

X – ENSURING EFFICIENT OPERATIONS

The management and operational approaches presented thus far in this report – especially those designed to hold managers accountable for efficient and effective operations – should help to ensure operational efficiency over the long term. While these opportunities are being established, however, the department should take advantage of opportunities to use its resources more efficiently. Opportunities to enhance the operational efficiency of individual divisions and units will be discussed in chapters XIII to XVIII. This chapter addresses opportunities to make more effective use of resources across the entire department. The issues to be discussed in this chapter include the following: civilianization, investments in the tools, equipment and technology needed to enhance employee effectiveness; scheduling, vehicles, the need for an internal mail service and court time.

CIVILIANIZATION

Police Department Positions Should Be Filled By Civilians Unless An Affirmative Case Can Be Made That Sworn Officers Are Needed

The primary reason positions should be filled by civilians unless a sworn officer is needed to perform the job is that the cost of employing sworn officers is much higher than the cost of employing civilians. The starting salary for a senior corporal with two years experience, for example, is \$64,647 while a comparable civilian coordinator or safety officer is paid a salary of \$42,205 (a difference of \$22,442). However, when pension costs of 27.5 percent for the sworn officer (as compared to 11.0 percent for civilians) and other benefit costs are considered the total compensation for a senior corporal with two years experience is \$91,022 while the total compensation for a comparable civilian is \$54,718 – a difference of \$36,304 each year. In addition, the recruit and in-service training sworn officers receive is much more extensive than the training civilian employees receive. Indeed, the estimated cost of training a new sworn officer recruit (including academy and field training but excluding the recruit's salary) is over \$60,750. By contrast, most civilian employees receive little or no training prior to beginning employment with the police department.

The Department Does Not Make As Extensive Use Of Civilian Personnel

The Dallas Police Department does not make extensive use of civilian personnel. This situation is well understood by department employees. More than two-third of the respondents to the employee survey (67.7 percent) disagree or strongly disagree that “sworn officers do not spend an excessive amount of time performing duties that could be delegated to appropriately trained civilians.” Moreover, more than four out of five survey respondents (81.3 percent) disagree or strongly disagree that “the number of civilian employees currently employed by the police department is sufficient to ensure effective operations.”

A Systematic Approach Should Be Taken To Evaluating What Positions Should Be Filled By Civilians And What Positions Should Be Filled By Sworn Officers

A systematic framework should be used to evaluate what positions should be assigned to sworn and civilian employees. Taking this approach removes some of the individual bias associated with determining what functions should be assigned to civilians and what

functions should be assigned to sworn officers. In addition, using this framework to evaluate all positions ensures equal attention is devoted to assessing opportunities to assign civilians to fill positions currently held by sworn officers and *vice versa* for all positions. (A less systematic approach may result in some positions that are candidates for civilianization not being evaluated.) Moreover, once a well defined framework for determining what positions should be filled by civilians and what positions should be filled by sworn officers has been established, this framework can be used to assess what category of staff is appropriate for any new positions that are established.

The framework used to assess what positions should be filled by sworn officers and what positions should be filled by civilians assumes that an affirmative case for assigning a position to a sworn officer can be made under three conditions:

- The position requires the law enforcement powers of a sworn officer
- The skills, training and experience of a sworn officer are needed to effectively perform the job duties
- The skills, training and experience of a sworn officer are not required to effectively perform the job but assigning the position to a sworn officer is beneficial to citizens and/or the department and the value of these benefits outweigh the costs

The analysis of potential opportunities for civilianization should begin by identifying positions for which the case for assigning a sworn officer to fill the position is unambiguous. This will be the case when law enforcement powers are required to perform the functions assigned to the position; a broad range of the skills, training and experience of a sworn officer are required; and the job functions that justify the assignment of a sworn officer comprise the preponderance of the position's job duties.

When an unambiguous case for assigning a sworn officer to fill a position cannot be made it may nonetheless be beneficial¹ for the function to be assigned to a sworn officer. Three factors should be considered when making this determination.

