

XVIII – ADMINISTRATIVE SERVICES BUREAU

This chapter presents findings and recommendations relating to the Administrative Services Bureau. After an initial background section that describes the bureau and its current operations a discussion of improvement opportunities in the following divisions and unit is presented: personnel and development; financial and contract management; police technology and technical support services; planning and crime analysis; inspections; quartermaster; and fleet asset.

A – BACKGROUND

The Administrative Services Bureau, which is led by an executive assistant director, provides a range of administrative and support services to support department operations. This bureau is divided into six primary sub-units:

- Inspections
- Equipment services
- Financial and contract management
- Police technology and technical support
- Planning and crime analysis
- Personnel and development

A brief description of the functions and operations of each division and unit follows

Inspections

The Inspections Unit is responsible for enhancing the police department's internal control and compliance by conducting scheduled and unscheduled reviews, evaluating procedures and systems, and reviewing policies and activities. A sergeant (currently vacant) leads the unit and is assisted by two senior corporals and two nonsworn internal control specialists.

Equipment Services

The equipment services section, which is led by a manager, oversees two primary units: quartermaster unit and fleet asset.

- **Quartermaster.** The quartermaster orders, controls and issues police uniform equipment and supplies; maintains audit control over fixed assets; and coordinates telephone needs. This unit is staffed with five non-sworn employees.
- **Fleet asset.** The fleet asset team, which is led by a sergeant oversees the assignment of vehicles and services and serves as the department's liaison with the city's Equipment and Building Services (EBS) department that is responsible for maintaining department vehicles. The team is staffed with two sworn officers, one officer on special assignment and one non-sworn employee.

Financial And Contract Management

This unit compiles and prepares the department's annual budget and financial target analysis report, completes quarterly audits of confidential funds, oversees the unclaimed monies escrow account, processes journal vouchers, tracks all revenues and tracks overtime use by sworn and civilian personnel. The unit is staffed with two non-sworn personnel and one sworn position.

Police Technology And Technical Support

The police technology and technical support unit is responsible for ensuring the department has access to state of the art computer technology to support crime analysis and crime fighting, provides education and training on new technology, and maintains the integrity of technological data and systems. The unit also supports both field operations and command staff by completing data requests. In addition to the lieutenant who leads the unit, police technology and technical support employs 11 sworn personnel (two sergeants, five senior corporals and four police officers) and two non-sworn personnel. (Many of these sworn positions have been targeted for assignment to civilians.) The police technology and technical support unit is organized into two separate sub-units.

- **Network.** This sub-unit is led by a sergeant who is supported by two senior corporals and four police officers. The primary responsibility of this sub-unit is to provide on-site network support via technicians who can troubleshoot day to day computer problems/challenges.
- **Programming.** This subunit is led by a sergeant who is supported by two senior corporals. The primary responsibility of this sub-unit is to provide pro-active computer support services for programming needs, software application needs, and SQL (structured query language) database support.

Planning And Crime Analysis

The planning and crime analysis unit supports short- and long range planning, conducts crime analysis; gathers and disseminates information to support management decision-making; and evaluates, records and disseminates new policies and procedures. The unit is led by a lieutenant and is staffed with five sworn personnel (one sergeant and three senior corporals) and 11 non-sworn personnel (a geographic information system analyst and ten police research specialists).

Personnel and Development

The personnel and development division is led by a deputy chief and is responsible for recruiting and training new department employees; managing the training and professional development of existing personnel; and handling employee issues related to compensation, benefits, and personnel records. The division is divided into four primary units: employee relations; application processing/operations; recruiting and background; and training. The division is authorized for staffing with 42 sworn personnel

(of which two sworn positions are currently vacant) and 18 non-sworn personnel (of which three positions are currently vacant. The non-sworn staffing includes 10 office assistant positions, of which one is currently vacant.

Employee relations. The employee relations unit is responsible for handling employee issues relating to compensation, benefits and personnel records.. The unit is led by a lieutenant and consists of four squads. Three of the squads (safety and extra job supervising; strength review and affirmative action; and employee relations) are led by sergeants. The fourth squad (personnel services) is led by a civilian manager. There are nine sworn officers in the employee relations unit, and a total of ten civilian employees.

Applicant processing/operations. The applicant processing team has the primary responsibility for processing job applicants in an expedient and efficient manner. This includes maintaining knowledge of hiring guidelines; disqualification factors; physical fitness requirements; civil service requirements; evaluating pre-polygraph test admissions, and test results. The applicant processing/operations team is led by a sergeant who reports directly to the Operations Unit supervisor. The applicant processing team is composed of a total of three sworn employees and two non-sworn: one sergeant, two senior corporals, and two office assistants.

Recruiting and background. The recruiting and background unit (also known as the operations unit) is led by a lieutenant and consists of two teams: the recruiting team and the background investigation team. The unit is authorized for staffing with a total of 22 sworn employees (three sergeants and nineteen senior corporals).

