

**The Bill Blackwood
Law Enforcement Management Institute of Texas**

**Standards of Productivity for Patrol Officers:
Do We Have a Ticket Quota or Not?**

**An Administrative Research Paper
Submitted in Partial Fulfillment
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Leadership Command College**

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ABSTRACT

How can law enforcement administrators and supervisors motivate officers to be more productive without creating quotas or implied quotas? As a general practice most police agencies track daily activity statistics for officers to include: the number of reports written, the number of calls for service completed, traffic citations issued, and arrests made. Controversy begins when the aforementioned traffic citation category has improper expectations attached to it or insufficient explanation is given for the reasoning behind the method that a particular agency uses to evaluate an officer's performance in that area.

The purpose for researching this particular topic is to see if there is a proper way to track and use daily performance statistics to evaluate effort and self motivation. This author theorized that successful agencies would track the number of citations issued without required expectations and track the number of traffic stops made with an attached expectation.

After researching various forms of materials and utilizing a specifically designed survey, several conclusions were drawn. A majority of agencies use written evaluations and part of that process includes an assessment of the daily work completed by an officer. The unexpected finding was that most agencies do not have an expected number of traffic stops set in place for officers to meet.

The research concluded that in order to effectively motivate officers, administrators must have a progressive philosophy that is thoroughly explained with regard to how statistics are tracked and used. When expectations are placed in the right area, departments have a high rate of success with motivating officers, supervisors' job functions become easier and the public views the efforts of police officers in a positive manner.

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INTRODUCTION

Many law enforcement agencies across the United States monitor daily activity statistics for patrol officers in an effort to evaluate the officer's performance. There are several issues related to these numerical records that should be examined. These focus areas may include the statistics that police agencies record and follow, how agencies use these statistics to motivate officers for higher productivity, and how law enforcement can avoid ticket quotas or implied quotas. The way in which a department follows an officer's daily activity and how administrators use that information for motivation, promotion, and punishment needs to be analyzed. The manner in which law enforcement agencies use officers daily output information could possibly have an impact on whether they remain legally, ethically, and morally within the boundaries set forth by local, state, and federal laws. This author will focus on issues related to standards of productivity and ticket quotas as they apply to agencies within the State of Texas.

The main purpose of this research is to try and answer an important question: How can a police supervisor motivate officers to be more productive on a daily basis without creating a ticket quota? Changing the way that law enforcement administrators and supervisors view and use daily activity statistics may be a difficult task. Upper level management down to first line supervisors generally has strong beliefs with regard to daily activity statistics. Determining how agencies across Texas chart and use daily activity data, daily average figures, and which statistics are more relevant than others will shed light on whether or not most departments have at least an implied quota imposed on their officers.

In order to research this project and the questions that relate to it, this author intends to use various methods of inquiry to reach a hypothesis and a conclusion. It is expected that general information will be found on this topic by reviewing books that have associated

information contained within their context. A search for articles in newspapers, magazines, and criminal justice periodicals will be conducted in an attempt to locate further information and points of view on the overall topic. A key source of data will be derived from using surveys distributed to several agencies throughout Texas in an effort to gather information directly from the supervisors and line officers. Other sources that can be located will be explored with the intention of thoroughly investigating the information that is available.

It is anticipated that after completing an exhaustive search for information and communicating with a number of officers on an anonymous basis, the research will find more law enforcement agencies than expected have, at minimum, an implied quota. The data will also show that departments who use statistical information improperly or do not correctly explain their procedures create a quota system, whether intentionally or not. Additionally, this author expects to find that a large number of administrators will use the phrase “standard of productivity” to defend their system of evaluating officers daily performance. It is also anticipated that departments without a quota or implied quota will have proper methods of gathering daily statistics in place, and that the categories used to track work performance are easily quantifiable without breaching legal or ethical boundaries.

The benefits to a law enforcement agency understanding how “standards of productivity” can be misunderstood and improperly used are crucial in many aspects. Administrators must avoid any legal liabilities that may be created due to the improper use of quotas or implied quotas. Law enforcement agencies can benefit by using proper methods of tracking officers’ daily statistics while motivating them to reach real “standards of productivity” that other officers have reached. Assessing the proper categories for officer performance will encourage the supervisors directly responsible for the officers to feel more secure in their evaluation

procedures. The community served by the agency will not fear that there are a set number of citations that have to be issued and that traffic enforcement is truly perpetuated by safety issues and not monetary issues. This can be a winning situation for officers, supervisors, administrators, city officials, and the public that is served.

