

Memorandum



CITY OF DALLAS
(Report No. A16-006)

DATE: March 18, 2016

TO: Honorable Mayor and Members of the City Council

SUBJECT: Audit of the Performance Measurement Process for the Dallas Police Department¹

The City of Dallas' (City) Dallas Police Department (DPD) reported reliable results for two of the five Fiscal Year (FY) 2015 performance measures selected and tested. These two performance measures were certified with qualification. The third performance measure had results that were inaccurate greater than five percent, and the remaining two performance measures had factors that prevented certification. Based upon the criteria used for this audit, a performance measure is considered reliable if it is certified or certified with qualification (see Attachment I for Performance Measure Criteria, Audit Results, and Recommendations; Attachment II for Background; Attachment III for Performance Measure Criteria; and, Attachment IV for Management's Response to the report recommendations).

Performance Measurement Process

The City of Dallas' (City) Performance Measurement Process is used by all City departments and offices to set target levels of performance in relation to their budgeted resources and to monitor progress toward meeting those targets. The DPD is responsible for developing its own methods for monitoring progress for each performance measure in relation to the service(s) it provides.

Source: Performance Measures Process
– Center for Performance Excellence

¹ This performance audit was conducted under the authority of the City Charter, Chapter IX, Section 3 and in accordance with the FY 2015 Audit Plan approved by the City Council. The audit objective was to evaluate whether the performance measures used by DPD were meaningful, accurate, supportable, reliable, and valid. The audit objective was further refined to evaluate whether the selected DPD performance measures were reliable based upon the definitions included in the *State of Texas Guide to Performance Measure Management, 2012 Edition*. The audit scope was from October 2014 to September 2015; however, certain other matters, procedures, and transactions occurring outside that period were reviewed to understand and verify information related to the audit period. This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based upon our audit objective. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objective. For the five performance measures selected, we: (1) reviewed written policies and procedures; (2) evaluated the methodology for the estimates reported in the City's *FY 2015-16 Annual Adopted Budget*; (3) compared the data collection methodology to the performance measure definitions; (4) evaluated the adequacy of controls over performance measure data; (5) tested a sample of DPD's source documentation; and, (6) selected each performance measure's certification category based upon the results of these procedures.

Table I below shows a summary of the audit results for the five performance measures selected and tested.

Table I

Results for the Five Selected Performance Measures

Performance Measure Description	Measure Type	Reported Estimate ² in Adopted Budget	Results Reported in PerformanceSoft ³	Audit Results
Percent of 911 calls answered within ten seconds	No Designation ⁴	94%	93.7%	Certified with Qualification
Percent of time Love Field officers respond to check point within five minutes	No Designation ⁵	100%	100%	Certified with Qualification
Family violence offense clearance rate	No Designation ⁶	80%	56.7%	Inaccurate
Percent of cases filed with the District Attorney within two days	Effectiveness	100%	100%	Factors Prevented Certification
Cost per Priority I call	No Designation ⁷	\$136.25	No Results	Factors Prevented Certification

Source: Based on information provided by DPD. Certification Results are designated by the Office of the City Auditor.

We recommend the Chief of Police improves the reliability of the three performance measures by implementing the recommendations shown in Attachment I of this report. Management's Response is included as Attachment IV.

² Each Performance Measure's Estimate, as reported in the *FY 2015-16 Annual Adopted Budget*, is a combination of actual results and projected estimates.

³ PerformanceSoft is a software application used by City departments to record actual performance measure results.

⁴ Although not designated as such, this is an effectiveness measure.

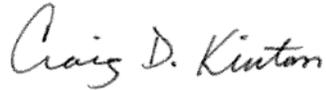
⁵ Although not designated as such, this is an effectiveness measure.

⁶ Although not designated as such, this is an effectiveness measure.

⁷ Although not designated as such, this is an efficiency measure.

We appreciate the cooperation we received from DPD management during the conduct of this audit. If you have any questions or need additional information, please contact me at 214-670-3222 or Carol Smith, First Assistant City Auditor, at 214-670-4517.

Sincerely,

A handwritten signature in cursive script that reads "Craig D. Kinton".

Craig D. Kinton
City Auditor

Attachments

C: A.C. Gonzalez, City Manager
Eric D. Campbell, Assistant City Manager
Jeanne Chipperfield, Chief Financial Officer
Chief David O. Brown – DPD
Santos Cadena, Assistant Chief of Police – DPD
Patricia Paulhill, Assistant Chief of Police – DPD
Gary Tittle, Assistant Chief of Police – DPD
Robert Sherwin, Deputy Chief of Police – DPD

Performance Measure Criteria, Audit Results, and Recommendations

The information below shows the Performance Measure Criteria used by the Office of the City Auditor (Office) for assessing the reliability of performance measure results as reported in PerformanceSoft and in the Fiscal Year (FY) 2015-16 Annual Adopted Budget. The Audit Results describe internal control deficiencies in the performance measurement process and include accuracy testing that compares reported results with source documents. Recommendations list remedies that once implemented should help ensure reliable results.

