

Balancing Growth: Building performance measurement capability in the Town of Bethlehem

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Executive Summary

The Town of Bethlehem is at an important crossroad; over the last two decades, the Town has experienced unprecedented growth with its population increasing by 28.8%. To assist in managing the effects of growth on the quality of life in Bethlehem, the town launched a comprehensive planning effort aimed at developing strategies for balancing new service demands from town's residents with town priorities. As a first step in implementing this strategy the Town Board created the Interdepartmental Management Advisory Committee (IMAC), whose focus and mission was to refine and realign Town's services without undue burden to the Town's taxpayers. This mission requires a new management model oriented toward transparency and accountability.

IMAC pursued two primary strategies in creating this new management model. The first is to systematically gather information on the day-to-day operations of each town department. The second is to invest in the development of a department level performance measurement framework; in this case for the Town of Bethlehem Police Department. This report presents the results of the performance framework development effort together with a set of recommendations for moving forward.

The Police Department developed 11 performance categories, 37 indicators and over 120 measures of success as the foundations of new information and knowledge sharing required as part of a performance management model.

1. Responsive to community needs
2. Public safety
3. Officer safety
4. Officer morale
5. Officer integrity
6. Effective internal controls
7. Community recognition and support
8. Incidences of crime
9. Recognition by peers
10. Efficient administrative procedures and operations
11. Efficient and effective personnel management.

A set of challenges to implementation of the performance framework were identified.

- Already strained human resources
- Data collection designed to support external reporting
- Current information capture and use is constrained by existing systems
- Deeply embedded process and data issues
- Informal information sharing and reporting traditions
- Limited experience in cross-boundary information sharing
- Establishing clearly defined goals

Fifteen recommendations for moving forward with the preliminary performance management framework for the Town of Bethlehem Police Department are presented to support both the implementation of the framework in the police department and the consideration of additional performance framework development efforts in other departments. These recommendations related to actions that need to be taken by the Police Department in partnership with IMAC, by the Police Department in partnership with MIS, and within the Police Department itself.

The report also includes a set of factors critical to the success of this effort.

- The Police Department must formalize processes for the accumulation, analysis, discussion and use of the data.
- The Police department must consistently track indicators of interest for day to day and long term planning.
- New information and knowledge sharing practices must be development and formalized.
- The nature of interaction between departments, currently oversight oriented, must transition to involve knowledge sharing and collaborative issues identification and problem solving.
- New understanding about interdependencies across units must be developed.
- Town departments must work jointly to identify relationship between performance in each unit and overall performance of the Town.

Chapter One: Balancing Growth

The Town of Bethlehem is at an important crossroad; over the last two decades, the Town has experienced unprecedented growth with its population increasing by 28.8%. This rate of growth is significantly higher than Albany County and the four-county Capital Region as a whole¹, and presents new challenges to town management. So far Bethlehem has been successful in meeting increasing demands for services without increasing the burden on taxpayers. However, Town managers recognize that keeping this balance requires a fresh look at the way the town's services are managed.

Bethlehem, New York

Incorporated in March of 1793, the Town of Bethlehem is approximately six miles from Albany, the capital city of New York State. Bethlehem is a suburban community offering high-quality school systems, excellent recreational facilities, and superb programs and services. Bethlehem currently has a population of over 31,000.

Town of Bethlehem: Comprehensive Plan and Generic Environmental Impact Statement

To assist in managing the effects of growth on the quality of life in Bethlehem, the town launched a comprehensive planning effort aimed at developing strategies for balancing new service demands from town's residents with town priorities. The comprehensive plan, released in August of 2005, outlines a vision for the year 2020 and lays out a strategy for achieving this vision within the finite resources of the town. A core element of the strategy is establishing regular, systematic, and rigorous examinations of priorities, practices, and outcomes. As a first step in implementing this strategy the Town Board created the Interdepartmental Management Advisory Committee (IMAC) whose mission is to:

...develop recommendations to the Town Board that refine and realign the Town's service priorities to achieve optimum service performance at least cost, without causing dramatic reductions in Town services and without unreasonably increasing the burden of the Town's taxpayers.

This committee, comprised of the Town Supervisor, senior staff and one Town Board member, was tasked with working cooperatively with all town services and departments to establish long and short term goals and to seek opportunities to ensure maximum efficiency in accordance with Town priorities. Historically, departments in the Town of Bethlehem have worked autonomously with minimal intervention from or engagement with the Supervisor or their staff. This strategy is generally recognized by town management and across government agencies as no longer effective; so-called "silo" approaches are being replaced throughout government with management models that use information about performance from across an organization to inform both unit and organization level decision making. This new management model requires new procedures and protocols for information sharing across unit boundaries and with organizational leadership. This new use of information and a new orientation toward enterprise

¹ Town of Bethlehem: Comprehensive Plan and Generic Environmental Impact Statement, Saratoga Associates, 2005. pg. 1.1

versus unit-level decision making and planning requires a paradigm shift in most organizations, Bethlehem included.

The committee recognized that for such an endeavor to be successful, they would need to replace historical practices with new levels of information sharing and with new kinds of information about departmental operations and impact. In a sense they would need to create an environment that enables transparency. Transparency, ideally, will result in IMAC having the information necessary to assess whether town resources are being used to “achieve optimum service performance at least cost” and to make determinations about alternative strategies as necessary. In other words, new information and new information sharing practices will allow IMAC more transparency with respect to departmental operations and in terms of impact of those operations on the town. This new knowledge, again, ideally, will be used to inform the development of recommendations related to program planning and resource allocations. The goal the Town has set for itself is an ambitious one. Changing the nature of decision making and planning in any organization is challenging. No less so in a dynamic and growing municipality like Bethlehem.

The challenge of successfully making this paradigm shift in a municipality is that it must occur at two levels. First, the management model must both enable and encourage transparency through systematic information sharing and second, the information shared must be relevant and useful in responding to the questions of interest. Both must be examined and in some cases changed. Table 1 characterizes how information sharing within and across departments can contribute to specific activities through increased transparency. It also illustrates that information sharing does not serve the same purpose in all cases. Information shared within a department or division is likely to be relevant to daily operations and problem solving. Information shared between a department and town management should be relevant for other purposes such as strategic planning and resource allocations.

Table 1. Creating transparency through information sharing	
Location	Purpose
Within one unit of a department	Daily operations and problem solving
	Program planning
Across units in a department	Daily operations and problem solving
	Program planning
	Strategic planning
Between units of a department and department leadership	Activity reporting
	Program planning
	Strategic planning
Among Departments	Program planning
	Strategic planning
Between department leadership and Town Management	Strategic planning
	Resource allocations

Some of this information sharing is occurring in Bethlehem. However, it became clear to IMAC in their initial efforts that the sharing of information both within departments and with Town

management is generally ad hoc and inconsistent. It does not enable the kind of systematic and rigorous examinations necessary to generate sound recommendations to the Town Board regarding service optimization at least cost.

IMAC adopted two primary strategies to fill this gap in capability. The first is to systematically gather information on the day-to-day operations of each town department; essentially to build a new understanding about department level operations and performance. The second is the development of a department level performance measurement framework as a first effort in building the capability necessary to provide the performance information necessary to begin to make difficult choices about resources and services.

Systematic information capture

The systematic capture of information across all departments in the Town was an important first-step in the transition from the information-poor environment to the information-rich environment necessary for systematic review of town services. Generic and department specific questions were developed and distributed either through brief questionnaires or through face to face meeting with IMAC. These discussions explored how each department handles routine processes such as overtime, sick leave, supply requests, citizen complaints, or equipment inventories (See appendix A for copies of the instruments used).

A performance measurement framework

In March of 2006, IMAC and the Center for Technology in Government (CTG) at the University at Albany, SUNY, initiated a set of discussions related to the creation of a performance measurement framework for the town. Based on these discussions IMAC and CTG agreed that a focus on one department in the town rather than town-wide management would be a best first effort. Lessons learned in working in one department would be used to produce a set of recommendations about more broad-based performance measurement framework development. Due to its primacy in terms of town responsibilities, the Police Department was selected as the focus. This effort was designed to identify the performance questions of interest, a framework for gathering responses to those questions and to generate recommendations about implementation of the performance framework.

This document presents the results of the performance measurement framework activities. It is organized into four chapters with extensive appendices. This first chapter provides an overview of the focus of the project and the project results. Chapter two includes an introduction to performance measurement frameworks in the public sector and an outline of the steps necessary to add performance measurement to an organization's model. Chapter three presents the performance measurement framework developed cooperatively by the Police Department and the Center and introduces a set of procedures for its adoption and use. Chapter four presents a set of recommendations for moving forward with both the extension of the performance measurement framework development efforts in the police department and more broadly throughout the Town of Bethlehem.

Chapter Two: Setting the stage for optimum service performance

To place this overall effort in context it is necessary to review performance measurement as a management tool. This chapter provides a brief overview of performance management in general as well as the use of performance management in policing organizations in particular. The core components and guiding principles of performance measurement frameworks are introduced. Throughout this chapter we introduce the examples of CitiStat of the City of Baltimore, and CompStat of the New York City as illustrations of information-based performance management programs currently in use.

Using information to guide service delivery - Not a new idea

The concept of using information to help guide service delivery is not new or revolutionary, nor is it one organizations have been fully successful at adopting. Knowledge about what comprises a performance management model and how it must be used has emerged over time through development and use. In the early days the focus was on data collection; only more recently the focus has turned to use and reflection within and beyond individual units and organizations toward cross-boundary or enterprise-wide implementations.

Performance measurement involves collecting data in a systematic and objective manner to determine the efficiency and effectiveness of service delivery and program objectives. Performance management is the application of such data into an integrated management system that informs resource allocation and decision making to move an organization toward the achievement of strategic objectives.

Performance Management: When results matter
ICMA 2004

- Over 60 years ago, Clarence E Ridley and Herbert A. Simon recommended that municipalities collect data to monitor and control their services².
- In 1977, Mark Keane (Executive Director of International City Management Association) and William Gorham (President, The Urban Institute) authored a guide for municipalities called “*How effective are your community services? Procedures for monitoring the effectiveness of municipality services.*”
- In 1993 the US Government enacted the Government Performance and Result Act of 1993 (GPRA) and the President’s Management Agenda. This act mandated federal agencies to specify performance metrics that aligned their performance and goals to results. As a result of this act federal agencies were in turn asking state agencies to also look at performance metrics for their federally funded programs.

² Measuring Municipal Activities, (1943) C.Ridley, H. Simon

The progression of these efforts is an important one; in the 1940s we began to recognize the need to collect data, in the 70's we recognized we must have specific questions identified to ensure the relevant data is available; in the 90's we began to recognize that performance measurement and goals must be aligned and that government organizations must take into account the broader enterprise they are interacting with; in the case of the Town of Bethlehem this is each unit interacting with each other and with town management. To achieve both organization-wide fiscal and performance accountability no single unit can implement a performance measurement framework independent of the other units. The case of CitiStat in Baltimore provides many insights into the enterprise-wide implementation of a performance management framework. In addition, there are many resources available on the use of performance management and on the implementation of performance measurement frameworks as part of performance management strategies (See appendix E).

CitiStat – City of Baltimore, Maryland

Initiated in 2000 by Mayor Martin O'Malley, CitiStat is a city-wide computer database system that allows the City to regularly review performance of its departments. Operating under four tenets—accurate and timely intelligence, effective tactics and strategies, rapid deployment of resources, and relentless follow-up and assessment—the performance of each city department is now checked daily and addressed biweekly, as opposed to annually. Department heads are held accountable and often rewarded for positive performance. In fiscal year 2001, the impact that CitiStat had on Baltimore's budget was an estimated savings of over \$13 million, mostly the result of reduced operational costs, increased revenue streams, reduced absenteeism and accident time utilization, and termination of costly and inconsistent initiatives.

Performance measurement frameworks

Over the past two decades in particular, both the public and private sectors have invested heavily in performance management frameworks. Regardless of the specifics of any one framework however, they all seem to share certain components and guiding principles.

