



# Research and Development

## Introduction

The CompStat360 (CS360) model is grounded in extensive research including literature reviews, site visits, focus groups, and interviews. Through the research process, a diverse group of stakeholders provided insight as to what CompStat360 could and should measure, as well as ways in which the tool could be most useful to those whom it directly impacts. This led to the identification of the three dimensions that CompStat360 is centered on (see Figure 1).

Figure 1



Research and development for CS360 commenced with a number of police researchers and practitioners joining together to discuss and ultimately publish a series of white papers on the inclusion of community policing in police performance management.<sup>1</sup> As a follow-up to these white papers, the Vera Institute of Justice and the Police Foundation hosted a symposium, through which they convened law enforcement leaders, community stakeholders, and scholars from across the country to further discuss the challenges and opportunities associated with implementing a reengineered CompStat. The Vera Institute of Justice and the Police Foundation next expanded upon this work with an extensive review of the relevant academic literature; site visits to four cities (Seattle, Washington; Milwaukee, Wisconsin; Arlington, Texas; and Providence, Rhode Island); and focus groups and semi-structured interviews with community organizations, advocates, and leaders, as well as police executives, command staff, line officers, investigators, and data analysts. What follows is a review of the knowledge and insights gleaned from these research activities, which ultimately provided the necessary

foundation for the framework and management tools associated with CS360.

## Traditional CompStat Challenges & Opportunities

On the topic of challenges and opportunities posed by traditional CompStat, researchers, practitioners, and community members expressed the following (see Figure 2):

Figure 2

Traditional CompStat Challenges	Traditional CompStat Opportunities
<ul style="list-style-type: none"> <li>• Contributes to an adversarial work environment</li> <li>• Suppresses creativity and innovation in problem-solving approaches</li> <li>• Rank-and-file officers are disconnected from CompStat meetings</li> <li>• Promotes crime control responses that are often reactive rather than innovative and problem-solving<sup>2</sup></li> </ul>	<ul style="list-style-type: none"> <li>• Increases accountability for rank-and-file officers and mid-level managers</li> <li>• Increases communication and feedback opportunities between officers and supervisors</li> <li>• Allows the agency to routinely assess their impacts in response to data</li> <li>• Has the potential to promote problem-solving</li> </ul>

In essence, many suggest that rather than completely discard the CompStat process, a revised version should be built by expanding the focus to include more comprehensive measures of performance.

## Dimension Identification

Moore and colleagues were among the first to suggest that police performance should be measured along multiple dimensions.<sup>3</sup> In response to stakeholder feedback throughout the research activities, the Vera Institute of Justice and Police Foundation collapsed Moore and colleagues' seven dimensions down to three for the purposes of parsimony and developing a tool that is not unwieldy to manage and interpret. CS360's



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dimensions have direct overlaps with Moore and colleagues' dimensions, however, which Figure 3 highlights below. Notably, many accreditation agencies (e.g., CALEA; International Association of Directors of Law Enforcement Standards and Training) assess indicators and measures similar to those captured in the CS360 dimensions and goals outlined.<sup>4</sup>

**Figure 3**

<b>CS360 dimensions in relation to Moore and colleagues' dimensions</b>	
<b>CS360 Dimensions</b>	<b>Moore and colleagues' dimensions</b>
Prevent, interrupt, and solve crime	<ul style="list-style-type: none"> <li>• The reduction of crime and victimization</li> <li>• The effective initiation of justice processes</li> <li>• The assurance of safety in public places</li> </ul>
Maximize organizational efficiency	<ul style="list-style-type: none"> <li>• The fair, effective, and efficient use of financial resources fairly, effectively and efficiently</li> <li>• The use of force and authority fairly, effectively and efficiently</li> </ul>
Integrate community and governmental partners	<ul style="list-style-type: none"> <li>• The reduction of fear and enhancement of personal security</li> <li>• The satisfaction of customer demands/achievement of legitimacy with those policed<sup>5</sup></li> </ul>

The below table summarizes what researchers, practitioners, and community members next argue should be measured in CS360, relative to each of CS360's three dimensions (see Figure 4).