- **Recruiting team.** The recruiting team is responsible for recruiting and selecting qualified applicants to be trainee police officers. This includes establishing and maintaining both local and out-of-town recruiting efforts by contacting local organizations, hosting career days, conducting on-site recruiting at schools, community colleges, and universities, advertising, and traveling to areas of the United States where the effort is deemed to yield a high level of potential applicants.
- **Background investigations team.** The purpose of the background investigations team is to conduct investigations that verify information concerning applicants that is contained in their submitted personal history statement. This information is evaluated so that a decision can be made regarding acceptance or non-acceptance for employment.

Training/Academy Section. The training/academy section, which is led by a captain, is responsible for providing academy training for new recruits and in-service training and professional development opportunities for existing employees. Unit staff also maintains records for all recruits and in-service personnel and insure that their TCLEOSE (Texas Commission on Law Enforcement Standards and Education) training requirements are met. The section is divided into two primary units: Basic Training Unit and Professional Development Unit.

- **Basic Training Unit.** The Basic Training Unit, which is led by a lieutenant, is further divided into two subunits (A and B) each of which are identically staffed with one sergeant and four senior corporals. The unit is responsible for coordinating instructors for all basic classes and concentrating solely on recruit training.

- **Professional Development Unit.** The professional development unit is responsible for training and continued educational and growth opportunities for existing employees. The unit is led by a lieutenant who oversees four sub-units:
 - **In-service training.** In-service training is led by a sergeant who has a staff of five senior corporals. This sub-unit is responsible for coordination of instructors for all internal training and curriculum development. They also produce videos for City Hall, Police Memorial Day, graduation ceremonies of recruit classes, and send out roll call training bulletins.
 - **Firearms training.** The firearms training unit is led by a sergeant who has a staff of nine senior corporals, two police officers, and one office assistant. This sub-unit is responsible for providing training and continued education on the use of firearms and maintaining records on training and compliance for firearms.
 - **In-service external training, curriculum development and administration.** This sub-unit is led by a sergeant who has a staff of two senior corporals, and three office assistants (of which one assistant position is vacant). This sub-unit is responsible for overseeing the training of employees through the use of contract or external training resources.
 - **Multimedia instruction.** This sub-unit is led by a manager who has a staff of one sworn officer (senior corporal) and three non-sworn employees (two video specialists and one media specialist). The media specialist position is currently vacant. This sub-unit is responsible for producing training videos and other course materials for in-service training curriculums, and managing the inventory of computers and other video equipment required to meet the unit's needs.

B – PERSONNEL AND DEVELOPMENT

This section is divided into three parts: organizational issues, ensuring effective operations and providing adequate capacity to meet department needs.

ORGANIZATIONAL ISSUES

Responsibility For Oversight Of The Field Training Program Should Be Assigned To The Personnel And Development Division

Currently there is no link between the training academy and the field training program. Once a recruit graduates from the academy, responsibility for continued training and development is turned over to the Patrol Bureau. Because no link between the training academy and the field training program exists, FTOs not only do not receive ongoing training and support in their roles and responsibilities, they also do not receive detailed information about the recruit they have been assigned to support. Information on the strengths, weaknesses and specific training needs of recruits are not shared with FTOs.

To address this issue, responsibility for overseeing the field training program should be assigned to the Personnel and Development Division. In particular, the division should be responsible for:

- Integrating the field training program with academy training (as discussed in the next section)
- Managing the transition of officers into the field training program
- Developing plans for addressing deficiencies identified during academy training as part of the field training program
- Coordinating efforts for recruits to receive remedial training to address issues identified during field training
- Overseeing the selection of field training officers
- Managing the training of field training officers
- Participating in the evaluation of field training officers.¹

The Patrol Bureau should retain responsibility for assigning recruits and field training officers to the various patrol operations divisions and overseeing recruits and FTOs on a day-to-day basis. Consequently, a strong relationship between the Personnel and Development Division and Patrol Bureau staff who coordinate field training will be essential.

ENSURING EFFECTIVE OPERATIONS

The Department Should Complete A Comprehensive Review Of Its Academy Training Program Based On National Best Practice And Consider Reducing The Length Of The Academy To 24 Weeks

The current cost of providing academy training is quite high – the estimated cost of providing academy training for new recruits is \$47,000². This cost is high in part because the Dallas academy is much longer than in other large cities and exceeds by two months what is required by the State of Texas for an officer to receive state certification. During interviews new recruits and rookie officers indicated that after state requirements were completed much of the additional training time was not well managed and the curriculum was not well designed. The vast majority of nationally recognized programs are 16 to 28 weeks in length. Highly regarded programs which can be looked to as models have been established in New York City, Los Angeles and Honolulu and do not exceed 24 weeks in duration.

As part of the recommended review of the overall training program, a review of the relationship between academy and field training should occur. Nationally, police departments have restructured their recruit training programs to provide more training

¹ Personnel and Development Division staff should provide input into the performance evaluation of field training officers but the evaluations should be completed by their supervisors in the patrol divisions.

² While the cost of the academy averages \$47,000, the total cost of training a new recruit is \$60,000 (including employee benefits and the overtime costs associated with replacing officers who are temporarily assigned to the academy to assist with training and cost of firearms training.)

opportunities in the divisions to which recruits will be assigned earlier in the training process. They have also restructured their programs to provide more linkage between what is taught in structured classes and what is taught and practiced in the field. Recruits moved fluidly back and forth between the structured training program and field training.

A Number of Steps Should Be Taken To Improve The Operational Efficiency Of The Academy

To reduce costs associated with the academy training program the department should restructure the academy's leadership configuration and should increase the level of clerical support provided to training staff.

Leadership configuration. The academy is led by a captain and two lieutenants who report to him. One lieutenant is responsible for the training of new recruits and one is responsible for in-service training, including the range. The captain position is currently vacant. Given the relatively small number of staff reporting to each lieutenant it is recommended the training academy be led by one lieutenant and that the captain's position be eliminated. The second lieutenant should assume responsibility for overseeing the field training program. Taking this step will ensure a strong linkage between academy and field training. Both lieutenants should report directly to the deputy chief who oversees the division.

Clerical support. Over time, as civilian positions have been eliminated, the time sworn training staff at the academy devote to data entry tasks has increased. (At present, training staff spends up to 40 percent of their time completing paperwork and entering data.) This, in turn, has created a situation where the patrol operations divisions must supply more officers to the academy to support training.

Three steps should be taken to address this situation. First, as discussed in Chapter XI, a review of the paperwork requirements should be performed to determine what paperwork is critical. Additionally, the department should review opportunities to automate training records and reduce required data entry. Finally, as the cost of using senior corporals and sergeant to enter training data is exorbitant, the department should add a senior office assistant position to the academy to assist senior corporals and sergeants in completing required paperwork.³

The Department Should Take Steps To Ensure That The Benefits Of Its Investment In Recruit Training Accrues To It

Over the past five years approximately 82 percent of the recruits have completed the academy and field training programs continue to be employed by the Dallas Police Department. The 18 percent of recruits who leave include those who are terminated, those who resign because they are not well suited to police work and those who resign to accept jobs in other law enforcement agencies. Only about one-third of the employees who leave, approximately six percent of new recruits completing the academy and field training programs, leave to accept employment with other police departments. Though

³ Please note that no offsetting reduction in sworn staffing is recommended. The additional training capacity created by implementing this recommendation should be directed to expanding the in-service training program.

this is not a significant percent, given the expense associated with training a new officer, it nonetheless represents a significant loss to the department. The training provided clearly has a significant value and other departments should not benefit from the department's expenditures.

To address this situation, the department should consider requiring new recruits to sign a statement committing to a given tenure with the department or committing to reimbursing the department for training related expenditures. Similar contracts are required by departments across the country and have resulted in a decrease in the number of officers leaving after they have completed training. Appropriate exceptions would need to be developed for officers who move out of the area, leave law enforcement or where the department agrees to release the officer from the obligation due to performance concerns.

The Department Does Not Make Strategic Decisions On How To Best Use Overtime Resources

Department managers do not currently use information on overtime usage to make strategic decisions on how to best use overtime resources and to evaluate the impact of operational decisions on overtime usage. For example, decisions to respond to budget difficulties by slowing down promotions and hiring might actually increase costs because the resulting vacancies result in an increase in overtime usage. Without accurate and timely information related to overtime, managers have no way to assess the impact of these decisions on overall department expenditures. The consequences of not tracking and analyzing overtime data are significant. The cost of overtime, when all associated costs are factored far exceeds the cost of hiring and promoting to fill the division ranks. One analysis provided indicated that for 50 percent of last year's overtime costs, 125 additional officers could have been hired and the hiring of those officers would have resulted in a 75 percent reduction in overtime expenditures.⁴

These problems are compounded because department managers are currently not held accountable for overtime expenditures. Success in controlling overtime expenditures is not considered as part of the performance management evaluation process. Please note that, at present, holding managers accountable for overtime usage may not be reasonable because they do not control many of the factors, such as hiring, promotions and special assignments that affect overtime usage. Over time, however, as these issues are addressed managers should be accountable for overtime usage in the divisions and units that they manage.

To the department's credit, last fall it developed a program to track overtime data. It should supplement these efforts by working with the city's human resource department to assess whether it would be worthwhile to design the necessary modules within the Lawson payroll system to create detailed overtime use reports. To ensure these reports include accurate and timely data, divisions should be accountable for entering necessary data into the system in a timely manner. Once these reports are available, they should

⁴ This analysis was reviewed by the consultants. While the results could not be independently verified within the scope of this review, the analysis appeared to be thorough and well done.

be used to support decision making that relates to overtime. In addition, over time, managers should be held accountable for overtime use in the areas that are within their control.

Training Staff Assigned To The Academy Should Rotate Through The Positions Every Two Years

Currently most officers assigned to the academy have been assigned there for more than five years. Because these staff do not have current experience in the field, they are often not viewed as being credible trainers by officers working in the patrol operations divisions. This, in turn, influences the perceptions of the recruits trained by these officers. To address this situation, the senior corporals and sergeants assigned to the academy should rotate through these positions every two years. Implementing this recommendation will not only address concerns about the credibility of existing trainers but will also ensure fresh ideas are brought to the academy.

A Number Of Features Of The Current Compensation System Complicate the Effective Management Of The Department And Should Be Addressed Over Time

Effective management of the department is complicated by the current compensation system. While the total compensation provided to employees, when salary and pension contribution is considered, exceeds that of competing police departments, new recruits are most concerned with the starting salary and often do not consider the long-term benefits of the pension system when considering employment with the department. The department is currently limited in its ability to change this mix of pension and salary. However, over time, the department should explore whether it is possible to change the compensation mix to better match the utility employees receive from different forms of compensation.

In addition, legally mandated salary compression (the difference in pay between ranks is limited to five percent) currently creates disincentive for managers to be promoted to exempt ranks. The compensation for a lieutenant, who has the opportunity to earn overtime, often exceeds that of a deputy chief. Given the status of current law and lawsuits facing the department, there is little the department and city can currently do to address these issues. Nonetheless, developing a long-term strategy to strengthen the overall compensation approach and address deficiencies in the current arrangements would be worthwhile.

The Department Should Work Closely With City Human Resource Professionals To Address Shortcomings With The Current Payroll System

As currently implemented, the new payroll system does not meet the department's needs. At present, the system requires all officers to enter their own time in a computer and then requires supervisors to verify this time. The system does not take into account the fact that not all officers have ready access to computers, the difficulties associated with freeing up officers to enter their time and the need for all overtime to be authorized. To address these practical constraints each division has had to identify an individual to verify and enter all time into the Lawson System (rather than have officers enter this information directly into the system). Additionally department employees have been used to addressing payroll errors and changes internally and are frustrated by the need to go to city hall to address errors and changes.

In addition to creating an administrative burden, shortcomings in the payroll system have become symbolic to many officers. They view it as additional proof that “the city does not care about us” or “the city doesn’t understand our operations”. The change in the payroll system from a department-managed process to a city-managed process was cited as a problem in virtually every interview with personnel and training department staff.

Communication with city human resource department staff regarding problems with the system has been poor. Police department staff also feel the Lawson system does not provide them with necessary data and reports related to overtime, position control, worker’s compensation status, family medical leave status and sick/vacation time use. Additionally they report the system requires manual entry of shift differential and special pay. However, city human resource managers conversely claim the system does allow for these types of data and reports and that police department staff have not raised these concerns with them.

To address the department’s concerns with the Lawson system a task force of police department and city human resource staff should be developed to address the data and report needs of the police department and the use of a time clock system to track most department employees’ time. As previously discussed, establishing a comprehensive overtime reporting system should be a top priority of this task force. The group should also focus on maximizing the use of Lawson system components to decrease the additional reports manually produced by the department.

In addition, to decrease the need for manual entry of time, a time clock pilot should be implemented where employees reporting to a specific site for beginning of the shift would use a time clock that would directly enter their time into the Lawson system. Employees who work typically work in an office but report in the field or who have a different start time than their normal start should individually enter their time into the Lawson system⁵. Supervisors or designees would then be responsible for verifying time entered rather than manually entering time. One site to consider for a time clock pilot is the training academy. It is the ideal location to set the expectation for use of the clock for new recruits and to track the time of officers assigned to the academy for in-service training.

PROVIDING ADEQUATE CAPACITY TO MEET DEPARTMENT NEEDS

Reducing The Length Of The Training Capacity And Increasing Clerical Staffing Should Provide The Capacity To Address Increased Training Needs

Doubling the amount of in-service training officers receive from an average of 20 hours a year to 40 hours a year will require increased training capacity. However, much of this capacity can be gained by reducing the length of the academy training program from 32 weeks to 24 weeks. Additional training capacity will be generated by implementing the recommendation to establish an additional clerical position. Moreover if all staff at the academy, both those currently dedicated to new recruit training and those dedicated to

⁵ The Lawson System is designed for employees to enter and monitor their own time with supervisors verifying and monitoring their time.

in-service training, work as one team to provide all training under one leader some additional training capacity will result, which can be used to address the recommended increased training for veteran officers.

C – FINANCIAL AND CONTRACT MANAGEMENT

This section is divided into five parts: functions and services; ensuring efficient operations; enhancing effectiveness and staffing and cost implications.

FUNCTIONS AND SERVICES

Responsibility For Preparing Council Agendas Should Be Reassigned To The Office Of The Chief Of Police

At present, an agenda coordinator position is assigned to the financial and contract management unit and is responsible for preparing police department agenda items for the city council. This function is not appropriately located within a unit that is primarily responsible for finance and contract management. Instead, responsibility for developing agendas should be assigned to the department's liaison with the city council who reports in the Office of the Chief of Police. The other primary function performed by this position – identifying and pursuing grant opportunities – will be assigned to the Planning, Budget and Accountability Division in the recommended organizational structure. This position can therefore be discontinued or redeployed.

ENSURING EFFICIENT OPERATIONS

The Department Should Recover The Full Costs Of Services Provided To Support Enhanced Neighborhood Patrol

The department has established an effective program that allows individuals and groups to hire off duty police officers to provide enhanced patrol in specified areas using marked police department elements. To reduce the administrative burden on these individuals and organizations the police department bills them for the time of these officers and then pays the officers for the services they provide. While this is unquestionably a worthwhile service, at present the department subsidizes the communities receiving enhanced neighborhood patrol services because the costs of the vehicles and equipment used for private patrol are not billed to the users. The police department should address this oversight by billing the users for the costs of the equipment and vehicles used – as well as the overhead cost to the department of administering the program – at the department's cost. The purpose of these charges should not be to raise significant revenue but to ensure that the cost of private security services are not inappropriately subsidized by City of Dallas taxpayers.

Individual Divisions And Units Should Be Charged For The Goods And Services Provided By The Quartermaster Unit

As discussed in Chapter XI, as increased authority and decision-making responsibility is assigned to individual divisions and units budgetary authority should be assigned to them as well. With this change a system should be established to charge these divisions and units for the goods and services provided by the Quartermaster Unit.

Doing so will ensure that division and unit managers monitor the goods and services used by the staff assigned to their units and will also ensure that only the goods and services that are needed are acquired.

Less Time Should Be Devoted To Tracking And Processing Small Transactions

The department currently spends considerable time and resources reimbursing officers for the fees they pay while parking at court and collecting witness fees paid to officers for court appearances. The process for performing each of these activities is long and complicated. While a detailed analysis of these processes was not performed as part of this engagement, discussions with staff about the steps required to complete each transaction clearly indicates that time spent monitoring and administering these transactions is disproportionate to the amount of money involved.⁶

Two approaches should be considered to address this problem. With regard to reimbursement of witness fees the department should consider simply allowing the officers to keep these fees. Given the relatively small number of hours officers actually spend in court and the modest fees they are paid when serving as witnesses (\$1 according to the sergeant assigned to the court) the cost to the department of implementing this recommendation would be quite small. With regard to compensating officers for parking charges the department should negotiate with parking providers near court facilities to bill the department directly for officer parking or, alternatively, should negotiate a flat rate based on the reimbursements paid to officers in prior years. Implementing this recommendation would enable the department to pay a handful of bills each month rather than processing reimbursements for the more than 2000 officers who receive notices to appear in court each month.

The Department Should Strengthen Grant Related Accounting And Monitoring

While the department focuses adequate attention on accounting for and monitoring grants to improve the process and circumvent problems and issues that might arise, efforts to strengthen grant related accounting and monitoring should continue. Financial and contract management unit staff report that, in the past, grant funds have been used for purposes not covered by the grant – for example, grant funds were used to replace existing vehicles rather than to increase the size of the vehicle fleet – and as a result the department is repaying the federal government approximately \$250,000 per year for a four year period. To prevent such problems from recurring, the staff responsible for grant accounting should develop information about the grants they are responsible for monitoring through training provided by the funding sources, review of grant applications and agreements and discussion with the project coordinators. Specific information about each grant is also identified including reporting requirements, due dates for reports, and the name of the project coordinator.

⁶ In the Southeast Patrol Operations Division, for example, officers give the deputy chief's secretary their parking receipts. The secretary then makes a trip to the financial and contract management unit to receive cash to reimburse the officers. She then goes to the bank to get the change needed to pay individual officers the correct amount. Payments are then separated by officer and watch, and then given to the watch lieutenant who is responsible for distributing the cash payments to individual officers.

Better communication with the project coordinator would be helpful. Recently, for example, telephone expenses for a year were turned in to the unit for reporting and reimbursement under a grant. However, unit staff was not familiar enough with the grant to know whether the telephone expenses were allowable costs that had not yet been reported. In addition, the project coordinator was not processing expenses quickly enough which created problems in effectively monitoring the grant. To prevent such relatively minor problems from recurring, detailed information about a grant should be submitted to the financial and contract management unit when the grant is received and unit staff should work with the project coordinator on an ongoing basis to monitor and account for the award.

ENHANCING EFFECTIVENESS

The Department Should Establish Procedures To Ensure That It Only Pursues Grant Monies When Doing So Supports Its Strategic Objectives

As discussed in Chapter VII the department should be more aggressive in its pursuit of federal and foundation support for police department initiatives. However, as individual divisions and units are encouraged to seek grant support care should be taken to ensure that the grant monies support the department's strategic and operational objectives, that grant receipts are used in a manner will have the greatest impact on achieving department objectives, and that the department can afford any matching or in-kind contributions required by the grant. In addition, before pursuing a grant the department should consider what will happen when the grant expires. In general, the department should not pursue grants for programs it will have difficulty discontinuing when the grant funding is no longer available.

Establishing procedures to ensure grant monies pursued by the department are consistent with and support strategic objectives need not be administratively burdensome. A simple form can be developed that requires a justification for pursuing the grant to be developed before the grant application is written. A straightforward review process can then be established – which should be coordinated by the recommended Planning, Budget and Accountability Division – for reviewing and approving these justifications.

In addition, decisions with regard to how grant monies are used should be incorporated into the overall budgeting process. Incorporating decisions about how grant receipts should be allocated into the inclusive budget process described in Chapter XI will ensure that these resources are used to the greatest benefit of the department.

The Department Should Establish A Development And Grants Management Office

To date the department has not focused attention and resources on aggressively pursuing grants nor has it explored more proactive fund raising and development initiatives. While one staff person in the finance and contract management unit has been tasked with spending part of her time searching for potential grant opportunities this staff person lacks the skills and experience needed to support a more specific development effort. (The department previously employed a grant coordinator but that position was discontinued as part of a cost reduction initiative.) Without this focused attention the department will likely continue to rely on pass through grants from the

federal government which are subject to cuts based on fiscal and policy decisions made in Washington, D.C.

To address this issue the department should establish a small grants and development office, reporting to the Planning, Budget and Accountability deputy chief that should be charged with aggressively seeking grants from foundations and government sources that are consistent with the department's overall goals and objectives. In addition, this unit – which should be staffed with a professional development officer and an administrative assistant (to provide clerical and administrative support) – should explore the feasibility of undertaking a fund raising campaign on behalf of the department. (This unit will need to work closely with the city's centralized grant office.)

Initially these positions should be funded under a two-year contract. At the end of this period an assessment should be made as to whether the resources generated by the unit justify continued funding of the unit. If the unit is only modestly successful its costs will be more than offset by increases in grant revenues and contributions made to the police department.

The Department Should Make Expanded Use Of Purchasing Cards

Many public sector organizations make extensive use of purchasing cards. Purchasing cards make it easier for employees to make small purchases of materials, services and supplies and reduces the administrative burden associated with accounting for these purchases.⁷ Only three purchasing cards are currently in use in the Dallas Police Department, however. While making more extensive use of purchasing cards would benefit all divisions, it would be especially helpful to employees – such as recruiters – who make out of town trips on behalf of the department. Reportedly, these employees currently have trouble even making reservations for hotels because they do not have access to a purchasing card. (These employees are provided with a paper copy of a card but understandably some hotel operators are reticent to accept the card for payment based on a facsimile copy of the card).

The department should work with appropriate city managers to expand the use of purchasing cards. As use of these cards is expanded, however, terms of use should be clearly defined and use of the cards should be audited on a regular basis. It is worth noting that granting more managers the authority to use purchasing cards is consistent with the overall direction of the recommendations presented in this report in which increased authority will be moved to decentralized managers.

⁷ Purchasing cards reduce administrative paperwork associated with the processing of purchase orders for small amounts. As an example one recruitment trip for four staff could result in the need to create up to 15 purchase orders. Use of a purchasing card would simply require reconciliation of the account and the processing of receipts.

STAFFING IMPLICATIONS

Implementing These Recommendations Will Modestly Increase Costs In The Short Term

One agenda coordinator position will be eliminated when these recommendations are implemented but a contract Grant and Development Officer and administrative assistant will be established (and assigned to the Planning, Budget and Accountability Division). It should be noted, however, that these costs should be offset by an increase in grants and financial contributions to the department. If, over a two year period, sufficient funds have not been generated these two positions should be discontinued.

D – POLICE TECHNOLOGY AND TECHNICAL SUPPORT

This section is divided into three parts: increasing revenues, enhancing effectiveness, and staffing.

INCREASING REVENUES

The Unit Should Explore Opportunities To Leverage Existing Relationships With Software Developers To Generate Revenues

As discussed in Chapter X, the police technology and technical support unit has done an excellent job of developing software applications that either enhance operational efficiency or support efforts to improve department performance. Moreover, because unit managers have developed strong relationships with application developers it has been able to develop a number of these applications at a relatively low cost to the department. The unit has been able to achieve these efficiencies because it works with software developers to develop new applications that the developer then sells as a packaged product to other police departments. In exchange for using the Dallas Police Department as a “laboratory” the developer charges the police department only a fraction of its total development costs. The department’s “out of pocket” costs for the development of its excellent court notification system, for example was roughly \$14,500. The software developer recently sold the same system to Dallas County for over \$300,000.

While these relationships are unquestionably beneficial to the police department, the department as well as the software developers invests time, energy and expertise in the development of these products. It is not unreasonable therefore for the department to recoup part of its in-kind investment when the products and services developed in partnership with the police department are sold to other agencies. The department should therefore explore establishing a royalty arrangement as part of future development efforts where the department would receive a payment when software applications developed in partnership with the Dallas Police Department are sold to other agencies.⁸

⁸ As discussed in Chapter XI, implementation of this recommendation would be greatly facilitated if the revenues that result from department efforts to establishing these royalty arrangements accrued to the department rather than to the city’s general fund.

ENHANCING EFFECTIVENESS

The Role Of The Unit Should Be Expanded To Include Providing Information On How Technology Can Be Used To Support Crime Reduction Efforts

At present, the primary focus of the police technology and technical support unit has been to develop the technological infrastructure needed to support efficient and effective department operations. Given its base of knowledge, however, the unit could expand its role to providing information on how technology can be used to support crime reduction efforts. Technologies the unit might evaluate include the following:

- **Closed circuit television.** Some cities – most notably London, England and Palm Springs, California – use closed circuit television to monitor densely trafficked entertainment areas. This technology has proven very effective in supporting patrol and investigative response.
- **Tactical crime information systems.** Tactical crime information systems (TCIS) facilitate the real-time analysis of crime and call data and provide easy to use mapping for patrol, investigative and proactive deployment of patrol resources. This web-based system allows the creation of data for briefings and deployment within minutes that might otherwise take days to develop. TCIS is currently being deployed in the Irvine (California) Police Department.
- **Automatic review of vehicle license plates.** Automatic review of vehicle license plates allows for the automatic review of license plate numbers against current data bases via video systems which can accomplish in seconds what it currently take officers using mobile data terminals or radios minutes to accomplish. Police departments that employ such systems find them extremely useful in addressing issues related to vehicle theft and theft from vehicles.

Because in the recommended organizational structure (presented in Chapter VII) the police technology and technical support unit will be assigned to the Planning, Budget and Accountability Division, the unit will be well positioned to influence decisions about how technology can best be integrated into the development of operational plans designed to achieve department objectives.

The Division Should Also Provide Information To Business And Community Organizations On How They Can Use Technology To Support Security Efforts

In addition to providing information on how technology can be used to support department crime reduction efforts, the unit should also be charged with providing information to business and community organizations on how they can use technology to support security efforts. While the police technology and technical support unit should be the source of this information, individual patrol divisions should be responsible for disseminating this information to local business and community groups and working with them to create crime reduction strategies. As part of this communications effort, information on technologies the department considers effective but which it may not be able afford should be communicated to community organizations. For example, if the department determines that a closed circuit television system would be beneficial but is not affordable given existing budget constraints, the central patrol division might share

information on such systems with business groups in entertainment districts and explore the possibility of their investing in such systems – or supporting the department's investment in them.

STAFFING

Additional Capacity Will Be Needed In The Police Technology And Technical Support Unit If It Is To Effectively Support The Department's Improvement Initiatives

As discussed in Chapter X, the police technology and technical support unit has reached its limit in terms of its ability to manage technology related projects. Indeed, problems associated with the implementation of technology related initiatives in some units appears to result directly from the lack of effective project management. As the discussion in Chapter X suggests, however, rather than increase full-time staffing of the unit, contract project managers should be hired for each major technology project and the costs of these contract managers should be reflected in the budget for these projects. In addition, the costs of training staff in the use of new technology should be explicitly reflected in the cost estimates for any new technology project.

Even by making judicious use of contract project managers and trainers, however, it seems unlikely that the police technology and technical support unit will be able to support the initiatives outlined in this report without additional capacity. In particular, two new positions are needed. The first position should be responsible for supporting the development of the department's website and the technology related elements of the overall communications strategy recommended in Chapter IV. (This position should have a "dotted line" reporting relationship with the Media Relations Office as well.) In addition, a technology training coordinator position should be established to coordinate the training associated with the various technology initiatives and to work with Personnel and Development Division staff to ensure these training efforts are effectively coordinated with the department's overall training needs.

The police technology and technical support unit should also carefully monitor the level and quality of the technical support provided. At present, it takes approximately three days to respond to a request for technical assistance from department users. While this level of service is not high it may be acceptable given the department's current use of technology.⁹ However, as the number of technology related initiatives expands, and the dependency on technology of all department employees increases, it is likely that the level of service will need to be enhanced. When it is determined that the need for service needs to be increased the department should systematically evaluate the costs and benefits of continuing to provide technical assistance services in house (using civilian staff as recommended in Chapter X) or whether it would be more cost-effective to contract out this service. (As the department's technological infrastructure expands it will become more and more difficult for the department to maintain a cadre of technical support staff with expertise in all the types of technology that need to be supported.)

⁹ The results of the employee survey indicate that employee perspectives relating to the timeliness of assistance are mixed. 42.7 percent of survey respondents are satisfied or very satisfied with the timeliness of assistance provided by the police technology and technical support unit while 34.6 percent are dissatisfied or very dissatisfied.

E – PLANNING AND CRIME ANALYSIS

This section discusses the implications of the organizational changes recommended in Chapter VII on the staffing of the Planning and Crime Analysis Unit.

The Planning And Crime Analysis Unit Should Be Disbanded And Its Staff Reassigned To Other Units

The planning and crime analysis unit currently employs four research specialists who support the crimes against persons, gang, family violence and youth units. These positions should be reassigned to the criminal intelligence/crime analysis unit reporting to the senior assistant chief who oversees department operations. The four crime analyst positions that currently support crime analysis for individual patrol divisions should be reassigned to patrol divisions. Remaining staff should be reassigned to the Planning, Budget and Accountability Division reporting directly to the Chief of Police.

F – INSPECTIONS

Staffing Of The Inspections Unit Should Be Increased To Reflect The Recommended Expansion Of Unit Responsibilities

The inspections unit is currently responsible for conducting annual audits and inspections of every unit within the police department to ensure that standard operating procedures and general orders are being complied with. As discussed in Chapter VII, when the recommended management framework has been implemented accountability for achieving performance goals will be increased and, as a consequence, risks that managers will manipulate performance data will increase as well.¹⁰ Just as effective controls are necessary in private and public sector organizations to ensure accounting for and reporting of financial information is accurate, over time, as the stakes associated with performance information increase, it will be equally important to ensure that effective controls have been established over how performance information is gathered and reported. To this end, an additional control specialist position should be established and charged with working with divisions and units to develop effective controls and procedures for reporting performance information and for auditing performance reporting. The cost of establishing this position is a relatively small price to pay for ensuring the quality of the performance information reported to the city council and the citizens of the City of Dallas.

¹⁰ In recent years, a number of police departments have been accused of manipulating the performance information they report to make their performance appear better than it actually is.

G – QUARTERMASTER

This section presents recommendations to reduce costs and improve the efficiency of the department's quartermaster operations.

The Department Should Take A Number Of Steps To Reduce Its Inventory

The department currently maintains an inventory with a value of approximately \$1 million at its storage facility and spends about \$1 million each year replacing items in that inventory. Inventory turnover at the facility is low. On average the inventory at the department's facility turns over once a year while inventory turnover should typically range between three times a year to five times a year. An inventory turnover of four times a year would be a reasonable goal for the department. If the department had a higher inventory turnover it would need to keep less inventory in stock. For example, if the department's inventory turnover was four rather than one, one-quarter as much inventory would be needed which would result in a one time savings of approximately \$750,000.

A number of steps can be taken to reduce the size of the current inventory. First, the quartermaster unit should be provided with more timely information on officer assignments and the number of new officers employed. Providing access to this information would allow the unit to order in anticipation of actual need rather than keeping a stock of items to address an uncertain demand. In addition, if uniform requirements for specialized units were more standardized the need to keep sufficient stock to address the needs of individual units would be reduced. Finally, if request form procedures were followed more consistently and officers consistently made appointments to come to the quartermaster to replace uniform and equipment items, the unit would be better able to provide inventory on a "just in time" basis and would need to keep less inventory in stock.

The Department Should Take Steps To Reduce The Need To Individually Tailor Each Equipment Item

The quartermaster unit currently employs two employees whose primary responsibility is to tailor uniforms to ensure they fit officers. However, the need for tailoring services are increased because the quartermaster maintains an inventory of uniform pants with varying waist sizes but only one length. Consequently, virtually all uniforms need to have the length of the uniform pants adjusted. Changing this practice would allow the unit to discontinue one of the existing contract tailoring positions which would reduce costs by as much as \$25,000. These savings would be partially offset by the cost of maintaining a more extensive inventory of uniform pants but these inventory costs can be minimized by implementing the recommendations to reduce overall inventory presented previously.

H – FLEET ASSET

A number of recommendations relating to the condition of vehicles, the number of vehicles needed to support effective operations and home storage of vehicles have been presented in Chapters X and XIV of this report. This section presents additional observations and recommendations relating to the management of the vehicle fleet.

The Department Should Manage Its Fleet More Aggressively

The department does not currently manage its fleet to ensure the best use is made of available vehicles and that costs are minimized. In particular, the department would benefit from rotating and assigning vehicles to their best and most urgent uses across organizational units. Some units and divisions currently reassign vehicles among staff assigned to the unit to reflect need but this activity is not coordinated on a centralized basis. In addition, over time, the department should explore the feasibility of establishing a pool for vehicles used by officers assigned to the central headquarters facility. Establishing such a pool has the potential to reduce the total number of cars recommended in Chapter X, but this pool would need to be carefully managed to ensure that the vehicle needs of all units are met. Furthermore, the department maintains a large number of non-fleet vehicles – for example, vehicles confiscated from drug dealers that are assigned to the city – but has not established clear policies for how these vehicles are to be used and, in particular, how they should be maintained. Such policies should be established. In addition, the city should contract with either the City Equipment and Building Services Department (EBS) or with an outside service provider for the maintenance of department vehicles for which EBS is not currently responsible. As part of this process the department should ensure that adequate resources are devoted to the maintenance and care of these vehicles.

Procedures Should Be Established For Patrol Selection Of Seized Vehicles

Existing procedures allow patrol operations divisions to select seized cars (that would otherwise be auctioned) to support clandestine operations within the division. However, no standards have been established to ensure that the vehicles selected are cost-effective to maintain. As a consequence, it is reportedly not uncommon for patrol divisions to select vehicles for which expected maintenance costs exceed the value of the vehicle. To address this problem, the department should establish standards and limits to govern the selection of seized vehicles for patrol use.

A Systematic Assessment Of The Use Of Natural Gas Vehicles Should Be Performed

In interviews police department employees and managers expressed a great deal of skepticism about whether the recent decision to make more extensive use of compressed natural gas (CNG) vehicles was sound. These concerns included issues relating to performance, the number and convenience of refueling locations and maintenance costs. Discussions with EBS managers suggested that many of these concerns had been anticipated and have been addressed; nonetheless, widespread skepticism about the use of these vehicles remains.

Given the disproportionate amount of their work day that police officers spend in patrol vehicles, concerns about the performance about the CNG vehicles should not be dismissed out of hand. Instead, after the vehicles have been in service for a sufficient period of time, a systematic analysis of the benefits, costs and problems associated with their use should be performed. (To ensure the results of this analysis are credible from

the perspective of both the EBS and department employees an independent consultant should be engaged to perform this work.) Based on the results of this analysis a decision should be made as to whether the use of CNG vehicles should be continued, modified or discontinued.