Components of performance measurement frameworks

1. Clear and explicit and prioritized goals
2. Means to measure progress toward those goals – performance categories, indicators, and measures
3. Performance targets or benchmarks
4. Data
5. Protocols for use

Guiding principles for performance management

- A performance measurement framework must be internally derived rather than externally dictated.
- A performance measurement framework must be grounded in a well developed set of goals and objectives.
- A performance measurement framework must be actively used as a foundation for information sharing – to be useful, it must be used.

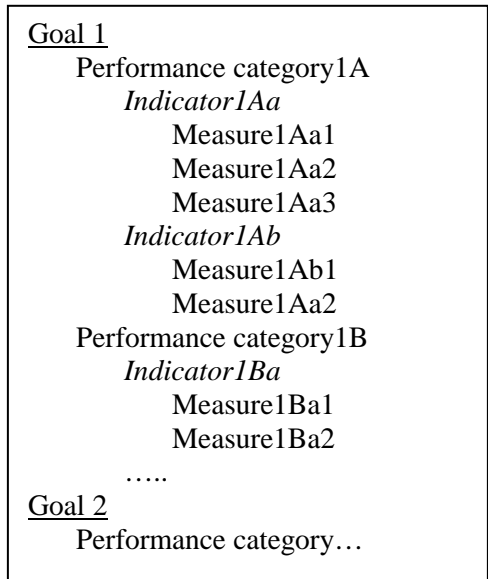
- A performance measurement framework must be continuously reviewed and refined for improvements based on knowledge gained through regular use.

The following sections provide a summary of each of these components and guiding principles as a foundation for the introduction of the framework developed by the Town of Bethlehem (ToB) police department and for the related use protocols.

Components of performance measurement frameworks

1. Goals -All public agencies need the ability to link their organizational mission to both long and short-term goals. These goals must be specific, clearly stated, derived from the mission and linked to a particular strategy for achieving “success.” Organizational goals must not be stated as dichotomous variables (that is, simply determining whether or not they have been achieved). They should be expressed as a continuum, whereby incremental progress can be measured providing evidence of achievement as the organization moves forward.

2. Means of measurement - One of the challenges of creating a performance measurement framework is arriving at a set of meaningful performance categories, indicators and measures. Progress toward broadly stated goals (such as the maintenance of a “safe community”) cannot be assessed by one or even several measures. Rather, a wide variety of indicators and related measures must be developed, agreed upon and then used to gain an accurate picture of performance. Performance indicators and measures should be regularly reviewed and refined over time.



The development of performance measurements is hindered by a number of challenges. The first is that the development of performance indicators and measures is often constrained by an output versus an outcome orientation. Changing the orientation of managers toward outcomes is part of the transition process from a traditional management model to a management model grounded in transparency and performance. A second challenge stems more from use than development, this is a predisposition to oversimplify relationships; i.e., managers select their favorite measure and rely on it or on one performance target or one indicator set and fail to or choose not to attend to the multidimensionality of performance. Rarely can an accurate assessment of performance of a complex organization be derived from a one-dimensional review.

An additional challenge is deciding on what measures to include. The addition of even one measure represents cost – particularly if the data necessary to use that measure is not available. Decision makers must consider the cost and benefit of creating and maintaining each particular measure. While many measures can be considered “nice to know,” they may not be considered critical, or in some cases, critical enough, to the question at hand.

Collectively identifying the key questions and relevant indicators and measures is the best way to inform judgments about what measure to include and what to leave out. Generally, performance measurement frameworks should be adopted in more modest implementations

so that expertise in related use and refinements can be developed over time. This strategy requires that time be spent with principal actors, in this case, IMAC and the Police Department (PD) executive team in selecting a subset to start with from among the performance categories, indicators, and measures available in the framework.

In general, you can think of the means of measurement as having three sets of measures and indicators ready to serve three separate purposes. The measurement means used for each propose are not mutually exclusive; rather they differ by the frequency and purpose of their use and frequency of their aggregation. The first set might encompass a core set of measures to be used by the department and the division staff to guide day to day operations, as well as general internal management. The second set might include indicators useful for sharing with external entities as a means of conveying performance and discussing resource allocations on a monthly or bi-weekly basis. The third set of indicators includes measures whose rate of occurrence does not warrant frequent analysis, but should be amassed at least on annual basis for the purpose of historical comparison and annual report purposes.

3. Performance targets – Performance targets or benchmarks are a critical component of performance measurement frameworks. Establishing benchmarks can be done in a number of ways, ranging from basing targets on historical performance of the organization or unit being measured to basing them on the performance of similar organizations or communities. Establishing performance targets is critical part of performance framework development; and their use is even more important. Unfortunately, experience has shown that the development of performance benchmarks is a difficult, complex and risky task. It is all these things for a number of reasons. First, it is difficult because to be truly useful as part of a transparency agenda benchmarks must be consensually developed and broadly supported. This is by itself difficult and costly to achieve. Second, true comparability is very difficult to achieve. Identifying comparable entities – in a sense to allow the comparison between apples and apples rather than apples and oranges is very difficult. Getting a group of principle actors – i.e., those with a strong stake in the process, to establish a commonly agreed upon set of benchmarks for performance is challenging and sometime impossible without compromise.
4. Data – Data can be both the strength and weakest link of a performance measurement framework. Issues of data quality, data context, data definitions, and data usability represent significant challenges for users of performance management. Data must be fit for the use being made of it. This maxim does not always get the attention it deserves. For example, a measure might be selected and agreed upon by all parties, yet, upon further investigation the related data is found to be of poor quality; which might mean many things including that it is incomplete or inaccurate. An example can be drawn from the homeless community. Data about homeless individuals is collected from them during the process of registering at a shelter. This is typically a stressful time and generally data collected during that interaction is of questionable value. Selecting an indicator based in part from this data is likely to be a problem due to the lack of reliability of the data.

Other data problems relate to data in context and the importance of expert knowledge. The development of a set of measures and the mapping of those measures to relevant data sources must be done with the knowledge and advice of those who have expert knowledge of the context and of the data collection process. This knowledge must be shared as part of the

measure selection and prioritization process. Context knowledge, for example, ensures that the data, even if it is of high quality is being applied in a way that makes sense. Even high quality data can be incorrectly used out of context. This last point speaks to the risk of the usability of data beyond the purpose for which it was collected. Often data is collected for a very specific purpose and coded according to a set of unique policies or business rules. Knowledge about and understanding of these conditions is critical to making assessments about the usability of data for different purposes. The creation of new interactions; i.e., new performance framework meetings, provides the venue for the examination of data issues within the context of a specific set of questions. Data issues must be considered within the context of use. Data cannot be evaluated, in general, in the abstract or according to some external measure of quality; data quality is a measure of fitness for use of a piece of data in terms of a specific question at a specific time.

5. Protocols for use – One of the defining features of performance management frameworks is its constant need for review and refinement. Once a performance framework is developed, an agency needs to determine how it will be used. For example, an organization needs to determine how frequently should each measure be aggregated and how often should the means of measurement be reviewed to assess the value of existing measures and determine whether important measures are currently missing. This review procedure is a dynamic process and must occur continuously as managers bring their professional experience to bear and use the measures to actively manage the organization.

Performance measures can be analyzed temporally (on a month-to-month basis, with year-to-date totals and annual comparisons) and/or geographically (by sector). Such analysis increases efficiency and helps to provide additional levels of transparency. Accurate and verifiable measures of work performed not only demonstrate progress, but ensure a fair degree of personal accountability as well. Failure to engage in this type of analysis can appear, in some situations, as an indication of an organization that is self-satisfied, risk- or feedback-averse.

Guiding principles for performance management

- Grounded in a well developed set of goals and performance objectives – To be effective a performance measurement framework must be grounded in a clear and explicit organizational mission statement and goals.
- Internally derived - Performance indicators, to be accepted and used, must be derived from within. While many aspects of a particular kind of agency are generic and common, others are quite specific based upon the unique environment and challenges faced by each organization. Only individuals knowledgeable of the special circumstances of the particular organization can thus develop performance measures that are needed to account for the uniqueness of the organization. For example, framework that has been developed for a police department of a large metropolitan area would be largely useless in a small community setting.
- Proactive use of information - While the exact mechanism for sharing performance data can vary (perhaps taking the form of interactive management meetings), the key issue is that the information is shared and *used* by managers to review progress, to reinforce effective

practices, to allocate or reallocate resources as necessary, and plan for the future. The willingness of managers to use a performance framework is in turn influenced by the form and the level of effort needed to obtain the necessary information. If the information is not consolidated into a straightforward, accurate and usable form, managers won't use it.

- Continuous improvement – Like any other management tool, a performance framework is a dynamic resource. It requires the organization to be ready to use it. In order to be relevant a performance measurement framework must undergo a regular process of reflection and refinement. In addition, as it is used more will be learned about its potential use. New measures may be added, others dropped, new categories of performance may emerge, and others may prove to be of little value in understanding performance.

Successful performance measurement programs involve more than choosing and promoting measures—they also require organizational “readiness,” involvement of stakeholders and unions, patience, and emphasis on a culture of improvement. <i>Dawes and Pardo, 2006</i>

Performance frameworks and policing

Students of police management claim that policing is essentially about information. Thoughtful police managers understand that a reactive approach to policing is no longer an acceptable option for modern law enforcement agencies. (Sparrow et al., 1992; Goldstein, 1990) Today, police administrators must actively manage their organization's knowledge in order to know what types of crimes are being committed, and where, when and why they are occurring. This in turn enables them to be proactive in combating crime in their community.

Traditionally, police organizations that lacked timely and accurate information had the tendency to base operational and long-term strategic decisions upon other factors (such as anecdotal evidence, political considerations, etc.). Such approach to law enforcement is largely ineffective and is incompatible with emerging policing techniques such as problem-oriented, hot-spot, community –based and evidence-based policing. (See Sherman, 1998, Sherman and Rogan, 1995). Modern policing relies upon fact-based decision making, which is impossible without a continuous flow of timely and accurate data.

Easy and timely access to such information is, therefore, critical to the police function. Today, the technology exists to track and analyze such data. Modern police information systems can and should be used to help agencies to lower costs, increase efficiency and effectiveness, and help to achieve stated goals (Nunn, 2001). Additionally, they can inform police management decisions by indicating specific areas or conditions within the community (i.e., “hot-spots”) that represent a significant threat to public safety (Sherman and Rogan, 1995)

Spurred partially by the apparent success of New York City's CompStat system initiated in 1994 and by increasing public demand, police administrators in many municipalities are seeking methods to measure organizational *outcomes*, such as a “safer city” or the reduction in the public's fear of crime, rather than mere organizational *outputs*, such as the number of arrests made or calls for service responded to. In other words, they are seeking data and frameworks that

will help them demonstrate their effectiveness and efficiency, as well as enable them to be proactive in their crime-fighting activities. They have recognized that the new management models in place in many municipalities require that information about operations and impact is available in new ways. This represents a rather dramatic shift in mindset and methodology.

Although aggregate numbers that describe an organization's efforts during a given year are helpful, they fail to answer the key question, "Did these efforts achieve the organization's desired goals?" A great deal of information relating to on-going policing efforts is typically not captured in a department's annual report. Arguably, much of this missing information is relevant only to police professionals and need not be reported to other stakeholders, such as community members and government officials. A problem occurs, however, when a considerable amount of policing efforts are not being recorded at all and are not being made available to police administrators. This results in a less-than-accurate depiction of the internal and external work environments and can severely hamper department's ability to accurately communicate about the amount of work performed on day-to-day basis and department's ability to achieve desired outcomes.

Crime rates fluctuate for a variety of reasons, many of which are unrelated to the efforts of the police. This obviously leads one to ask what other evidence can be used to demonstrate the quantity, quality and effectiveness of policing being performed in a particular jurisdiction (Sherman, 1998). Data gathering is important therefore for purposes other than mere record keeping. Accurate performance data can help an organization identify efficient and effective practices and discard ineffective ones, as well as enable the organization to maximize effectiveness, minimize mistakes, and make 'on the fly' adjustments as necessary (such as resource allocation, training, etc.). IT can support observations that changes in the environment may be related or in some case unrelated to anything under the control of the department.