REVIEW OF LITERATURE

Looking through available journal sources it was immediately apparent that there has not been a large amount of independent research conducted in regards to tracking officers' daily statistics, how they are used, and how this relates to ticket quotas. One or two compilation books written by different authors relating to police management were located and contained small amounts of material linked to this topic. A few articles authored by practitioners from the law enforcement field were discovered and helped to shed some light on the varying beliefs throughout police agencies. A larger portion of research material was found from past and current headlines. When the subject matter is related to ticket quotas, implied ticket quotas, and standards of productivity, the general result is a public outcry, either for or against. Sometimes the focus is brought about by "concerned" citizens, and other times it is employees of the agencies who create the attention. The issue of how to track performance without creating quotas is, and has been, a topic of discussion for many years, and will continue to be for many more. Articles written as far back as 1973 were easily located and echo the same basic sentiments as the articles of present day.

Sorting through the available materials you find that the results are generally the same and only have a few outcomes. Most administrators believe that whatever system their department is utilizing will be accepted as being fair, only used to enhance officer productivity, and does not create a quota system. Officers of these departments sometimes disagree and feel

that the standards placed upon them are only a quota in disguise. Other Officers feel that their prospective supervisors use a fair and equitable system of tracking productivity and feel no pressure to meet any quota. The public perception is generally skeptical of any standards of productivity and they feel that most officers are just meeting quotas set by government administrators.

Taking text from the available literature you will find similarities with regard to how most administrators judge their tracking methods. Administrators generally feel that they are just asking their officers to be productive, and that includes having well rounded statistics in each category used to track services provided. Categories can include reports, calls for service, citations, and arrests. “To be sure, there are occasional attempts by administrators to get their officers to write more tickets, but that does not necessarily translate into quotas” (Sharp, 2005, p.16).

Administrators are generally concerned with how officers use their time throughout their shift and will argue that no officer should be able to work an entire day without issuing at least one or two citations. This leads to a “norm” that is required by the department and expected from the officers. “Yes, officers are required to write citations. But this requirement does not stipulate an ironclad “quota” or absolute number that an officer must attain to satisfy his superiors. Rather, there is a “norm” that is known to all members of a department and generally followed. By norm, it is meant that officers are “expected” to write approximately 18 to 25 citations per month. One will not find this or any similar figure actually written down in the departmental general orders, but nonetheless, on an informal basis it is “understood” among patrolmen that this is the norm to maintain” (Taylor, 1973, p.34).

Because of this informal norm, supervisors sometimes find it difficult to motivate officers to meet “standards of productivity” without breaching the dreaded taboo of enforcing quotas. Many examples of this problem are apparent across Texas and the United States as you read through newspaper articles from various cities. In an article from the Houston Chronicle, “An internal investigation concluded that the Houston Police Department has no ticket quotas, but two Sergeants implemented a “poorly designed” productivity plan...Chief Bradford said a “standard of productivity” system implemented by the Sergeants was interpreted by some officers under their command as an illegal ticket quota. HPD uses standard of productivity plans to make sure officers stay busy... Bradford said the standard of productivity plans implemented by Trahan and Klausner led some officers to believe wrongly that they had to write a certain number of tickets each shift” (Bardwell, 1999, p.27).

More than 3 years later another article in the Houston Chronicle shows that this problem had not gone away. “Minimum productivity standards for patrol officers, mandated by Police Chief C. O. Bradford, took effect Tuesday. They require officers to keep a record of their day’s activities for their captain’s review... “It doesn’t require anybody to write tickets – but you’ve got to work” Bradford said. “All I want the officers to do is document the (traffic) stop. I don’t care if you give a ticket” (O’Hare, 2002, p.37).

As recent as a year ago the same issue was apparent in an article from the Oklahoma City area. “Oklahoma City Police use an activity tracking system to monitor employee performance in over 20 different law enforcement duties,” the statement said. “Police officers are expected to enforce traffic laws, but there is no quota on traffic citations or any other category monitored by our tracking system” (“Officers Claim”, 2006). Another current article from an Arkansas Police Chief stated “If they don’t see any violations, then I don’t need them as officers and they should

resign...McNeary said last year that this directive did not establish a quota system, and he reiterated that position...The “average one to two tickets daily” was just a suggestion, not a quota, McNeary said” (Hillen, 2006, para. 5, 6, & 10). The Mayor was also questioned about the situation and stated “It wasn’t a quota then. It’s not a quota now. All it was, was asking (officers) to do your job...We are not trying to harm anyone, we just want our police officers to do their jobs,” Bryant said” (Hillen, 2006, para. 14).

As a rule, administrators and the supervisors that work for them will stand behind their method of tracking productivity and defend it against any attack that it creates a quota or implied quota. For the most part most agencies are probably using proper methods and do not have a quota, but how they convey that to their officers and the public causes problems. The biggest issue is that first line supervisors are the ones that are responsible for motivating their officers to meet these standards of productivity and at times have difficulty explaining the requirements because of a lack of training or understanding of what is expected.

When studying the information that is available regarding how the line officers feel about tracking productivity, set standards, and ticket quotas, two opposite opinions are found. If the department in question uses methods to track productivity that do not include citations or place no emphasis on citations then the officers have positive feedback about their system. The trouble begins when departments issue standards of productivity with regard to traffic citations and either fail to explain what is expected in a proper manner, or use improper methods of comparison with other officers. Using the aforementioned established “norms” can cause great dissention. If departments use true averages that are set by the officers who have no set expectation then the result is more likely to be one of acceptance. Some departments will not have set “norms” but instead will use “traffic contacts” as a way of tracking productivity. If this

method is used appropriately then a true daily average for citations can be tabulated and expected standards of productivity can be set. By using the available literature, the similarities and differences that are observed by the line officers who are subjected to the different methods used to track standards of productivity can be analyzed.

“To meet what they regard as a duty shift quota some officers may patrol for six or seven hours of an eight-hour tour without stopping any cars or issuing any citations, and then proceed to locations where they know violations occur regularly. Then they will write two or three quick tickets and call it a day. In the same way, other officers will write several tickets soon after they come on duty, then coast for the remainder of the tour” (Peterson, 1974, p.252). In essence, norms that are set by the department and are expected by officers each month become a multi-faceted issue. First of all, this expected norm is not a true standard of productivity because it is just a set of numbers not based on any research or facts that relate to the department. Secondly, by having this expectation without information to back it up, the department has created a quota or implied quota. Lastly, this also creates a limit on officer’s productivity because the informal norms are generally met by the officers, but not exceeded, in fear that the norm may be increased by the administration. “The decision to issue a citation for a traffic violation, it was found, frequently is based upon factors at variance with the official purposes of the police organization. An explanation of this phenomenon indicates the existence of an informal quota system among the men which limits the production or output of citations by individual officers” (Peterson, 1974, p.253).

Going back to the article about the officers in Oklahoma City the typical responses between the administration and the officers are found. The administration states there are no quotas and they are only tracking employee performance but the officers see this in a different

light. “Two police officers have filed a lawsuit claiming the police department has an illegal quota system requiring officers to write 20 to 25 traffic tickets a month. “If you’re in a situation where you haven’t met your quota you’re going to be subjected to discipline,” Mike Gassaway, the plaintiffs’ attorney said” (“Officers Claim”, 2006). From the officers perspective you find that if a department expects a certain number of citations to be issued each week or month then it creates a quota system and they tend to buck that system. If a department requires a certain number of “traffic contacts” each day but has no expectation of how that contact will be disposed of, then officers readily accept this plan, even if traffic citations are part of the statistics that are tracked. It is also recognized and accepted by most officers that making traffic contacts and issuing citations is a required part of an officer’s job and that an officer who fails to meet this obligation is deficient in at least meeting a minimum standard of productivity. In other words, it is impossible to work a full shift and not observe traffic violations or infractions and officers who ignore this are not putting in a full days work and do not act in a dutiful manner.

An important document for officers in Texas that is related and often referred to during ticket controversies is Chapter 720 of the Transportation Code. Section 720.002 titled Prohibition on Traffic Offense Quotas has many important details that are often used in legal, moral, and ethical debates. This statute prohibits a political subdivision or an agency of the state from establishing or maintaining, formally or informally, a plan to evaluate, promote, compensate, or discipline a peace officer according to the officer’s issuance of a predetermined or specified number of traffic citations. In addition, no agency of the state may require or suggest to a peace officer that they are expected or required to issue a predetermined number of traffic citations within a specific period of time. Many heated battles between city officials, administrators, officers, and citizens have been started with this law as the basis for the

discussions and legalities that surround the issuance of traffic citations. Generally, the disagreements occur between administrators and line officers, or the public versus the police agency that is accused of traffic quotas.

The public has their opinion as well on these matters and generally those that are given will be negative towards law enforcement. In some cases, even when legitimate efforts are made by administrations to ensure that their officers are being productive the public's perception is influenced by the information that is relayed to them. In a newspaper article from Arkansas an example of this type of information can be found. "Forrest City police wrote five times more speeding tickets in 2005 that they did in 2004, and traffic citations in general more than doubled in the east Arkansas town after the police chief issued a directive instructing officers to "average one to two tickets daily" (Hillen, 2006, para. 1).

