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VTHE DALLAS COUNTY JURY SYSTEM

1978 ANNUAL REPORT

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ACQUISITIONS

### JURY SERVICES DEPARTMENT CENTRAL JURY ROOM DALLAS COUNTY COURTHOUSE

600 COMMERCE ST. DALLAS, TX. 75202

GONNY B. DRAKE

January 23, 1979

TO:

All Elected Officials and Department Heads

FROM:

Conny Drake, Director of Jury Services

SUBJECT: The Dallas County Jury System 1978 Annual Report

This annual report provides information on the state of Dallas County's jury system during 1978. It contains more than a compilation of statistical data and graphical illustrations of jury system indices, it also provides an analysis of the trends in evidence throughout the year. This aids in understanding how Dallas County's jury system functions, its operational strengths and weaknesses and what the system looked like in 1978 versus its appearance in 1977. The comparison is highly favorable.

All major indicators of efficiency in jury operations improved during 1978. Juror utilization reached an all-time high of 84.9%. This means that approximately 85% of all persons in the Central Jury Room were dispatched to a court-room during 1978, a rate which compares favorably with other jury systems across the country. The primary goal of jury management is to increase juror utilization to its highest possible level thereby reducing the coterminous statistic juror excess. However, attaining 100% juror utilization is virtually impossible in a system complicated by unpredictable variability in the number and size of panel requests each day, the number of daily trial starts and the uncertain duration of each trial. These system-based shortcomings are magnified by the sheer size of Dallas County's judicial system which encompasses 59 courts whose frequency of conducting jury trials varies from occasional to daily usage.

Another major index used to measure the effectiveness of the jury system is yield, or the percent of those summoned who appear for jury duty. Juror yield showed a healthy increase over the past year. This is an indication of public awareness and acceptability of the one-day/one-trial concept. With the reduction in the term of service, jury duty has become less burdensome; therefore, more and more citizens are displaying a willingness to serve.

All of these improvements in the jury system translate into a cost savings for Dallas County. While a full cost analysis is presented in the final section of this report, a brief look at the average cost per juror reveals that improvements have allowed considerable savings to accrue. For example, the average cost per juror in 1976 was \$10.34; in 1977 the cost dropped to \$8.40 per juror and in 1978 it was further reduced to \$7.89. This amounts to a 24% cost re-

duction over the past three years. With the creation of nine new courts during the past two years, the number of persons needed for jury service has increased by 21% from 51,008 serving in 1976 to 64,675 in 1978. Yet total jury fees paid actually decreased during this time from \$507,927 in 1976 to \$479,454 in 1978. If the average cost per juror had remained at the 1976 level, total juror cost in 1978 would have been \$668,740.

. Instituting the Standby Jury System in February 1979 should aid in achieving even greater cost efficiency by improving the juror utilization rate even further. The Standby Plan will enable the jury system to respond to the variability in court needs by randomly selecting a number of prospective jurors to receive standby jury summons which places them "on call." Their service is then available in the afternoon should the level of court activity that day require additional jurors.

The overall goal of jury management is to provide the legal system with a sufficient number of qualified jurors at the lowest possible economic cost to the County while respecting the value of citizens' time. We believe that during 1978 these goals were enhanced.

#### ACKNOWLEDGEMENTS

The successes achieved in improving Dallas County's jury system over the past two years were possible due to the contributions of numerous individuals, across departmental lines, who shared an interest in attaining greater efficiency and effectiveness of jury operations.

Much credit is due to the members of the District Judges Juror Utilization Committee who took upon themselves the demanding task of formulating and implementing many new policies and procedures under the LEAA Juror Utilization and Management Demonstration Grant. This committee was chaired by Judge Spencer Carver and included at various times the following members: Judge Fred S. Harless, Judge Hugh Snodgrass, Judge R.T. Scales and Judge Ted Robertson. Over the two-year period of the grant, these judges worked closely with the Director of the Department of Planning, Research and Grants Jim Cooksey and his staff, the first grant manager, Ms. Nancy Mason, the consulting firm of Seib Associates and myself. Great appreciation also goes to all of the state district and Dallas County judges whose cooperation and participation were vital to assure the success of newly adopted jury room policies and procedures. All of the members of Dallas County's Commissioners' Court supported our efforts; however, special recognition is given to Commissioner Roy Orr who was assigned initial supervisory responsibility and has maintained interest in the progress of our efforts.

One of the most significant changes evolving out of the Juror Utilization and Management Demonstration Grant occurred in mid-1978 when the computerized juror payment and tracking system was adopted. The Director of Data Services Charles Collier and members of his department spent hundreds of hours programming this new system which has resulted in greater accuracy and speed in dispatching checks to jurors. Juror payment in Dallas County involves interdepartmental coordination. As such appreciation and recognition go to the District Clerk Bill Shaw, the County Treasurer Bill Melton and the County Auditor Joe Jack Mills and members of their respective staffs who contributed their time and talents to assure the new juror payment system was implemented smoothly.

The net result of the efforts of these individuals is a vastly improved jury system both in terms of monetary efficiency and in better use of juror time.

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### INTRODUCTION

This report will present a composite picture of Dallas County's jury system during 1978. The purpose of an annual accounting is threefold:

- 1) It provides valuable descriptive information and analyses regarding the major indices of the jury system; i.e. how many persons were summoned for jury duty, the yield (percent of persons summoned who appeared for service), juror utilization (percent of those serving who were needed for panels dispatched to the courtrooms), and percent excess serving (those who remained in the Central Jury Rocm).
- 2) It allows examination of the trends evident in juror usage, illustrated by a number of graphs which present statistical data broken down month by month for the year.
- 3) It contrasts 1978 figures with 1977 and provides a comparative cost analysis which permits conclusions to be drawn regarding the areas where improvement in system efficiency was attained or stability noted.