Police departments (PDs) use multiple sources of data. For crime reporting, many use the Federal Uniform Crime Reports as well as their own state crime incident data to understand and map crime. In addition to this many PDs have human resource systems and administrative systems that assist the department in managing the day to day operations of an organization. Each of these systems provides only one view of the department. Today's leading organizations realize the importance of looking across departments to capture a snapshot of operations from multiple perspectives. One such example of this holistic view within policing is NYPD's abovementioned CompStat system. The system allows police departments to "analyze, reflect, learn, and change based on experience." (O'Dell and Grayson, 1998).

CompStat is an example of an information management system that allows for data to be gathered and re-synthesized in such a way that it displays the information based on predefined indicators of performance. Those indicators were developed by the NYPD for the NYPD. It is this fact, along with the active use of the information the indicators provide that has made CompStat and other systems like CompStat a key to improving service delivery. It is this framework of performance measures and indicators that we used as a foundation for the work with the Town.

Chapter Three: Performance Measurement for the ToB PD

This chapter introduces the performance framework for the ToB PD. Information about the current environment is presented first to provide context for the discussions of the framework that follow. Following the summary of current information use, the performance management framework will be introduced in terms of the core components presented in the previous chapter. Recommendations related to the implementation of each component of the framework are also presented. The chapter closes with a set of observations about the challenges likely to be of issue as the ToB PD implements the framework.

Current approaches to data collection and use

As a first step in the project the PD provided a description of the current approaches to data collection and use. The current approaches are consistent with the traditional management model employed to-date in the Town. The primary purpose of data collection is for activity tracking; in a sense focusing on outputs rather than outcomes.

Data is collected in a relatively consistent manner across the department. The process of information collection starts with the Central Dispatch and proceeds to records management. The Dispatch Unit uses the Computer Aided Dispatch (CAD) module of the New World system to assist in dispatching police and emergency response units. The officers and command staff rely predominately on the paper files, using the records management system periodically to assist with specific inquiry functions.

Data use was found to be dependent primarily on role and to some extent on situation and in general data was used to inform department managers about the status of individual events and about levels of activity during specific periods of time. As indicated above – to count things. Table 2 shows that each unit has a unique role and the role they fill influences the data they use. This table represents a mapping of information use prior to the implementation of a pre-performance management model. The table should be revised as part of the implementation of the performance framework and used to guide those efforts. Each Division of the PD and ultimately each department in the town will need to articulate their role, their responsibilities, and the information they need to make determinations about achieving performance targets.

Project approach

From May 2006 until November of 2006 through the course of two half day workshops and a number of offline work sessions the PD Chief and Division Command met with the CTG team to begin to build a performance measurement framework for the ToB PD. This process included:

- Discussions of current approaches to performance measurement in the PD, how information is used as part of this process.
- Site visit to White Plains PD as a current practice example
- Review of department missions and goals
- Identification of measures of success – performance categories.
- Development of a set of indicators of success for each performance
- Identified a set of measures for each indicator.
- Developed a set of protocols to guide use
- Discussed the issues related to determining comparability.

Table 2. Current information use			
<i>Who</i>	<i>Responsibility</i>	<i>Approach</i>	<i>Type of information used to meet responsibilities</i>
Division Command - Lieutenants	Day to Day logistics and operations of the department	<ul style="list-style-type: none"> • Detail data reviewed daily and weekly at a division command meeting with deputy chief and chief • Daily briefings held with subordinates. 	Caseload, scheduling, staffing, zone or shift work, Programs – DWI stops, Traffic Stops, etc
Deputy Chief	The day-to-day administration of the department	<ul style="list-style-type: none"> • Review daily activity and incident reports as the two Division Commanders • Meet weekly to review key issues or incidents with Chief and Division Command • Meet on an informal, ad-hoc basis daily and share information verbally as needed 	OT/Personnel, supplies, vehicle maintenance, programs, training, coordination with external requesters.
Chief	<ul style="list-style-type: none"> • Liaison to Town Management • Responsible for the department 	<ul style="list-style-type: none"> • Review daily activity and incident reports as the two Division Commanders • Meet weekly to review key issues or incidents with Chief and Division Command • Meet on an informal, ad-hoc basis daily and share information verbally as needed 	Personnel, budgetary, programmatic
Town management	Managerial	Departments self-manage within a broad set of conditions	Periodic, adhoc activity reports from department heads
Town Council/Town Supervisor	Maintain services while limiting new burden on taxpayers	Create infrastructure for ensuring informed recommendations	Recommendations from IMAC

Division Commanders

Data is reviewed daily and weekly in a division command meeting with the Deputy Chief and Chief. Each Division Commander currently has oversight over several units that vary in specific focus but have a number of operational and managerial tasks that are similar in nature – such as assigning staff or deploying special teams based on programmatic or administrative changes (sick leave, overtime, special assignments such as Traffic Stops, DWI programs, etc.) It is the day-to-day operations of the units that make up the workforce of the department. The types of information generated and used by each unit are specialized to their job duties. Each Division Commander reviews the

The mission of the Bethlehem Police Department is to provide a very high standard of law enforcement and public safety services to the people of the community in a professional, compassionate and cost-effective manner. The police department is dedicated to serving and protecting the public by providing consistent, fair and non-discriminating public safety operations.

information from the prior 24 hour period and holds daily briefings with his subordinates. They use the data recorded in the incident reports as well as the daily road reports, etc., to keep them informed of their units' daily activities. As part of this process, the command staff also identified the types of information requests they receive from external entities such as other town departments, as well as state and federal agencies. In some cases the requests are standard and standard reporting procedures exist, in others they require new response strategies to be created.

Deputy Chief

The Deputy Chief is responsible for the day-to-day administration of the department. He is also responsible for the many supporting services used to run a department of this size including inventory, asset management, personnel and human resource issues, as well as acting as second in command. His responsibilities include overtime and personnel issues, supply ordering and requisitions, vehicle maintenance, and coordination of training and training facilities. The Deputy Chief reviews the same daily reports and incident reports as the two Division Commanders, both for general activity awareness but also from an operations/administrative perspective. The Division Commanders, Deputy Chief and Chief meet on a weekly basis to review key issues or incidences. They also meet in an informal, ad-hoc basis daily and share information verbally as needed.

Chief

The Chief is responsible for the overall operations and management of the police department. As department head, he is the liaison to the Town's management team. His staff on occasion represents him at various meetings with the Town Supervisor or other town committees as needed. His information needs are of a fiscal, management, and personnel basis. He is ultimately responsible to the Town Supervisor and Town Board.

A performance measurement framework for the ToB PD

The creation of IMAC introduced a new player into the mix of town management. Further the charge given to IMAC creates new roles and responsibilities for Chief of PD and management in other town departments. As indicated above data use was found to be dependent primarily on role and to some extent on situation. The roles and responsibilities of department leaders and staff will change to include working with IMAC. This new responsibility requires capability to measure performance in a way that both the department and the IMAC find useful and valid. The performance measurement framework created by the management team of the police department is presented below. The next step is for IMAC to review the framework and to begin to work with the PD to identify the specific measures of interest and to begin the process of negotiation regarding the utility of those measures in responding to questions posed by IMAC.

An ideal “scenario of use” for this framework includes the development of a formalized process for the accumulation, analysis, discussion and use of these data (i.e., information presented by way of these performance measures). It need NOT be as elaborate or structured as the meetings contemplated by the CompStat model. However, a formalized process should be used (daily, weekly) to get the parties to begin to:

- view the same data;
- analyze and question what their meaning is;
- consider what additional information is required; and
- then (and only then!) begin to base their operational and long-term decisions upon the data (that is, the story that is gradually unfolding before them).
- Periodically share a subset collectively selected as relevant with IMAC and others as necessary.

As indicated above, the performance framework is presented in terms of the core components of a performance measurement framework; goals, means of measurement, performance targets, data, and protocols for use. Each component is followed by a recommendation or set of recommendations related to the implementation of that component of the framework. The ideal scenario of use is provided as a touchstone for use in considering the best fit for the ToB PD. The chapter closes with a discussion of challenges to this implementation identified through the project activities.

Goals

The ToB and Center team worked cooperatively to create a set of goals from the department’s mission statement. Prior to this effort the department did not have a specific set of measurable goals. While the effort resulted in the following five goals, additional work is necessary to continue to refine the goal statements and to ensure that those statements meet the criteria of specific, clearly stated, and derived from the mission. The goals are the foundation element for measuring success. The ability to speak specifically to the impact of a proposed change in resources for example, cannot be effectively responded to in a performance management model without information about the likely impact of a proposed change on a performance target. One way to ensure the goals meet these basic needs is to use the acronym SMART - specific, measurable, acceptable, realistic to achieve and time-bound with a deadline. Currently, the department mission statement addresses five goals:

- Department programs and initiatives contribute to the overall quality of life for the citizens within the Town of Bethlehem.
- Department provides a quality work environment for all employees.
- Department resources are managed efficiently.
- Department programs and initiatives have a sustained impact on public safety.
- Department is recognized as highly professional and leaders in their field.

Recommendation 1

Continue to invest in the development of goals that contribute to the overall agenda of the town and that are specific, measurable, acceptable, and achievable.

Means of Measurement

During the workshops the chief and division commanders were asked to consider how they would know if they had achieved their goals. In response they identified 11 performance categories. At this point the 11 categories, which speak to both internal operations as well as impact on the community and perceptions of responsiveness, are loosely connected to the department's goal statements. Additional investment in goal statement development should be conducted in concert with Town management.

During this process the PD team considered various scenarios of use for the performance categories, indicators, and measures. For example, they worked through an assessment of officer safety recognizing that a determination about officer safety must be derived from the various related measures such as officer injuries, firearm discharges, use of force, and others.

The critical question for this component of the framework is not just can the department develop a set of categories, indicators, and measures that they believe will be useful in assessing their performance, but can Town management and the PD come to some consensus about these elements and agree to use them as the foundation of future examinations of department priorities, practices, and outcomes.

PD Performance Categories

- Responsive to community needs
- Public safety
- Officer safety
- Officer morale
- Officer integrity
- Effective internal controls
- Community recognition and support
- Incidences of crime
- Recognition by peers
- Efficient administrative procedures and operations
- Efficient and effective personnel management.

The Chief and the Division Commanders identified and refined the 11 performance categories, 39 indicators and 106 measures over the course the two workshops. The performance measurement framework is provided in appendix C.

Recommendation 2

The PD and IMAC must work together to identify a set of questions of interest and to select the subset of indicators and measures necessary to provide the requested

Performance targets

Discussions during the workshops highlighted some of the specific challenges the ToB PD faces in establishing performance targets. One of the standard strategies for establishing performance targets is through reviewing comparable entities. In this case, according to the ToB PD, the specific characteristics of Bethlehem result in few comparable towns being identified. Comparability, as indicated above, to be as effective as possible, should be based on multiple

dimensions and done with considered caution. A number of the discussions focused on problems associated with the regular use of population as a single determinant of comparability for policing purposes. The use of this single criterion was considered by members of the department as representative of the lack of understanding about the complexity of policing and public safety. While this criteria may be relevant in other departments it is not considered to be adequate; other criteria must be used as well. For example, the presence of contiguous communities with high crime, was identified as a criteria for comparability that might be equally and potentially even more relevant to comparability determinations. Regardless of the specific factors used to determine comparable entities, the process of selecting comparable towns must be based on a collective understanding of the factors that are considered relevant to determining comparability criteria.

Recommendation 3

The PD and IMAC must work together to identify a set of criteria collectively considered to be most effective for determining comparability. These criteria should then be applied to the selection of comparability municipalities.

Reflection on past performance is also used as a strategy for establishing performance targets. This is generally a useful strategy, although can in some cases be misapplied when assumptions are made about the ability to consistently drive down crime or incident rates or to reduce traffic accidents yearly regardless of other changes in the environment – in a sense over interpreting continuous improvement. As indicated above, sometimes crime rates are not influenced by internal program operations but by external forces such as population growth, traffic patterns, or in the opinion of the PD, by various events in surrounding communities that result in increased pass-through activity in the ToB.