Regardless of how a department tracks officer productivity or sets policy regarding traffic contacts and traffic citations there will always be a large portion of the public that is skeptical about the intentions of law enforcement officers and their departments. According to Taylor (1973), "What's the matter, haven't you made your quota today?" is a typical response from drivers that are stopped by officers (p.32). "Yet despite the officer's explanation, this driver, like many others, remains unconvinced that some type of quota is not in fact used, and the citation he receives only serves to strengthen his contention that he, a law-abiding citizen, has been singled out for a relatively minor traffic offense, when the police could better spend their time and efforts catching "real" criminals" (Taylor, 1973, p.32).

The public will always be divided on the issue of traffic enforcement, either supportive of their efforts, or skeptical of their intentions. The true problem that can be dealt with from a

criminal justice stand point is how administrators relate to their supervisors and officers regarding standards of productivity and how to use and track that information.

METHODOLOGY

How can a police supervisor motivate officers to be more productive on a daily basis without creating a ticket quota? The answer to this question may be difficult to find because of the varied opinions and styles used by administrators and supervisors. However, this author will provide a proposed answer to the above research question that in theory should help supervisors and their departments avoid issues with quotas or implied quotas.

Tracking officer's daily statistics is a necessary element for supervisors to rate an officers productivity and ability. Although numbers alone should not be the only factor used to evaluate an officer, they can be a useful tool. Following a multitude of categories is also a crucial aspect for evaluation. The one category that tends to incite the most explicit responses about how that category is tracked and used to evaluate, is the traffic citations section. It is this author's opinion that after further inquiry and research it will be shown that there are a few ways to track statistics while allowing supervisors to motivate their officers to be more productive without creating quotas.

The first anticipated finding should be that departments should track and require a certain number of traffic contacts each day instead of traffic citations per day. The number of citations, warnings, and verbal warnings should be recorded and used in specific ways to evaluate an officer's performance. The theory is that if you require an officer to make a set number of traffic contacts each day you are asking them to be productive throughout the day in an activity that is not only necessary but essential to public safety. The key to the success of this method would be that no requirements are placed on how that traffic contact is handled. The number of traffic

contacts made can be regulated because it is not illegal to require officers to make stops; it is only a problem if they are required to issue a set number of citations. When officers are held to a standard on traffic contacts made, a true daily average for the department on the number of citations issued will be observed. Additionally, you will have a true picture of each officer's motivation and work ethic. If an officer makes the required number of stops each month but issues a low number of citations then that officer may need to be evaluated. It is impossible for an officer to work an entire shift and not observe at least one major traffic infraction and probably two or three other minor offenses. The basic premise behind traffic contacts should be to make officers more accountable for their time and productivity. By placing the emphasis on traffic contacts you may see an increase in overall productivity because officers will most likely be stopping more cars than they would have on their own. Once an officer makes the decision to stop a vehicle then it is more likely than not that they will issue a citation due to the fact that they have already initiated contact. It also allows officers to feel that they can write more citations because the stigma of staying within the informal norms may be gone giving them latitude to raise the bar without causing friction among their peers.

In an effort to inquire about the theorized answer for the stated research question this author used a survey instrument designed specifically for this topic. Initially the survey instrument was distributed to fifteen officers who were in attendance at the first module of LEMIT that this author attended in June of 2006. This survey was then mailed out to twenty five agencies with a cover letter asking that one supervisor and one line officer complete a form and send that information back. If all surveys were returned it would have been a total of sixty five. The agencies surveyed were all within the State of Texas, mainly from departments that surround the Houston, Dallas, and Austin areas. The departments that were surveyed ranged in size from

ten officers to well over two hundred officers. Of sixty five surveys sent out, forty were returned completed. One was received partially completed and was not used. The information that has been gathered will be used to show similarities and differences in how departments track officer's daily activities. Additionally, the information will be used to show how many departments use "standards of productivity" and if officers feel that their department has a quota system in place. Lastly, and maybe most importantly, the information gathered can be used to compare the perspectives of line officers versus supervisors or administrators.

FINDINGS

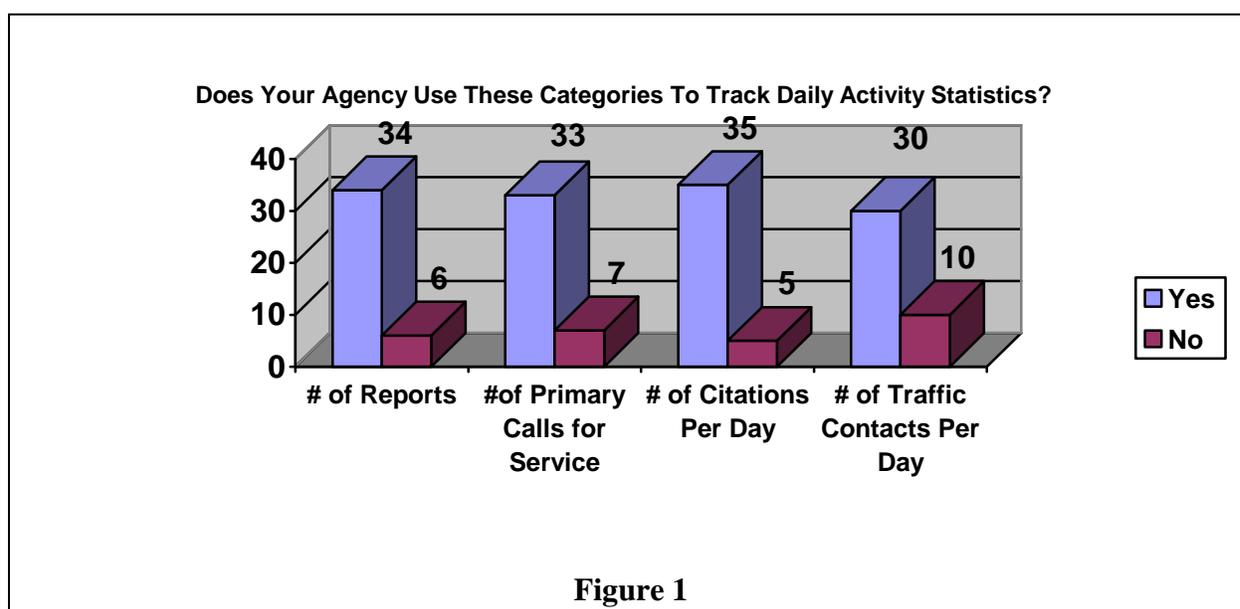
The majority of the findings compiled were as a result of the survey instrument that was constructed. After distributing sixty five surveys to thirty four agencies throughout Texas, this author received forty completed responses. The survey consisted of fifteen questions related to tracking daily activity statistics, standards of productivity, and use of quota systems. Of the fifteen questions, nine were actually used as the focus for the findings of the research.

The first question asked to each respondent referred to whether or not their agency tracked patrol officer's daily activities. Four out of forty responses indicated that their agency did not track daily activities, showing that the vast majority (90%) of agencies do track daily activity in some form or fashion. The eight additional questions that were used in the findings can be further illustrated in a separate analysis by looking at the context of those questions and putting the information into graphical data.

Four of the related questions dealt with the type of activity that was tracked. Two of the questions were directed towards determining whether agencies have an expected number of citations to be issued on a daily basis, an expected number of traffic contacts to be made on a daily basis, and if they did what was the expected number for each. One question was very

broad and simply asked if agencies used “standards of productivity” to evaluate officer performance in an effort to see how many departments would agree to the use of the terminology. The last question was very straightforward and to the point; “do you feel that your agency has a ticket quota or implied quota system in place?” The overall findings were generally very heavy to one side or the other, but some very subtle differences and information was collected from the survey results.

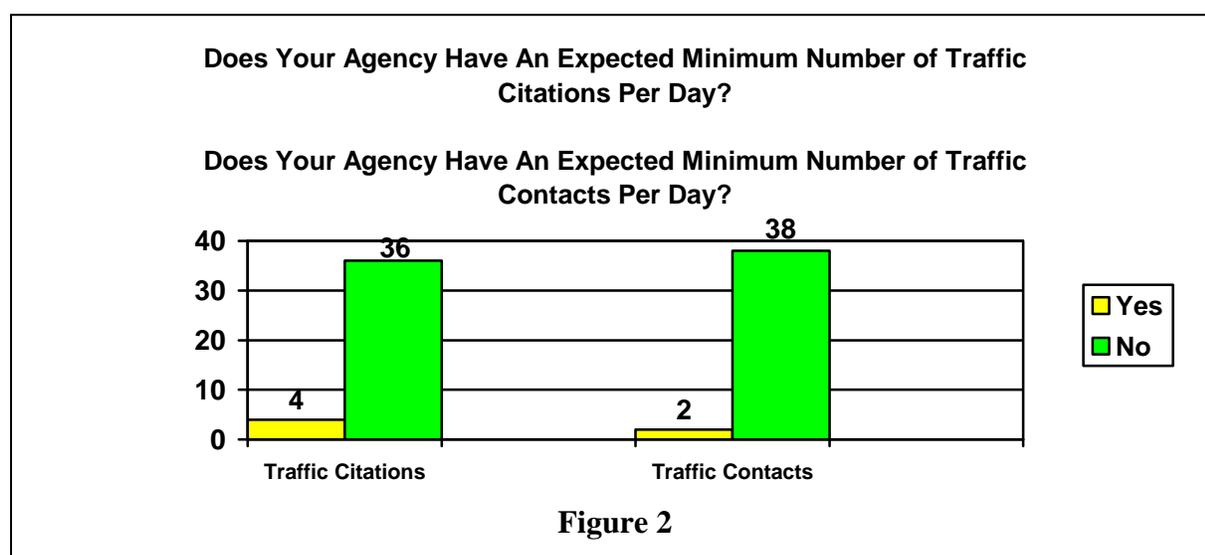
Nearly 85% of agencies track the number of reports that are written by each officer, just over 83% track the number of calls for service that the officer is the primary responder, approximately 88% track the number of citations written by an officer per day, and 75% track the number of traffic contacts made by an officer each day. See figure 1.



Some of the interesting results from the survey related to figure 1 are those subtle differences between answers from the line officers and supervisors. One line officer from a department indicated that his agency did not track daily activity except for the number of citations issued. The Chief of Police from that same agency indicated that the agency does track

daily activity, including the number of citations issued. In another example, the line officer responded that his agency did track daily activity statistics, including all of the categories shown in figure 1. A Captain at the same agency stated that they did track daily activity but only in the category of primary calls for service. The Captain answered “no” to tracking the number of reports, citations, and traffic contacts.

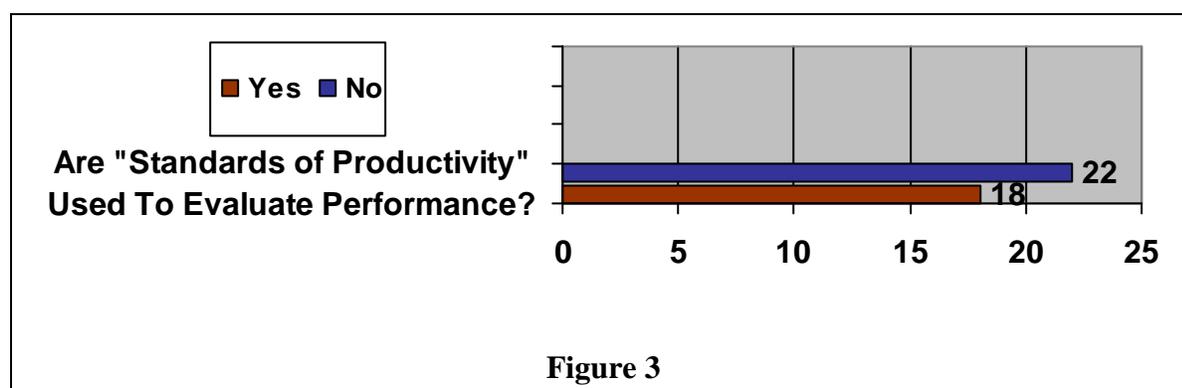
The next portion of the survey dealt with agency and administrative expectations for officers with regard to citations and traffic contacts. Approximately 90% of the respondents stated that their agency does not have an expected minimum number of traffic citations to be issued by patrol officers per day. 95% stated that their agency does not have an expected minimum number of traffic contacts to be made by patrol officers per day. See figure 2.



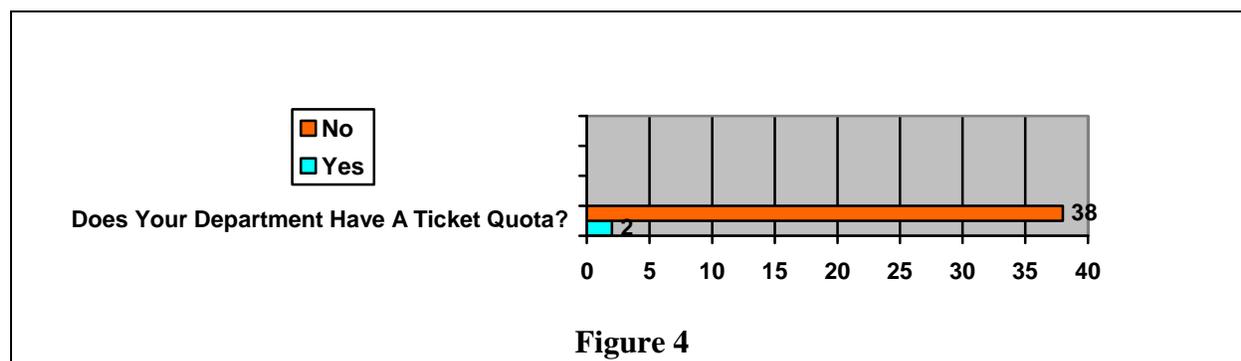
The survey also allowed the respondents to indicate a number if there was an expectation in either category. One Chief of Police stated that there was no expected minimum for traffic citations but “some” should be expected by the officers. Another line officer stated that his department did expect a minimum of 2 citations per day but later in the survey answered “no” to his department having a quota. In a similar response, a line officer from another police agency

stated that his department expected 10+ citations per month. A Sergeant from one department indicated that his agency had an expectation that varied from month to month for traffic citations. Only two officers stated that their agencies had an expected number of traffic contacts that should be made by the officers. One, a Lieutenant, did not indicate the number that was expected and the other was a line officer who indicated that his agency expected 2 traffic contacts every 12 hour shift.

The next question that was used in the findings was whether an agency used “standards of productivity” to evaluate an officer’s performance. Standards of productivity were not explained or defined, but instead left generalized and in quotations in an effort to see how officers would respond to the question. 55% indicated that they did not use standards of productivity to evaluate performance, and 45% indicated that they did. See figure 3.



The last question used in the findings was probably one of the most important in reference to the topic. When asked if their agency had a ticket quota or an implied quota system, 95% stated “no”. See figure 4.



Although the answers to the ticket quota question were not surprising, there were other results relating to the question that yielded aspects that were interesting to view. The same Sergeant, who stated that his department had an expected number of citations that varied, also indicated that his department had at least an implied quota. Another Lieutenant answered “yes” to the quota question but did not show that there were an expected number of citations or contacts that had to be made. The four other officers that indicated their departments had some expected minimum number of citations be issued per day also said their departments had no quota system in place.

CONCLUSION

In order to come to a conclusion on the research that was conducted, a review of the original purpose for this paper should be restated. The overall problem that many law enforcement agencies face is how to monitor daily activity statistics for patrol officers in an effort to evaluate the officer’s performance. The issues related to these numerical records may include which statistics agencies record and follow, how agencies use these statistics to motivate officers for higher productivity, and how law enforcement can avoid ticket quotas or implied quotas.

Simply reiterated, the main purpose of this research is to try to answer an important question: How can a police supervisor motivate officers to be more productive on a daily basis without creating a ticket quota? The theory prior to the research that was hypothesized by this author deals with the philosophical mindset that is used by departments when tracking statistics, evaluating performance, and setting standards of productivity. There is a fundamental approach that must be used when looking at how administrators set requirements for patrol officer

productivity. The requirements have to be easy to quantify, fair and impartial to everyone involved, directly related to the job, assist with evaluation of performance, and not create quotas.

Several presumptions were made about how agencies would or would not be successful in this area. The first idea is that successful agencies would not have any type of expectation or requirement on the number of traffic citations that are issued. It was speculated that a majority of agencies would at minimum, track the number that was issued either on a daily, weekly, or monthly basis. In addition, those agencies would not only track the number of traffic contacts made but would have a set expectation on how many contacts would be required. Effective departments would also use traffic citation averages that are set by the officers as a guideline to assess performance instead of setting averages at a certain level without basis. The last important piece of the success pie would be that the administrators, supervisors, and line officers would all believe in the system being used and agree on how it is implemented and promoted throughout the department.

Ineffective agencies most likely would not adhere to the principles mentioned beforehand. Improper communication between the administration and line officers about the department's philosophy on how statistics are used may cause feelings of discontent and implied quotas. How an agency uses the statistics that are tracked and what statistics are emphasized will have an impact one way or another on motivation, attitudes, cooperation, and performance.

After a review of the findings from the survey a number of observations can be made. This author anticipated that a majority of agencies would use daily statistics from various categories as a large part of officer evaluation. Every agency except for one stated that they did use written evaluations at least once a year but it was a virtual split when asked about using "standards of productivity" for evaluation. Based on the information gathered it would appear

that about half of law enforcement agencies have some set standards for productivity when it comes to expectations for at least certain statistical categories. However, almost all agencies stated that there were not set expectations for the number of citations that should be issued by an officer.

The one factor that this author did not expect to find was the use of traffic contacts, how they were tracked, and if agencies required contacts to be made. In fact, out of the officers surveyed, there were more agencies that tracked the number of citations issued than the number of contacts made, regardless of the outcome. Additionally, when asked whether their respective departments had an expectation for the number of citations issued it was predictable that most would not have this requirement, and the survey agreed. However, the anticipated findings that a large portion of agencies would not only monitor traffic contacts, but have a set expectation for the number of contacts made was not found to be true. More officers stated that their agency did not have an expected minimum number of traffic contacts than officers who stated that their agency did not have an expected minimum number of citations to be issued on a daily basis.

This author would speculate that a change in how departments examine, utilize, and evaluate statistics would be of benefit to the supervisors, the officers, and the citizens they serve. The change would involve a shift in philosophy revolving around traffic contacts and how supervisors and administrators could relate those statistics to higher productivity and motivation without creating quotas. It is fairly obvious that the use of written performance evaluations is almost a necessity but that the proper administration of evaluations is essential and would be a discussion for another time. Law enforcement agencies should not only track the number of traffic contacts made, but they should have an expected number of contacts per day. Texas law does not allow for expectations when it comes to the issuance of citations, but expectations of

how many stops an officer makes is not limited under the law. The key to remember is that traffic contacts cannot have a mandated outcome.

The overall idea would be for agencies to set a reasonable number of traffic contacts to be made on a daily basis by each officer giving them a standard and productivity goal that they must reach. Exceptions for the number of stops made each day could also be set to alleviate requirements that are impossible to meet when an officer is busy on other long term assignments, special assignments, or longer than average calls for service. A supervisor could easily convey to the line officers, set expectations such as the number of traffic contacts that are to be made. Once an officer knows what is expected he will strive to reach that goal. Motivating officers to reach higher standards of productivity should not encroach into areas that would create implied quotas at minimum. It would also be easier to evaluate an officer's performance, especially on traffic related aspects, if the officer knew what was expected of him to do. If an officer is expected to stop six cars a day but drops well below that number then he is not meeting performance standards. In addition, if they do stop six cars a day but fail to issue a reasonable amount of citations compared with the number of stops then they are still not meeting performance standards. Monitoring the number of citations issued based off the number of contacts made allows the supervisor to view a true daily average for officers within the department. Using relevant statistics is important to the evaluation of officers, but using the right statistics in the right way affects how administrators and supervisors can motivate and inspire officers to be more productive. The officers also get to see set goals and standards without thinking they have to meet quotas or implied quotas. In turn, the citizens who are served are better protected, see officers being productive, and internal fighting is not exposed to the public leaving a bad feeling within the community about how the police department is operated.

In conclusion, it would appear that most agencies do not have a quota system and they have systems in place using proper evaluations to motivate officers. However, a slight change in the use of certain statistics may make it easier for some, if not all agencies, to properly motivate their officers without creating turmoil inside and outside of the department. It is the desire of this author that this study can be of use to law enforcement and help to shed light on a different way of viewing statistics, especially for those agencies that are not having success with their current systems and procedures.

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Appendix

Standards of Productivity for Patrol Officers Survey

This survey is being conducted in partial fulfillment of the requirements for the
Bill Blackwood Law Enforcement Management Institute of Texas

Sgt. Perry Burkeen
Humble Police Department

Thank you for your participation in this survey

(Feel free to add comments if you think they apply and would be useful for the survey)

Agency:_(optional)_____ Your Rank:_____

Does your agency track patrol officer's daily activities?

Y N

Does your agency use those statistics to evaluate an officer's performance?

Y N

Does your agency use daily averages to track day to day performance?

Y N

Does your agency track the number of reports written daily?

Y N

Does your agency track the number of primary calls for service for each officer?

Y N

Does your agency track the number of citations / traffic violations issued each day?

Y N

Does your agency track the number of traffic stops / contacts that are made each day?

Y N

Does your agency expect or require a certain number of citations be issued on a daily average in order to rate officer performance?

Y N

If the answer is yes, what is the expected minimum requirement?_____

Does your agency have a minimum number of traffic stops that are required to be made by patrol officers each day, regardless of the disposition of that stop?

Y N

If the answer is yes, what is the expected minimum requirement?_____

Does your agency track the number of arrests made by officers on a daily basis?

Y N

Are there an expected number of arrests that an officer is required to make on average per day?

Y N

If the answer is yes, what is the expected minimum requirement?_____

Does your agency use written formal performance evaluations on a regular basis (at least once a year)?

Y N

Does your agency have “standards of productivity” that are used to evaluate an officer’s performance?

Y N

Are the “standards of productivity” true standards set by numbers produced from patrol officers?

Y N

Do you feel that your agency has a ticket quota or implied quota system in place?

Y N

Thank you once again for your assistance; your answers will be used in confidence to help with research in the area of officer productivity, motivation, and existence of quotas.