- **Credibility.** In some cases, assigning a sworn officer to fill a position provides the credibility needed to effectively perform the position's job responsibilities. For example, while background investigations can be performed by civilians – law enforcement powers and the skills and experience of a sworn officer are not needed to conduct these investigations – accessing information on an employee's background from some sources is facilitated if one states that he or she is a police officer. Similarly, while civilians could conceivably work as recruiters they would likely not be effective because potential employees would want to discuss what police work is like with someone who has actually served as a police officer.
- **Operational knowledge and experience.** For some functions, the operational knowledge and perspective of a sworn officer is helpful in performing job duties. However, the need for operational knowledge and expertise should only provide a rationale for assigning the function to a sworn officer if the need for this knowledge

¹ As noted, the estimated benefits associated with assigning a sworn officer to the position should outweigh the estimated costs.

and perspective is consistent and frequent and if the negative consequences that may result from not having this knowledge and perspective is sufficiently severe that the additional costs associated with assigning a sworn officer to the position are warranted.

- **Leadership development.** In some instances, while a sworn officer is not needed to fill a position, assigning a sworn officer to the position is helpful in developing the skills of future leaders. This rationale for assigning sworn officers to a position should be used only if the level of technical skills and professional expertise needed to perform the function are not excessive (i.e., a sworn officer rotating through the assignment on a three year cycle² can quickly develop the skills and expertise needed to perform the job) and if the best way to become familiar with the function or activity is by managing or performing it on a day-to-day basis.

This evaluation framework was used to assess the positions within the department that should be assigned to sworn and civilian staff. The results of this analysis are presented in Exhibit X-1. Please note that positions for which an unambiguous case can be made for assigning the position to a sworn officer are not presented in this exhibit. Only positions for which additional analysis was needed to determine whether the position should be filled by a sworn officer or a civilian are presented.³ As this exhibit shows, a total of 179 positions in the Dallas Police Department currently held by sworn officers can be civilianized. Please note that the analysis presented in Exhibit X-1 confirms an independent analysis of opportunities for civilianization conducted by the department. This analysis identified 36 positions that are candidates for civilianization.

The Department Should Retain A Strong Commitment To Employing A Sufficient Number Of Civilian Employees

Reportedly, the Dallas Police Department has gone through cycles of civilianization in the past where positions assigned to sworn officers were reassigned to civilians only to have the civilian positions cut during periods of fiscal belt tightening. Certainly, in recent years the number of civilian positions has been reduced dramatically. As the following table shows, over the past 11 years the number of sworn officers has increased by 172 while the number of civilian employees has been reduced by 202. During this period the number of civilians as a percentage of the total workforce has declined from 20.4 percent to 14.7 percent.

² If the primary reason for assigning the function or service to a sworn officer is leadership development, potential leaders should rotate through the position so that a number of potential future leaders can benefit from the experience of holding the position.

³ In addition, positions that are recommended to be discontinued in other sections of this report are excluded from this analysis.

Year	Sworn Officers	Civilian Employees	Total Staffing	Civilians As Percent Of Total Staffing
1993	2,787	714	3,501	20.4%
1994	2,776	675	3,451	19.6%
1995	2,825	725	3,550	20.4%
1996	2,818	730	3,548	20.6%
1997	2,837	713	3,550	20.1%
1998	2,854	710	3,564	19.9%
1999	2,869	715	3,584	19.9%
2000	2,855	637	3,492	18.2%
2001	2,920	609	3,529	17.3%
2002	2,965	553	3,518	15.7%
2003	2,960	512	3,472	14.7%

When civilian staffing is reduced but the work performed by civilians is not eliminated the inevitable result is that sworn officers are assigned tasks that a competent civilian employee could effectively perform. As discussed this practice increases costs and may reduce effectiveness if the sworn officers lacks the skills and experience of the civilian employees who previously performed the work. Consequently, it is imperative that as the department moves forward with the systematic approach to civilianization outlined in this chapter it maintain the discipline to continue to use this methodology in the future. The department and the city must resist the temptation to cut only civilian employees during periods of fiscal restraint.