Recommendation 4

The PD and IMAC must work together to ensure that assumptions that simplify but are wrong are not used to guide the establishment of performance measures.

Performance targets can be used both to track specific performance but also to set minimum or maximum activity targets. The creation of the performance framework was broadly recognized as a mechanism for tracking the impact of operational changes on specific measures, indicators, or even performance categories. For example, using selected framework elements to determine if a particular operational change which represents resource savings has an impact on crime trends over time. The framework elements can provide the data; Town management will need to work with the PD and others in the town to determine what the acceptable levels of impact are. In a sense this is ultimately where the balancing process will need to occur. How much variation in selected indicators of performance for the PD is Town management willing to accept in order to achieve cost savings? In a sense the critical application of the framework will be in using it to make determinations about the efficiency of existing or proposed operational strategies, related costs, and performance targets.

Recommendation 5

The PD and IMAC must work together to establish common understanding of how the framework will be used to guide or inform recommendations for operational

Data

The performance framework as currently constituted can be supported through the data currently collected through the normal course of department operations. The data required is either in paper form or in the records management system (New World). Unfortunately the data does not reside in one location which would enable easy or direct use. In the current environment the various data elements will need to be analyzed manually in order to obtain the information necessary for most measures. This is the case for a number of reasons – limitations of the current electronic environment, current business processes and work flows, and work practices. However, as a result of this investigation, work flow and work processes were refined to meet the needs of the Division Command. This review and refinement needs to continue and parallel the work being done as the performance framework is created. As a part of this process, the Division Command will need to collaboratively determine what data elements will need to be captured for measures, indicators, and performance categories – a consensual pick list. It is important to guard against the notion that you need to collect all of the data for all of the measures identified first, and then figure out what you are going to do with it. This results in the classic situation of data collection for data collection sake. Therefore it is important to selectively identify the performance categories, indicators, measures and then the data sources.

Recommendation 6

The PD should continue to review and refine the current business process and work flows to identifying addition opportunities for process and practice efficiency improvements.

This process also provided the team the opportunity to understand data in new ways and to recognize that multiple measures are needed to assess performance against a selected indicator. As example – in order to answer the question “Is the fleet being used to maximum advantage?” a Division Commander would need to look at more than just the gas records or the daily miles driven. Various nuances required in interpreting the data to answer each type of question must be considered in selecting each measure for use.

Recommendation 7

The PD and IMAC must work cooperatively to ensure that data required to support selected measures is fit for the specific use being made of it. If not, decisions about alternative measure versus the cost of improving fitness for use should be cooperatively made in terms of cost and benefit of the specific measure.

Protocols for use

Not all information needs to be shared; and not all the same information needs to be shared with all departments. The performance framework can be used in various ways, ranging from long-term personnel planning to short term determinations about the best placement of officers for the following day's assignments. The nature of the use in any particular situation should be used to guide decisions about the formality and extent of information sharing required to meet a certain responsibility. A majority of the use of the performance framework for internal operations will be in terms of specific measures of activity and as a result can be done in a more ad hoc way. Information required for use in discussions with Town Management, however, is more likely to be based on multiple indicators and even performance categories. This type of use requires more structure and upfront planning to ensure that issues identified above such as coming to consensus about the selection of specific measures as indicators of performance and fitness of use of data can be resolved before formal reporting against a selected set of indicators occurs. Table 3, is a slightly revised version of Table 2. Table 3 now includes rows for IMAC and Town management and captures their responsibilities, approaches, and information requirements.

Table 3. Current information use			
<i>Who</i>	<i>Responsibility</i>	<i>Approach</i>	<i>Type of information used to meet responsibilities</i>
Division Command - Lieutenants	Day to Day logistics and operations of the department	Administrative and Unit Oversight	Caseload, scheduling, staffing, zone or shift work, Programs – DWI stops, Traffic Stops, etc
Deputy Chief	Administrative/Operational	<ul style="list-style-type: none"> • Review daily activity and incident reports as the two Division Commanders • Meet weekly to review key issues or incidents with Chief and Division Command • Meet on an informal, ad-hoc basis daily and share information verbally as needed 	OT/Personnel, supplies, vehicle maintenance, programs, training, coordination with external requesters.
Chief	Managerial/Operational	<ul style="list-style-type: none"> • Review daily activity and incident reports as the two Division Commanders • Meet weekly to review key issues or incidents with Chief and Division Command • Meet on an informal, ad-hoc basis daily and share information verbally as needed 	Personnel, budgetary, programmatic
IMAC	Make recommendations to the town board based on performance of each department	Create new capability for systematic and rigorous examinations of department performance	Impact, fiscal, infrastructure, manpower
Town Council/Town Supervisor	Maintain services while limiting new burden on taxpayers	Create infrastructure for ensuring informed recommendations	Recommendations from IMAC

While the information necessary to inform day to day operations may be more specific, it must be accessed and used on an almost daily basis. The responsibilities of IMAC and Town management require different kinds of information and may require access to it on a very different cycle of use, from in some cases monthly, and in other cases, yearly.

Ideally the process will result in an information and decision-support system that will enable the PD to regularly ask questions like the following:

- 1) **What** are we doing? (in terms of services rendered);
- 2) **Who** is doing it?
- 3) **When** are they doing it?
- 4) **Where** are they doing it?
- 5) What **type and amount of resources** are being expended?
- 6) Are our **efforts having any measurable effect** (positive or negative)/ and
- 7) **What, when, where and how should future efforts be expended?**

Table 4 further illustrates the types of questions that might be asked on a regular basis – say every three or six months, or in this case as necessary for IMAC to meet its obligation of creating a set of recommendations to the Town Board that will allow the town to make decisions intended to balance service performance and cost. Column one of the table provides examples of generic performance questions. Columns two and three show how these generic questions might be applied within the context of a specific department, in this case the police department and the highway department.

Table 4. Generic performance questions applied across departments		
Generic Performance Questions	Sample performance question for the Police Department	Sample performance questions for the Highway Department
How do they compare against similar communities in terms of XXX?	How do we compare against similar communities in terms of public safety?	How do we compare against similar communities in terms of highway quality?
What XXX strategies are most effective in the ToB?	What policing strategies are most effective in deterring crime in the ToB?	What highway management strategies are most effective in maximizing highway quality?
What impact is growth having on XXX?	How is the growth in the Town impacting crime patterns?	How is growth in the Town impacting highway quality?
What is the turnaround time for service?	What is the average length of time a case is open?	What is the average length of time to respond to and resolve a highway quality complaint?
Are resources being used in the most cost effective way?	Is the fleet being utilized to its maximum advantage?	Is the fleet being utilized to its maximum advantage?

Variations in information use across roles and responsibilities are highlighted to reinforce the broad utility of many of the measures currently available in the department. Looking back to Table 1 reminds us that the purpose of transparency at each level varies. For instance, measures such as number of arrests, number of speeding or DWI tickets are used on day-to-day basis to assist in the short-term allocation of department’s resources. However, monthly or annual aggregations of these same measures might be also used to validate the need for additional patrol personnel for a given zone or given shift or for the reduction for that same zone or shift.

In addition to variations based on level of application some measures were identified as division specific – for instance, knowing the number of open investigative cases on day-to-day basis is very important for the commander of the Special Services who is in charge of detectives. This information, although given to the patrol commander periodically, is not necessary for the performance of the patrol commander’s day-to-day duties. Likewise, although information about overtime is generated from the units and reviewed by the Division Command, it is ultimately the Chief and Deputy Chief who need the summary overtime report on a weekly basis to support operational or administrative functions.

Recommendation 8

Establish and share broadly a meeting schedule and agenda designed to support the use of performance measurement at all levels as necessary. This will build transparency of process as well as outcomes by formalizing a regular routine of providing reports and engaging in discussions impact and resources allocation discussions based on an agreed upon set of indicators.

Every Town faces unique set of challenges depending on its environment, population demographics, geographic location and other factors. In addition, although external input should be taken into consideration by the department when devising a performance measurement system, an external agency cannot impose their desired measures onto a department as they lack the detailed knowledge of the work and internal business processes that are necessary for accurate identification of meaningful measures and goals. For example, given Bethlehem's size and low crime rate, it might not need to track trends weekly, maybe not even monthly – however, they have to be tracked for the future, and they should decide what will get tracked and how frequently. The department needs to be aware of subtle (yet, measurable) changes to the internal and external work environments; particular patterns of activity that have meaning to them (e.g., congregating youths, vehicle accidents, calls for service of a particular type).

Recommendation 9

Division Command should maximize the utility of available data by creating procedures to assess changes to the internal and external work environments.

Challenges to implementation of the performance measurement framework

Implementation of a performance measurement framework is not a project that ends; it is a continuous process of use, review and refinement. While creating a framework organizations are often learning about the strategies that work best in their environment and with a given set of conditions. Implementation and use provide the best opportunity to review prior design decisions and to refine them based on use. Both the CompStat and the CitiStat cases illustrate the bumpy road both cities faced in the early stages of use and even highlight the continued challenges faced in the continuous use of the performance management in these contexts. The following paragraphs outline some of the specific challenges we anticipate in the implementation of this performance measurement framework in the ToB PD.

Already strained human resources

Every organization is faced with the realities of growing demands and shrinking resources. The demands for services are the one constant all government agencies seem to be able to depend on.

Staffing levels are continually changing due to either attrition or reduction in force. This is true for any organization and the Town's Police Department is in fact impacted even more as a result of unexpected loss of key personnel. This impacts not only their ability to maintain adequate service levels without stressing an already stressed organization but also limits the ability of the management team to implement new procedures or processes. Under these conditions organizations tend to rely on past practices that have been proven beneficial or even in some cases that are simply familiar, before attempting new models or methods of work. This is an ongoing challenge that the Division Command is well aware of. Process improvements and workflow adjustments are being considered as possible strategies for making time available to implement the performance measurement framework effectively.

Data collection designed to support external reporting

Current investments in data collection are primarily driven by the need to provide reports to entities outside of the department and the town. These reports are primarily activity driven and therefore to date have framed the way the PD thinks about and captures data. The transition from an activity reporting orientation to a trend analysis orientation as part of an information-based decision making process will take time and require consistent attention. By routinely gathering and analyzing performance data, meaningful comparisons can be made (between shifts, locations, officers, initiatives, etc.) and greater accountability can be achieved. This is at the heart of the new management model. Current activity tracking, for example, focuses how many miles are traveled on patrol (a valuable measure) because this is a traditional measure called for by external reporting requirements. There is no focus on analyzing the amount of time and resources expended in performing outside training (i.e., to other agencies) or in rendering assistance to other agencies (such as engaging in a search, or "backing-up" on certain calls for service). In fact, it is not entirely clear whether the department is currently even recording all of the work of this type that is taking place.

Current information capture and use is constrained by existing systems

The way information is captured and used within the department currently is in part constrained by the features and functionality of the current electronic and paper-based systems. Current processes related to the electronic system were, in some cases even created with system functionality as the determining factor, rather than the opposite. The electronic system in place however must suffice for now. New information access and use may be possible based on new report structures, as was the case in the new overtime report created in response to project activities. New data capture procedures may also be possible. For example, the project analysis indicates that although the cost of entering narrative data from handwritten incident reports is quite high, the value of doing so is limited. According to Division Command, the narrative data captured in the electronic system is used infrequently in daily operations. A majority of the staff pulls a copy of the incident report or the actual case file to review the narrative. To some extent then while Division Command believes the data necessary to inform the measures in the framework are currently available in the department either in electronic or paper form, the lack of an existing framework limits the ability of the department to use the information in a proactive, reflective, and strategic way. We propose that the performance measurement framework provides this.