Performance Measure Criteria ⁸	Audit Results	Recommendations
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Percent of 911 calls answered within ten seconds

A measure is **Certified With Qualification** when reported performance appears accurate, but the controls over data collection and reporting are not adequate to ensure continued accuracy.

Performance measure results reported in PerformanceSoft for the percent of 911 calls answered within ten seconds were accurate; however, internal control weaknesses in the process were identified. As a result, the performance measure was **Certified With Qualification**.

The immediate cause of errors in the manual process are typographical errors. The underlying causes are weak internal controls that include the absence of: (1) comprehensive written procedures; (2) continuity on review of the performance measurement process during leadership rotations and/or transfers; (3) training related to the performance measurement process; (4) appropriate supervisory review; and, (5) sufficient emphasis by Dallas Police Department (DPD) management regarding the importance of the performance measure.

Recommendation I

We recommend the Chief of Police:

- Develop comprehensive written procedures for performance measures
- Provide continuity and training on the performance measurement process during leadership rotations and/or transfers
- Strengthen supervisory review controls
- Communicate to staff the importance of controls that ensure performance measure results are reliable

⁸ Performance Measure Criteria are based on the *Guide to Performance Measure Management 2012 Edition*, (Report No. 12-333, March 2012).

Performance Measure Criteria ⁸	Audit Results	Recommendations
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Percent of time officers respond to Love Field check point within five minutes

A measure is **Certified With Qualification** when reported performance appears accurate, but the controls over data collection and reporting are not adequate to ensure continued accuracy.

Performance measure results reported in PerformanceSoft for the percent of time officers respond to the Love Field check point within five minutes were accurate within five percent; however, internal control weaknesses in the manual process were identified which may not ensure continued accuracy. As a result, the performance measure was **Certified With Qualification**.

The immediate cause of errors in the manual process are miscalculations (human error). All check point incidents tested in the daily logs were not included in five of nine shifts' monthly totals; however, further testing showed all check point incidents whether included in the totals or not meet the response requirement of five minutes. The underlying causes of errors are weak internal controls, including no comprehensive written procedures and insufficient review by supervisors.

Recommendation II

We recommend the Chief of Police:

- Develop comprehensive written procedures for performance measures
- Strengthen supervisory review over calculations and the associated documentation

Family Violence Case Clearance Rates

A measure is **Inaccurate** when the actual performance is five percent or greater than the reported performance.

Performance measure results reported in PerformanceSoft for the annual rate of family violence cases cleared are overstated by 9.7 percent when compared to the actual performance presented in the source documents. The estimated results in the Fiscal Year (FY) 2015-16 Annual Adopted Budget for the same performance measure are 33 percent higher than the source documents show. As a result, the performance measure was **Inaccurate**.

The direct cause of the inaccurate results is that DPD used one calculation method for seven months and a different calculation method for the remaining five months of the fiscal year. Two underlying causes for using inconsistent methods to compute results are the absence of: (1) a clearly-defined timeframe in the definition of the performance measure, i.e. monthly or annually; and, (2) comprehensive written procedures to describe internal controls over the performance measurement process.

Recommendation III

We recommend the Chief of Police:

- Clarify the definition of the performance measure by including a timeframe
- Develop and document comprehensive procedures that include consistent use of a single methodology

Performance Measure Criteria ⁸	Audit Results	Recommendations
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Percent of cases filed with the District Attorney within two days

Factors Prevented Certification if documentation is unavailable and controls are not adequate to ensure accuracy.

Performance measure results were not adequately supported by source documents. As a result, **Factors Prevented Certification** as the auditor could not conduct tests to verify the accuracy of monthly performance measure results reported for FY 2014-15 in PerformanceSoft and in the FY 2015-16 Annual Adopted Budget.

Internal controls were not adequate to ensure accuracy; specifically, the absence of comprehensive written procedures, insufficient supervisory review of data input and calculations, and incomplete information to calculate the timeliness of case filings each month.

The misfiling of source documents was the main factor preventing certification. Misfiled records went undetected until the end of the fiscal year when the auditor requested source documents.