INVESTMENTS IN EQUIPMENT AND TECHNOLOGY

The Department Should Make Selective Investments In The Tools, Equipment And Technology Needed Make Employees More Productive

With a very few exceptions, the department's single biggest expenditure on a per unit basis is for employees (especially sworn officers). The total compensation for a senior corporal with two years experience, for example, is over \$91,000. Given the costs of employee compensation it makes sound management sense to provide employees with the equipment and technology needed to enhance their effectiveness. Even relatively large investments can be supported when viewed from this perspective. For example, a \$1 million investment in new technology that enhances the productivity of just 200 senior corporals by just five percent will pay for itself in its first year. (\$1 million divided by \$18.2 million [200 senior corporals at \$91,000 per year] equals 5.4 percent.)⁴ Clearly, given this analysis, smaller expenditures need only increase productivity by a small amount to be worthwhile investments.

The department has already made a number of worthwhile investments to improve employee productivity. In the area of technology especially, the department has developed a number of useful applications that enhance employee productivity. Perhaps most notable among these initiatives is a court notification system that

⁴ Alternatively, this investment will pay for itself over five years if the productivity of just 200 senior corporals is increased by one percent.

streamlines the process for notifying officers that have been subpoenaed, improves monitoring and reduces costs. (Three positions were redeployed as a result of automating this formerly paper intensive process.) Other technology initiatives that the department has underway are presented in Exhibit X-2.

While the department should be commended for its willingness to make investments to enhance employee productivity, additional investments are needed. This finding is reinforced by the results of the employee survey where perspectives on the adequacy of equipment and technology were mixed. While 40.9 percent of the survey respondents agree or strongly agree that they have access to the equipment they need to effectively perform their job responsibilities, 47.4 percent disagree or strongly disagree. Likewise, while a sizable percentage of survey respondents disagree or strongly disagree that the department makes effective use of technology to enhance performance (57.0 percent) and to reduce paperwork requirements (61.5) more than a quarter of the survey respondents agree or strongly agree with these statements.

Exhibit X-3 summarizes areas where additional investments in equipment and technology would enhance employee productivity. The department may not have the resources to address each of these needs immediately. To determine which investments should be made first, the department should estimate what impact on productivity will result from each investment and focus resources first on needs where the yield in improved productivity per dollar of investment is the greatest.

The Department's Investments In Technology Should Be Supported By Adequate Investments In Project Management And Training

As shown in Exhibit X-2 the department has already embarked on an ambitious program of technology improvements. Addressing the issues identified in this section will require expanding this program even further. As the department proceeds with efforts to implement and expand existing technology related initiatives, however, care should be taken to ensure that adequate resources are available to support effective project management. Employee perspectives regarding technology as reflected in interviews and the employee surveys are mixed in large part, it seems, because the management of some projects has not proceeded smoothly. To address this problem the department should ensure that it has sufficient project management capacity to handle both the technology projects currently under way and the future projects that are anticipated. Since the types of projects the department is undertaking are diverse – and because the need for project management will decline once these projects have been completed – the department should strongly consider employing contract project managers, that have skills relevant to the particular project being considered and who will only be employed for as long as the department needs their skills, to coordinate these projects.

The department should also take steps to ensure that employees expected to use the new technology have the skills to do so. Discussions with employees throughout the department suggest that the level of technical and computer skills of managers, supervisors and employees vary considerably. Consequently, it is important that training – tailored to address the diverse needs of employees – be provided as new technology is brought on line to ensure all employees clearly understand how this technology can be used to enhance productivity and improve performance. In addition to this initial training,

follow-up training should be provided at appropriate intervals to provide additional assistance as needed. The cost of this training should be clearly identified as a cost of the development and implementation of any new technology application.

SCHEDULING

The Department Should Explore Employing Part-Time Employees

A challenge for any organization that operates on a 24-hour a day, seven-day work week is to schedule employees in a way that ensures enough employees are working to meet workload demands at various times of the day and week while minimizing the number of hours where more employees are working than are needed. Scheduling efficiency can improve significantly if part-time workers are employed to address workload needs during periods of peak activity that last fewer than eight hours. Part-time workers can also be scheduled to work on days of the week for which workload is higher than for other days.

The department should explore whether its employees have an interest in part-time employment and, if a sufficient number are interested, should adjust scheduling patterns and full-time staffing needs to reflect the use of full-time employees. It is worth noting that in interviews police officers inquired about the possibility of working on a part-time basis which suggests that this idea may be appealing to a number of officers and other employees.