Deeply embedded process and data issues

The current CAD/RM system employs a set of codes supported by the system but not relevant to the case management approaches used by the department. Data entered into the system therefore, is not usable by the Division Commanders without some translation or data manipulation. The original codes were created by the previous administration within the department. New codes were added after the change in department management is not consistent with those in the system. This results in the Division Command creating their own extracts of the data from the main system into personal decision support tools. Data is extracted and manipulated based on each user's abilities and knowledge of the main system and their own personal computing applications. For example, each Division Commander uses a combination of data drawn from the records management (RM) system and the CAD system along with paper copies of incident reports and daily reports to assist them in their day to day operation. The process of inputting the additional data (narrative sections of the incident report) results in a 3 month backlog for the records management data entry team. While a wealth of additional data is input into the RM system; the department relies on the paper copies as the official record. The on-line narrative section of the RM system is used infrequently; a majority of the staff either retains a copy of the incident report in their own filing system or pulls the actual case file.

Informal information sharing and reporting traditions

Most internal communication is informal in nature consisting of weekly meetings between the Chief, the Deputy Chief and the Division Commanders. Although management by walking around has worked to some extent, in some cases, it won't work much longer as a strategy for communicating outside of the department. Sometimes, because of the relatively intimate size of an agency, there is a presumption that all necessary communications take place. In other words, because any two individuals within the department **can** speak, there is a presumption that they actually **do**. This might not always be the case, particularly if these types of communications are not officially recognized and formalized. If they are not, the organization will suffer due to this informal arrangement that relies far too heavily upon individual schedules, personalities, and individual interpersonal communication skills.

Limited experience in cross-boundary information sharing

Police departments by their very nature are paramilitary organizations; autonomous in their operations, rarely looking to others for operational guidance. Performance management models involve new expectations for organizations to look horizontally across individual departments to collaboratively and collectively discuss operational strategies and outcomes. The Town Board, through the creation of IMAC is expecting each department to implement this new operational model. The Chief and his Division Command are being asked to provide more information to help guide decision (both financial as well as operational). The new level of information sharing is unfamiliar to the parties involved. Time will be required to develop the necessary comfort with this new management model. As shown above, organizational readiness to use a framework is as important if not more so than the clarity and relevance of the framework itself.

Establishing clearly defined goals

Although the department's mission statement offers a set of ideals it does not include an ideal set of clearly defined and measurable goals as discussed above. The development of these clearly

defined goals, beyond what was produced as part of the effort to get it off the ground must be a focus of effort for the PD and for IMAC, both for the PD and for other departments in the Town.

Chapter Four: Recommendations and next steps

The Town of Bethlehem and the Police Department are still in the formative stages of a performance measurement framework development effort. IMAC has invested in the development of new knowledge about the operations of all the departments in the town. The Police department has invested in the development of a performance measurement framework and along the way created new knowledge about current operations as well as identified challenges they are likely to face in implementing the new framework. As discussed above, these are the first steps in the process of establishing new levels of accountability and transparency through new knowledge and information sharing practices. The framework components provided above represent the resources necessary to launch a new management model. The recommendations and next steps presented below are provided to support the transition to a new management model that recognizes that information about Town processes, practices, and outcomes becomes a collective resource available for ensuring the envisioned balanced between optimum service performance and cost.

Fifteen Recommendations for implementation

#	Recommendations for the implementation of a performance measurement framework for the ToB PD
1	Continue to invest in the development of goals that contribute to the overall agenda of the town and that are specific, measurable, acceptable, and achievable.
2	The PD and IMAC must work together to identify a set of questions of interest and to select the subset of indicators and measures necessary to provide the requested information.
3	The PD and IMAC must work together to identify a set of criteria collectively considered to be most effective for determining comparability. These criteria should then be applied to the selection of comparability municipalities.
4	The PD and IMAC must work together to ensure that assumptions that simplify but are wrong are not used to guide the establishment of performance measures.
5	The PD and IMAC must work together to establish common understanding of how the framework will be used to guide or inform recommendations for operational changes and how the framework will be used to assess subsequent impact of recommended changes.
6	The PD should continue to review and refine the current business process and work flows to identify addition opportunities for process and practice efficiency improvements.
7	The PD and IMAC must work cooperatively to ensure that data required to support selected measures is fit for the specific use being made of it. If not, decisions about alternative measures versus the cost of improving fitness for use should be cooperatively made.

#	Recommendations for the implementation of a performance measurement framework for the ToB PD
8	Establish and share broadly a meeting schedule designed to support the use of performance measurement at all levels as necessary. This will build transparency of process as well as outcomes by formalizing a regular routine of providing reports and engaging in discussions about impact and resources allocations.
9	Division Command should maximize the utility of available data by creating procedures to assess changes to the internal and external work environments.
10	Create an environment that promotes transparency and collaboration through knowledge and information sharing.
11	Leverage changes already occurring.
12	Create standard and formal processes for use. The current command staff meetings that take place appear to be too informal in that they do not possess and consider a standard set of performance measures that would indicate/suggest answers to the seven questions presented above. The ability to answer these questions and identify best practices should not be viewed by the department as a “luxury item”; they should be considered “standard equipment.”
14	Continue to invest in the refinement of the framework components.
15	Ground related investments, strategies and practices in the guiding principles of performance measurement frameworks.

Next Steps

To achieve the expected benefit the performance framework must be integrated into the regular operating procedures of the department. In some cases, the use of the framework will require the development of new operating procedures, in others it can be implemented as part of ongoing knowledge sharing and decision making processes. The following set of procedures is presented independent of existing operating procedures governing work in the department and work with other town departments. The procedure set, as part of the performance framework, is a dynamic resource should also be reviewed periodically for currency and relevance. It is also important to note that while these procedures are presented in a numerical order, many of the steps should in fact be done concurrently.

For IMAC and the Police Department

1. **Work collaboratively with to determine comparable communities.**
The criticality of this step has been highlighted throughout the report. This step should be considered among the first to be pursued.
2. **Collaboratively determine priority performance categories.**
The Chief and Division Command must work collaboratively with key stakeholders to identify key questions. For example, Town Supervisor or Comptroller may ask “Where are the traffic stops and when – by zone, by time, and how does this activity correlate to

other crimes?” The Department Command must decide which measures are necessary to answer the question, along with their expert knowledge, and determine how best to address this question. The key stakeholders and the Chief should agree on a short list of similar type questions or performance categories they wish to review and agree upon a reporting cycle and mechanism (paper, face-to-face, etc.).

3. Review, Revise, Refine.

Review the process on a set periodic basis and make adjustments where necessary. Use the first year as a test case to inform future revisions for until you start using the performance categories you will not understand what exact data points will be necessary to help assess progress.

For the Police Department and MIS

4. Identify a Division Level Data Analyst Liaison to the Management Information Services (MIS) Department

- Assign the responsibility to one of the Division Commanders who will be responsible for working with the Director of MIS concerning the New World application.
- The liaison will be responsible for working with the Director of MIS and the Division Command regarding report and system requirements and functionality.

5. Work with MIS to identify data sources for selected measures.

Once the performance categories, indicators, and measures have been selected, the department liaison should work with the Director of MIS to determine the data source, format, and availability. If they determine there are gaps within the data then they should consider ways to collect the necessary data (whether it is in electronic form or paper process taking in to consideration workflow, man-power, and process needs.) This data inventory review process should be repeated periodically to as part of a standard quarterly review. Table 5 provides an example of a data inventory review.

Table 5. Sample data inventory review				
Performance Categories	Indicators	Measure	Data Source	Format
Responsiveness to Community Needs	Response time to Calls for Service	Response time by incident	New World System	Electronic
		Number of miles patrolled by officer	Officer Daily Report	Paper
		Number of motor vehicle stops by time period	New World System	Electronic
		Number of motor vehicle stops by location	New World System	Electronic
		Number of tickets issued by time period	New World System	Electronic

Table 5. Sample data inventory review				
Performance Categories	Indicators	Measure	Data Source	Format
		Number of tickets issued by location and time of day	New World System	Electronic
		Number of tickets issued by type of offense	New World System	Electronic

6. Create an easy to use, easy to access interface.

The liaison should work with MIS to create an interface that will enable the department to draw on data from several sources to create the necessary reports.

7. Each Division Commander determines by their individual role and responsibility a short list of performance categories, indicators, and measures.

- Each Division Commander (Lieutenants, Deputy Chief, and Chief) independently selects a short list of the key performance categories, indicators and measures that would allow them to assess the performance of their individual units. They should also determine the reporting frequency by category, indicator, or measure that is most appropriate for their needs.
- Once each has identified their individual performance categories, indicators, and measures they should meet to determine similarities and differences among their measures. In some cases there may be overlap within a performance category and in other cases there may be differences. For example, the division commander responsible for patrol may choose the following performance categories:
 - i. Officer Safety
 - ii. Officer Morale
 - iii. Responsiveness to Community Needs
 - iv. Prevention of Crime.

The division commander responsible for Special Services may choose the same group of performance categories but within each category they may select different measures within each as shown in Table 6.

Table 6. Possible indicators of interest for day-to-day operational management			
Performance Category	Indicator	Measure	Division Commander
		Number of Part I offenses by time period	Patrol/Special Services
		Number of Part I offenses by location	Patrol/Special Services
	Criminal	Number of Part I offenses per 1,000 population	Patrol/Special Services

Table 6.
Possible indicators of interest for day-to-day operational management

Performance Category	Indicator	Measure	Division Commander
Prevention of crime	activity	Number of Part I offenses by type	Patrol/Special Services
		Number of Part II offenses by time period	Patrol/Special Services
		Number of Part II offenses by location	Patrol/Special Services
		Number of Part II offenses per 1,000 population	Patrol/Special Services
		Number of Part II offenses by type	Patrol/Special Services
		Number of businesses affected by crime per time period	Patrol/Special Services
		Number of businesses affected by crime by location	Patrol/Special Services
	Calls for service	Number of Incidents	Patrol/Special Services
		Number of Quick calls	Patrol/Special Services
	Arrests	Number of arrests per time period	Patrol/Special Services
		Number of arrests by type per time period	Patrol/Special Services
		Number of arrests by location	Patrol/Special Services
		Number of arrests resulting in prosecution	Patrol/Special Services
	Investigations	Number of open investigations by type and time period	Special Services
		Number of open cases per officer	Special Services
		Number of inactive investigations by time period	Special Services
		Number of inactive cases by officer	Special Services
		Number of cases closed by time period and type	Special Services
		Number of cases closed by officer	Special Services

For the Police Department

8. Determine department-level operational and strategic performance categories.

The Chief and Deputy Chief should determine what performance categories are important from the department perspective for day-to-day operations as well as for long term strategic planning. These categories, indicators, and measures may in fact be an aggregate of the division commander's list. They should also determine the reporting frequency by category, indicator, or measure that is most appropriate for their needs.

9. Develop benchmarks for selected performance categories, indicators, and measures.

The Division Command should develop benchmarks for the performance categories, indicators, and measures they have selected. If data is not currently captured in an electronic form, we recommend using this coming year (2007) to establish a benchmark against which you can then assess performance. Instead of incurring the cost of entering past information, we suggest you use data collected in 2007 as your benchmark for 2008. You may find you do not need a full calendar year to determine trends or benchmarks. However certain events will require a full calendar year of data in order to see seasonal trends that would impact the measures and indicators.

On the other hand, information regarding burglaries is recorded in the New World system and thus previous data can be used as a benchmark for 2007. Again the liaison will need to work closely with MIS in the generation of reports once the Division Command has determined the exact measures and frequency required.

10. Implement the process in an incremental basis.

Implement use of the performance framework on an incremental basis. Start small and build, not only within the divisions but across departments. This is a paradigm shift in management practices and will take prolonged concerted effort before it is successful.

11. Review, Revise, Refine.

Review the process on a set periodic basis and make adjustments where necessary. Use the first year as a test case to inform future revisions for until you start using the performance categories you will not understand what exact data points will be necessary to help assess progress.

Appendix A: IMAC Survey Instruments

- 1. Generic Departmental Survey**
- 2. Police Department Survey**
- 3. Follow-Up Police Department Survey**

IMac
Generic Departmental Questions
December 15, 2005
Page 39 of 76

1. How are operating processes documented and is there a periodic review to evaluate the need for revision? (e.g. Operating procedures manual)

2. What departmental services or programs are affected by external influences including other Town departments? (e.g. Weather, outside mandates, other governmental agencies...)