Recommendation IV

We recommend the Chief of Police:

- Develop comprehensive written procedures for performance measures
- Strengthen supervisory review of data input and calculations
- Provide source documentation for the actual percent of cases filed that met the two day deadline

Performance Measure Criteria ⁸	Audit Results	Recommendations
<p>Cost of a Priority I call</p>	<p>Factors Prevented Certification if documentation is unavailable and controls are not adequate to ensure accuracy. This designation also will be used when there is a deviation from the measure definition and the auditor cannot determine the correct performance measure result.</p> <p>The formula used to calculate the cost of a Priority I call does not conform to the performance measure’s definition. Namely, the formula is intended to identify the cost of responding specifically to a Priority I call, but instead captures the cost of responding to any 911 call. In addition, DPD did not enter the performance measure results for the cost of a Priority I call into PerformanceSoft. As a result, Factors Prevented Certification as the auditor could not conduct accuracy tests of the performance measure results reported in PerformanceSoft or the FY 2015-16 Annual Adopted Budget.</p> <p>The formula used to calculate the cost of a Priority I call is not documented in comprehensive written procedures, is not well understood, and does not conform to the performance measure’s definition. The DPD, as of January 22, 2016, has yet to enter an annual performance measure result into PerformanceSoft for FY 2014-15, a period that ended nearly four months earlier. The lack of results reported in PerformanceSoft is the main factor preventing certification.</p>	<p>Recommendation V</p> <p>We recommend the Chief of Police:</p> <ul style="list-style-type: none"> • Develop comprehensive written procedures for performance measures • Revise the formula to calculate a result that conforms to the performance measure definition

ATTACHMENT II

Background

The Dallas Police Department (DPD) provides the following twelve services in support of its mission: (1) Juvenile Case Managers/First Offender Program; (2) Police Academy and In-service Training; (3) Police Administrative Support; (4) Police Community Outreach; (5) Police Criminal Investigations; (6) Police Field Patrol; (7) Police Intelligence; (8) Police Investigation of Vice Related Crimes; (9) Police Investigations of Narcotics Related Crimes; (10) Police Operational Support; (11) Police Recruiting and Personnel Service; and, (12) Police Special Operations. The five services and the associated five performance measures selected for audit were:

Police Operational Support – Police Operational Support manages the operation of the 911 emergency call center and computer aided dispatch, vehicle impoundment, confirmation of adult arrests through detention services, investigation and storage of property used for evidence, and returning recovered property to the lawful owner.

Performance measure:

1. Percent of 911 calls answered within ten seconds

Police Special Operations – Police Special Operations provides support for patrol activities by responding to emergency calls using special weapons and tactics, assisting patrol calls from an aerial perspective, enforcing vehicle and traffic laws, providing security at Love Field Airport, and a visible presence at events.

Performance measure:

2. Percent of time Love Field officers respond to check point within five minutes

Police Criminal Investigations – Police Criminal Investigations provides investigation for all crimes related to the following: homicide; assault; sexual assault; robbery; kidnapping; property and financial theft; domestic violence; offenses involving juveniles; and, gang activity.

Performance measure:

3. Family violence offense clearance rate

Police Administrative Support – Police Administrative Support provides clothing and equipment for over 4,000 employees; management of Police Headquarters, including power, janitorial, security, and parking garage costs; management and the tracking of General Fund budget, grant budgets, red light camera contract costs, and payments to the State of Texas; filing of criminal cases and distribution of court notices and subpoenas; and, includes all departmental programming costs for computer aided dispatch, networks, and information systems.

Performance measure:

4. Percent of cases filed with the District Attorney within two days

Police Field Patrol – Police Field Patrol is the primary responder for police service calls for the City's approximately 1.2 million citizens. The patrol watches are the primary responders for citizen calls for service. The Neighborhood Police Patrol is a proactive and community-oriented policing group that serves as the primary liaison between neighborhoods and the police department.

Performance measure:

5. Cost per Priority I⁹ call

⁹ The DPD operates a 5-Tier Prioritization Dispatch System. Priority I calls are the highest level of emergency call. Examples include active shooters, major accidents on the freeway, school disturbances, persons in dangerous high water, criminal assaults, robberies, burglaries, theft, child abduction and kidnapping, and terrorist threats.

ATTACHMENT III

Performance Measure Criteria

The *State of Texas Guide to Performance Measure Management, 2012 Edition* (Guide) issued jointly by the Texas State Auditor's Office, the Legislative Budget Board, and the Governor's Office of Budget, Planning, and Policy was used as the criteria for determining whether the Dallas Police Department's (DPD) performance measures were reliable. According to the Guide, performance measures are designated as "certified", "certified with qualification", "inaccurate", or "factors prevented certification". These categories are assigned based on a combination of the adequacy of the controls over a performance measure and the results of testing a sample of source documents. A performance measure result is considered reliable if it is "certified" or "certified with qualification". The following are explanations for the certification categories for performance measures:

