcomes

Given the end outcomes you seek…

- What must change in the status quo to create the conditions necessary for goal attainment? Who are the targets of change and what must they do?
- What causes the outcomes NOT to be achieved?
- What are your strategies?
- What must you influence?
- Magic Wand: What are your wishes?

Government Performance Logic Model™



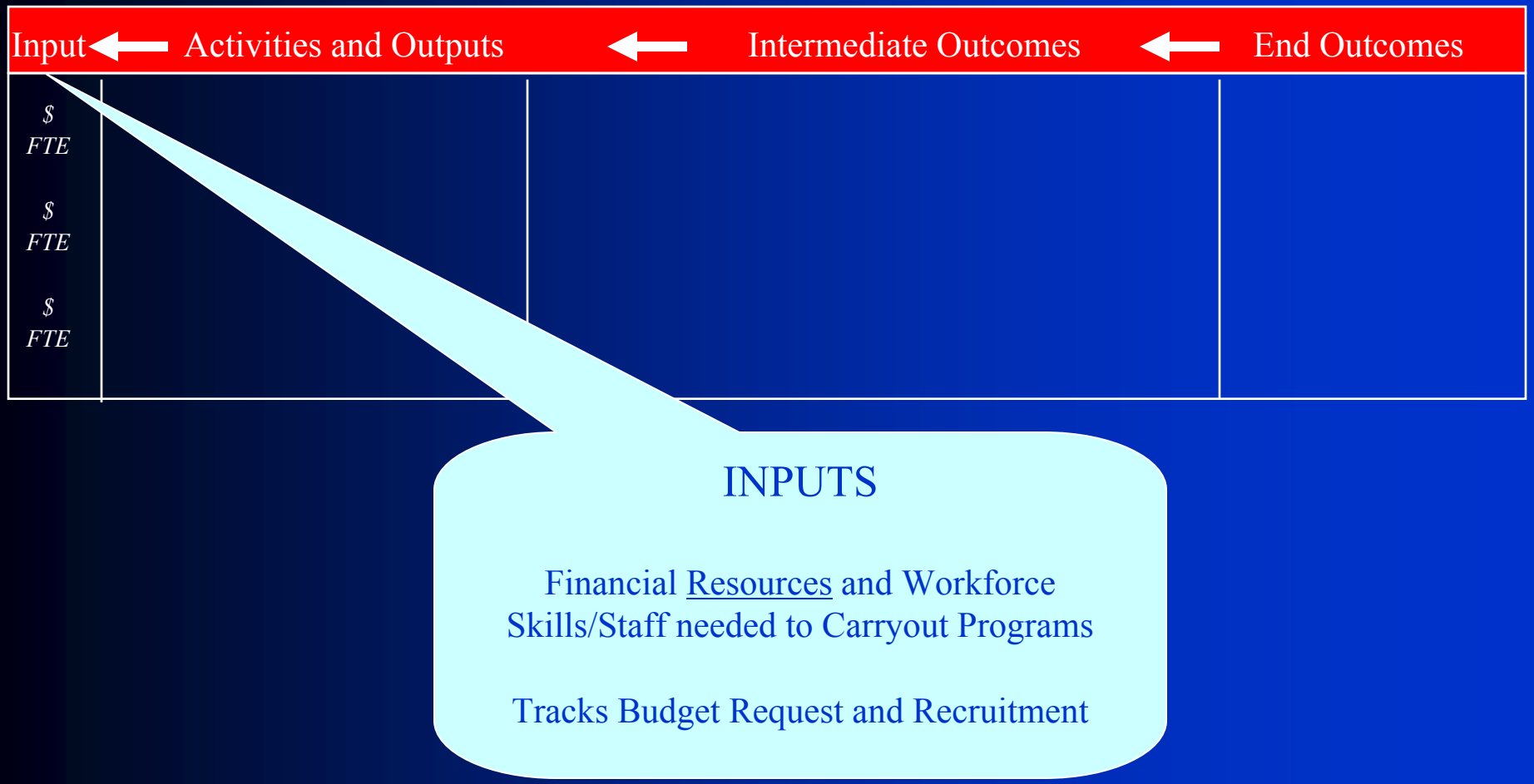
Program Outputs

For each intermediate outcome…

- What specific things can this agency do to cause that change to happen? …to influence that target to change?
- What products could you produce?
- What services could you provide?
- What is the actual workload that is to be handled?

(Note: Don't include administrative items inside your program. Think of what things actually leave the four walls of your program.)

Government Performance Logic Model™



Government Performance Logic Model™

Input ←	Activities and Outputs ←	Intermediate Outcomes ←	End Outcomes
$ *FTE* *$* *FTE* *$* *FTE*	-# of fire management plans completed -# of fire management tools delivered to the field level -% of community firefighters trained to appropriate skill level -# of "Firewise" Workshops conducted -Etc.	**<u>Strategy One: Improve Preparedness and Suppression of Fires</u>** -Improve to X% the number of unplanned and unwanted wildland fires controlled during initial attack. -Reduce to X or less the number of acres burned by unplanned and unwanted wildland fire -Etc.	**Protect Lives and Property** **Reduce the # Structures of Lost as a Result of Wildland Fire**
Input	Activities and Outputs →	Intermediate Outcomes →	End Outcomes

Illustration Using Goals, Measures and Strategies from Wildland Fire Management Program

PROGRAM TEMPLATE

Inputs	Outputs ←	Intermediate Outcomes ←	End Outcomes
$ FTE	Outputs for Strategy 1:	Strategy 1:	Goal:
$ FTE	-	Strategy 2:	-
	-		
$ FTE	Outputs for Strategy 2:	Etc.	Measures:
$ FTE	-		-
$ FTE	-		
$ FTE	Etc.		
$ FTE			

PROGRAM TEMPLATE

Inputs	PMA Initiative	Outputs	Intermediate Outcomes	End Outcomes
$ FTE	E-Gov	Output for Strategy 1: # of Patrols Re-Allocated to Hot Spots	Strategy 1: Increase Patrols and Decrease Response Time: Measure: Response time: 3min or less for every call for service	Goal: Protect and Serve Citizens by Prevention, Intervention and Enforcement in the Most Cost Effective Manner
$ FTE	Human Capital	Output for Strategy 2: # of Officers Trained in Verbal Judo and Customer Service	Strategy 2: Enhance Relationship of Police with Community Measure: Citizen Complains on officers reduced by 20%	Measures: 2003 Customer Satisfaction Survey
$ FTE	Financial Management	Output for Strategy 3: # of Records and Systems Converted	Strategy 3: Increase Access of Police Services on Internet Measure: Decrease Wait Time by 2 mins	75 % Feel Safe and Do Not Fear Crime
$ FTE	Competitive Sourcing			75% Are Satisfied with Police Action and Services
$ FTE	Budget-Performance			75% Ratings Achieved Within Allotted Budget

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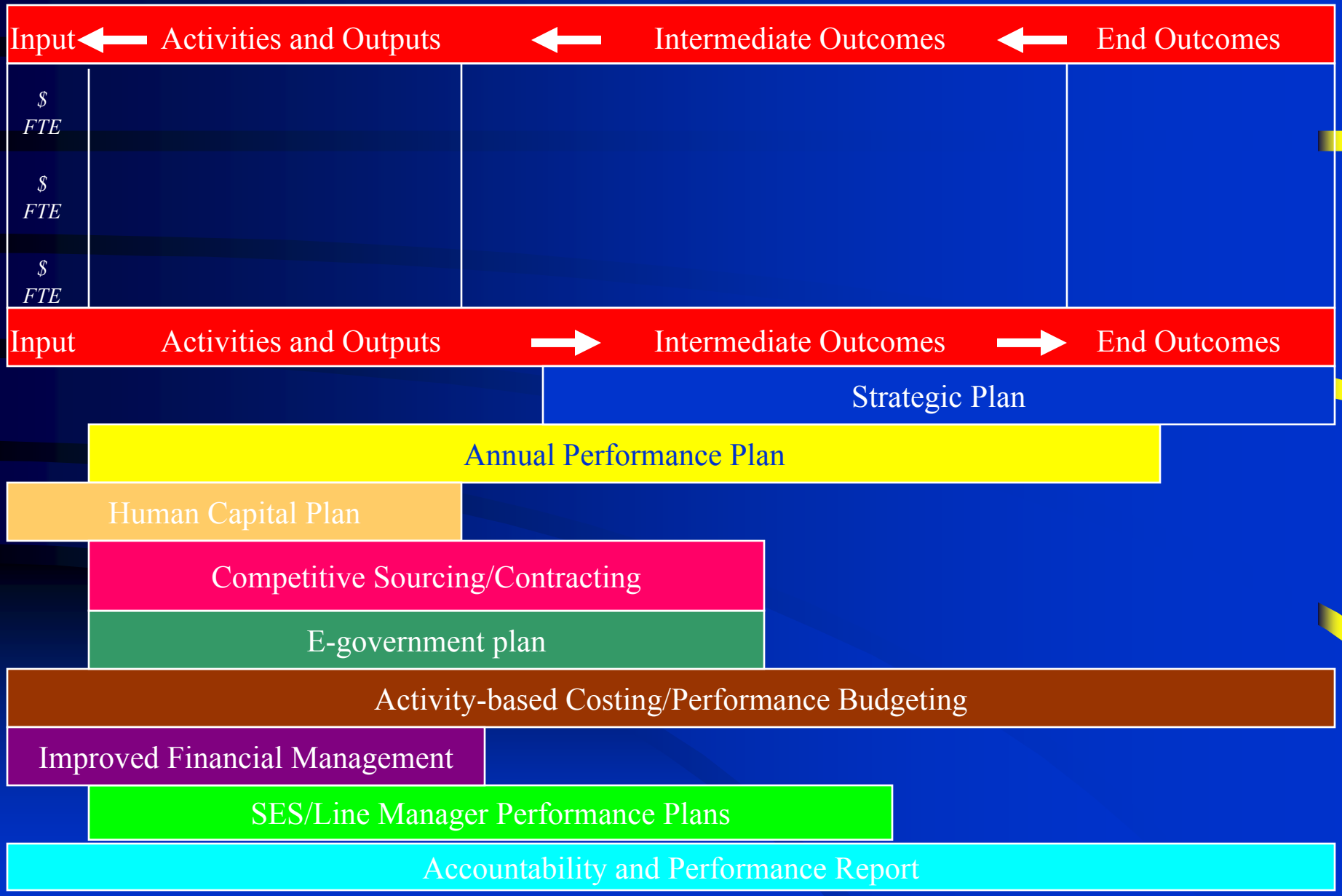
PROGRAM TEMPLATE

Inputs	PMA Initiative	**Outputs**	Intermediate Outcomes	End Outcomes
$ *FTE*	E-Gov	Outputs for Strategy 1:	Strategy 1:	Goal:
$ *FTE*	Human Capital	-	Strategy 2:	-
$ *FTE*		-		Measures:
$ *FTE*	Financial Management	-	Etc.	-
$ *FTE*		Outputs for Strategy 2:		
$ *FTE*	Competitive Sourcing	-		
$ *FTE*		-		
	Budget-Performance	-		
		Etc.		

Research Project on Use of Strategic Planning and Performance Measures in Local Law Enforcement

Findings, Themes and Examples

Government Performance Logic Model™



The Fundamental Question!

"If we weren't already doing this today, would we start doing this tomorrow?"

--Peter Drucker

A question successful businesses ask on a daily basis! A question rarely asked, and almost never answered in government.