3. How is the department's budget managed and what steps do you take to inform your staff or other Town offices (Supervisor or Comptroller) when a significant budget impact is anticipated? (e.g. Periodic meetings with key financial staff, purchase approval process, management of P-card purchases, frequency of review of budget to actual results)

4. Regarding department personnel planning, have you received notice of any staff retirements or intent to leave Town employment? And, are there situations where part-time staffing might effectively meet personnel needs?

5. How do you plan for and manage staff to meet peak service periods? (e.g. Staff do equipment or facility maintenance during seasonal non-peak periods, use of part-time employees, authorization of OT)

6. What systems are in place to manage overtime use? What procedures do you follow to ensure the prior authorization of overtime? Are there situations where activities currently accomplished by overtime could be done at a later time during regular hours? (e.g. Establish protocols for

providing services at less than full staffing levels as an alternative to incurring overtime costs)

7. Do you see opportunities for automation, manual process improvement, or contractual services that might improve efficiency in delivery of department services? (e.g. Use private contractors for peak service events)
8. How do you measure the effectiveness of your department? (e.g. Pre-establish annual performance goals and objectives)
9. Identify the department's managerial staff and their specific responsibilities for program and service management.
10. What formal and informal communication tools do you utilize for both intra- and inter-departmental communication? Have these tools been effective and do you have recommendations for improvements? (e.g. Periodic staff meetings)
11. What employee training procedures do you have in place for the processes of your department? What additional training would you recommend and why?
12. Do you have a departmental administrator of your automated systems for your department? If so, who? If not, why?
13. What opportunities do you see for jointly managing certain functions with other departments (or other governmental units)?
14. What resources are you aware of that provide best practices and/or consulting for your department's operations?

IMac
Interview Questions For Police Department
January 24, 2006
Page 41 of 76

1. What are the relative benefits of having individually assigned vehicles rather than a pool of shared vehicles available as needed for staff use? Are there situations where personal rather than Town owned vehicles could be used for commutation to and from work?

2. Is it possible to change vehicle patrol schedules to save costs or reduce police officer time expended so that this resource could be reinvested in other activities?

3. What is the Department's plan for management succession?

4. What coordination between Police and Justice is there for scheduling of trials? Is Justice provided officers' work schedules? If so, how often?

5. What is the process for Detective Case Management, including Case Assignments, Workload Distribution analysis and Time Management Analysis?

6. Please explain the reporting process for all overtime. How is need for OT determined? Are tasks to be performed on OT reviewed to see if they

could be accomplished during other regular hours? Under what circumstances and with what frequency is overtime denied? Please explain the significant increase in Telecommunicators overtime when additional full-time staff was hired in recent years as a means of reducing overtime?

7. What type of analysis is performed of attendance time? (i.e.: sick use trends, comp use trends, any effect on OT)

8. What specific training procedures are in place for the use of department's automated systems? Who performs the training? What follow-up procedures are in place to ensure systems are being utilized? What automated reporting tools exist that are not being used to their full potential?

9. What are the requirements for becoming an accredited law enforcement agency? What specific budgetary and financial-related elements are considered in the accreditation process?

10. How many arrests are being made that are attributable to the detective unit and youth bureau and what benchmarks are used to measure effectiveness of these units?

11. What are relative pros and cons of using an external dispatch system as opposed to the Town's dispatch system?

12. From a financial standpoint, which departmental functions are the most financially self-sustaining and which are the least self-sustaining?

13. What fee for service opportunities can be considered? (i.e. home checks, false alarms, lockouts etc...)
14. Please detail the process for transporting prisoners to and from Court and identify any opportunities for cost efficiencies?
15. The Police Department's Preliminary Services and Efficiencies Report did not respond to the requirement made in Supervisor Egan's memo of December 1, 2005 that the department identify the steps that can be taken to achieve a sustainable combination of increased non-property tax revenues and reduced operating expenses that results in a net 10% reduction in Town financial support for the department. Please provide the response as part of this report.
16. What are the trends in Police Department activities that account for the expenditure of significant time and money? What can be done to reduce staff time and dollars spent in these areas?
17. What management training is accomplished for Police Department personnel on an ongoing basis? Can you make any recommendations for changes in management training?

IMac
Second Interview Questions For Police Department
March 8, 2006
Page 45 of 76

The Department has still not adequately responded to the IMac requirement to identify the steps that can be taken to achieve a sustainable combination of increased non-property tax revenues and reduced operating expenses that results in a net 10% reduction in Town financial support for the department.

1. In your original responses to the interview questions, the Department indicated, "Budgetary and financial-related elements are part of the accreditation process". Please provide more specific detail about the budgetary and financial elements of the accreditation process. Please provide a copy of the most recent accreditation document submitted by the Town.
2. Please outline the specific steps the Department is taking to implement the E-ticket program and provide a timetable for implementation as well as a funding plan.
3. What role is the Department taking in the implementation of enhanced courtroom security measures? Who is leading the initiative?
4. If funding were made available to the Department for the addition of two new staff persons (not including the patrol officer request already in front of the Town Board), what positions would you fill?
5. What recommendations would you make with regard to the time off scheduling policy for the Telecommunication officers?
6. Please provide the supporting documentation for the proposed new patrol officer position that has been requested of the Town Board
7. Considering all the programs, functions and services of the Department, please identify that program, function or service that has the greatest potential to be outsourced to another jurisdiction?

Appendix B: Project Logistics

- 1. Project Proposal**
- 2. Project Assumptions**
- 3. Consultant Scope of Work**
- 4. Project Activity Flow**
- 5. Project Task Plan**
- 6. Project Meeting Schedule**
- 7. Project Participants**



**Center for
Technology in Government**

The Town of Bethlehem

Proposal of Work

February 2006

Current Environment

Incorporated in March of 1793, the Town of Bethlehem is approximately six miles from Albany, the capital city of New York State. Bethlehem offers high-quality school systems, excellent recreational facilities, and superb programs and services. Bethlehem currently has a population of over 31,000 and encompasses a total area of 52 square miles.

Bethlehem is at an important crossroads. Over the last decade the Town has experienced significant growth as compared its neighboring towns and cities. Along with this growth, the demand for services provided by departments within the town has also grown. These departments have, to-date, successfully delivered services without increasing the burden on taxpayers. However, it is becoming increasingly hard to maintain this balance.

To assist in managing this growth the Town Board developed a comprehensive plan that outlines a vision for the year 2020. Carrying out this plan requires a clarification and possible realignment of service priorities to ensure the realization of “highly integrated, responsive and flexible governmental organizations that understand community priorities and delivers services in the most fiscally responsible manner.”

Expansion without Risk

Expanding the tax base without risk to the safety of citizens is a priority. This interest is of general relevance to all departments but is of particular concern to Public Safety. An additional cross-cutting priority is ensuring maximum efficiency of all town services. Many public sector agencies, in particular, policing agencies, have invested heavily over the last 10 years in the development of performance metrics and in strategies for ensuring that data is available for use in evaluating service outcomes and measuring efficiencies. As a result these agencies are able to use this information to respond to rapidly changing conditions and to maximize investments. This proposal lays out a plan of work to assist the Police Department in identifying service outcome objectives and the related indicator data and developing a set of recommendations regarding their use in department and town decision making and planning.

The mission of the Bethlehem Police Department is “to provide a very high standard of law enforcement and public safety services to the people of the community in a professional, compassionate and cost-effective manner. The police department is dedicated to serving and protecting the public by providing consistent, fair and non-discriminating public safety operations.” As the Town grows, the demands on the Police Department are growing as well.

Existing Models as Reference

Police departments (PDs) use multiple sources of data. For crime reporting, many use the Federal Uniform Crime Reports as well as their own state crime incident data to assist to understand and map crime. In addition to this many PDs have human resource systems and administrative systems that assist the department in managing the day to day operations of an organization. Each of these systems provides only one view of the department. Today’s leading organizations realize the importance of looking across organizations to capture a snapshot of operations from multiple perspectives. One such example of this holistic view within policing is NYPD’s CompStat system. The system allows police departments to “analyze, reflect, learn, and change based on experience.” (O’Dell and Grayson, 1998).

CompStat is an information management system that allows for data to be gathered and re-synthesized in such a way that it displays the information based on predefined indicators of performance. Those indicators were developed by the NYPD for the NYPD. The concept of imposing performance indicators on an organization has long been determined to be ineffective. Research shows that for performance measures to work and have meaning they must be derived by the organizations being measured. It is this fact, along with the active use of the information the indicators provide that has made CompStat a key to improving service delivery.

Questions to be answered in this project

To provide the Police Department with the preliminary framework for a ‘CompStat’ like approach, this project will address three specific questions:

- What constitutes success for the Town of Bethlehem Police Department?
- How do they know when they have achieved success?
- What information is needed to help the PD and the Town know when they have been successful?

Approach

The Center for Technology in Government (CTG) will work closely with the Police Chief and his key unit managers to answer these three questions through a series of group decision conferences and interviews. The work will be conducted through four primary activities described briefly below:

1. An orientation meeting with the Chief and PD unit managers will include an overview of the scope and goals of the project, the expected benefits. This meeting will provide the opportunity to test assumptions and to share ideas and concerns about the effort.
2. Following this meeting, two ½ day workshops with the Chief and PD unit managers will be held offsite at CTG to identify performance measures that are meaningful and specific to the core functions and goals of the Town of Bethlehem PD. Participants will be asked to articulate the indicators that are specific to their individual units. At each subsequent

workshop, the participants will have the opportunity to refine and revise the work previously accomplished to best reflect the needs of their department. Throughout this process, in between the individual workshops, CTG staff may contact specific participants as well to clarify or to expand upon the information shared within the workshop. The workshops will be scheduled in a mutually agreed upon time frame no more than 3 weeks apart and held at CTG.

3. The CTG team will also meet with the Town’s MIS manager and others involved in the capture and use of information currently available to the Police Department and incorporate this data into the final analysis.
4. A final presentation of results will be made to IMac and the participants of the workshops. The final deliverable of this work will be a summary report outlining recommendations and next steps.

Project Staffing

Project Director – Theresa A. Pardo
 Project Manager – Donna S. Canestraro
 Project Staff – Jana Hrdinova
 Paul O’Connell – Iona College

Products

- Final presentation of findings and recommendations.
- Final report containing findings and recommendations along with an appendix listing key indicators.

Expected Time Frame

- Initial projected start time – March 2006
- Completion expected six months from actual start date.

Project Work Plan and Total Costs

The project work plan includes ongoing project planning and management and three phases of data collection, analysis, and reporting. The table below summarizes the payments to CTG. Invoices will be generated at the end of each phase as listed in the table below.

	Invoice Amount	Cost
Commencement of Project	25%	\$8,500.00
End of the 2 nd Workshop	50%	\$17,000.00
Delivery of Final Report	25%	\$8,500.00

Total project cost: \$34,000.00

Project Assumptions



**Center for
Technology in Government**

Balancing Growth and Public Safety: Building performance measurement capability in the Town of Bethlehem

Project Purpose

The purpose of this project is to assist the Town of Bethlehem Police management team in identifying service outcome objectives and the related indicator data and developing a set of recommendations regarding their use in department and town decision making and planning.

Questions to be answered in this project

- What constitutes success for the Town of Bethlehem Police Department?
- How do they know when they have achieved success?
- What information is needed to help the PD and the Town know when they have been successful?

The results of this work will be to provide IMAC and the Police Chief a presentation and report of our findings and recommendations along with an appendix listing key indicators.

Major Activities

1. An orientation meeting with the IMAC and Chief will include an overview of the scope and goals of the project, and the expected benefits and deliverables. This meeting will provide the opportunity to test assumptions and to share ideas and concerns about the effort.
2. An orientation meeting with the Chief and PD unit managers will include an overview of the scope and goals of the project, the expected benefits. This meeting will provide the opportunity to test assumptions and to share ideas and concerns about the effort. This meeting will provide our initial data gathering opportunity.
3. The CTG team will also meet with the Town's MIS manager and others involved in the capture and use of information currently available to the Police Department and incorporate this data into the final analysis.
4. Following this meeting, two ½ day workshops with the Chief and PD unit managers will be held offsite at CTG to identify performance measures that are meaningful and specific to the core functions and goals of the Town of Bethlehem PD. Participants will be asked to articulate the indicators that are specific to their individual units. At each subsequent workshop, the participants will have the opportunity to refine and revise the work previously accomplished to best reflect the needs of their department. Throughout this process, in between the individual workshops, CTG staff may contact specific participants as well to clarify or to expand upon the information shared within the workshop. The workshops will

be scheduled in a mutually agreed upon time frame no more than 3 weeks apart and held at CTG.

5. A final presentation of results will be made to IMac and the participants of the workshops. The final deliverable of this work will be a report outlining recommendations and next steps.

Assumptions

The project, project schedule, and timeline estimates are based upon a number of critical assumptions. They include:

1. The project sponsor (IMAC and or the Police Chief) will introduce the project to appropriate staff and make them available for meetings as necessary.
2. The project sponsor (IMAC and or the Police Chief) will provide access to Department facilities (with proper personal identification and advanced notice); access to personnel (i.e., individuals within the Department, as well as key members of the other town departments, as identified by CTG; access to internal documents, data, files and records that the both parties reasonably agree will be necessary for the proper performance of agreed-to services.
3. The project sponsor (IMAC and or the Police Chief) will clarify expected roles for key participants and gain commitment to these expected roles.
4. The project sponsor (IMAC and the Police Chief) will provide CTG with one point person to help coordinate meetings and interview schedules.

Consultant Scope of Work

Project Name:
Town of Bethlehem -

Description

To provide the Town of Bethlehem Police Department with the preliminary framework for an information led policing that would address three specific questions:

- What constitutes success for the Town of Bethlehem Police Department?
- How do they know when they have achieved success?
- What information is needed to help the PD and the Town know when they have been successful?

Approach

The Center for Technology in Government (CTG) team will work closely with the Police Chief and his key unit managers to answer these three questions through a series of group decision conferences and interviews.

Dr. O'Connell brings to the team his rich professional and academic experience in criminal justice, performance indicators and measurements, and municipal policing. Dr. O'Connell will be assisting the team with subject matter expertise related to his knowledge on Compstat and executive information systems specifically for the policing domain. He has had previous experience with similar jurisdictions within New York State such as the Town of Port Chester, and Westchester County, as well as the Federal Drug Enforcement Administration. The focus of his dissertation as well as other scholarly writing has focused on an information led-policing framework.

It is this unique perspective that he will bring to bear on the project. The CTG team will provide the process expertise, group decision conference, and executive decision support expertise, whereas Dr. O'Connell will provide the subject matter expertise of this type of framework, use of performance data for accountability, and executive decision support expertise within the policing domain.

Dr. O'Connell will participate in all phases of the project – the initial project design, group decision conferences, as well as the analysis and final presentation. He will attend the initial meeting with the Town of Bethlehem Police Chief, He will co-facilitate the two ½ day workshops and final presentation of results as well as participate in 3 joint analysis sessions. Dr. O'Connell will also coordinate a site visit for the Town Police Chief and staff to Westchester County Police Department for a presentation of their information-led policing framework. He will also be a co-writer on the final report contributing 50% of the final report based on his expertise.

Attached is his curriculum vita for additional information concerning his background.

Deliverables

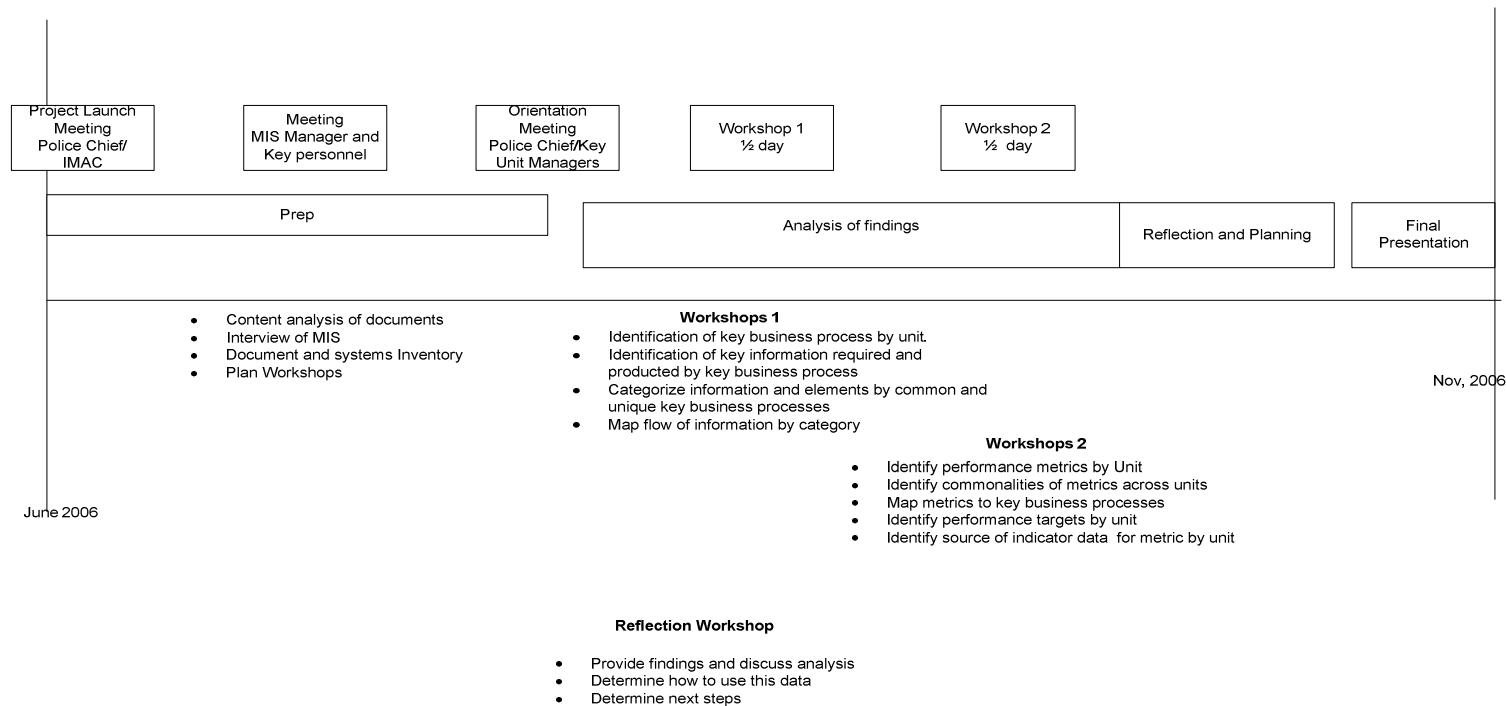
Dr. O'Connell will be actively participating in all meetings with the Town as well as the two workshops and final presentation. He will also be a co-author of the final report to the Town.

Project Activity Flow



Balancing Growth and Public Safety: Building performance measurement capability in the Town of Bethlehem

Project Activity Flow
May – November 2006



Project Task Plan



Center for Technology in Government

Balancing Growth and Public Safety: Building performance measurement capability in the Town of Bethlehem

Updated November 2006

Date Log

Pre Planning Phase

TASK 1: Ensure appropriate participation			
PURPOSE: To ensure project success			
Step	Due Date	Responsible group	Status
Introduce project to appropriate staff		Project Sponsor	
Provide project overview materials as necessary		Project Sponsor	
Clarify expected roles for key participants		Project Sponsor	
Gain commitment to expected roles from key participants		Project Sponsor	

TASK 2: Project Development and Planning	
PURPOSE: To further develop the goals and objectives and to refine the project work plan, Specifically to include: Identification of key participants for each phase Selection of agency contact person for logistics and scheduling of interviews and events, and etc. Establish contact schedule with project sponsors Review projected timeline	
Step	Date
Conduct initial meeting with Project Sponsors	12/7/05 IMAC 05/10/06 Town Brd. 05/25/06 Town Sup/MIS/Chief/DChief
Conduct two additional planning meetings with expanded participants group as necessary	06/19/06 9 – 3 06/23/06 8:30 -10:30

TASK 3: Orientation Meeting with Police Chief and key Unit Managers	
PURPOSE: To provide an overview of scope and goals of the project and expected benefits. Opportunity to test assumptions, and to share ideas of what the project is and isn't.	
Expected Attendees - Police Chief and key Unit managers	
Expected Outcome - initial inventory of systems and data	
Location – Town of Bethlehem Police Dept or CTG	
Expected Outcome – level setting and defining expectations	
Duration – 2 hours	
Potential Dates	July 5, 6, 10
Step	Date
2 hour orientation meeting	July 25, 2006

TASK 4: Meeting with MIS manager and key staff involved in Police systems	
PURPOSE: To obtain an overview of what systems are available and what information is available to the PD. Initial overview of information flow.	
Expected Attendees – MIS Manager and key personnel involved with the various systems used by the PD.	
Location – Town of Bethlehem MIS department	
Expected Outcome initial inventory of systems and data	
Duration – 2 hours	
Step	Date
2 hour orientation meeting	06/19/06
	06/20/06
	2 – 2 hour sessions

TASK 5: First Half Day workshops	
PURPOSE Identification of performance measures that are meaningful and specific to the core functions and goals of town of Bethlehem PD. Discussion of information flow and work processes flow.	
Expected Attendees – Police Chief and key unit managers	
Location – CTG	
Expected Outcome – Initial data gathering session	
Duration – 4 hours	
Step	Date
4hour orientation workshop	August 24 th 1:30 – 4:30 CTG Offices

TASK 6: Second Half Day workshops	
PURPOSE Review and Refine previously developed performance measures that are meaningful and specific to the core functions and goals of town of Bethlehem PD.	
Expected Attendees – Police Chief and key unit managers	
Location – CTG	
Expected Outcome – Second data gathering session	
Duration – 4 hours (3 weeks* after the initial workshop)	
Step	Date
4hour orientation workshop	Sep 26 th 1:30 – 4:30 CTG Offices

TASK 7: Performance Indicator and Information Flow Analysis		
PURPOSE: To develop a preliminary set of observations about the data gathered in the launch meeting and individual department workshops in terms of improvement, similarities, differences, overlap, etc.		
Step	Date	
internal analysis meetings	06/15/06	
Touch base with key department managers as necessary for clarification of issues about processes	See Chart below	
Finalize observations and draft interim report for the IMAC committee.	Sent 8/22/06	
Develop draft facilitation plan for final presentation	10/30/06	
Touch Base Meetings with key department managers		
Meeting	Department	Date/Duration
Day spent shadowing Div. Staff	Police Chief and Division Staff	June 19, 2006 June 23, 2006 2 – ½ day segments
Meeting with Special Services Staff	Lt. Berben Sgt. Roberts	September 7 th Police Department Town Hall. 2 hours
Meeting with IMAC	Jeff Dammeyer - Theresa Egan - Judith E. Kehoe, George Leveille Sam Messina	September 13 th Town Hall 1.5 hour
Follow-up Meeting	Chief Corsi and key Unit Managers from PD	November 15, 2006 2 hour meeting

TASK 8: Project Recommendations and Report	
PURPOSE: To provide a written record of the activity and the outcome of the analysis including an information management framework and key performance indicators for use town-wide.	
Step	Date
Analyze results	November
Develop report framework	November
Draft report	November
Review and refine report internally	November
Schedule presentation of project results to IMAC committee and town board if necessary	First 2 weeks in Oct
Deliver report and final presentation	First week in December
Share draft report with project sponsor	December 6, 2006
Refine report based on sponsor feedback	Week of December 11th
Final Report sent to project sponsors	December 18, 2006

Project Meeting Schedule



Center for
Technology in Government

Balancing Growth and Public Safety: Building performance measurement capability in the Town of Bethlehem