VEHICLES

Three issues relating to the department's use of vehicles affect the efficient use of resources: some units have an insufficient number of vehicles assigned to ensure officers can make effective use of their time; vehicles are currently retained beyond the point at which it is cost-effective to repair them; and the department provides some officers take home vehicles when there is not an operational need to do so. Each of these issues is discussed in this section.

The Department Should Determine The Number Of Vehicles That Are Needed To Support Effective Operations

Given the high cost of compensating the department's sworn employees it makes little sense not to provide them with the vehicles they need to be productive. The annualized cost of a vehicle - \$18,771 per year⁵ - represents but 20 percent of the total compensation of a senior corporal with two years experience. Consequently, as long as providing a vehicle increases employee productivity by this amount it is a sound investment. While each employee who needs a car does not need to be provided one

⁵ This amount assumes a fully equipped acquisition cost per vehicle of \$28,871, an average vehicle life of three years, and average maintenance cost of \$8,100 per year per vehicle.

on a full-time basis, the city can afford to be “risk averse” when making vehicle acquisition decisions.⁶ If a vehicle is used less intensely than anticipated, the vehicle will simply last longer and will need to be replaced less frequently than other vehicles.

A number of factors contribute to the analysis of how many vehicles should be assigned to a unit – the number of persons who need access to a vehicle to perform their job, the number of hours an individual will typically drive the vehicle over the course of their shift, and the size of the maintenance pool needed to ensure vehicles are available while other vehicles are being maintained or repaired. The information needed to accurately calculate the number of vehicles needed to support non-patrol functions as part of this engagement was not available. However, the department should collect the information needed to perform this analysis as interview findings suggest that additional vehicles may need to be assigned to some units.

Vehicles Are Currently Retained Beyond The Point At Which It Is Economical To Repair Them

To free up resources to provide sworn officers with a pay raise a decision was made in 2002 to replace vehicles when they reach 125,000 miles instead of when they reach 80,000 miles as had previously been the case.⁷ This decision, while motivated by good intentions, is not sound from a management perspective. Not only is replacing vehicles at 125,000 miles not cost effective, it sends a signal to department employees that their work is not valued.

Cost analysis. The analysis of the point at which it is no longer economically sound to maintain and replace cars as opposed to replacing them is straightforward. When the expected annual cost of maintenance and repairs plus the salvage value of the car⁸ exceeds the annualized cost of a new car (plus expected maintenance and repairs in the first year) the vehicle should be replaced. An alternative way to look at this issue is to calculate the point at which the costs of owning a vehicle are minimized. As the following table shows, it is cost effective to replace vehicles after 75,000 miles.

⁶ In other words, if somewhat more vehicles are purchased than are needed the cost of this error to the city will be low because the vehicles will simply last longer – fewer miles per year will be put on an average vehicle.

⁷ As recently as 2000 vehicles were replaced every 80,000 miles – a practice that is consistent with the replacement cycle in other police departments the consultants have studied. In 2001 a decision was made to replace vehicles every 100,000 miles; however, the decision to raise the threshold to 125,000 miles was made before any vehicles reached this level of use.

⁸ A vehicle’s salvage value represents an opportunity cost that is lost by not replacing the car.

Mileage At Which Vehicles Are Replaced	Annualized Acquisition Cost	Annual Fixed Maintenance and CIS Feed	Additional Maintenance and Repair Costs	Salvage Cost	Total Cost
25,000 miles	\$28,871	\$5,464	\$1,760	(\$8,060)	\$28,035
50,000 miles	\$14,436	\$5,464	\$3,224	(\$5,455)	\$17,669
75,000 miles	\$9,527	\$5,464	\$2,924	(\$3,275)	\$14,640
100,000 miles	\$7,218	\$5,464	\$3,860	(\$1,800)	\$14,742
125,000 miles	5,774	\$5,464	\$4,688	(\$1,225)	\$14,701

It should be noted that analysis of the point at which it is economical to replace a car has been muddled somewhat due to the way that the city's Equipment and Building Services Department (EBS) – which maintains and repairs cars on behalf of the department – charges for its services. EBS charges a base rate per vehicle based on the expected maintenance and repair charges for the entire fleet and charges an additional amount for repairs that are not included as part of the base service. Averaging costs over the entire fleet, however, tends to obscure differences in the actual costs associated with maintaining and repairing vehicles with different levels of mileage. In particular, the fact that normal repairs are covered by the manufacturer's warranty during the first 36,000 miles of a vehicle's life is not evident when costs are averaged over the entire fleet.⁹

Qualitative analysis. Regardless of the results of the financial analysis, however, a strong qualitative case can be made that vehicles should be replaced more frequently. For patrol officers especially, their patrol element is the office from which they work eight hours a day. To a very real extent, for these officers, the quality of their work environment depends on the condition of their vehicles. In interviews staff from throughout the department, but especially staff assigned to the Patrol Bureau, expressed strong concerns about the quality of their vehicles and focused explicit attention on concerns that some of their vehicles are unsafe to drive at high speeds. These concerns were reinforced by the results of the employee survey. Almost two-thirds of the Patrol Bureau respondents to the survey (63.2 percent) disagree or strongly disagree that they have access to the vehicles needed to safely perform their jobs and more than three-fourths (77.3 percent) disagree or strongly disagree that the vehicles they use are well maintained. Moreover, in interviews many employees made a connection between the quality of their vehicles and the extent to which they felt their work was valued by the city government. Given this context, it is noteworthy that 84.3 percent of the survey respondents disagree or strongly disagree that their work is valued by the city's leadership.¹⁰

⁹ Please note that this statement is not intended to criticize the approach EBS takes to charging for its services. The only point that should be taken from this statement is that this approach to charging for services complicates efforts to determine the mileage at which police department vehicles should be replaced.

¹⁰ Undoubtedly a range of factors contribute to the current perception that city leaders do not value the work of police officers. For many officers, however, the quality of their patrol vehicles

Concerns about the quality of vehicles were borne out by a random survey of 60 patrol vehicles across each of the six patrol divisions. Cars were selected as they were leaving or entering the patrol station or that were out of service for the second watch. They ranged in age from new to a 1994 model. The survey was for appearance and wear factors only. No analysis of the engine or components was made. The result of the assessment of each car covered by the survey is presented in Exhibit X-4. A number of conclusions can be drawn from this survey:

- The vehicles are in generally good condition until they accumulate 50,000 mile marker
- Significant wear begins to show between 50,000 and 75,000 miles – most notably holes in seats and staining become prevalent
- In addition to holes and staining many cars over 75,000 have an unpleasant odor¹¹
- As a general practice, new cars are in service 24 hours a day covering all watches; however, as new vehicles are placed in service, existing vehicles may be restricted to one or two watches based on mileage

Certainly some of these issues could be addressed by replacing seats. However, the Southwest Operations Division is the only patrol division that currently does so.

On Average The Department Should Replace Patrol Vehicles Every 75,000 Miles

By reducing the mileage at which cars are replaced the department will not only lower its vehicle expenditures but will also send a message to employees that providing them with a safe, well maintained vehicle is an important organizational value. While the analysis presented in this section indicates that it is cost-effective to replace the average patrol vehicle every 75,000 miles, determinations about which vehicles should be replaced should be made on a vehicle-by-vehicle basis. Some vehicles, for example vehicles that have accrued a great many highway miles, may have less wear at 75,000 miles than other vehicles with the same mileage. It is not cost-effective to replace these vehicles. The 75,000 mile threshold should therefore be viewed as the point at which vehicles should be individually evaluated to determine whether they should be replaced. Please note however that unless an affirmative case can be made that the vehicles have significantly less wear than other vehicles they should be replaced.

has become symbolic of the regard with which they consider themselves to be held by city leaders.

¹¹ Officers driving these vehicles indicate that they try to mask the odor but that doing so is difficult.

Officers Should Only Be Provided “Home Storage” Vehicles If There Is An Operational Need To Do So

As a general rule, department employees should only be allowed to take vehicles home and “store” them there overnight if there is an operational benefit to the department for allowing them to do so. The cost of allowing officers to store vehicles at home between shifts is not small. (Assuming officers travel an average of 30 miles round trip to their work site,¹² home storage cars accumulate an additional 6,600 miles per year. Given an average cost per mile of operating patrol vehicles of \$0.59 per mile the annual cost is \$3,894.) Almost as important, however, when there is no clear operational reason for officers to take cars home, other officers view this privilege as an unwarranted and undeserved perk. The perception of disparate treatment can contribute to ill will within the workforce.

As Exhibit X-5 shows, 112 officers are currently authorized home storage vehicles. However, there is only a sound operational reason for 91 of these officers to take vehicles home. Reducing the number of take home vehicles will reduce vehicles related expenditures by an estimated \$81,774 per year (21 vehicles times an estimated average annual cost per vehicle of \$3,894). These savings, however, will be offset somewhat by mileage allowances that should be paid to officers to compensate them for the personal use of their vehicles when reporting to work after their normal work hours.

MAIL SERVICE

The Department Should Establish An Internal Mail Service

At present, public safety officers (PSOs) and other staff (including, in some cases, sworn officers) spend considerable time transporting inter-office mail and correspondence to the central office headquarters and other divisions and picking up needed supplies and materials. PSO’s assigned to patrol operations divisions, for example, estimate that they spend up to 20 hours a week performing these responsibilities or the equivalent of 3.0 full-time equivalent staff over the six patrol divisions.

A more cost-effective way to manage the delivery of mail and other materials would be to establish an internal mail service that would pick up and deliver mail, materials and supplies on behalf of the entire department. Costs would be reduced because instead of making point to point trips to and from each location a route covering all locations would be covered by a single individual. One person could be hired to provide this service although he or she would need back-up to cover absences due to sickness, holidays and vacation. Alternatively, the department could establish performance standards and put this service out to bid by outside contractors. The cost of contracting versus performing this service in-house could then be compared.

Conservatively, implementing this recommendation would free up the time of 1.5 PSOs to perform other duties although the actual savings are likely much greater.

¹² This estimate is based on a review of the actual average home to work mileage for 25 randomly selected home storage vehicles.

COURT TIME

The Department Should Work Closely With The District And Municipal Courts And Prosecutors To Limit The Amount Of Time Officers Spend Waiting To Testify In Court

The department currently spends significant resources paying officers who have been subpoenaed to report to court and testify. The department's total costs for court appearances in the county court in May 2004 approached \$174,500 or \$2.09 million on an annualized basis. Expenditures for officers to appear at the municipal court are also quite high.

Of the total amount spent on court appearances, a relatively small percentage is actually devoted to officers testifying in courts. In May 2004, for example, of the 1,424 officers who appeared at court only 213 actually testified (14.9 percent). The remaining officers did not testify either because the case was settled, a continuance was granted, or the prosecutor decided the testimony of the officer was not needed. While statistics were not available, interview results suggest that the percentage of time officers who report to court but do not testify is at least as low in the municipal court. Reportedly, a common practice of defense attorneys in the municipal court is to wait until an officer arrives in court to accept a plea bargain. If the officer does not show up the case is dismissed.

This problem would be significantly reduced if a higher percentage of officers received standby notifications that their testimony may be required. Under a standby notification an officer is required to be prepared to testify but does not appear in court until a decision has been made that his or her services are needed. This practice reduces the down-time officers current spend waiting to appear in court and eliminates situations where officers report to court but aren't needed. Despite the clear benefits of this practice – from the police department's perspective – only 608 of the total 2,059 county court notifications processed in May 2004 (29.5 percent) were for standby notifications.

A number of steps should be taken to reduce the unnecessary time officers spend waiting to appear in court; however, most of these steps require collaboration with the courts and/or prosecutors. As noted, increasing the number of standby notifications would greatly reduce the time officers spend waiting to appear in court. However, decisions as to whether a standby notification is possible are primarily determined by the court. (Some judges, who are exasperated by the fact that officers do not consistently report to court when on standby, have established a requirement that no officer should receive a stand-by notification. Exhibit X-6 shows the number of hours that officers currently report to courts under non-standby notifications for each of the county courts, the percentage of their time spent testifying and the estimated cost to the department of the time spent waiting to testify.) Likewise, in the municipal court, if officers were called to testify only after the defendant had shown up for the case the current practice of waiting until the officer arrives at court before settling a case would be reduced if not eliminated. Additionally, if prosecutors merely notified the department's court liaison promptly after a decision has been made that an officer's testimony is not needed significant expenditures on the part of the police department could be avoided. While reportedly prosecutors try to be conscientious about making such notifications, due to the press of business their efforts in this regard are inconsistent. The only thing the

department itself can do to limit unnecessary down-time is to provide work stations for officers to use while waiting to testify and establishing an expectation that officers be productively engaged on police related activities while they wait.

