

## XXIV – IMPLEMENTATION PLAN

This chapter is divided into four sections. The first section presents a framework for change that should guide the department's overall implementation efforts. The second section highlights the key features of the recommended implementation plan. The third section presents the results of an organizational capabilities analysis that provides a framework for setting implementation priorities. The final section presents the recommended implementation plan.

### FRAMEWORK FOR CHANGE

In addition to recommendations to streamline and improve the efficiency of the Dallas Police Department, the study report includes recommendations that have the potential to change the way the department manages itself. Implementing change is difficult for any organization. Change efforts that have been successful typically include the following seven components:

- Achieving an appropriate balance between the need for urgency and the need for quality and focus
- Forming a powerful guiding coalition
- Creating a vision
- Communicating the vision
- Removing obstacles to change
- Planning for and creating short-term wins
- Consolidating improvement and institutionalizing new approaches.

Each of these components is briefly described in the following paragraphs.

**Achieving an appropriate balance between the need for urgency and the need for quality and focus.** Needed change will not take place in an organization unless staff at all levels recognizes that change is needed. At the same time, however, the sense of urgency needed to bring about change cannot be allowed to get in the way of providing quality services that are focused on achieving the department's overall objectives. An appropriate balance, therefore, must be struck between the need to maintain a sense of urgency – without which the *status quo* will likely prevail – and the need to maintain a focus on the department's overall objectives.

**Forming a powerful guiding coalition.** Opposition to change in any organization can be considerable. The leadership team that guides the change effort, therefore, must be powerful and influential enough to withstand the forces supporting the *status quo*.

**Creating a vision.** One of the leadership team’s first tasks should be to develop a picture of the future that is easy to understand and that communicates how performance will be enhanced if the vision is realized. Without a sensible vision, an improvement effort can easily dissolve into a list of confusing and incompatible programs, plans, and directives that can take the organization in the wrong direction or nowhere at all.

**Communicating the vision.** To make an organization’s vision a reality, managers and employees from throughout the organization must understand the vision and believe that things will work better once the vision has been implemented. Without credible communications, and a lot of it, the hearts and minds of “the troops” will never be captured.

**Removing obstacles to change.** A variety of obstacles can stand in the way of change. The department’s leadership must anticipate these obstacles and develop strategies to overcome them.

**Planning for and creating short-term wins.** Success breeds success. By creating opportunities for success, and effectively communicating those success stories throughout the organization, momentum for the improvement effort will begin to “snowball.”

**Consolidating improvement and institutionalizing new approaches.** In addition to removing institutional obstacles to change, institutional incentives that reinforce the change effort must be established. What the department’s leaders “say” is important must be consistent with how employees are held accountable for performance. In addition, management systems<sup>1</sup> must provide managers with the tools they need to bring about needed change.

## **KEY IMPLEMENTATION ACTIVITIES**

This section discusses the key steps the department should take to implement the study recommendations.

### **Adopt The Study Recommendations**

The city council’s commitment to implementing the study recommendations will be essential to the success of the implementation effort. Initially, the city council should review the report and adopt its recommendations in principle. The report should then be referred to the interim city manager, assistant city manager and the chief of police for implementation.

### **Establish Implementation Task Forces**

The chief of police should establish a task force to guide the implementation of study recommendations. This task force should be charged by the chief of police with driving the implementation process. It should develop an overall implementation plan (which should be submitted to the city council for approval) and should be held accountable by

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<sup>1</sup> The need for effective management systems is discussed in greater detail in Chapter XII.

the chief of police, the interim city manager, the assistant city manager and the city council for ensuring that plan timelines are met. The task force should meet approximately every two weeks during the implementation process.

In addition to guiding the implementation of the study recommendations, the task force should be specifically charged with identifying obstacles to change and creating strategies for overcoming them. As discussed, overcoming obstacles to change will be critical to the success of the implementation effort. Task force members, therefore, must view one of their primary functions to be identifying and eliminating these obstacles. The personal power, influence, and relationships of individual task force members should, as appropriate, be brought to bear on eliminating these obstacles.

In addition to the task force charged with implementing study recommendations on a department-wide basis, implementation task forces should also be established in each bureau. These task forces should focus on driving the implementation of recommendations that affect the bureau. The assistant chiefs and the executive assistant director should chair the task force for his or her bureau or unit and be responsible for driving implementation success.

### **Assign Responsibility For Coordinating The Implementation Effort**

While the implementation task force should provide overall leadership for the implementation effort, it is not reasonable to expect task force members to oversee day-to-day implementation efforts. The chief should designate a senior manager (deputy chief rank or above) to assume this responsibility. He or she should be responsible for coordinating the activities of the department level task force that should be formed to implement the proposed management framework. Likewise, this manager should work with the bureau level task forces charged with implementing bureau specific recommendations. He or she should report progress to the chief of police at regular intervals and participate in sessions in which the chief of police briefs the interim city manager, the assistant city manager and the city council on the implementation progress. Most importantly, this manager should work proactively to identify barriers to change and work with the chief of police and bureau heads to develop and implement strategies to eliminate them.

### **Clarify The Personnel And Labor Implications Of The Study Recommendations**

Uncertainty is associated with any change of the magnitude outlined in this report. Of primary concern to many department employees will be how the change will affect them directly, especially if they are currently assigned to units where staffing reductions are indicated, recommendations to civilianize staff have been identified, or where organizational relationships will be redefined. Clarifying the status of these employees will remove much of the uncertainty associated with recommended organizational changes and will allow the department to move forward with the implementation process. If employees are waiting for the "other shoe to drop" they will not be able to focus on supporting the recommended program for change.

The police department's personnel and development division and the city's human resources department should work with the implementation task force to develop a list of all positions that may be affected by the study recommendations. A plan for implementing these recommendations should then be developed.

## **Establish An Internal And External Communications Strategy**

The success or failure of the implementation effort will depend in large part on the quality of internal and external communications. To successfully implement the improvement recommendations, managers and employees from throughout the department must believe that things will work better once the improvement recommendations have been implemented. As noted, establishing a sense of urgency, creating a vision for change, and communicating that vision are key components to the success of organizational improvement efforts. Likewise, the importance of communicating short-term successes is critical for building the momentum for change.

From an internal perspective, therefore, effective communication is needed to:

- Ensure understanding of the study recommendations and their implementations
- Set reasonable expectations that can be achieved
- Build understanding of the overall improvement process
- Publicize successes
- Build employee commitment to change.

From an external perspective, effective communication is needed to create community support for the improvement initiatives.

It should be stressed that responsibility for communications relating to the proposed management framework should not be the sole purview of the chief of police and the bureau commanders. On the contrary, this responsibility should be shared by all Department leaders. Each member of the implementation task force should also be charged with helping to support the communications efforts.

## **ORGANIZATION CAPABILITIES ANALYSIS**

Organization capabilities are defined as an organization's collective abilities to accomplish its mission. These capabilities should be linked to the overall expectations the police department is trying to achieve. As part of this engagement, 50 organization capabilities were identified and reviewed with the project steering committee. A list of these organization capabilities follows:

- Understand community needs and priorities (relating to police services)
- Ensure department priorities, goals and objectives reflect community needs
- Ensure department priorities, goals and objectives are effectively articulated
- Ensure department priorities, goals and objectives are effectively communicated
- Build commitment to common goals and objectives among department staff

- Employ effective investigative tactics that are consistent with department strategies, goals and objectives
- Employ effective patrol tactics that are consistent with department strategies, goals and objectives
- Employ effective traffic enforcement tactics that are consistent with department strategies, goals and objectives
- Evaluate the success of policing strategies and tactics
- Ensure all police department employees are working together to achieve desired goals and objectives
- Work effectively with other area law enforcement agencies to achieve desired goals and objectives
- Work effectively with other components of the criminal justice system and other local agencies to achieve desired goals and objectives
- Work effectively with other city departments to achieve desired goals and objectives
- Manage the department to appropriately control costs
- Make cost effective use of specialized units and functions to support policing strategies and tactics
- Make effective use of technology as a tool for improving department performance
- Use information as a tool for improving department performance
- Provide effective dispatch services
- Gather information on crime
- Disseminate information on crime
- Gather information on traffic problems
- Disseminate information on traffic problems
- Ensure effective deployment of police resources
- Use resources flexibly to address emerging needs
- Schedule staff to ensure they are available when needed
- Provide effective supervision
- Plan effective response to emergency situations

- Train staff to respond effectively to emergency situations
- Attract and hire highly competent sworn personnel
- Attract and hire highly competent civilian personnel
- Retain highly competent sworn personnel
- Retain highly competent civilian personnel
- Ensure line staff (sworn) have the training they need to effectively perform their job responsibilities
- Ensure line staff (civilians) have the training they need to effectively perform their job responsibilities
- Ensure the effective management of department financial resources
- Develop budgets to ensure the appropriate allocation of scarce resources to support policing strategies and tactics
- Effectively manage and monitor department budgets
- Ensure staff have the vehicles and equipment they need to be effective
- Ensure the department has the facilities it needs to be effective
- Comply with regulatory and reporting requirements
- Provide public information
- Perform public relations activities that enhance police-community relations
- Maintain required records
- Ensure the availability of records to the public
- Effectively collect evidence at crime scenes
- Effectively analyze evidence collected at crime scenes
- Ensure the chain of custody of property and evidence collected at crime scenes
- Appropriately dispose of evidence
- Detain persons who have been arrested in a manner that is consistent with pertinent laws and regulations
- Ensure the safety of department employees

Based on the results of their overall assessment of the Dallas Police Department the consultants then rated each organization capabilities on two dimensions: the criticality of the organizational capability to the department's ability to achieve its objectives and the Department's performance with regard to the capability. A five-point scale was used to rate each organization capability on each dimension. For criticality a rating of "1" indicates that the organization capability is "not critical" while a rating of "5" indicates the organizational capability is "extremely critical."<sup>2</sup> Likewise, with regard to the department's performance *vis a vis* each organization capability, a rating of "1" indicates that, in the consultant's view, the department's performance is "deficient" while a rating of "5" indicates the Department's performance is outstanding. The results of this organization capabilities analysis follows.

Organization Capability	Performance Rating	Criticality Rating	Surplus/ (Gap)
Understand community needs and priorities (relating to police services)	2	5	(3)
Ensure department priorities, goals and objectives reflect community needs	2	5	(3)
Ensure department priorities, goals and objectives are effectively articulated	1	4	(3)
Ensure department priorities, goals, and objectives are effectively communicated	1	4	(3)
Build commitment to common goals and objectives among department staff	1	4	(3)
Employ effective investigative tactics that are consistent with department strategies, goals, and objectives	2	5	(3)
Employ effective patrol tactics that are consistent with department strategies, goals, and objectives	2	5	(3)
Employ effective traffic enforcement tactics that are consistent with department strategies, goals, and objectives	1	3	(2)
Evaluate the success of policing strategies and tactics	2	5	(3)
Ensure all police department employees are working together to achieve desired goals and objectives	1	5	(4)
Work effectively with other area law enforcement agencies to achieve desired goals and objectives	4	3	(1)
Work effectively with other components of the criminal justice system and other local agencies to achieve desired goals and objectives	3	3	0
Work effectively with other city departments to achieve desired goals and objectives	2	2	0

<sup>2</sup> It should be noted that rating an organizational capability as not being "critical" does not mean that it is unimportant. Presumably, all functions performed by the department are "important" or they would not be performed. Rather, a rating of "not critical" merely means that success in performing this function is not critical to the department's overall success.

Organization Capability	Performance Rating	Criticality Rating	Surplus/ (Gap)
Manage the department to appropriately control costs	2	4	(2)
Make cost effective use of specialized units and functions to support policing strategies and tactics	2	3	(1)
Make effective use of technology as a tool for improving department performance	3	5	(2)
Use information as a tool for improving department performance	2	5	(3)
Provide effective dispatch services	4	5	(1)
Gather information on crime	3	4	(1)
Disseminate information on crime	3	4	(1)
Gather information on traffic problems	2	2	0
Disseminate information on traffic problems	1	2	(1)
Ensure the effective deployment of police resources	2	5	(3)
Use resources flexibly to address emerging needs	2	3	(1)
Schedule staff to ensure they are available when needed	2	4	(2)
Provide effective supervision	1	5	(4)
Plan effective response to emergency situations	3	3	0
Train staff to respond effectively to emergency situations	3	3	0
Attract and hire highly competent sworn personnel	2	5	(3)
Attract and hire highly competent civilian personnel	3	4	(1)
Retain highly competent sworn personnel	3	5	(2)
Retain highly competent civilian personnel	3	4	(1)
Ensure line staff (sworn) have the training they need to effectively perform their job responsibilities	3	4	(1)
Ensure line staff (civilian) have the training they need to effectively perform their job responsibilities	3	4	(1)
Ensure the effective management of department financial resources	3	2	1
Develop budgets to ensure the appropriate allocation of scarce resources to support policing strategies and tactics	1	2	(1)
Effectively manage and monitor department budgets	2	2	0
Ensure staff have the vehicles and equipment they need to be effective	2	5	(3)
Ensure the department has the facilities it needs to be effective	4	5	(1)

Organization Capability	Performance Rating	Criticality Rating	Surplus/ (Gap)
Comply with regulatory and reporting requirements	3	1	2
Provide public information	2	3	(1)
Perform public relations activities that enhance police-community relations	3	3	0
Maintain required records	3	2	1
Ensure the availability of records to the public	3	2	1
Effectively collect evidence at crime scenes	3	3	0
Effectively analyze evidence collected at crime scenes	3	3	0
Ensure the chain of custody of property and evidence collected at crime scenes	1	2	(1)
Appropriately dispose of evidence	1	1	0
Detain persons who have been arrested in a manner that is consistent with pertinent laws and regulations	3	3	0
Ensure the safety of department employees	4	5	(1)

The results of the organization capabilities analysis was then used to set priorities for implementing the recommendations presented in this report. Each study recommendation was related to a specific organization capability and a suggested implementation priority was established based on the “gap” identified through the organization capabilities analysis. The results of this analysis, and the implementation priority for each study recommendation, are presented in Exhibit XXIV-1.

## IMPLEMENTATION PLAN

An implementation plan to guide the department in implementing the improvements recommended in this report is presented in Exhibit XXIV-2. This plan proposes priorities for implementation, suggests who should assume responsibility for each implementation activity, and offers a timetable for executing the plan. In addition to serving as a guide, the implementation plan can be used as a “score card” for measuring implementation progress at periodic city council reviews. Once the implementation task force has been assembled, one of its first tasks should be to develop action plans – in coordination with the managers of the affected units – to flesh out implementation details.