**Figure 4**

<p><b>Prevent, interrupt, and solve crime</b></p> <p><b>Researchers say...</b></p> <ul style="list-style-type: none"> <li>• Evidence-based policing<sup>6</sup></li> <li>• Policing based on a community's individualized needs<sup>7</sup></li> </ul> <p><b>Police practitioners say...</b></p> <ul style="list-style-type: none"> <li>• Problem-oriented policing practices</li> <li>• Focus on environmental/quality of life issues</li> </ul> <p><b>Community members say...</b></p> <ul style="list-style-type: none"> <li>• Community perceptions of safety</li> <li>• Co-production of public safety</li> </ul> <p><b>Maximize organizational effectiveness</b></p> <p><b>Researchers say...</b></p> <ul style="list-style-type: none"> <li>• Support officer wellbeing<sup>8</sup></li> <li>• Implement procedural justice throughout agencies<sup>9</sup></li> </ul> <p><b>Police practitioners say...</b></p> <ul style="list-style-type: none"> <li>• Connect career advancement to community policing goals</li> <li>• More transparency and procedural justice in officer evaluations and reviews</li> </ul>	<p><b>Community members say...</b></p> <ul style="list-style-type: none"> <li>• Measure misconduct, expenditures, and policy development</li> <li>• Quality—not just quantity—of community contacts and engagement</li> <li>• Racial Composition of enforcement activities</li> </ul> <p><b>Integrate community and governmental partners</b></p> <p><b>Researchers say...</b></p> <ul style="list-style-type: none"> <li>• Promote and measure procedural justice during encounters with community<sup>10</sup></li> <li>• Increase accessibility of policing services to marginalized populations<sup>11</sup></li> <li>• Measure fairness of policing activities through data<sup>12</sup></li> </ul> <p><b>Police officers/executives say...</b></p> <ul style="list-style-type: none"> <li>• Establish citizen advisory boards/focus groups</li> <li>• Measure community perceptions with surveys</li> <li>• Invite community members to CompStat meetings</li> </ul> <p><b>Community members say...</b></p> <ul style="list-style-type: none"> <li>• Give the community input into the community priorities reviewed during the CompStat process</li> <li>• Give the community access to police data</li> </ul>
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## Goal Identification

Four goals further define each of the three dimensions featured in CS360 (see Figure 5), and a wealth of research further supports their inclusion.

Figure 5

<b>CS360 Dimensions and Goals</b>	
<b>Prevent, Interrupt, and Solve Crime</b>	
Goal 1	Prevent crime
Goal 2	Interrupt crime
Goal 3	Solve crime
Goal 4	Implement and assess promising and evidence-based practices
<b>Maximize Organizational Effectiveness</b>	
Goal 1	Ensure officer satisfaction, safety, and wellbeing
Goal 2	Optimize officer assignments
Goal 3	Provide the resources necessary for success
Goal 4	Implement and sustain 360 learning and evaluation
<b>Integrate Community and Governmental Partners</b>	
Goal 1	Shared responsibility of outcomes across stakeholders
Goal 2	Ensure that policing practices are equitable and accessible to all
Goal 3	Enhance trust between community members and the police
Goal 4	Understand factors that are impacting the community and their ability to respond

## Prevent, Interrupt, and Solve Crime

Relative to the dimension “Prevent, Interrupt, and Solve Crime,” researchers such as Roberts, Bond, and Kelling highlight how traditional CompStat over-relies on crime rates and under-relies on other measures more directly relevant to crime reduction efforts, such as 911 calls, arrests, CAD data, repeat locations, diversions, clearance rates, and victimization data—all of which are incorporated into this dimension.<sup>13</sup>

To provide a more comprehensive perspective on crime and the initiatives that address it, CS360 emphasizes preventing crime, interrupting crime, and solving crime as three distinct goals within this measure. Notably, the sustained success within each is dependent on iterative feedback loops within the model and police-community partnerships. Site visit, focus group, and interview participants consistently reiterated that in order to prevent crimes, the police must receive crime tips from community members and forge partnerships with other social service providers who can help reroute high-risk individuals. A substantial amount of officers’ time is also spent reacting to ongoing crimes through calls for service.<sup>14</sup> Interrupting crime then also requires community-initiated crime reports, as well as strong patrol officer relationships with local residents and community advocates, who can provide insight on community contexts and help to actively disrupt



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crime. Focus group and interview participants consistently noted that strong partnerships with the community are essential in this as well.