Although the department cannot control court and prosecutor decision-making it should take proactive steps to influence these decisions. A number of initiatives are suggested.

- **Establish strong working relationships.** The department should continue to work collaboratively with prosecutors and court administrators to reduce the time officers spend waiting to testify. The department has already established good working relationships with the prosecutors and court administrators and should build on these relationships.
- **Ensure appropriate sanctions are imposed on officers who do not report to court.** Understandably, judges will not be willing to have standby notifications issued for officers to testify if the officers do not report to court. The department, therefore, must do its part to ensure officers report to court when notified to do so. Reportedly, at present, consequences for officers who fail to report to court are not consistent and tend to vary by supervisor. To win the trust of the courts, the department should establish a system that ensures sanctions are imposed on officers who do not testify. This system should also monitor supervisory actions to ensure department guidelines in this regard are followed.
- **Provide information on the costs associated with officers reporting to court but not testifying.** The department should track the costs associated with officers reporting but not testifying on a court by court basis. This information should then be provided to prosecutors and the appropriate judge. Doing so will provide a helpful reminder that the decisions they make have an impact on the effectiveness with which taxpayer resources are used.
- **Provide work stations for officers to use while appearing in court.** Officers who are waiting to testify in court are being paid by the department and should be expected to provide as much value as possible for this compensation. Work stations should therefore be provided for officers who are waiting to appear in court and expectations for the type of work they should accomplish while waiting to testify should be established. (In particular, officers can use the time while waiting in court to review crime information in their patrol beats, develop tactical plans – in coordination with the area lieutenant – on how to address crime problems in their beat, and promote community outreach effort by contact members of the community by phone.) In addition, officers should be required to report to their supervisors the activities they perform while waiting to testify and supervisors, in turn, should review the work performed. Officers who repeatedly fail to provide adequate effort while waiting to appear in court should be disciplined.
- **“Gain sharing” arrangements should be established with the courts and prosecutors.** At present, the police department bears virtually all the financial burden resulting from prosecutor and court decisions that affect the time officers spend waiting to testify. While working closely with prosecutors and the courts to reduce this wasted time is important, these efforts will likely be more successful if the prosecutor and courts have a stake in the outcome of these efforts. To this end, the department should establish “gain sharing” arrangements with the courts and

prosecutors through which reductions in expenditures related to the time officers spend waiting to testify benefit both the police department and these agencies. For example, the police department might propose a “two-thirds one-third split” which would result in two-thirds of the reduced costs accruing to the police department and one-third accruing to the courts and the prosecutors (based on an agreed-upon formula). From the department’s perspective, taking this step will not increase expenditures – indeed, net expenditures would be reduced.

With regard to the municipal courts especially, implementing this recommendation would not be difficult. Implementation would require only that money be transferred from one city budgetary unit to another. For the courts and prosecutors, however, an interagency agreement would need to be established. While such agreements are certainly not typical among governmental entities, many governments enter agreements with private contractors where the savings identified by the contractor are shared between the city and the contractor. This interagency agreement would have a similar structure.

The potential savings associated with reducing the time officers unnecessarily spend waiting to appear in court are not small. Assuming an average cost of \$122 per court appearance, reducing the number of unnecessary court appearances from the current 1,211 a month to 426 (double the number of instances in which an officer actually testifies) would save the department \$95,770 per month (or \$1.15 million) in the district court alone.¹³ Even if the department shared one-third of these savings with its partners the savings to the department in the district court would be \$765,000.

¹³ These estimates are based on information provided for May 2004. The assumption that underlies these estimates is that the experience in this month can be extrapolated over an entire year.