In every major area of the jury system from the summoning process, to juror dispatch to the courts, to juror payment for services rendered, greater efficiency has been attained. The following sections provide statistical information and explanations for the improvements wrought in each area of jury management.

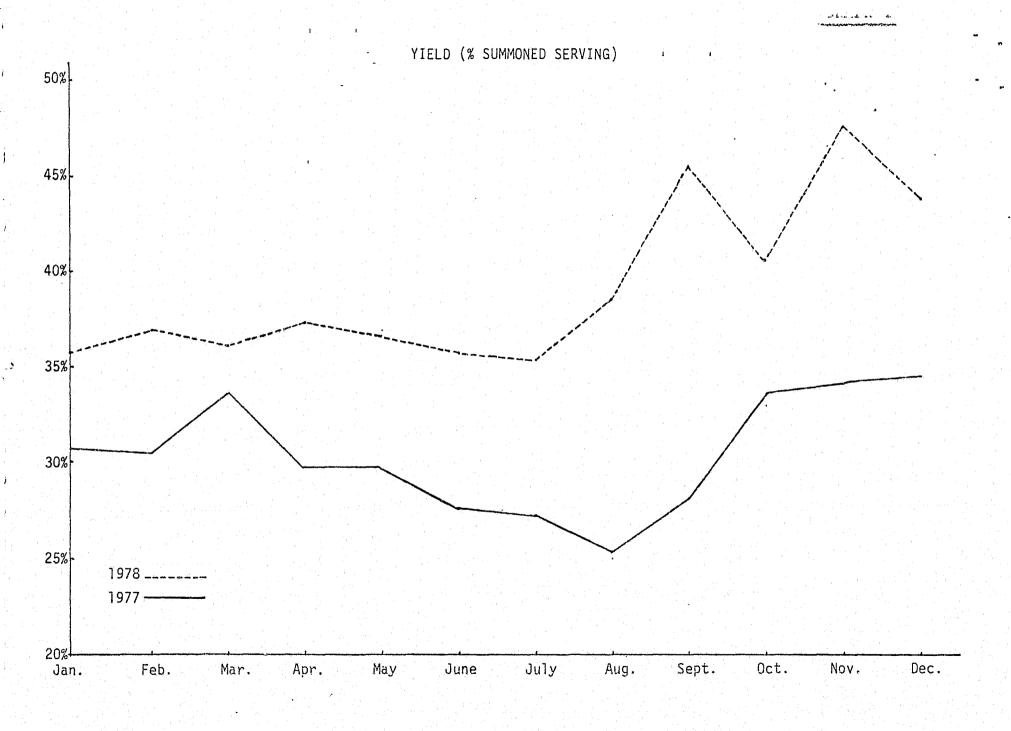
#### YIELD

The total number of persons summoned for jury duty in 1978 was 173,415. This represents an increase of 11.2% from the 1977 total of 153,950. Of those summoned, 64,675 appeared for service. Therefore, the 1978 yield<sup>1</sup>, averaged over the 12-month period, was 39.2%, a considerable improvement from the 1977 average monthly yield of 30.5%. While some of this divergence is attributable to a slightly different method of record keeping for postponements, approximately 5 or 6 percent of this difference is a true and consistent improvement in yield. Graph 1 on the following page compares the average yield per month during 1977 and 1978. Chart 4 on page 25 provides a breakdown of monthly totals.

Much of this increase in yield should be credited to the one-day/one-trial system. Since its adoption in early 1977, public awareness and acceptability of jury duty has increased due to the reduction of the jury term from one week to either one day or, if chosen to sit on a jury, the duration of one trial.

An additional factor contributing to the better yield is the dramatic reduction in the number of unclaimed or undelivered summons which had been running between 15-20% and now is consistently between 4 and 6%. This reduction has occurred gradually as a result of a Data Services computer program allowing monthly updating of the jury list by removing the names of summoned persons who are

Yield is the percent of those summoned who appear for jury duty. It is derived by dividing the number serving by the number summoned.



deceased or have moved out of the County. Prior to instituting this policy in mid 1977, updating occurred only once a year. With monthly updating, more summons are reaching their destination and yield has risen accordingly.

Graph 2 on page 6 presents a picture of those summoned who did not appear for jury duty in 1978. As yield of jurors runs between 35-40%, the remaining 60-65% of those summoned fall into one of the following categories: exempt, disqualified, disabled, unclaimed, postponed or no show (see Chart 4 on page 25 for monthly breakdowns).

A yearly average of 40.8% of those summoned either claimed legal exemption (under Article 2135 of the Texas Statutes), were disqualified (Article 2133), medically disabled or the summons was returned to us by the Post Office as unclaimed.

The percentage of "no shows" who ignored their jury summons fluctuated from a low of 15% early in the year to a high of 30% around the holiday season at the end of the year. The yearly average was 19.9%.