Another important goal in this dimension is implementing and assessing evidence-based policing tactics. Evidence-based policing is the utilization of the best available research to guide the practice and evaluation of policing agencies and practitioners.<sup>15</sup> Evidence-based policing holds value in its ability to improve public safety outcomes by shifting from reactive policing strategies to more research-informed, proactive tactics that are demonstrated effective at targeting crime.<sup>16</sup> Several policing practices are generally supported by research and considered evidence-based, such as focused deterrence, problem-oriented policing, and hot-spots policing.<sup>17</sup> This goal reflects the values and aims echoed by Herman Goldstein in his call for a paradigm shift from reactive policing to a model that emphasizes proactive, evidence-based tactics that target crime at its roots, which he refers to as problem-solving policing.<sup>18</sup> In their work to develop a balanced scorecard, multiple groups of researchers also highlight the importance of implementing effective tactics, such as hot-spot policing and increased foot patrol.<sup>19</sup>

It is important to note that even evidence-based policing tactics still have implications that need to be explored. For example, not much is known about community perceptions of practices such as hot-spot policing and the long-term effects of such tactics (i.e., whether they drive racial disparities among enforcement activities). Likewise, communities should assess the impacts of these approaches and adjust their implementation approaches accordingly on a regular basis. Thus, CS360 also provides measures for agencies to comprehensively assess and manage their activities and outputs relative to evidence-based policing strategies.

## Maximize Organizational Effectiveness

Relative to the dimension “Maximize Organizational Effectiveness,” the first featured goal is ensuring officer satisfaction, safety, and wellbeing. Research shows that law enforcement employees undergo high levels of stress, anxiety, trauma, injury, and other mental and physical health issues as a result of their tasks and responsibilities.<sup>20</sup> In a study conducted by the Pew Research Center, roughly 42 percent of police officers say

they nearly always or often have serious concerns about their physical safety when they are on the job.<sup>21</sup> Another 42 percent say they at least sometimes have these concerns. Officer wellbeing is also critically related to job performance, meaning that when officers experience poor health and emotional wellbeing, the organization’s overall effectiveness in promoting public safety and community support suffers.<sup>22</sup>

Ensuring that an organization is effective begins with hiring and retaining quality candidates, and placing them in roles for which they are best fit. Accordingly, another goal of this dimension is to optimize officer assignments. This means that beat units should ideally reflect the demographics of the communities they are assigned to serve, and particularly challenging beats should continue to utilize officers with more specialized experiences.<sup>23</sup> As Willis and colleagues suggest, an agency’s capacity to address crime and disorder problems within the community can be improved by enhancing patrol officer skills that align with organization goals.<sup>24</sup> Police executives and researchers also stress that once quality officers are hired, agencies need to ensure that opportunities for career advancement reflect the goals of community policing.<sup>25</sup> In one survey, Rosenbaum and colleagues found that eight in 10 police officers believed their department was more concerned with the amount of activity by officers (i.e., number of arrests) than the quality of their work.<sup>26</sup> Therefore, this dimension also includes indicators that help promote community policing in terms of career advancement and hiring qualifications.

To ensure quality policing, agencies must also provide the resources necessary for success. The quality and length of training provided, for example, is directly correlated with an organization’s ability to effectively uphold departmental policies and promote public safety as a whole.<sup>27</sup> Research also suggests that police call-for-service outcomes are significantly better (e.g., result in more resolutions and greater satisfaction) when officers are well-equipped with both physical gear and detailed intelligence.<sup>28</sup> In fact, officers’ perceptions of organizational support and resources play a key role in shaping their job performance.<sup>29</sup>

Implementing and sustaining a 360 learning and evaluation is also integral to maximizing organizational effectiveness. Researchers, practitioners, and community



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members all agree that CompStat is best served as a problem-solving tool, which means that its related data should be used not only for accountability purposes, but also for organizational learning.<sup>30</sup> Developing effective problem-solving strategies, sharing successful experiences, exchanging ideas, and demonstrating a willingness to take risks foster a more collaborative atmosphere during CompStat meetings. Even when these strategies fail, a public and positive response from executive staff sends the message that the failure can still become a positive learning experience for all. So long as it is in the pursuit of commendable goals, it is the intention of the error that matters. Researchers and practitioners argue that this practice is critical to raising the bar of performance for all agency leaders.<sup>31</sup>

Police executives also consistently highlight the organizational need for greater transparency and communication between supervisors and rank-and-file officers, so as to promote better relationships and direct performance feedback.<sup>32</sup> Thus, along with a more open flow of feedback on officer performance, agencies should strive to articulate clear standards for quality work and corresponding measures to evaluate officers. This is especially important considering agencies' need to provide officers with a sense of procedural justice. Officers' performance and attitudes toward their agencies are largely associated with their perceptions of organizational fairness.<sup>33</sup> As such, it is critical that departmental policies and practices for evaluating officers reflect a structured system embedded with values of procedural justice.

## **Integrate Community and Governmental Partners**

Relative to the dimension "Integrate Community and Governmental Partners," Cockcroft and Beattie discuss an increasing trend of police performance measures failing to consider the needs of the community, arguing that without community integration into police measurement and problem-solving processes, any management framework will be missing a vital perspective.<sup>34</sup> In a nationwide survey on the public perception of police-community relations, 70 percent of respondents believe that the role of police is to be a constant presence in the community, compared to 22 percent favoring responses to crime as it occurs.<sup>35</sup>

Researchers and practitioners note that providing communities with the chance to interact with police officers cultivates greater satisfaction, promotes a stronger sense of community, and increases police accountability to the community.<sup>36</sup> Moreover, the success of community policing will depend not only on police officers becoming more community-oriented, but also on community members collaborating on these efforts. Police executives have recommended the establishment of civilian advisory and focus groups with police as well as citywide surveys and databases that measure community perceptions and needs.<sup>37</sup> Along these lines, the first goal involves the shared responsibility of outcomes across stakeholders, with indicators such as calls for service, crime tips, volunteers, and collaborations between police agencies and the communities they serve.<sup>38</sup>

Community engagement with police agencies is largely contingent upon enhanced trust between community members and the police, making this another important goal within this dimension.<sup>39</sup> In his discussion on how to develop public trust and support in police, Willis suggests that CompStat meetings should be used as a platform to systematically report community problems and involve community members in problem-solving efforts.<sup>40</sup> Willis also suggests that departments should make CompStat data available to communities to increase transparency and legitimacy and decrease perceptions of unfairness.<sup>41</sup> Policing researchers and executives highlight that procedurally just police-civilian interactions help promote legitimacy and community satisfaction with the police, along with stronger police-community partnerships that make it easier for the police to do their jobs successfully.<sup>42</sup>

Another important goal of this dimension deals with the responsibility of police agencies to ensure that policing practices are equitable and accessible to all. Incidents in the media and numerous research studies reveal that various marginalized communities (e.g., people of color, members of the LGBTQI community) have been historically subjected to unfair treatment by police.<sup>43</sup> There have also been calls for greater accessibility within police agencies, including language access, training, protocols, and policies for dealing with individuals with mental illnesses and/or disabilities.<sup>44</sup> Thus, CS360 aims







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to incorporate related measures through the inclusion of this goal.

