INNOVATIVE PERFORMANCE MANAGEMENT IN MULTNOMAH COUNTY: *MULTSTAT* CONCEPT PAPER

The purpose of this concept paper is to explore *Compstat* and *Citistat*—two municipal management techniques introduced in the New York City Police Department and the City of Baltimore, respectively—at Multnomah County. The goals are to increase accountability, and improve the performance of government agencies and their service outcomes. "*STATS*" are a structured continuous management process for ongoing review of government agencies' performance indicators measuring utilization of available resources and delivery of services to the public, with a specific focus upon immediate results.

Background. The history of performance measurement in Multnomah County has been marked by ebbs and flows in both the quantity and quality of available data. Currently, the *Priority Briefs* provide timely and accurate workload data for a variety of basic needs and safety system measures each month. As a part of the annual *Priority-Based Budgeting* process all County programs now report outcome-based performance measures. In both cases, this vital management data lacks a formal ongoing and accountable review process, thus limiting opportunities to use the data for service delivery system management. The development of a "*MultStat*" model as a management tool for the County is one possible way to accomplish greater utilization of performance data to increase accountability, efficiency and transparency.

What are *STATS*? *Compstat*, short for "computer statistics", is a process of managing police operations that began at the New York City Police Department in 1994. Compstat reflected a cultural change in attitude toward the ability of the police to reduce crime and criminal behavior with a focus on outcomes instead of traditional output measures. Its focus on day-to-day management assured that overall policy direction was met. Its success has spread to many other law enforcement jurisdictions around the country and internationally. More generalized models based on the success of this process were developed to encompass traditional municipal service systems.

Adapted from the Compstat model, Baltimore's *Citistat* is an accountability and assessment tool for everyday government management. Citistat uses various

databases to track all aspects of government program performance to align with policy. The process goes beyond traditional collection of performance data, by providing analysis of key measures, providing information, trends and identifying issues. This data is presented through maps, charts, tables and graphs in weekly closed executive forums with management.

These forums allow the executive and others to assess whether departments are meeting immediate and long-term goals, and help to determine strategies to best respond to emerging issues.

There are four basic process principles for *STAT* models:

1) provide timely, accurate and relevant data
2) analyze data and develop effective solutions that respond to emerging issues
3) deploy resources quickly to address issues
4) relentless follow-up and assessment
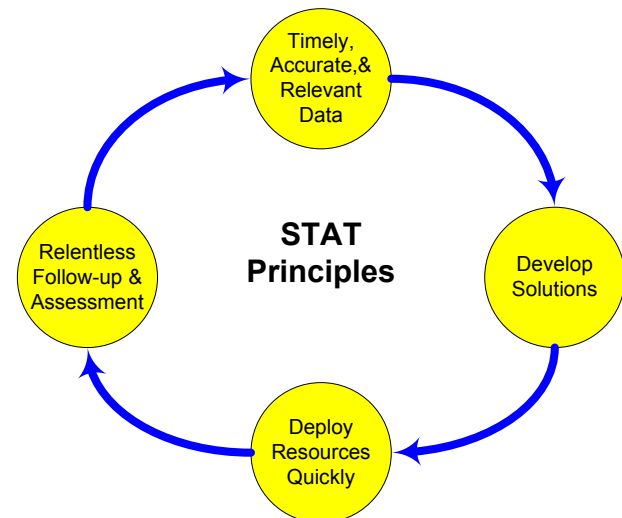
Advantages to using a *STAT*. Municipalities have reported many advantages to using a *STAT* model. First, it encourages a culture of transparent and timely data-driven decision making with a focus on immediate and long-term results. It educates executive staff on how programs, services and business models function. The process quickly identifies cross-departmental system gaps and overlaps so resources can be redistributed. And, many operational issues that typically "fly under the radar" of executives—absenteeism, over-time use, unfilled vacancies, service complaints, and over or

under-spending of budgets—are immediately visible. Finally, *STATs* have also proven a useful tool for identifying and developing management talent and succession planning. Working in a *STAT* organization provides rigorous training in public administration and policy evaluation.

Four basic elements of successful *STATS*. Compstat and Citistat are not off-the-shelf products or one-size fits all templates. A *STAT* is a process that must be adapted to fit the particular needs and circumstances of a jurisdiction and its agencies. To succeed, *STATs* requires the following four elements: commitment, staffing, perseverance, and cross-departmental perspectives.

1. Unwavering commitment from the top must be established at the very beginning of the process. The central customer for a *STAT* is the executive and only they can demand it. Department management also must support the process and this support should flow downward to supervisors and line staff; everyday data entry that supports a *STAT* will not happen unless employees' supervisors make it clear that such work is a required part of the program's operations.

2. Useful analysis requires a capable, knowledgeable and properly resourced analytical staff. Policy and management analysis is only as good as those who gather, analyze, and report the data. Without a group of empowered analysts, interpretation of data and analysis of the emerging issues would not be possible.

3. Start small and build. *STATs*, whether for a single department or an entire jurisdiction, are based on the collection of comprehensive data for management. But all *STATs* started small and grew incrementally over years. Developing a useful set of performance measures is an iterative process—it's better to have a few good measures than many useless ones. Build on meaningful performance measures that are readily available.

4. Focus on system improvements. While often operating independently, departments are part of a greater system. The issues facing one department often impact a number of other departments at the same time. Issues often go undetected unless otherwise viewed within a systems framework. Individual agencies approach problems from the perspective of their own protocols and constraints;

their actions may improve the department's situation, but increase problems for the entire jurisdiction.

Selected *STATS* programs around the country.
CitiStat models: Atlanta, GA. (ALTStat), Baltimore, MD. (CitiStat www.ci.baltimore.md.us/news/citistat/), Boston, Syracuse, NY. (SyraStat), Chattanooga TN. (Chattanooga Results), Palm Bay, FL. (PalmStat), San Francisco, CA. (SFStat), Worchester, MA., Somerville, MA. (SomerStat), Providence, RI. (ProvStat); King County, WA. (KingStat); Compstat: New York, Los Angeles, Philadelphia, Minneapolis, Lowell, MA., Newark, Vancouver, B.C.; Washington State, GMAP www.governor.wa.gov/gmap/

Selected resources.
   Abramson, M. A., & Behn, R. D. (2006). *The Varieties of CitiStat: A Case Study*. Public Administration Review, May/June 2006, pp 332-340.
   Altmayer, C. (2006). *Moving to performance-based management*. Government Finance Review, 22 (3), pp 8-14.
   Baxandall, P. & Euchner, C.C. (2003). *Can Citistat work in greater Boston?* Rapport Institute for Greater Boston, National Center for Digital Government, John F. Kennedy School of Government, Harvard University.
   Compstat & Citistat: Should Worchester Adopt these Management Techniques? (Report #03-01). Worchester Regional Research Bureau (2003).
   Willis, J. J., Mastrofski, S. D., & Weisburd, D. (2003). *Compstat in practice: An in-depth analysis of three cities.* The Police Foundation.