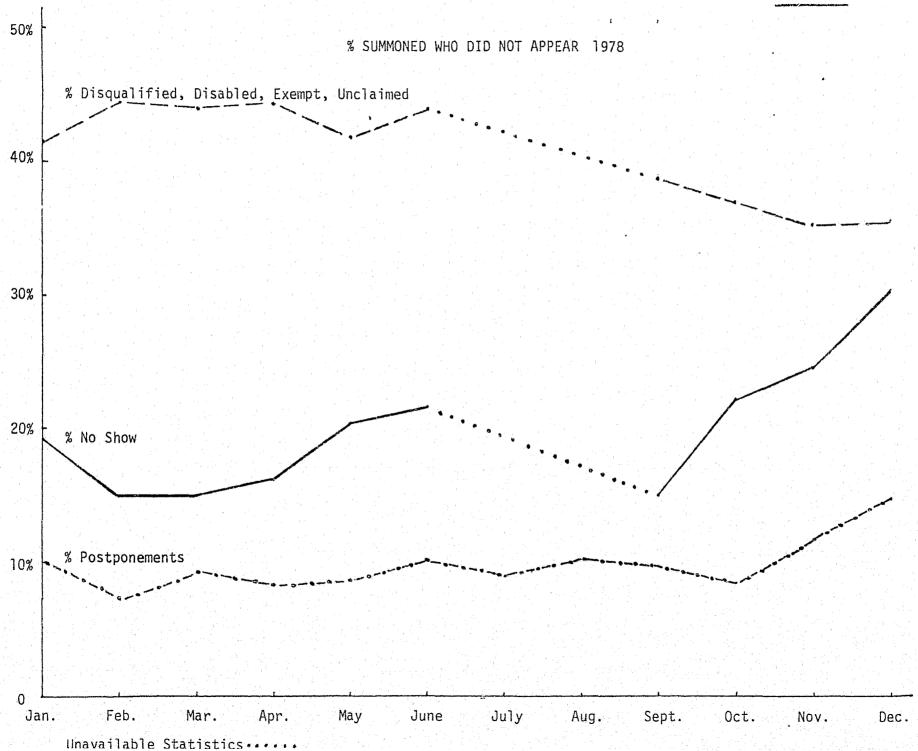
Postponement of jury duty to another date was requested and granted to an average of 9.8% of those summoned. The number of postponements remained fairly constant throughout the year.

While presenting this data on a yearly basis provides an overview of the system, the chart on the following page reveals a more microscopic view of an "average week," thereby offering a more tangible statistical picture of the jury system.

<sup>&</sup>quot;Average week" is computed by dividing the yearly statisits by 48 weeks of court activity.

AVERAGE WEEKLY STATISTICS	NUMBER	PERCENT
Summoned	3574	100.0%
Serving (Yield)	1347	37.6%
Exempt, Disqualified, Disabled, Unclaimed	1272	35.6%
Postponed	345	9.7%
No Shows	610	17.1%





#### UTILIZATION

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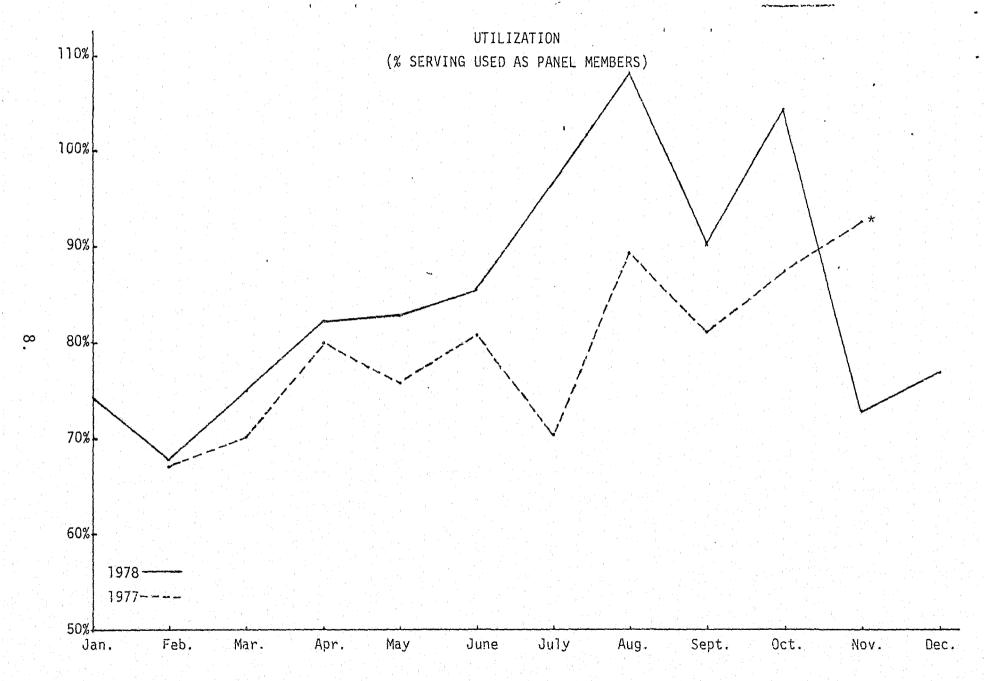
Efficient juror utilization is the major goal of jury management. Complaints about the jury system are justifiable if a large percentage of persons who appear at the courthouse on their summoned date remain inactive in the Central Jury Room all day.

The overall objective is to have the number of available jurors each day coincide with the number of panel members requested by Dallas County's 59 courts. However, attaining 100% juror utilization is virtually impossible in a system complicated by unpredictable variability in the number and size of panel requests each day, the number of trial starts which occur and the uncertain duration of each trial. Additionally, bad weather in the winter months causes disruption in the normal patterns of juror yield and level of court activity.

Given these system-based shortcomings, the 1978 average juror utilization rate of 84.9% was exceptionally good. This means that approximately 85% of all persons in the Central Jury room were dispatched on a panel to a courtroom during 1978. It represents the highest utilization rate ever attained in Dallas County and compares favorably with other large juror systems across the country and in Texas (Harris County (Houston), which is the largest juror system in Texas, has a utilization rate of approximately 80%).

The 1978 monthly utilization figures are contrasted with 1977's figures on Graph 3 on the following page. In 1977 overall utilization for the year was 79.6% or 5.3% lower than in 1978.

Utilization is the percent of those serving who are dispatched to a courtroom.



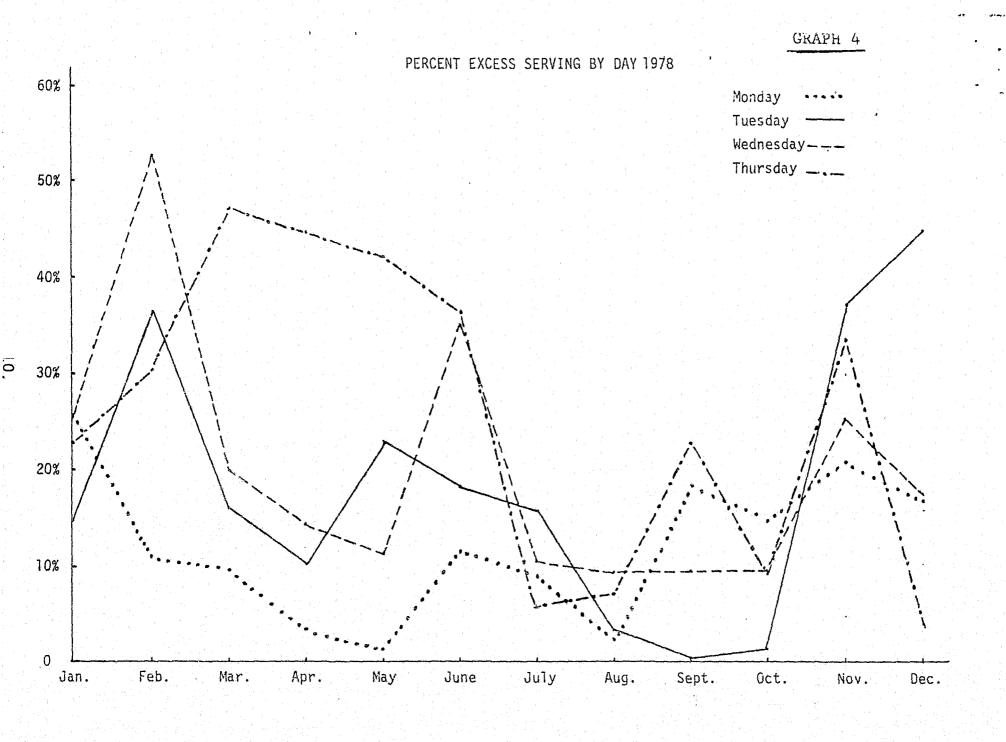
<sup>\*</sup>January and December figures for 1977 are unavailable.

A close examination of the graph line for 1978 reveals utilization peaked in July and October and plummeted in February, November and December. When utilization of jurors exceeds 100% as it did in July and October, jurors are in effect "recycled," i.e. if jurors are returned from one court as an unselected jury member, they are sent out on another panel to a different court which needs jurors. While utilization in excess of 100% does not necessarily imply a juror shortage, delays in dispatching panels and an actual shortage of jurors causing panel requests to be cancelled did occur more frequently during these months.

Utilization fell off in February due to bad weather which hinders normal patterns of juror yield as well as trial starts. November and December's lower rate is attributable to experiments conducted one month prior to the Thanksgiving and Christmas holidays. In an effort to improve predictability of trial starts and summon the correct number of jurors for the holiday season, a survey was sent to each court requesting information on predicted trial starts and panel request. However, a considerable disparity existed between the courts predicted needs listed on the survey and actual needs, resulting in a large number of excess jurors in the Central Jury Room. This data will be useful in refining predicted needs during the 1979 holiday season.

### Excess Jurors

The mirror image of utilization is the percent of excess jurors, those who are not dispatched on a panel. For example, when utilization for a month is 82%, the remaining 18% in the Central Jury Room go unused. The number of excess jurors is graphically represented on the following page (Graph 4). Each weekday is plotted to



illustrate which days are more constant with regard to the number of panel requests and trial starts. Mondays are consistently the most predictable as most courts begin trial proceedings on the first day of the week. As the week progresses, panel calls become more and more variable depending on the duration of the trials which began that week. Generally Wednesdays are the most uncertain. Thursdays are beginning to stabilize due to an increased number of criminal competency hearings and mental illness cases being tried on Thursdays.

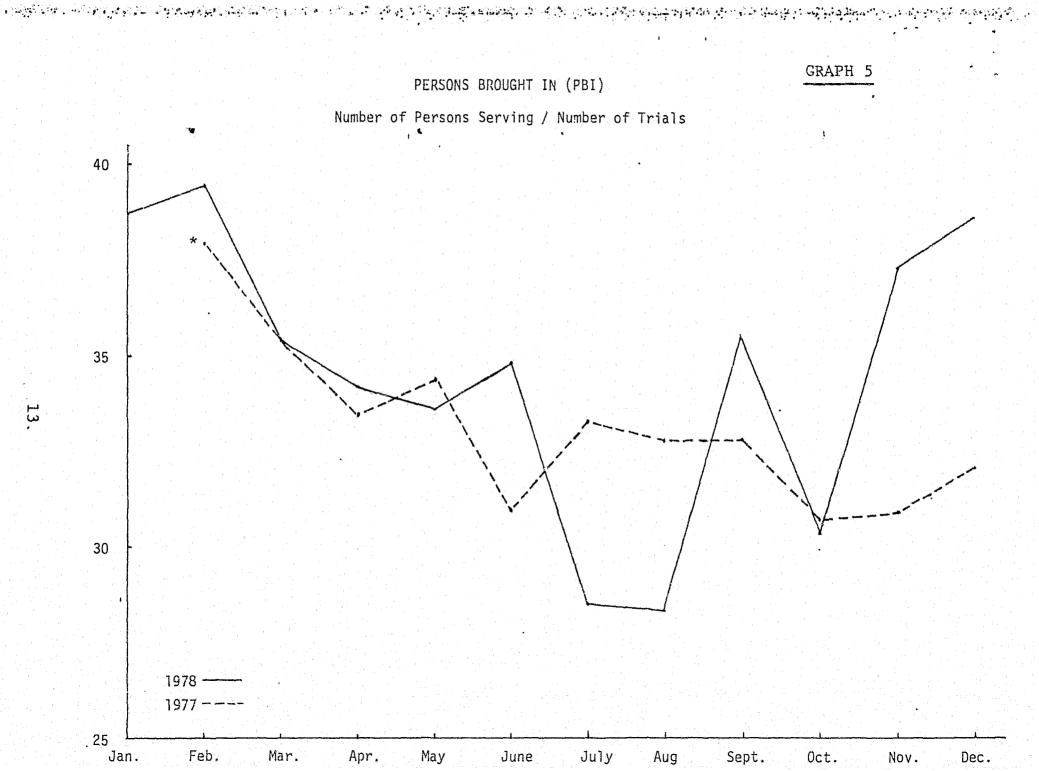
### The Standby Jury System

Instituting the new Standby Jury System in February 1979 should act to reduce the number of excess jurors. The standby plan will enable the jury system to respond to increased court needs for jurors when necessary. Under this new system, approximately 80% of those summoned will receive a "regular" jury summons to appear at a specified date and time, comprising the core of available jurors. The remaining 20% who are selected randomly by computer, will receive a standby jury summons instructing them to call in between 11:15 a.m. and 12:30 p.m. to determine if their service is required. If needed, they will be told, via a recorded message, to report at 1 p.m. and will be paid for their service. If not, they do not come in and do not receive reimbursement. The standby plan was tried on an experimental basis in May and June of 1978 and found to be successful in closing the gap between the predicted and actual number of jurors necessary, thus reducing juror excess and saving the County thousands of dollars.

### PBI

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A companion statistic to percent utilization and percent excess is the Persons Brought In (PBI) index. This index is another measure of efficiency in the jury system and is derived by dividing the number of jurors serving by the number of jury trials to arrive at the average number of jurors who report for each trial. A reduction in the index is desirable as it reflects better utilization of jurors. PBI for the year fluctuated between 28 and 39 and averaged 34.6. (See Graph 5 on the following page which contrasts the 1977 and 1978 PBI. Also Chart 4 on page 25 provides the monthly figures). Dallas County's PBI is slightly higher than the national average due to the statutory provision preventing jurors who are challenged preemptorily from returning to the jury pool, which makes them unavailable for another panel call that day to another This statute applies only to Dallas and Harris Counties. Our preliminary analysis conducted to investigate the effect of this statute upon jury room efficiency reveals that the number summoned and concomitantly the number serving could be reduced by as much as 15-18% if jurors challenged preemptorily were not immediately dismissed from further service that day. More research is underway regarding this statutory prohibition and its financial consequences to the jury system.

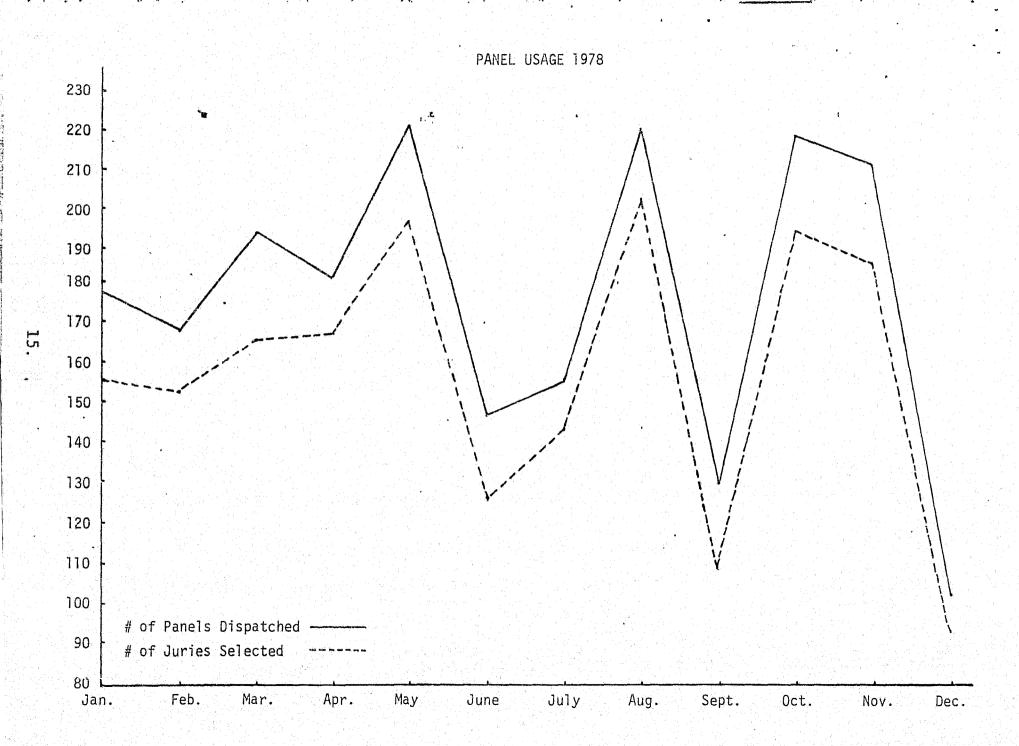


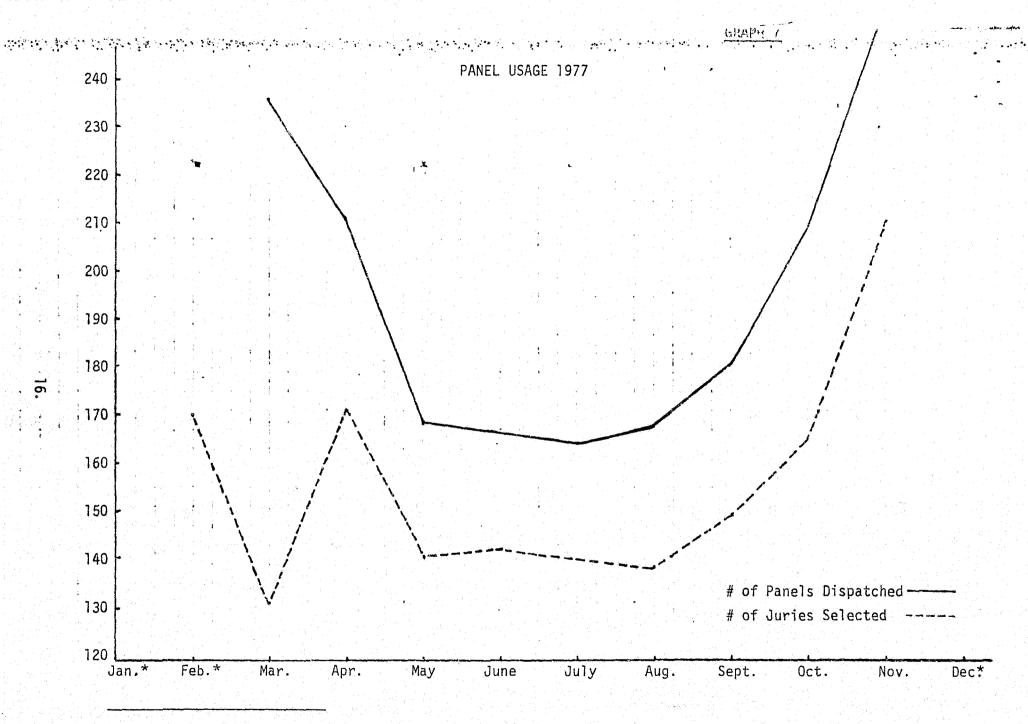
### PANEL USAGE

The following two graphs provide information on the number of panels dispatched and the number of juries selected. Graph 6 on the following page presents data for 1978 while Graph 7 on page 16 shows 1977 figures. During 1978 greater congruence is evident between the number of panels sent out and the number of juries selected. This means that better panel usage has been attained as more panels dispatched to the courts are actually being utilized to select juries, indicating that the courts are responding well to the policy of not calling a panel until it is virtually assured that the case will not be settled out of court.

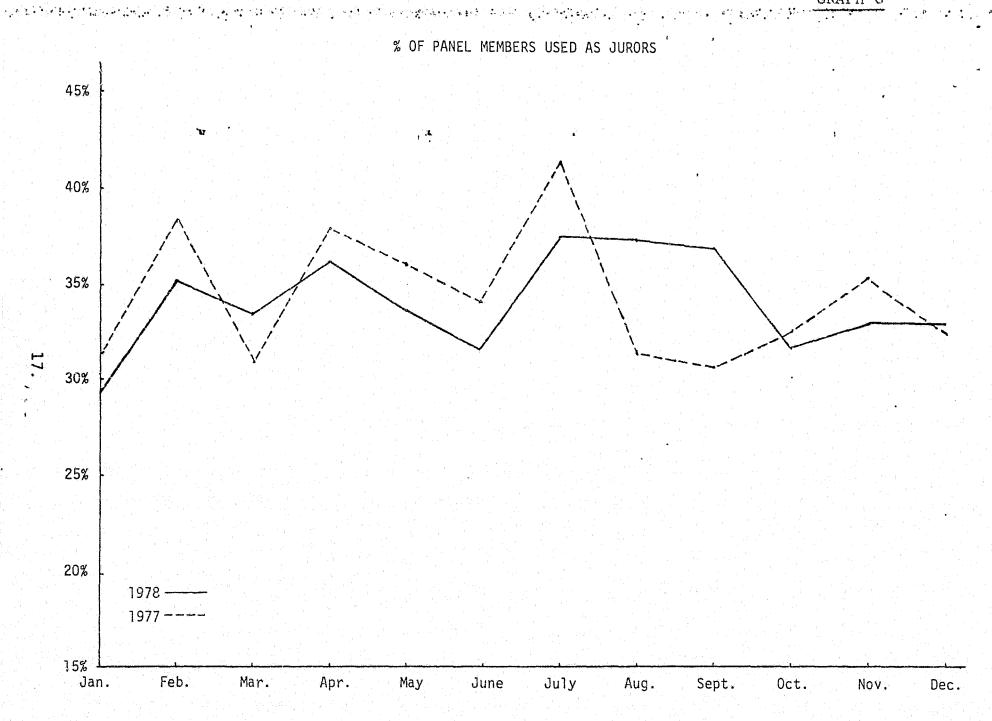
For example, of the 2124 panels sent to the courts in 1978, 1889 juries were selected. Therefore, 235 or 11% were sent back to the Central Jury Room. In 1977, 2237 panels were dispatched forming 1852 juries with 385 panels (17%) going unused. Of the 1889 juries selected in 1978, 1190 (or 63%) were 12-person juries and 699 (or 37%) were 6-person juries. These figures reveal that the percent of 12-member juries has increased since 1977 when 55.8% or 1034 juries selected were composed of 12 members versus 44.2% or 818 6—person juries.

Graph 8 on page 17 shows the percentage of panel members actually chosen to sit on a jury. The yearly average for 1978 is 34.1%, a drop of .3% since 1977 (see Chart 4 on page 25 for monthly breakdowns). There is a noticeable drop to 32% from October to December 1978 indicating a trend of larger panel sizes is developing. Standard panel sizes of 36 for criminal district courts, 26 for civil district courts, 18 for county criminal courts and 13 for county civil courts were recommended in 1978 by the District





<sup>\*</sup>Data for January and December is not available. The number of panels dispatched in February is unavailable.



Judges Juror Utilization Committee following a statistical analysis of panel usage over a 1 1/2 year period. However, adherence to recommended panel sizes is dependent on a number of factors such as capital punishment and multiple defendant cases which affect overall panel usage statistics.

### COST ANALYSIS

The following charts present information on the operating costs of Dallas County's jury system. Chart 1 on page 21 offers an overview of the total cost of jury services and contrasts expenditures in 1978 with the preceding year. The figures show that maintaining accurate statistics on panel requests and trial starts and carefully charting jury room trends have contributed to greater efficiency in the jury system. This is dramatically reflected by the reduction in the average cost per juror from \$8.40 in 1977 to \$7.89 in 1978. When considering that the average cost per juror was \$10.34 in 1976, there has been a 24% reduction over the past three years. This decrease in cost is even more significant when considering that the number of 12-member juries, which are more costly than 6-member juries, rose considerably in 1978. Fully 63% of all jury trials in 1978 were composed of 12-person juries versus 55.8% in 1977 (see section on Panel Usage, page 14 for total breakdowns). If the average cost per juror had remained at the 1977 level of \$8.40, total juror cost in 1978 would have been \$543,270 or \$63,816 more than the actual cost incurred.

Due to improved efficiency in the jury system, the average cost per jury trial also dropped from \$257.99 in 1977 to \$253.81 in 1978.

This amount is derived by dividing the total cost of jury fees and summoning expenditures by the number of persons who served. Trial duration is a factor in juror cost; however, statistics are unavailable for average length of the 1800+ trials held in Dallas County each year.

<sup>5</sup> Computed by dividing total jury fees by the number of jury trials.

Chart 2 on page 22 compares the cost of the summoning process (forms and postage) for 1977 and 1978. Summoning costs remained at a constant rate as the summons mailers are presorted by zip codes which allows first class mailing for 13 cents. The cost of the summons mailer form is approximately 4.7 cents each; therefore, total cost averages 17.7 cents per summons. Although gross summoning cost escalated in 1978 to \$30,694 versus \$25,066 in 1977, this was due to an increase of 11.2% in the number of persons summoned for jury duty.

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Chart 3 on page 23 shows the cost of juror fees over the past two years for jurors who were used and those who remained in the jury pool. Although the number of persons appearing for jury duty increased by 4,774 or 7.4% from 1977 to 1978, total fees paid to jurors increased by only .3% from \$477,806 in 1977 to \$479,454 in 1978. Paying 7.4% more jurors only .3% more money also indicates that the average trial length was shorter in 1978 than in 1977.

The goal of increasing cost efficiency is best realized by reducing the number of excess jurors in the Central Jury Room.

While average trial length and percent of 12 and 6-person juries affect overall juror cost, these factors cannot be controlled. However, improving the juror utilization rate thereby reducing juror excess is a primary goal of our cost reduction efforts. Chart 1 on page 21 shows that a total of \$52,585 was expended on unused jurors during 1978, a decrease of \$10,120 or 16.1% over 1977's figure of \$62,705. The expenditure figures for each month of 1978 are graphically depicted on page 24 (Graph 9).

As the jury system continues to be adjusted and the standby plan is instituted, we can expect this trend in cost efficiency to continue.

# COST COMPARISON

	1978	1977
.Number Summoned	173,415	153,950
Number Serving	64,675	59,901
Cost of Summoning (Summons and Postage)	\$30,694.45	\$25,065.09
Total Juror Fees Paid	\$479,454.00	\$477,806.00
Cost of Excess Jurors	\$52,585.00	\$62,705.00
Number of Panels Dispatched	2,124	2,237
Number of Juries Selected .	1,889	1,852
Number of Panels Sent Back to Central Jury Room Unused / % Unused	235/11%	385/17%
Average Cost per Jury Trial	\$253.80	\$258.00
Average Cost per Juror	\$7.89	\$8.40

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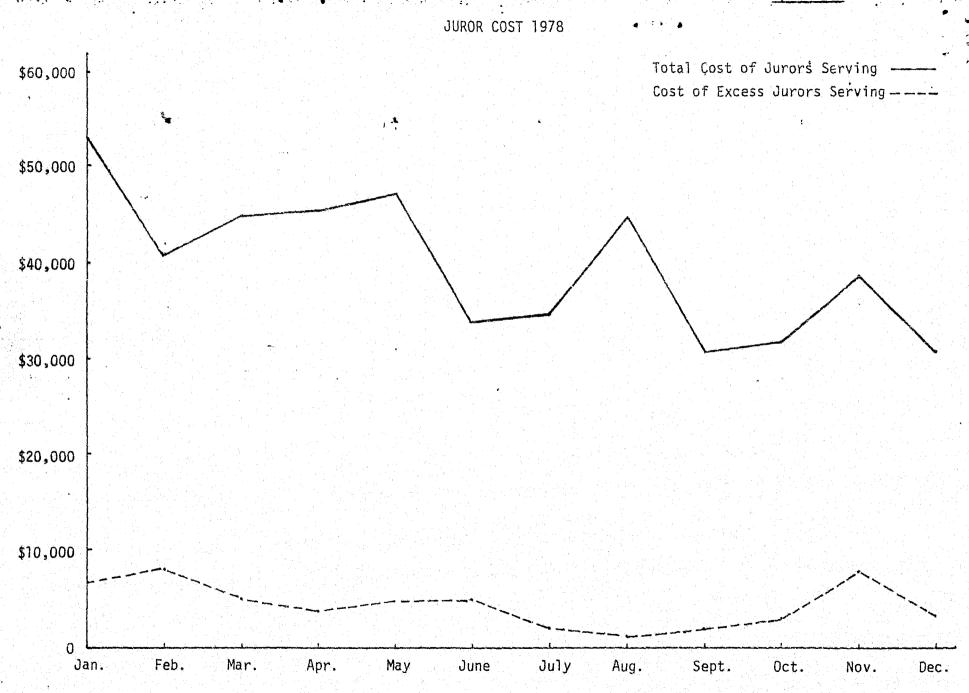
COST ANALYSIS I
Cost of Summoning

	1	<u>978</u>	<u>1977</u>				
	Summons	<u>Postage</u>	Summons	<u>Postage</u>			
January	\$810.84	\$2,242.76	\$609.75	\$2,704.28			
February	765.82	2,118.22	 624.18	2,642.25			
March	764.69	2,114.10	666.96	2,890.16			
April	725.59	2,006.94	572.73	1,940.38			
May	864.19	2,390.31	544.68	2,000.05			
June	586.84	1,623.18	495.45	1,981.80			
July	622.70	1,722.37	559.86	2,239.44			
August	736.11	2,036.06	564.96	2,259.84			
September	443.87	1,227.72	570.27	2,281.08			
October	702.70	1,943.63	504.84	2,019.36			
November	730.94	2,021.76	586.93	2,346.12			
December	396.21	1,095.90	290.61	1,162.44			
Total	\$8,150.50	\$22,543.95	\$6,591.09	\$18,474.00			

COST ANALYSIS II
Cost of Jurors

<u>1978</u>

	Juror Fees	Cost of Excess	Juror Fees	Cost of Excess
January	\$ 53,046	\$ 6,545	\$ 45,638	\$ 5,170
February	41,187	8,010	46,375	10,680
March	45,364	5,015	56,960	9,890
April	45,712	3,385	42,962	5,515
May	47,318	4,430	37,857	6,675
June	34,058	4,445	37,414	1,710
July	34,688	2,300	35,592	5,560
August	44,889	1,230	41,711	3,555
September	30,705	2,380	30,444	4,365
October	a 31,980	3,180	42,221	3,730
November	39,406	8,140	38,089	3,890
December	31,201	3,535	22,542	1,965
Total	\$479,454	<u>\$52,585</u>	\$477,806	\$62,705



24.

1978	Summoned	Serving	Yield (% Suns Serving	ess Serwit	Serving Us Panel Ment	Panel Memi sed as Jurc	, , , , , , , , , , , , , , , , , , ,	Juries Selected	PBI (Pers Brought I	Unclaimed Disqualified Disabled Exempt		No Show		Postponements		Cost of Juror Fees	
	# St	# Se	Yie Ser	Excess	Util As B	% OS				#	%	#	%	#	, %		
January	17,252	6,048	35.8%	1,309	74.1%	29:7%	177	156 `	38.8	7,238	41.7	3,112	19.0	1,265	7.3	\$ 53,046	
February	16,294	5,982	37.0	1,602	68.0	35.3	168	152	39.4	7,642	44.2	2,452	14.8	1,186	7.3	41,187	
March	16,270	5,845	36.2	1,003	74.9	33.4	193	165	35.4	8,848	43.8	3,043	14.9	1,557	9.6	45,264	
April	15,438	5,682	37.4	677	82.6	36.3	181	166	34.2	6,742	44.2	2,478	15.8	1,296	8.4	45,712	
way	18,387	6,589	36.7	886	82.9	33.6	221	196	33.6	7,823	42.6	3,892	20.3	1,614	8.8	47,318	
une	12,486	4,401	35.8	889	85.8	31.4	147	126	34.9	5,566	43.9	2,888	21.5	1,266	10.1	34,058	
'uly	13,249	4,108	35.4	460	96.8	37.4	155	144	28.5	NA	NA	NA	NA	1,261	9.4	34,688	
ugust	15,662	5,753	38.6	246	108.4	37.2	221	203	28.3	NA .	NA	NA	NA	1,604	10.2	44,889	
eptember	9,444	3,884	45.6	476	90.7	36.9	129	109	35.6	3,717	38.7	1,512	15.5	925	9.8	30,705	
ctober	14,951	5,892	40.6	636	104.4	31.7	218	194	30.4	5,211	36.8	3,423	22.0	1,279	8.6	31,980	
lovember	15,552	6,895	47.8	1,628	73.1	32.9	211	185	37.3	5,351	35.7	3,934	24.6	2,052	13.2	39,406	
ecember	8,430	3,596	43.9	705	77.2	32,9	103	93	38.7	2,915	35.9	2,574	30.3	1,294	15.4	31,201	
Fotal/Aver   age	173,415	64,675	39.2	10,517	84.9	34.1	2,124	1,889	34.6	61,053	*40.8	29,308	*19.9	16,599	9.8	\$479,454	
1977 Totals	153,950	59,901	30.5	12,541	79.6	34.4	2,237	1,852	33.3	NA	NA_	NA	_NA_	NA	<u>NA</u>	\$477,806	

\*Totals based on ten months of data.

NA--Data not available.

### CONCLUSION

Dallas County's jury system has made considerable gains during the past year in all areas of operation. Improving juror utilization to a yearly average of 84.9% is unmistakenly the primary accomplishment. Better utilization helps to achieve the twin objectives of reducing the number of dollars wasted on an inefficient jury system as well as advancing the public relations goal of making jury duty more palatable to Dallas County citizens. Responses to juror questionnaires continually reveal that jurors who are sent to the courtrooms and especially those who are actually chosen to sit in the jury box have far more favorable attitudes toward jury service than those who remain in the Central Jury Room. Additionally, the average juror yield rose to 39.2% during 1978 indicating that the general public is responding well to the concept of a 1-day or 1-trial term of service.

Generally these system-wide improvements translate into greater fiscal accountability as less money is expended for a better jury system. While placing an exact dollar savings from year to year is a hazardous undertaking due to several uncontrollabe aspects which contribute to total juror cost, it can be stated that the average cost per trial, average cost per juror and cost of juror excess have all declined considerably. In effect a court system which grew to accommodate more courts and 13,667 more jurors from 1976 to 1978 actually cost less to operate. By any means of fiscal evaluation, that record is noteworthy.

Such as length of trials throughout the year, proportion of 6 and 12-person juries and the percent of criminal versus civil cases.

Based on total juror fees paid for the year. In 1976, 51,008 jurors cost \$507,927. In 1978, 64,675 jurors served at a cost of \$479,454.