Project Schedule and Meeting Dates

Task or Step	Requested Attendees	Duration	Dates/Locations
Initial Orientation Meeting	IMAC and Police Chief Corsi	1 hour	May 25, 2006 Town Hall
Day spent shadowing Div. Staff	Police Chief and Division Staff	2 – ½ day segments	June 19, 2006 June 23, 2006
Meeting with MIS and Staff	MIS and Staff	2 – 1.5 hour meeting	June 19 & 20 th Town Hall
PD Orientation Meeting	Chief Corsi and key Division Command from PD	1.5 hour meeting	July 25 1:30 – 3:00 CTG Offices
Workshop 1	Chief Corsi and key Division Command	½ day (3 hours)	August 24 th 1:30 – 4:30 CTG Offices
Meeting with Special Services Staff	Lt. Berben Sgt. Roberts	2 hours	September 7 th Police Department Town Hall.
Meeting with IMAC	Jeff Dammeyer - Theresa Egan - Judith E. Kehoe, George Leveille Sam Messina	1.5 hour	September 13 th Town Hall
Workshop 2	Chief Corsi and key Division Command	½ day (3 hours)	September 26 th 1:30 – 4:30 CTG Offices
Final Presentation	IMAC and Chief Corsi & Division Command	2 hour	First or Second week in November

Project Participants

Town of Bethlehem Police Department

- Police Chief Louis Corsi
- Deputy Police Chief Timothy Beebe
- Lieutenant Robert Berben
- Lieutenant Thomas Heffernan
- Sergeant Paul Roberts Sr.
- Mark Becker

Town of Bethlehem Interdepartmental Management Advisory Committee (IMAC) Members

- Jeff Dammeyer - Town Director of MIS
- Theresa Egan - Supervisor
- Judith E. Kehoe, CPA - Comptroller
- George Leveille - Town Director of Economic Development & Planning
- Sam Messina - Town Board Member

Center for Technology in Government Project Team

- Theresa Pardo Project Director
- Donna S. Canestraro Project Manager
- Jana Hrdinova – Project Staff
- Paul O’Connell, J.D. PhD – Iona College Associate Dean of Arts and Science

Appendix C: Performance Management Framework for the Bethlehem Police Department



Center for Technology in Government

A Performance Management Framework for the Town of Bethlehem Police Department			
Performance Category	Indicator	Measure	Benchmark
Responsiveness to Community Needs	Response time to calls for service		
	Property checks	Number of property checks requested	
		Number of property checks performed	
		Location of property checks performed	
	Safety community programs	Number of classes performed per time period	
		Types of classes performed	
	Traffic-related special details	Types of special details	
		Number of special details by time period	
	Community concerns	Number of calls regarding general concerns of citizens	
		Number of calls from citizens responded to	
	General community services	Number of criminal background checks performed at request of citizens	
		Number of gun permits issued per year	
		Number of sex offender notifications	
		Number of sex offender registrations per year divided by type	
	Welfare checks	Number of welfare checks on elderly citizens per time period	
Animal control	Number of calls received per time period regarding an animal		
	Response time		
	Type of animal		
Officer safety	Line of duty injuries	Number of injuries per specific time period	
		Type of injury	
	Physical assaults on police officers	Number of assaults per time period	
		Type of assault	
		Location of assault	
	Patrol cars accidents	Number of patrol cars accidents by time period	
Number of patrol car accidents by officer			
Number of patrol car accidents by cause			

A Performance Management Framework for the Town of Bethlehem Police Department

Performance Category	Indicator	Measure	Benchmark
Officer Morale	Sick time	Hours of sick time taken by officers	
	Time off	Hours of time-off taken by officers	
	Training	Hours of training by officer	
		Hours of training per type of training	
		Types of training	
Recognition by peers	External training	Number of requests for training	
		Number of trainings performed	
		Type of training performed	
	Internal training	Number of requests to external agencies to train BPD	
		Number of training by external agencies for BPD	
	External assistance	Number of requests to external agencies for assistance	
		Number of assistance by external agencies	
Accreditation			
Effective internal controls	Use of force reports	Number of use of force reports per time period	
		Type of force used per time period	
		Location of use of force	
		Use of force by officer	
	Personnel complaints	Number of complaints per time period	
		Complaints per officer	
		Type of complaint	
	Civil litigation	Number of lawsuits against BPD	
	Internal audits/reviews	Number of internal audits/reviews performed by time period	
		Number of reviews resulting in policy changes by time period	
Community recognition and support	Perceived responsiveness	% of Citizen who perceive the BPD as being responsive % of Business who perceive the BPD as being fair % of Citizens satisfied with BPD handling of incidence	
	Perceived fairness	% of Citizen who perceive the BPD as being responsive % of Business who perceive the BPD as being fair % of Citizens satisfied with BPD handling of incidence	

A Performance Management Framework for the Town of Bethlehem Police Department

Performance Category	Indicator	Measure	Benchmark
	Perceived Safety	% of Citizen who perceive the BPD as being responsive % of Business who perceive the BPD as being fair % of Citizens satisfied with BPD handling of incidence	
Prevention of crime	Criminal activity	Number of Part I offenses by time period	
		Number of Part I offenses by location	
		Number of Part I offenses per 1,000 population	
		Number of Part I offenses by type	
		Number of Part II offenses by time period	
		Number of Part II offenses by location	
		Number of Part II offenses per 1,000 population	
		Number of Part II offenses by type	
		Number of businesses affected by crime per time period	
		Number of businesses affected by crime by location	
	Calls for service	Number of Incidents	
		Number of Quick calls	
	Arrests	Number of arrests per time period	
		Number of arrests by type per time period	
		Number of arrests by location	
	Investigations	Number of arrests resulting in prosecution	
		Number of open investigations by type and time period	
		Number of open cases per officer	
		Number of inactive investigations by time period	
		Number of inactive cases by officer	
		Number of cases closed by time period and type	
		Number of cases closed by officer	
		Number of cases cleared by arrest by time period	
		Number of cases cleared by other than arrest	
	Clearance rate per time period		
		Number of miles patrolled by time period	
		Number of miles patrolled by officer	
Number of motor vehicle stops by time period			

A Performance Management Framework for the Town of Bethlehem Police Department

Performance Category	Indicator	Measure	Benchmark
	Traffic enforcement	Number of motor vehicle stops by location	
		Number of tickets issued by time period	
		Number of tickets issued by location and time of day	
		Number of tickets issued by type of offense	
		Number of directed enforcement details per year	
		Number of directed enforcement details by type	
		Number of tickets issued as a result of directed enforcement details	
		Number of hours spent on directed enforcement details per time period	
		Number of traffic safety programs per time period	
		Number of traffic safety programs by location	
		Number of tickets issued as a result of traffic safety programs	
		Number of car accidents per time period	
		Number of car accidents per 1000 population	
		Number of accidents by location	
		Number of accidents with personal injury per time period	
		Number of car accidents with property damage per time period	
		Number of non-reportable traffic accidents	
	Drug activity	Amount of drugs seized by time period	
		Amount of drugs seized by location	
		Amount of drugs seized by type	
		Number of tips received by officer	
		Number of drug buys performed per time period	
Efficient administrative procedures and operations	Equipment and asset management		
	Records	Number of records entered by time period	
		Number of requests for records by time period	
		Number of requests for records by agency/external agent per time period	
		Number of record requests by public per time period	
	Number of miles traveled by time period		

A Performance Management Framework for the Town of Bethlehem Police Department

Performance Category	Indicator	Measure	Benchmark
	Fleet management	Service records for each vehicle	
		Amount of vehicle idle time per time period	
		Recalls by time periods	
	Training	Number of training requests	
		Number of training requests granted	
		Amount of money spent on training per time period	
		Amount of money spent on training by type of training	
Efficient personnel management	Court detail	Number of court details per time period	
		Number of officers' hours spent on court detail per time period	
	Overtime	See the overtime report for individual categories	
	Training	Hours of training per time period	
		Types of training	
		Hours of training by type of training per time period	
		Hours of training by officer	
	Court appearances	Hours of overtime resulting from training	
		Number of court appearances by officers per time period	
			Number of hours devoted to court appearances by time period

Appendix D: Project Presentations

- 1. Project presentation to Bethlehem Town Board, May 10, 2006**
- 2. Presentation for Orientation Meeting, July 25, 2006**
- 3. Presentation for Workshop 1, August 24, 2006**
- 4. Presentation for Workshop 2, September 26, 2006**

Appendix E: Additional Resources

Examples of Real-Life Police Performance Measurement Frameworks

The Waynesville Police Department, North Carolina

http://www.waynesvillepd.com/Goals_Objectives/goals_objectives.html.

The Waynesville Police Department has devised a set of organizational goals and objectives to ensure “the direction and unity of purpose” within the department. Their goals and objectives provide an illustration as to how a small department is using a performance measurement framework.

Barrie Police Service, Ontario, Canada

http://www.police.barrie.on.ca/mainpages/goals_objectives.htm

This site provides examples not only of possible goals and objectives, but also of performance assessment strategies that can be employed.

Iowa City Police Department, Iowa

<http://www.icgov.org/policefiles/genorder5.pdf>

This document represents a general order issued by the Chief of Police of the Iowa City Police Department detailing the proper procedures to be used in creating departmental goals and objectives. It serves to illustrate the processes that are involved in creating departmental objectives and although the size of the department is considerably larger, the processes are applicable to smaller settings as well.

Anne Arundel County Police Department, Maryland

<http://www.aacounty.org/Police/Resources/AnnualReport2005/Goals.pdf>

This document is a 2005 annual report prepared by Anne Arundel County Police Department, addressing their stated goals and objectives and their success in achieving them.

City of Carbondale, Illinois

http://www.ci.carbondale.il.us/Government/goals_objectives.html

This site provides an illustration of policy statements, goals and objectives statements, as well as the strategies to achieve the stated objectives. Although not specifically aimed at a police department, it provides a useful example for creation of a performance driven evaluation framework.

City Of Bellevue, Washington

http://www.ci.bellevue.wa.us/pdf/Finance/2004_Annual_Performance_Report.pdf

This document is the 2004 annual report produced by the City of Bellevue. The assessment of its police department begins on page 81 and provides a good example of how the data collected throughout the year can be used to assess the performance of a police department.

Recommended Service Efforts and Accomplishments Reporting Indicators for Police

<http://newark.rutgers.edu/~ncpp/cdgp/teaching/service%20areas/police.html>

This short document provides a list of goals considered to be the major responsibilities of police departments nationwide.

Background Information on Performance Measurement Frameworks in Policing

How Effective Are Your Community Services? Hatry, Harry P., et. al., *Urban Institute*. 1977. This publication offers some initial thoughts on measuring the performance of public services, including policing. It is rather dated, however, it is useful as a simple example of a possible framework.

Measuring the Performance of Law Enforcement Agencies. Maguire, Edward R. CALEA <http://www.calea.org/Online/newsletter/No84/maguirepart2.htm>
This article provides some background as well as direction on how to go about creating a performance measurement framework.

General Information About Performance-based Management

Performance Management: When Results Matter. International City/County Management Association. 2004.
http://www1.icma.org/upload/bc/attach/%7BEDFADAF9-80BB-4BF4-A7EE-4D86A2812527%7DPerfMeas_small.pdf

The Core Drivers of CitiStat: It's Not Just About the Meetings and Maps. Behn, Robert D. *International Public Management Journal* 8.3 (2005): 1-25

Performance Management for Career Executives: A "Start Where You Are, Use What You Have" Guide. Wye, Chris. 2004, *IBM Center for The Business of Government*.
<http://www.businessofgovernment.org/pdfs/WyeReport.pdf>
Although this publication does not address policing specifically, it is an excellent guide offering responses and recommendations to the common objections and questions arising regarding performance measurement frameworks.

The Performance-Based Management Handbook. Artley, Will and Suzanne Stroth. 2001. Performance-Based Management Special Interest Group.
<http://www.orau.gov/pbm/pbmhandbook/pbmhandbook.html>

Performance measurement in not-for-profit and public sector organizations. Macpherson, Malcolm. June 2001. Measuring Business Excellence.

A Manager's Guide to Performance Management. The performance, management, measurement and information project. Audit Commission.
<http://www.idea-knowledge.gov.uk/idk/aio/4810918>

Maximizing Knowledge for Program Evaluation: Critical Issues and Practical Challenges of ICT Strategies. Dawes, Sharon and Theresa Pardo. Electronic Government Conference 2006.