- **Certified** – if the reported performance result is accurate within five percent and if it appears that controls to ensure accuracy are in place for collecting and reporting performance data
- **Certified With Qualification** – when reported performance appears accurate, but one of the following conditions exists: (1) the controls over data collection and reporting are not adequate to ensure continued accuracy; (2) controls are strong, but source documentation is unavailable for testing; and, (3) if the department's calculation of performance deviated from the performance measure definition, but the deviation caused less than a five percent difference between the result reported and the correct performance measure result
- **Inaccurate** – when the actual performance is five percent or greater than the reported performance, or when there is a five percent or greater error rate in the sample of documentation tested; also, if the department's calculation deviated from the performance measure definition and caused a five percent or greater difference between the number reported and the correct performance measure result
- **Factors Prevented Certification** – if documentation is unavailable and controls are not adequate to ensure accuracy; also, used when there is a deviation from the performance measure definition and the auditor cannot determine the correct performance measure result

Management's Response

Memorandum

RECEIVED

FEB 29 2016

City Auditor's Office



DATE: February 23, 2016

TO: Craig D. Kinton, City Auditor

SUBJECT: Response to Audit Report:
Audit of the Performance Measurement Process for the Dallas Police Department

Our responses to the audit report recommendations are as follows:

Recommendation I

We recommend the Chief of Police:

- Develop comprehensive written procedures for performance measures
- Provide continuity and training on the performance measurement process during leadership rotations and/or transfers
- Strengthen supervisory review controls
- Communicate to staff the importance of controls that ensure performance measure results are reliable

Management Response / Corrective Action Plan

Agree Disagree

The Chief of Police will

- Develop comprehensive written procedures for performance measures
- Provide continuity and training on the performance measurement process during leadership rotations and/or transfers
- Strengthen supervisory review controls
- Communicate to staff the importance of controls that ensure performance measure results are reliable

Implementation Date

November 30, 2017

"Dallas, the City that Works: Diverse, Vibrant and Progressive."

Responsible Manager
Support Bureau Commander

Recommendation II

We recommend the Chief of Police:

- Develop comprehensive written procedures for performance measures
- Strengthen supervisory review over calculations and the associated documentation

Management Response / Corrective Action Plan

Agree Disagree

The Chief of Police will

- Develop comprehensive written procedures for performance measures
- Strengthen supervisory review over calculations and the associated documentation

Implementation Date
November 30, 2017

Responsible Manager
Strategic Deployment Bureau Commander

Recommendation III

We recommend the Chief of Police:

- Clarify the definition of the performance measure by including a timeframe
- Develop and document comprehensive procedures that include consistent use of a single methodology

Management Response / Corrective Action Plan

Agree Disagree

The Chief of Police will:

- Clarify the definition of the performance measure by including a timeframe
- Develop and document comprehensive procedures that include consistent use of a single methodology

"Dallas, the City that Works: Diverse, Vibrant and Progressive."

Prior to transitioning to the RMS system in June of 2014, data was updated quickly on the mainframe system and accurate each month. With the current RMS system, the data is fluid and therefore accurate clearance rates are not captured on a monthly basis, resulting in an **Inaccurate** measure in PerformanceSoft. The current definition for the performance measure for clearance rates in Domestic Violence, "Clearance rate reflects the percentage of cases cleared to total cases assigned," will be clarified by stating the measure will be reported annually. The measure reported will be for the period from April of the previous fiscal year through March of the current fiscal year. Reporting data for this time frame will allow the RMS system to catch up and accurately reflect the clearance rate of the Domestic Violence Unit at the end of the fiscal year.

Implementation Date

November 30, 2017

Responsible Manager

Investigations Bureau Commander

Recommendation IV

We recommend the Chief of Police:

- Develop comprehensive written procedures for performance measures
- Strengthen supervisory review of data input and calculations
- Provide source documentation for the actual percent of cases filed that met the two day deadline

Management Response / Corrective Action Plan

Agree Disagree

The Chief of Police will:

- Develop comprehensive written procedures for performance measures
- Strengthen supervisory review of data input and calculations
- Provide source documentation for the actual percent of cases filed that met the two day deadline

Implementation Date

November 30, 2017

"Dallas, the City that Works: Diverse, Vibrant and Progressive."

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Responsible Manager
Support Bureau Commander

Recommendation V

We recommend the Chief of Police:

- Develop comprehensive written procedures for performance measures
- Revise the formula to calculate a result that conforms to the performance measure definition

Management Response / Corrective Action Plan

Agree Disagree

Existing performance measure does not effectively assess the specified target. The Chief of Police will develop a new measure.

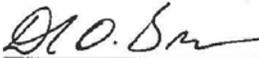
Implementation Date

Not applicable

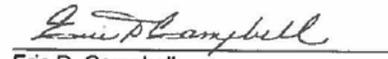
Responsible Manager

Patrol Bureau Commander

Sincerely,



Chief David O. Brown
Dallas Police Department



Eric D. Campbell
Assistant City Manager

C: