

Dallas Police Department

FIVE YEAR PLAN

Chief Frank Dyson

OCTOBER 10, 1972

OPERATIONAL CONCEPT
DEVELOPMENT & IMPLEMENTATION

1. Operational Concept - Definition

The ultimate operational concept envisioned by the Department Administration, and toward which this plan will move the organization over the next five years, is seen in Figure 1. Major features covered in the plan for this concept are:

- a. Decentralization of police service; full range of police services available to the community, housed and operating within the community.
- b. Development of Generalist/Specialist police officers: perform all general functions of the line officer and development of specialty expertise in the numbers and types required for total range of required services.
- c. Operation of Generalist/Specialist officers in teams -- team policing -- with team leader varying as a function of the specialty required in each situation; support to teams by non-commissioned officers to perform selected, routine functions, and by para-legal assistants to provide continuous expert legal advice in police operations.
- d. Development of resource tracking and information delivery system to provide predictive resource allocation, optimum real-time deployment, and access to information data base at levels of need to the degree of extent required with minimum delay.

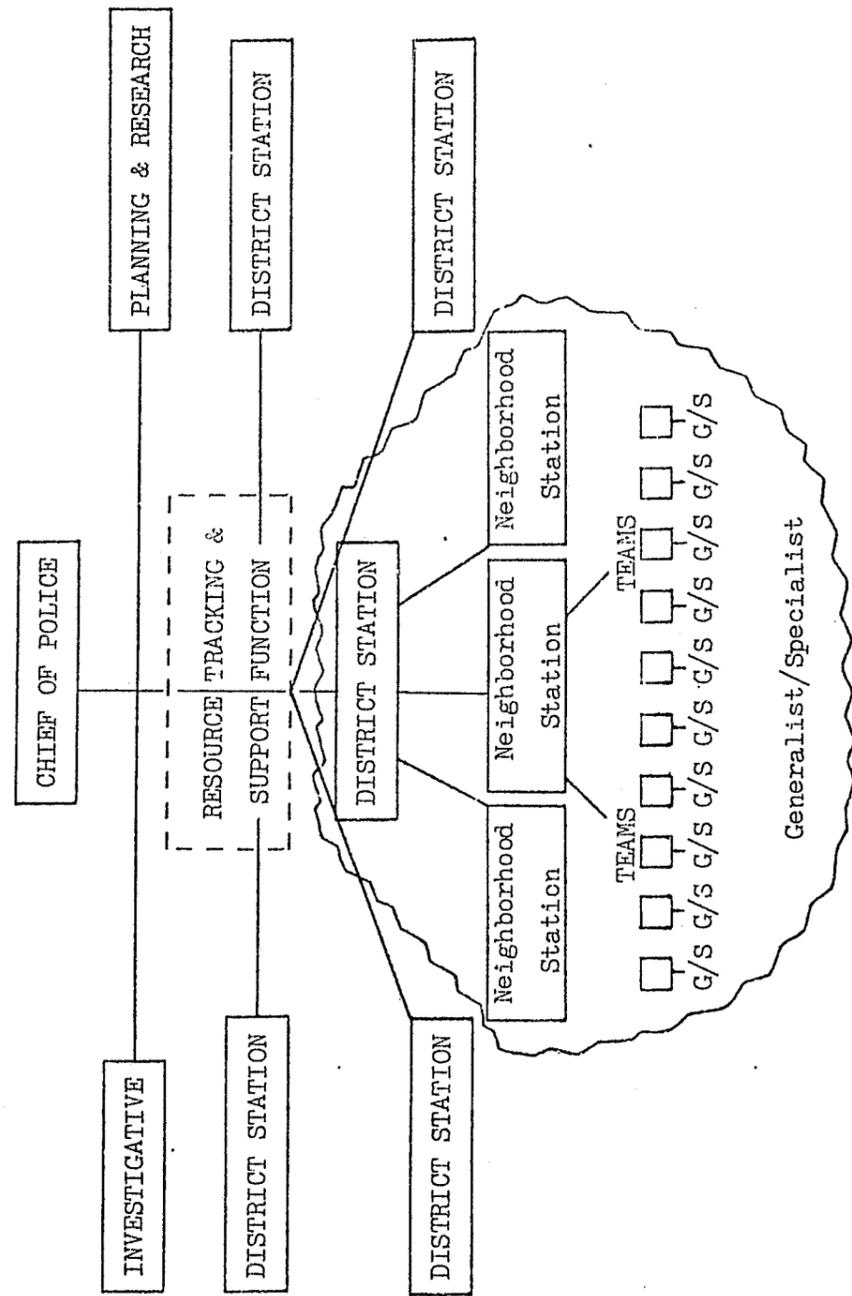


Figure 1. - Generalist/Specialist-Team Policing Operational Concept

2. Department Goals

- Goal I: Reduce crime to five (5) index offenses per 1,000 population.
- Goal II: Ninety-five percent of crime index offenders arrested and a proper case prepared and filed with the District Attorney for every crime each has committed.
- Goal III: Ninety percent of all Dallas homes and businesses enrolled in the Computer Identification System.
- Goal IV: Traffic accidents at 2,000 per 100,000 population.
- Goal V: Traffic injuries at 300 per 100,000 population.
- Goal VI: Traffic fatalities at five (5) per 100,000 population.
- Goal VII: Provide total responsiveness to the proper needs and requirements of the community.
- Goal VIII: Zero loss of personnel due to lack of career opportunity.
- Goal IX: Ninety-five percent availability of all programmed resources at all times.

Acceptable progress toward each goal by 1977 is spelled out in a series of posture statements. Projected posture reveals what goal gradient is acceptable to current Dept. Administration in 1977; current posture is an assessment of where the Department is today. Included is a set of objectives which establish short-, mid-, and long-term achievements necessary to attain the change in posture.

3. Constraints

- a. Existing standards for pay and qualifications limit detrimentally the ability of criminal justice agencies to compete for, hire and retain professionals needed for leadership.
- b. The police lack an adequate means of attracting technical specialists from outside police service, of hiring skilled officers from other well-managed police forces through lateral entry, and determining the proper balance between police personnel and technical specialists.
- c. Present police retirement systems do not facilitate the movement of skilled men within police service.
- d. Existing training and education is inadequate for the responsibilities faced by police managers, supervisors, and officers.
- e. Top police management does not have the central staff mandatory for planning, personnel management and research.
- f. Present perceptions of the police role among other agencies of the Criminal Justice System, the government and the public limit police effectiveness in the prevention and control of crime.
- g. Rigidity of attitudes and standards for police conduct hamper personnel management.

4. Strategies

The primary objective of an efficient Criminal Justice System of which the police are a part is the prevention of crime. The principle objective of an efficient police is the control of crime. The next objective for police is the detection and apprehension of offenders if a crime is committed. To these several objectives, all the efforts of police must be directed. The protection of life and property, and the absence of crime, will alone prove whether the efforts of the Criminal Justice System in general, and the police in particular, have been successful. To bring about the joint efforts that will lead to success will require: an array of new and revitalized relationships between the Dallas Police Department and other agencies whose operations affect the Department's ability to give service; a series of changes within the Police Department itself.

Among the most important links that must be forged between the Police Department and other agencies are those that will yield close cooperation between the police administrators and their counterparts elsewhere in the city government, between the administrators and public or private agencies elsewhere in the Criminal Justice System, and between the administrators and the individuals in the Department.

What follows are some of the strategies the Police Department intends to use to open an era in which other elements of government and the Criminal Justice System, and the citizens of Dallas emerge as partners with police in establishing law enforcement priorities for the city.

With respect to the city management, the Police Department pledges all help and assistance in setting viable law enforcement priorities which acknowledge the role of the police and other relevant agencies in efforts to prevent and control crime. Further, the Administration will offer to other agencies of city government full and complete disclosure of the plans and progress being made within the Police Department. The aim here is to assure that change in the Department may be readily integrated within the city government as a whole. Disclosure and close consultation is envisioned on matters including the delivery of crime specific and non-crime

but socially valuable services by police; personnel selection and retention; pay and retirement plans; and joint efforts to establish measures of cost effectiveness for police.

To improve relations with other agencies in the Criminal Justice System, the Department will seek to involve each of them in major decisions by police that would affect the workings of these other groups. To the fullest extent possible, the Department will seek to use standing committees or task groups to address problems of joint interest. This effort would include close examination of the value and means by which certain police functions may be consolidated on a metropolitan or larger regional basis. The effort would also involve greater reliance on groups such as the Dallas Crime Commission and the Citizens Traffic Safety Commission. The Department would also undertake to develop and implement legislative solutions to the problems of crime prevention and control, and to inventory the services and capacities of all agencies, public or private, so that they may be used as alternatives to arrest. At every opportunity, the Department will seek to involve all interested parties in research ventures and will, upon completion of the work, make the research product available to others for their use.

The hallmark of administration strategies for improving relations within the Police Department is the involvement of police officers in decisions that substantially affect their well-being. Just as the Police Department as a whole depends on citizen support for its effectiveness, the Administration depends on the support of the men and women of the Department for its success. Cooperative efforts between the Administration and members of the Department shall include a concerted effort to support the growth of individuals through education and training, and assuring, insofar as possible, that each individual can reach his highest potential. This venture will include research to develop sound job definitions and the hard data to support the need for a professional police service. In addition, the Administration will, whenever possible, call upon officers of all ranks for assistance in the formulation of policy. Other strategies for change will also be required. These include: development of a preactive management style that does not inhibit individual supervisory styles; experimentation and evaluation of new deployment schedules; continuous efforts to demonstrate the effectiveness of police programs; and plans to handle any dislocations that may occur in the decentralization of police operations and changes in the Department's reward structure.

5. Concept Development

1st Year

Experiment in decentralization

Limited decentralization of selected functions to Southeast Division to

- (1) Gain experience in decentralized operations.
- (2) Initiate derivation of specialties to support the Generalist/Specialist concept
- (3) Initiate experimentation in operations of the team policing concept
- (4) Gain operational experience in supporting both decentralization and team policing
- (5) Gain operational experience in managing both decentralized operations (and their support) and team policing
- (6) Initiate testing the hypothesis that the application of "cradle-to-grave" expertise is more effective than the present service delivery system.

Evaluation to

- (1) Measure operational effectiveness
- (2) Gauge organizational acceptance
- (3) Gauge community attitude changes

Follow-on development --

Two additional years of experimentation and evaluation including introduction of non-commissioned (para-professional) officers and experimental neighborhood stations for concept refinement. Initial move in decentralization will be to District Station level by 1977.

6. Human Resources Development

Middle-management overload is one of the major problems presented by a vertical career path as the only possibility. Under such a reward system, personal advancement tends to take expertise off the sheets and builds unrealistic layers of supervision. Figure 2 shows how this mid-management layer may be redistributed by availability of vertical and horizontal career paths with appropriate monetary and career awards along both paths. Figure 3 reflects the combined vertical and horizontal career path structure that will permit:

- (1) monetary and status rewards along horizontal paths; personal growth and incentive to remain in field services.
- (2) utilization of non-commissioned personnel at a lower pay scale to perform more routine functions.
- (3) lateral entry at any level of organization with no threat since individual growth opportunity minimizes competition for vertical growth.

CONCEPT OF REDISTRIBUTION OF POLICE PERSONNEL

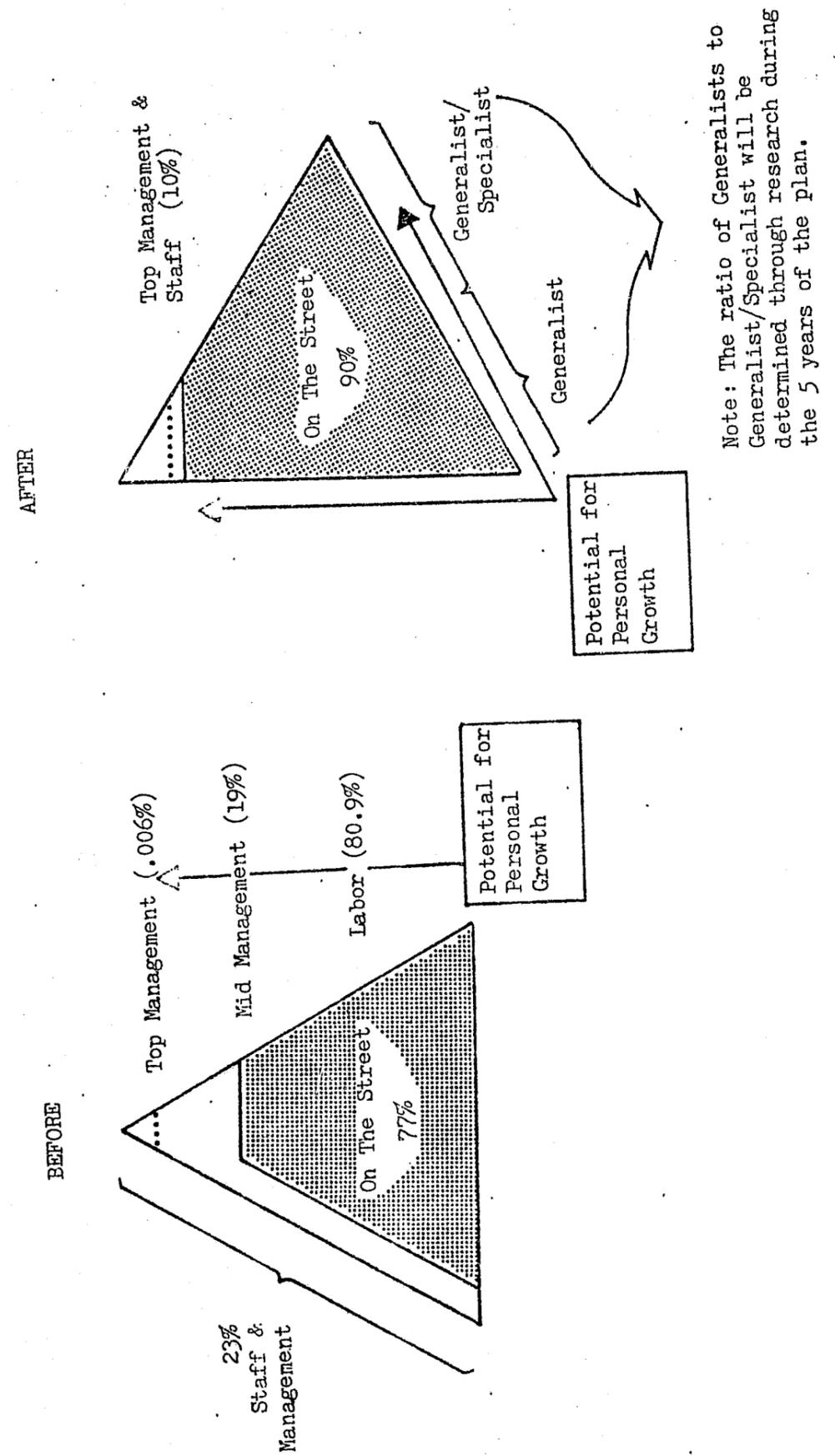


Figure 2. - Concept of Redistribution of Police Personnel

H O R I Z O N T A L G R O W T H

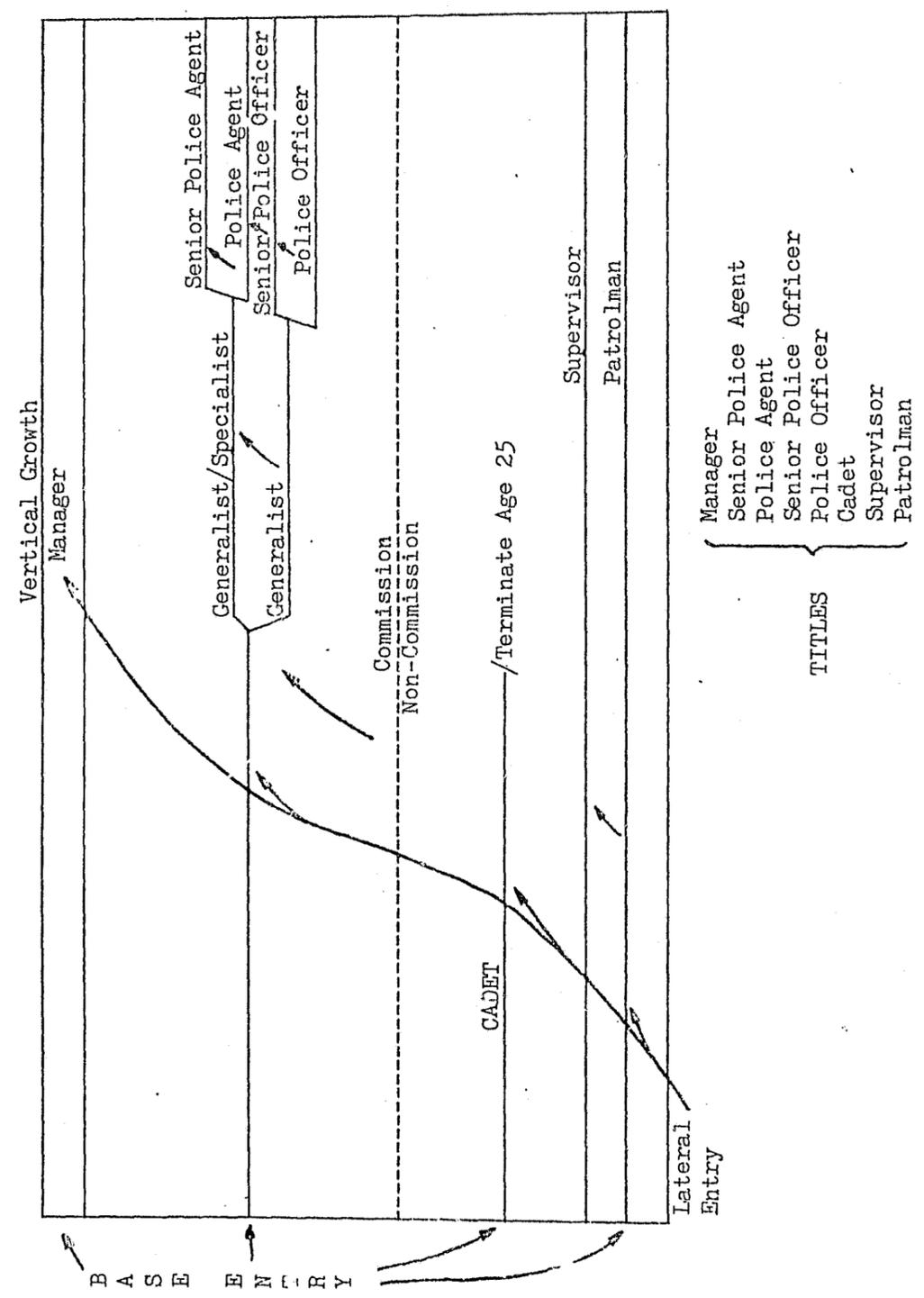


Figure 3. - Proposed Organizational Structure

The plan identifies specific action efforts to support the development of such an organizational structure and man it properly. These efforts are generally concerned with three ideas:

- Know what the job is --
 - (1) Job requirements identification
 - (2) Role definition
 - (3) Task & function analyses
 - (4) Improve training programs

- Know and select the right person for the job --
 - (1) Selection system improvements
 - (2) Continuous selection criteria validation
 - (3) Continued emphasis on minority recruitment
 - (4) Continued experimentation with women in police service.
 - (5) Lateral entry opportunity development
 - (6) Human resources tracking and forecasting development

- Retain the right person in the job --
 - (1) Current human resources assessment
 - (2) Transitional assignment plan
 - (3) Career path development - vertical/horizontal
 - (4) Positive disciplinary system implementation

Systems Resources Development

The plan identifies application of systems techniques for

Resource development - (See Figures 4 & 5)

- (1) Optimum information delivery system to support decentralization
- (2) Equipment capability to support management tool development, i.e.
 - . System performance measurement & evaluation
 - . Systems effectiveness
 - . Cost/effectiveness
 - . Predictive resource allocation (resource tracking)

Staff Services Development

The plan calls for development of a full range of applicable staff services. Initial action is the establishment of a Management Services Office. (See Figure 6)

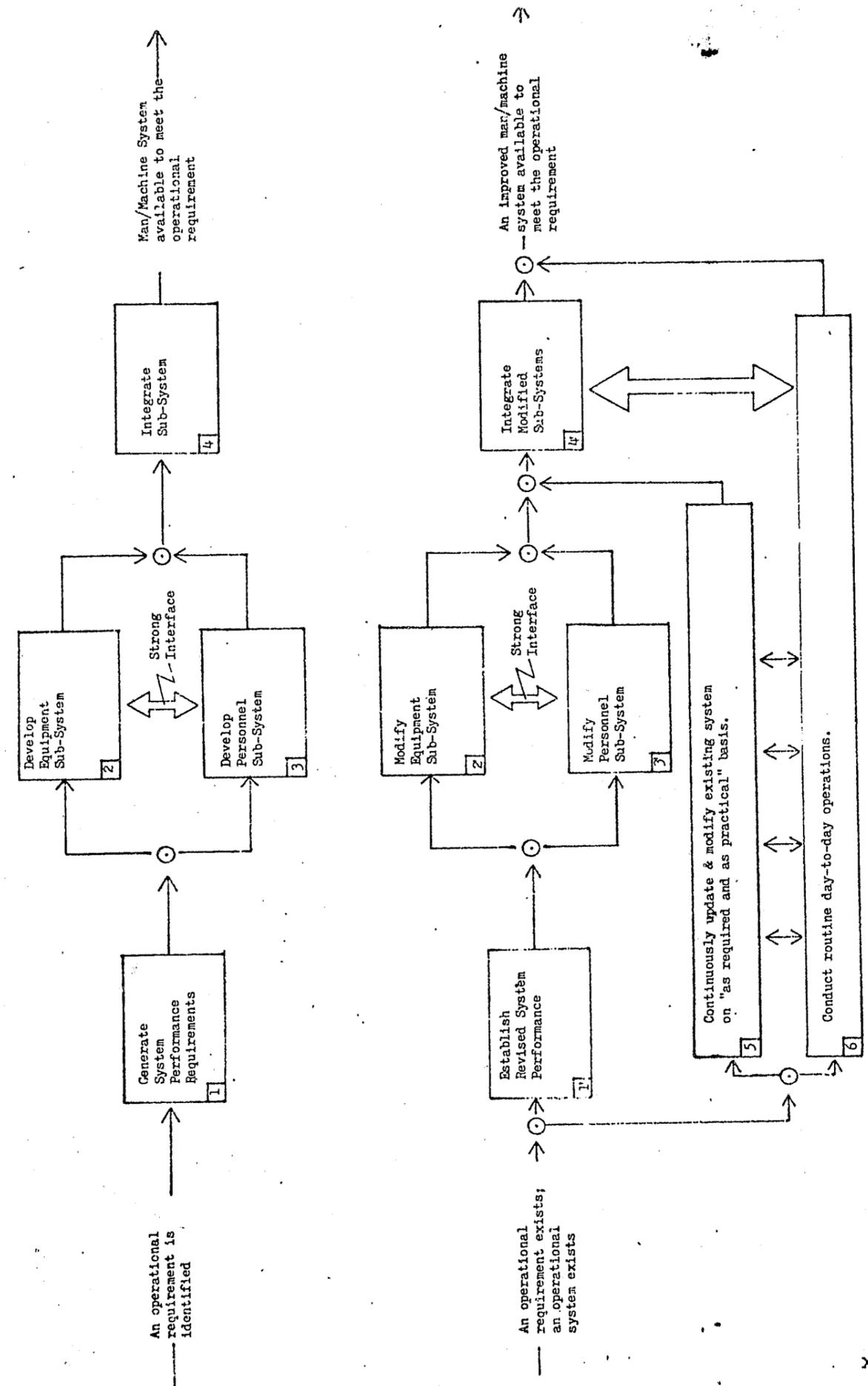


Figure 4. - System Development Cycle Overlaid on Existing Operation

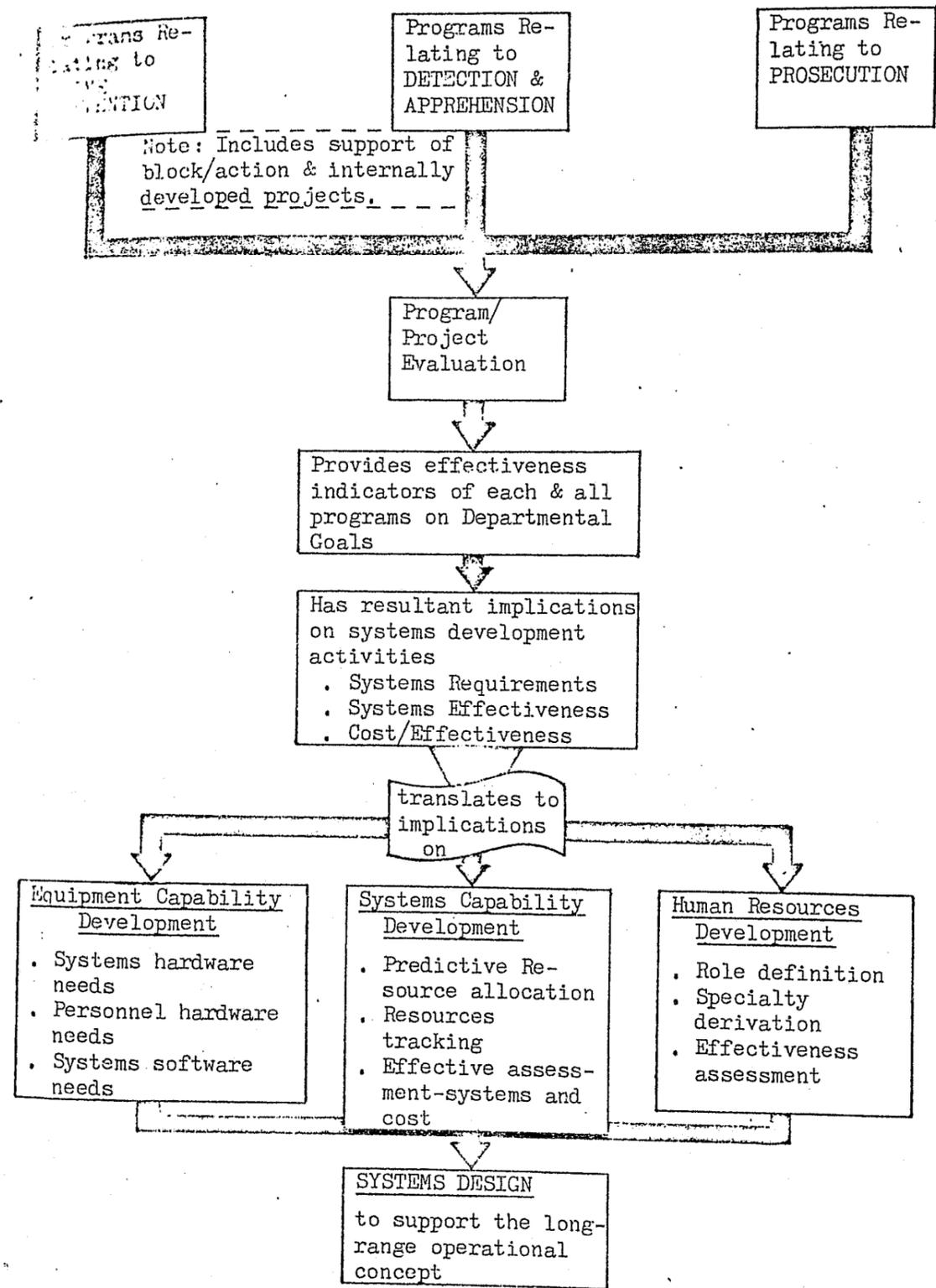


Figure 5. - IMPACT Program and Systems Development

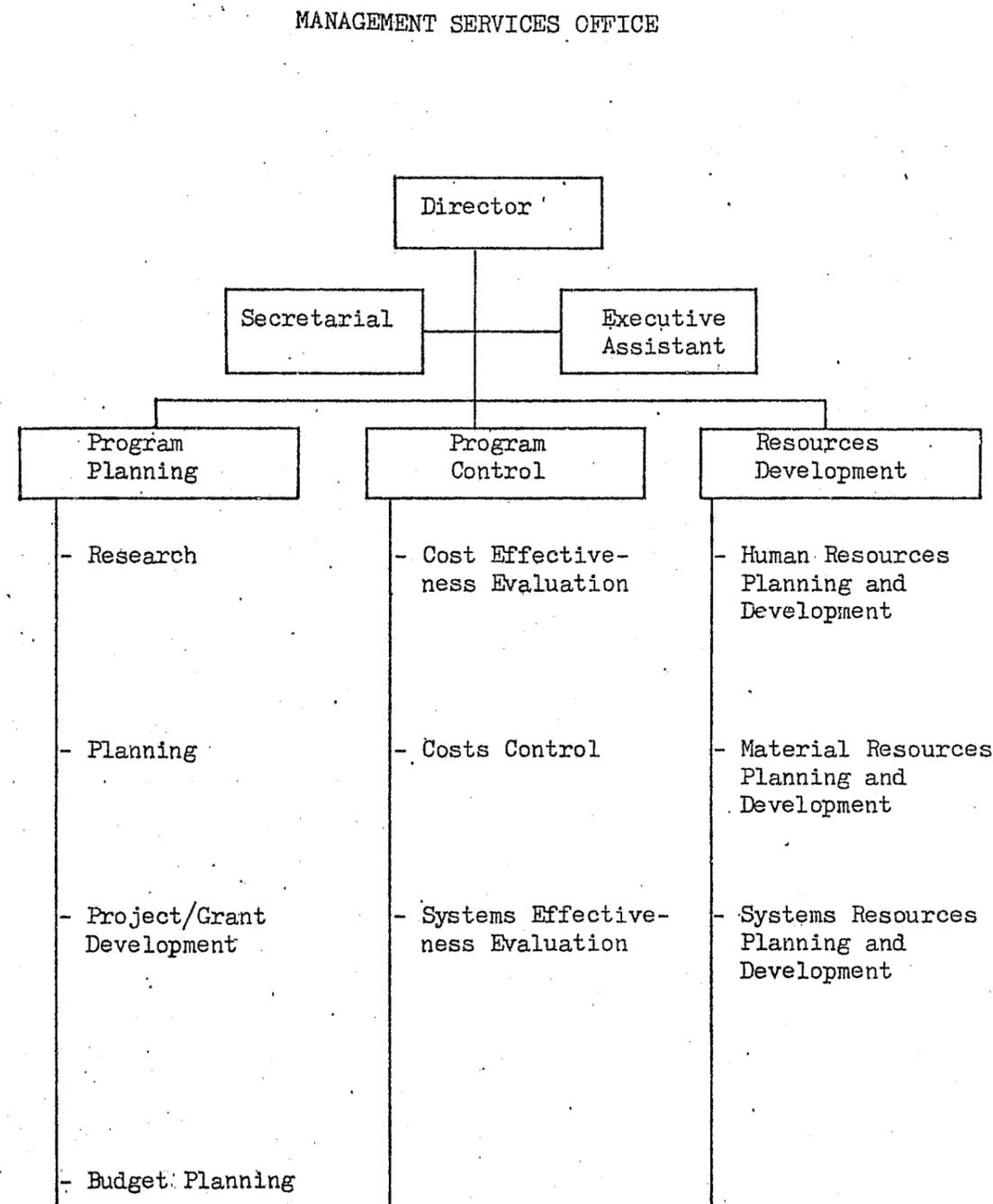


Figure 6. - Proposed Staff Services Organization

Physical Plant Development

Figure 7 shows the planned development cycle for physical facilities to support the operational concept. Significant points include (1) the degree of experimentation with the facilities, both district and neighborhood, this schedule permits, and (2) utilization of existing district facilities after renovation for five years. The plan reflects that the Chief, a small staff of special investigators, a planning and research staff, and the resource tracking and information delivery system, are the only elements planned to house in the new City Hall. Close coordination will be maintained with the City Planning Office to ensure provisions for the exact strength and composition of the Chief's staff. In addition, the Central Resource Tracking and Information Delivery System facility requirements are yet to be determined and facilities provisions finalized. The plan calls for a complete facilities plan, in detail, to be available in the first year (1972-73).

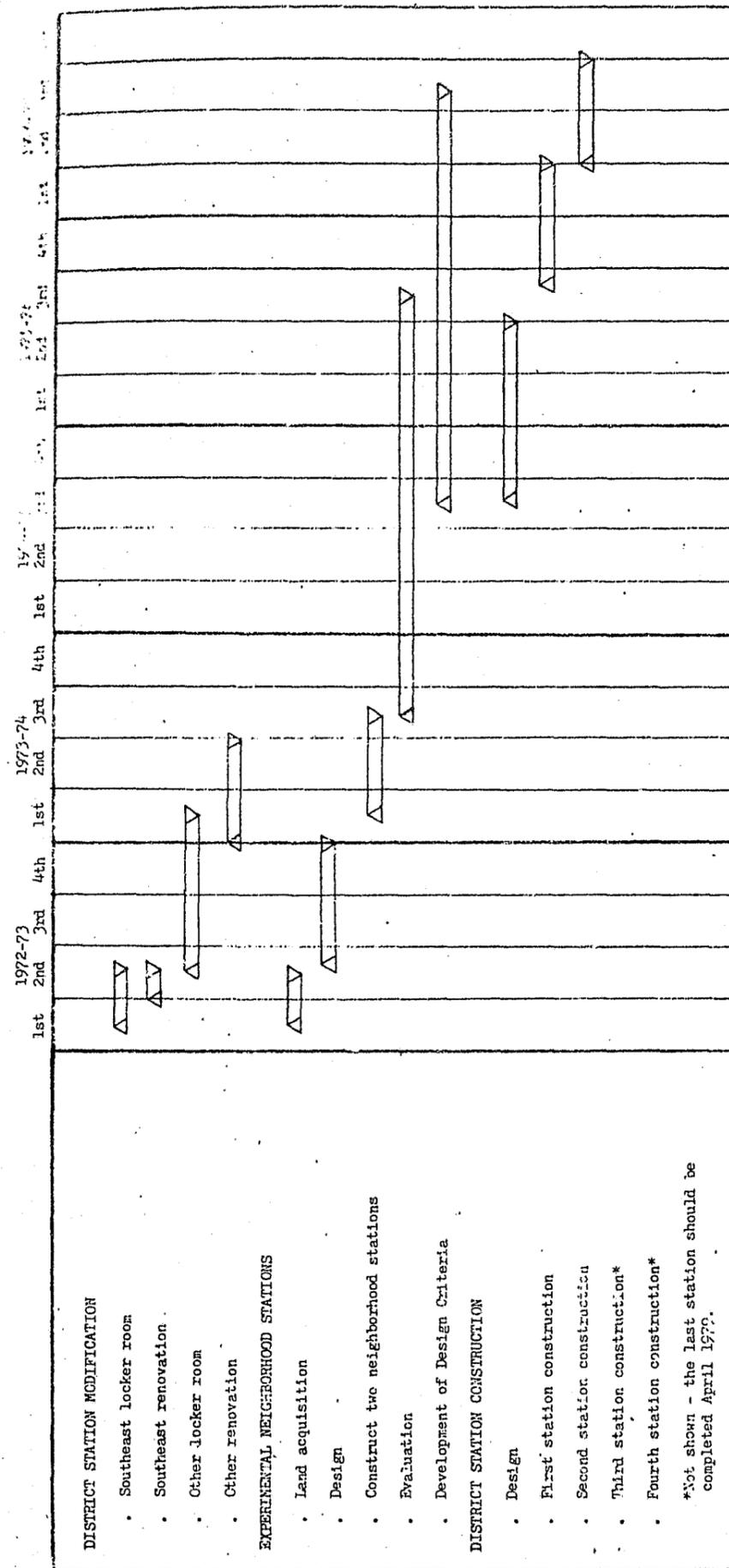
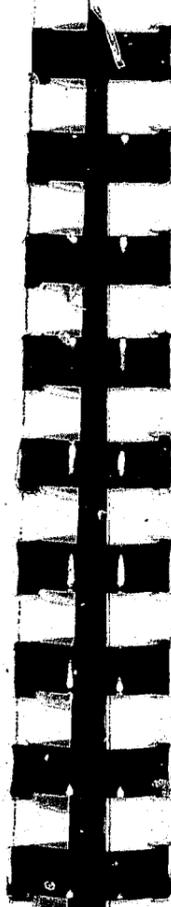


Figure 7. - Police Facility Construction Schedule

Resources/Costs Projections

The plan identifies a funding strategy that basically will

- Hold personnel growth to the level consistent with maintaining a ratio of 2.164 sworn personnel per 1,000 population. (See Figure 8)
- Ensure that new hires to support federal projects are within that level over the cumulative growth potential in the time frame of the plan. (See Figure 9)
- Maximize the utilization of anticipated federal (external) funds to support applied research in improved methods & techniques, and to fully exploit these funds in our capital improvement programs. (See Figure 10)
- Figure 11 reflects current level of federal funds identified in our forecast (PRIDE funding is excluded because of its source, and since it has no real current or projected implications for city matching requirements). Our plan reflects the necessity to improve our forecasting capability with respect to federal funds especially in the 1975-76 and 1976-77 time periods.

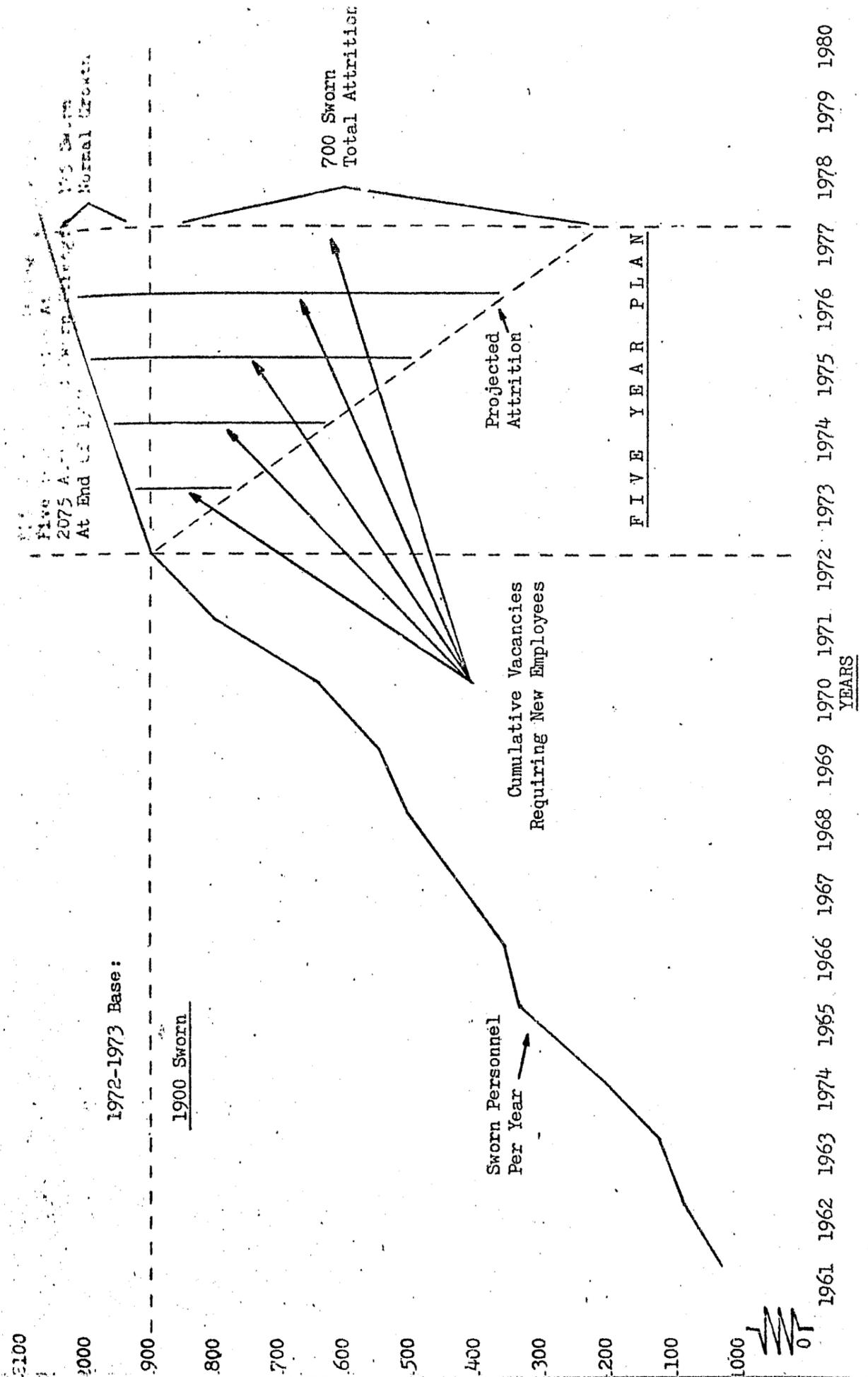


Figure 8. - Sworn Manpower Needs - Five Year Plan

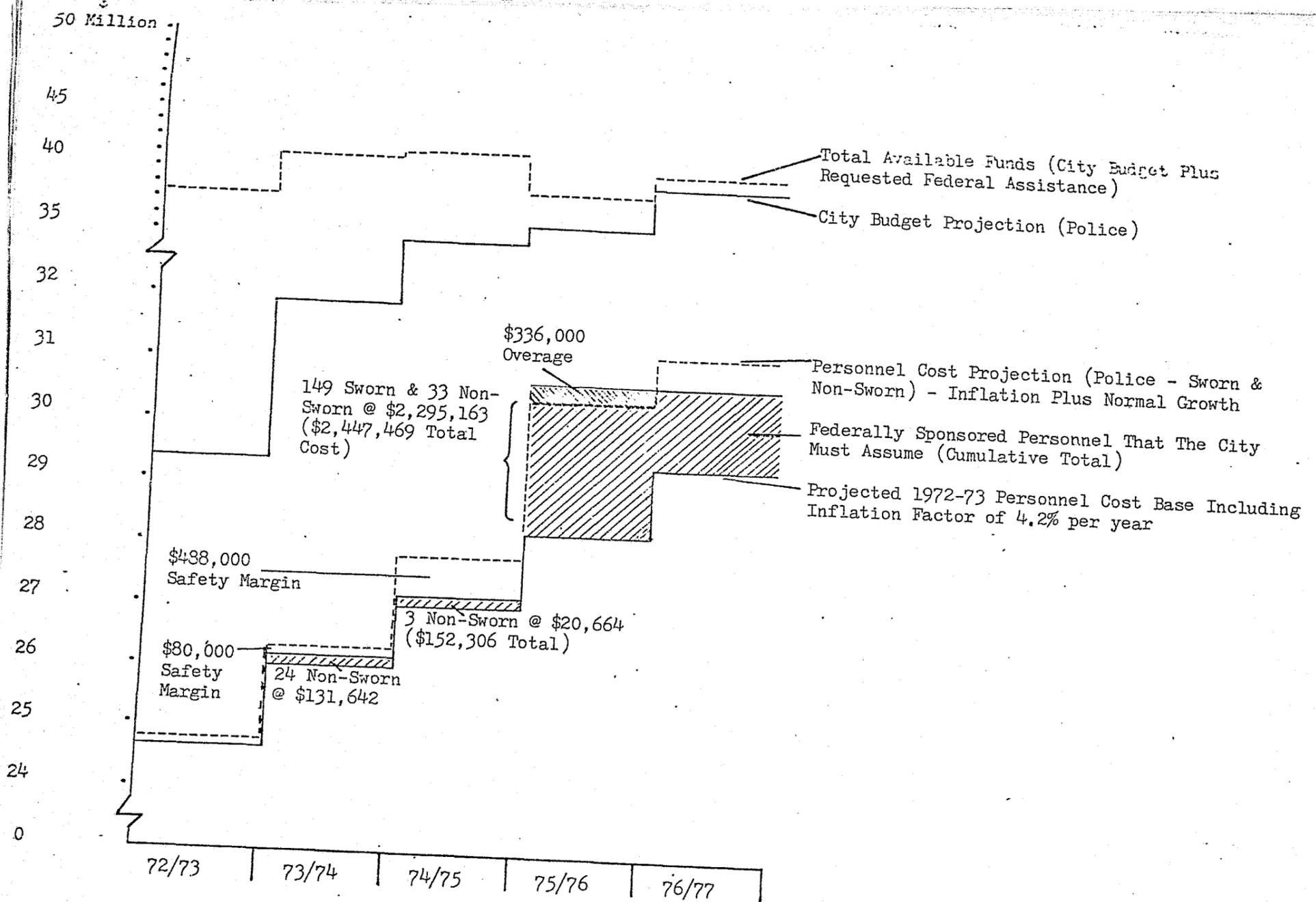


Figure 9. - Police Resources Costs for the Five Year Plan

		1972/73	1973/74	1974/75	1975/76	1976/77	TOTAL
Station Renovation	City	\$120,000					\$ 120,000
	Federal	\$120,000					\$ 120,000
	Total	\$240,000					\$ 240,000
Two Neighborhood Stations	City	\$ 72,000					\$ 72,000
	Federal	\$ 48,000					\$ 48,000
	Total	\$120,000					\$ 120,000
Four New District Stations	City				\$ 519,522	\$57,250	\$ 976,772
	Federal				\$ 519,522	\$57,250	\$ 976,772
	Total				\$ 1,039,044	\$914,500	\$ 1,953,544
TOTAL City		\$192,000			\$ 519,522	\$57,250	\$ 1,168,772
TOTAL Federal		\$168,000			\$ 519,522	\$57,250	\$ 1,168,772
		\$360,000			\$ 1,039,044	\$914,500	\$ 2,313,544

Figure 10. - Five-Year Facility Cost Breakdown

LEGEND



Block Action



Impact

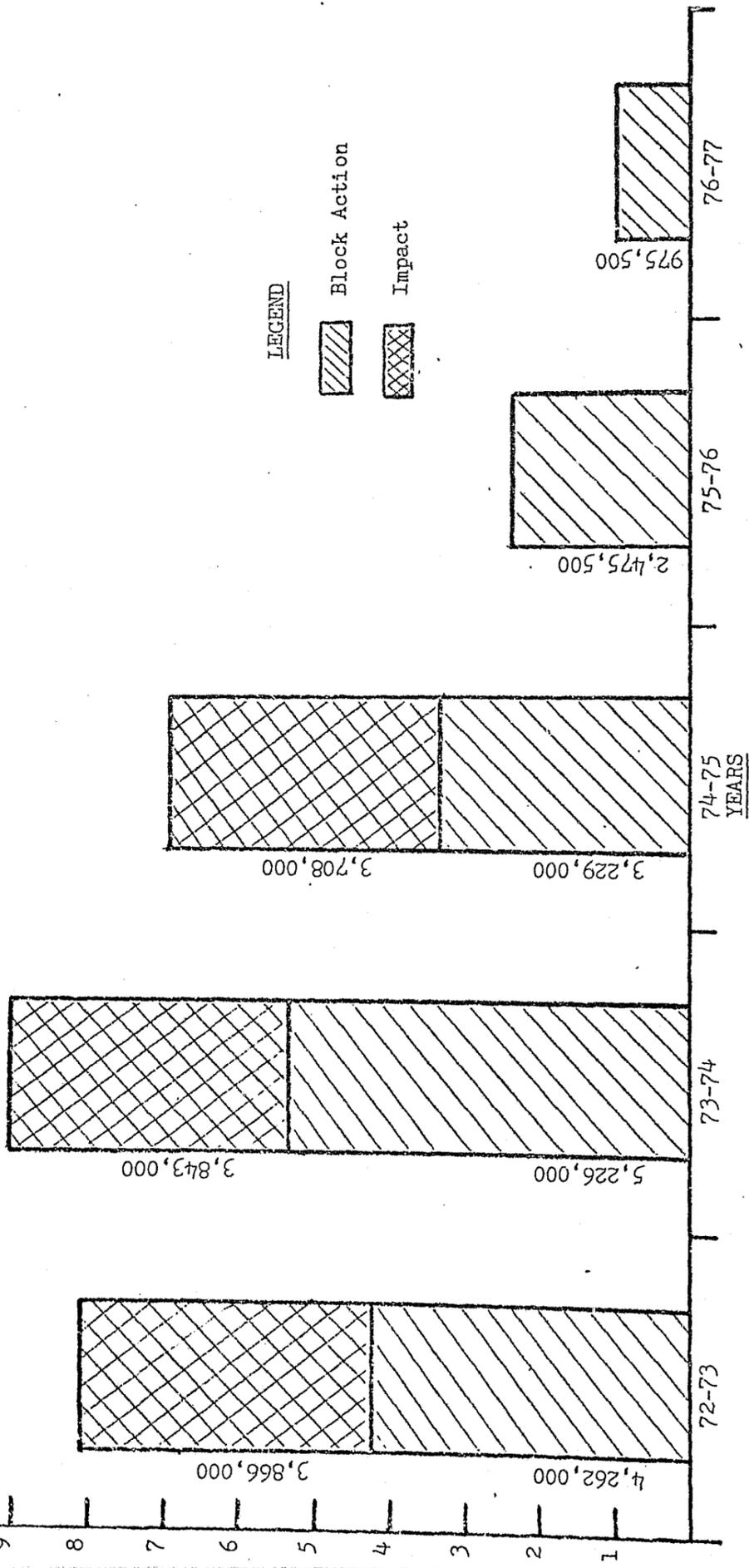


Figure 11. - Requested Federal Funds Forecast

IV. Master Program Schedule

The plan is essentially built around the five major tracks identified in this schedule (See Figure 12). The plan clearly recognizes the high degree of inter-dependency among these efforts especially from a time-phasing point of view. Equally recognized, however, is the paralleling degree of inter-dependency and inter-relationships among these efforts with respect to overall goal achievement. The implications on planning, program control and coordinating evaluation and feedback, total management visibility with respect to both direction and re-direction of efforts, are clearly recognized and provided for in this plan. Equally as important, and equally recognized, is the fact that planning validity decays both (1) as a function of the initial projections with its respective visibility, and (2) as a function of changing visibility once into the time period covered in the plan. This is also provided for and stressed in the plan.