The final goal encourages police agencies to understand factors that are impacting the community and their ability to respond. Focus group and interview participants consistently noted that environmental and socio-economic factors, as well as dynamic factors that influence crime and perceptions of safety, must be accounted for in the performance management framework. Research also indicates that the majority of officers believe a procedurally just approach to policing in which officers show respect, concern, and fairness when dealing with the communities is very useful for departments.<sup>45</sup> Additionally, most say that it is important for an officer to know the people, places, and the culture in the communities they serve in order to be effective in policing.<sup>45</sup> By doing so, departments can also identify potential allies to help facilitate stronger relationships with the community and gain access to support networks that will further assist in agency goals and improve community wellbeing as a whole.

## Conclusion

Grounded in thorough research, CS360 provides an opportunity for police agencies to incorporate a wider range of essential outcomes and stakeholders into their measurement and management approaches, with the goal of more comprehensively defining, assessing, and delivering quality policing. Milligan and colleagues note that effective performance measurement systems require a series of measures to triangulate results (i.e., replicate through multiple data sources) and increase confidence in the findings.<sup>46</sup> Thus, it is important to recognize that while the dimensions we describe are divided, they are all closely related, and many indicators help measure and are relevant across dimensions. Each of CS360's three dimensions is equally important and grounded in research, and an agency's ability to measure or perform successfully within one should not come at the expense of the others. Thus, successful police performance management requires the equal balance and attention of all three. Through careful implementation and evaluation of each dimension, CS360 has the potential to help police agencies integrate research and practice, provide quality policing, and strengthen police-community relations across the United States.





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<sup>1</sup> Bond, Brenda J. and Anthony A. Braga, "Rethinking the CompStat Process to Enhance Problem-Solving Responses: Insights from a Randomized Field Experiment," *Police Practice and Research* 16, no. 1 (2015), 22-35; Bond, Brenda J., and George L. Kelling. "Moving Toward Community Oriented CompStat," in *Leveraging CompStat to Include Community Measures in Police Performance Management: Perspectives from the Field*, edited by Susan Shah, Jim Burch, and S. Rebecca Neusteter. Washington, DC: U.S. Department of Justice, Office of Community Oriented Policing Services, Publication Forthcoming.

<sup>2</sup> Rosenfeld, Richard, Robert Fornango, and Eric Baumer. "Did Ceasefire, Compstat, and Exile Reduce Homicide?" *Criminology & Public Policy* 4, no. 3 (2005), 419-449; other researchers have found that it reduces certain types of crime, but not others; see, for example, Jang, Hyunseok, Larry T. Hoover, and Hee-Jong Joo. "An Evaluation of Compstat's Effect on Crime: The Fort Worth Experience." *Police Quarterly* 13, no. 4 (2010), 387-412.

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<sup>3</sup> Moore, Mark H., David Thatcher, Andrea Dodge, and Tobias Moore, *Recognizing Value in Policing: The Challenge of Measuring Police Performance* (Washington, DC: Police Executive Research Forum, 2002).

<sup>4</sup> CALEA lists its goals as to "Strengthen crime prevention and control capabilities; formalize essential management procedures; establish fair and nondiscriminatory personnel practices; improve service delivery; solidify interagency cooperation and coordination; and increase community and staff confidence in the agency"; See The Commission on Accreditation for Law Enforcement Agencies Inc., "Accreditation," <http://www.calea.org/content/accreditation>.

<sup>5</sup> Moore, Mark H., David Thatcher, Andrea Dodge, and Tobias Moore, *Recognizing Value in Policing: The Challenge of Measuring Police Performance* (Washington, DC: Police Executive Research Forum, 2002).

<sup>6</sup> Goldstein, Herman. "Improving Policing: A problem-oriented Approach." *NPPA Journal* 25, no. 2 (1979), 236-258; Goldstein, Herman, H. Goldstein, and McGraw Hill, *Problem-oriented Policing* (New York: McGraw-Hill, 1990), INSERT PG NUMBER; Weisburd, David. *Effects of Problem-oriented Policing on Crime and Disorder* (LOCATION: DIANE Publishing, 2011), INSERT PG NUMBER.

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Phone: (202) 833-1460  
TTA@policefoundation.org  
[www.policefoundation.org](http://www.policefoundation.org)  
[www.compstat360.org](http://www.compstat360.org)



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