MASTER PROGRAM SCHEDULE

PROGRAMS/ELEMENTS

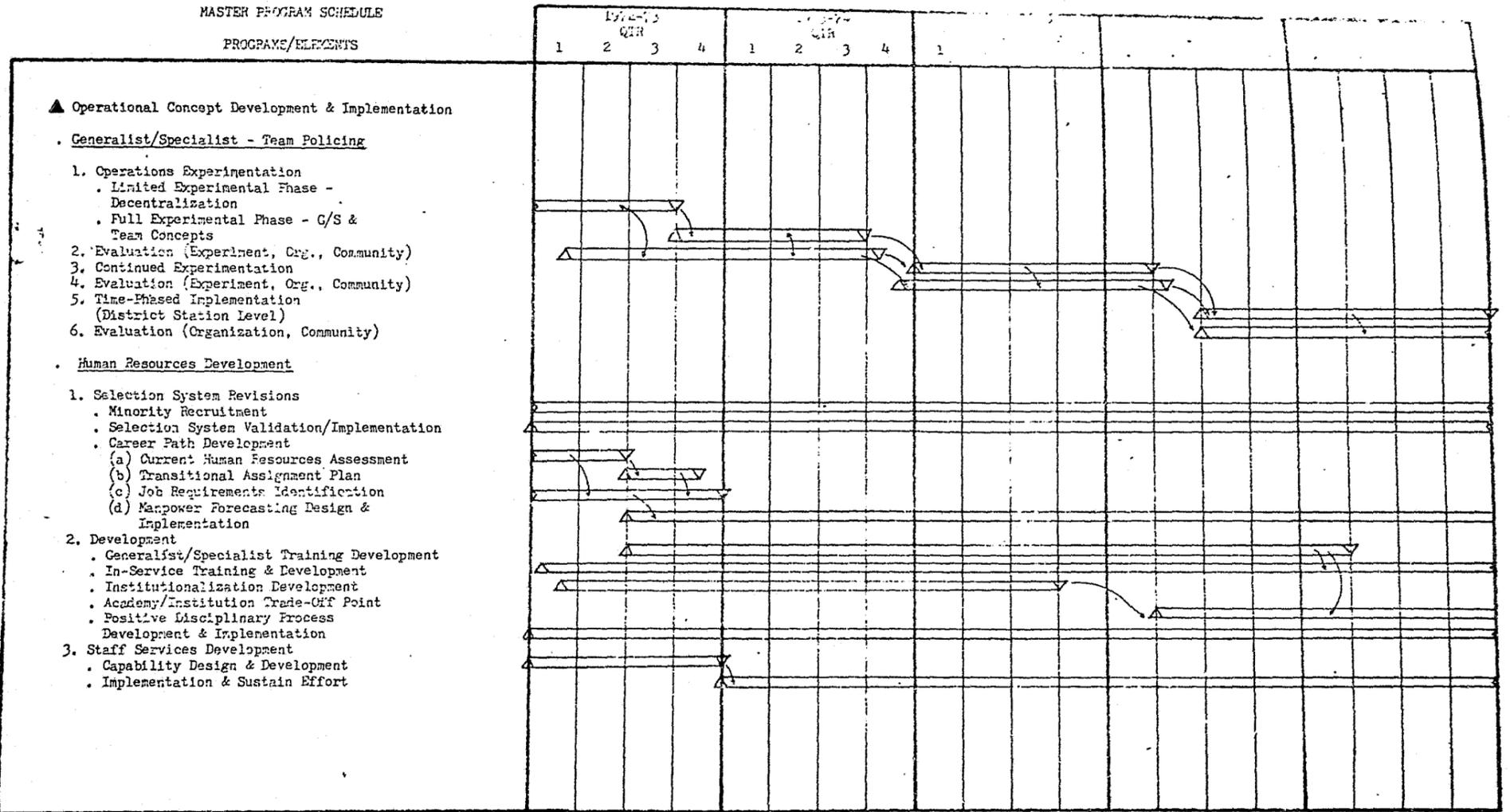


Figure 12. - Plan For Change Master Program Schedule

XXIV

MASTER PROGRAM SCHEDULE

PROGRAMS/ELEMENTS

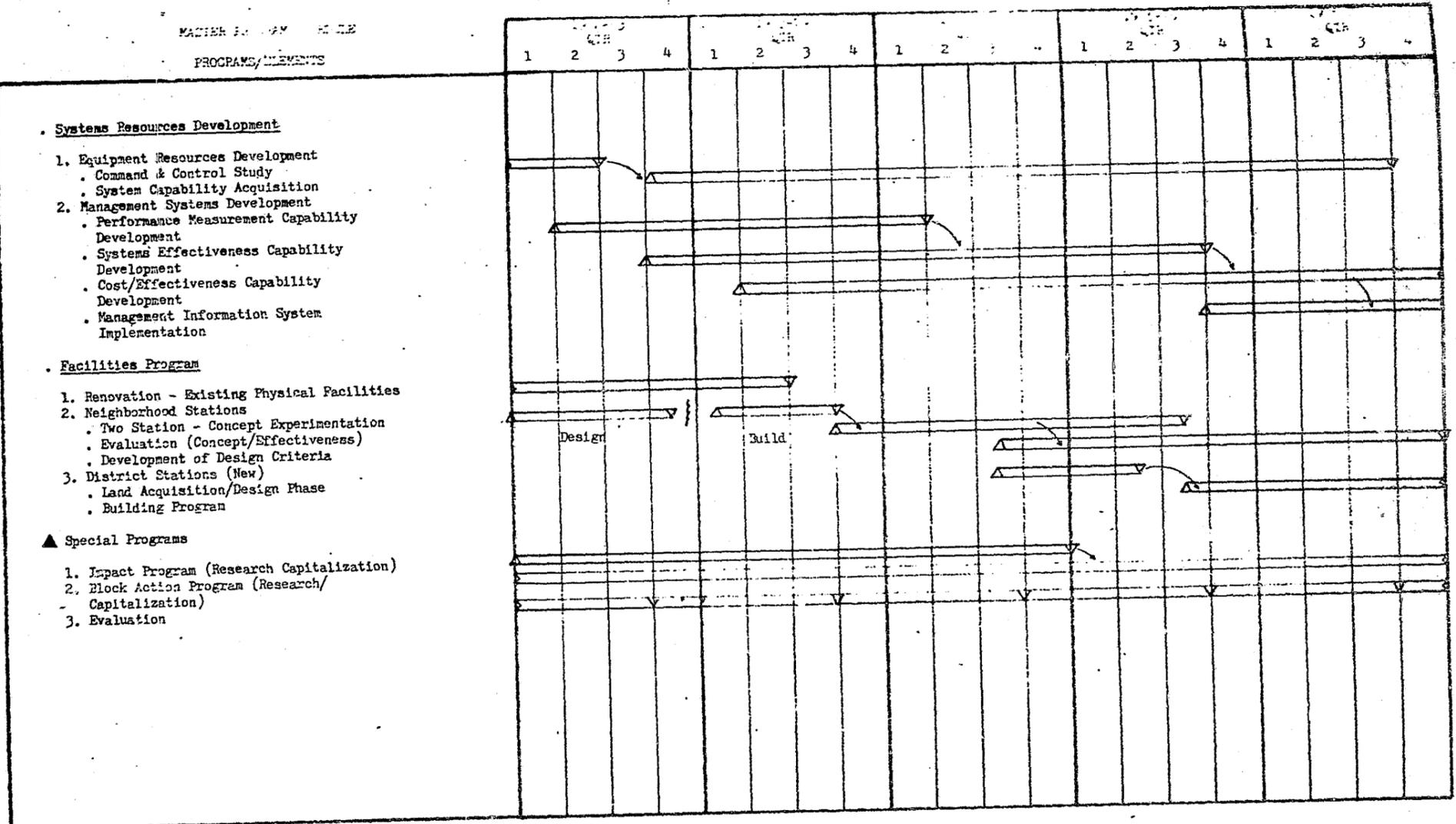


Figure 12. - Plan For Change Master Program Schedule (con'd.)

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INTRODUCTION

A. Purpose

This is the Dallas Police Department plan in action and change in the next five years (1972 - 1977). It is meant to provide the Department, the city government and the citizens of Dallas a statement of police goals and the means by which they may be achieved. We believe the plan and the actions it calls for are critically important steps toward anticipating and better defining the needs of Dallas citizens for police service. For too long police have been unable or unwilling to change to meet shifting needs for service in the community. Historically, when change has occurred it has been triggered by events or forces beyond police control. That era, that style must end. The plan is meant to signal that end. At the same time, the plan is designed as a flexible guide that will permit the Department to manage change effectively. This includes all due consideration for its men and women and a dedication to seeking change not for its own sake, but only when change will enhance departmental efforts to control crime, to maintain public order, and to serve all people in the city. Therefore, using the plan as a guide, we expect to:

- . Define the direction for the Dallas Police Department over the next five years.
- . Develop closer unity of purpose, cooperation and efficiency throughout the Department and with outside agencies.

- Identify and program for resource needs.
- Identify program needs.
- Identify constraints and alert administrators to consider alternate solutions or actions.
- Create a more efficient, more effective, more responsive and more professional Police Department.

B. Scope

This plan will penetrate and affect all Department operations, from the Chief of Police to the patrolman on the beat.

This plan covers a period of five years, starting in 1972 and continuing through 1977. Particular emphasis is given to implementing strategy and action plans for objectives in the first year.

C. Assumptions

- The citizens of Dallas can be provided a wider range of higher quality police services.
- The citizens, and governing body, of the city want cost effective police service.
- Police effectiveness can and should be measured in terms of return on tax dollars expended.
- This plan is a dynamic and flexible guide, not a "Bible".
- This plan will be updated annually.
- The Dallas Police Department can deal with any factor that might detract from the effective implementation of this plan.
- This plan will be fully implemented and will have

total commitment from the public, the Police Department, and City Government.

- This plan provides an effective means to control crime and traffic, to provide security and an important range of other police services.
- This plan is the optimum vehicle for attaining maximum effectiveness.
- This plan provides for more effective utilization of existing and programmed resources.
- A change in City or Police Administration will not change the need for an integrated plan to redirect the delivery of police service.
- The Police Department will receive full cooperation and support from all agencies providing them support.
- In the event that presently centralized services prove to be cumbersome or obstructive to the progress of the Police Department in meeting established goals, the City Manager will provide alternate avenues of meeting the goals.
- Other elements of the Criminal Justice System will adapt to the impact of this program, and adjust their system to compensate for this impact.
- External funding sources will continue at present level for the full period originally programmed by those funding agencies.
- External funds will be treated as additional resources not as substitutes for regular budget sources.

II. CONCEPT OF OPERATIONS

It is the firm conviction of the Department management staff that traditional modes of delivering police service are inadequate and unacceptable. The inadequacy is demonstrated in two ways. First, as presently organized, managed, and deployed, police can provide little more than token response to four major areas of citizen concern. The areas are: protection against crime, safety in traffic, a feeling of security in the home and on the street, and the delivery of a wide-range of other socially valuable services. Second, the citizens of this and many other communities feel that the police are unaware of their needs; and, further, that the police are unwilling to listen and learn from citizens what they believe the police should do to respond to their needs in the four areas.

To begin to correct the situation, the management staff believes that the mold of traditionalism in police service must be broken. No longer should this Department's administration, in particular, and American police administrators, in general, respond to increased crime and social unrest by demanding more and more policemen, sophisticated weaponry, or the latest gadget designed by industries who are, in many cases, exploiting the fears of the American people. Rather, we must depart dramatically from these ways and a style of police service which is generally reactive. That is, a style where the police wait for things to occur, and only then do they act. The new style of policing must be preactive in nature, so that rather than merely reacting to after-the-fact situations, the police will seek to

prevent crime and disorder. Thus, this Department will undertake programs designed to deal with situations when they have the potential to develop into criminal activity.

We are convinced that the first change requires a decentralization of police service. This concept entails much more than a simple physical relocation of police personnel. It demands the movement of persons who possess highly developed skills into the areas where their skills are required. It will mean a high degree of autonomy for the commanders of the decentralized functions, who will carry the responsibility for all police services in their district. The district commanders will be directly responsible to the Chief of Police. It will no longer be necessary to look to headquarters for specialized skills or day-to-day decisions. The district commander will have the resources to deliver the full range of police services as identified by his citizen clients, himself, and his field forces. In organizing these resources, for district operations, the Administration will give the highest priority to meeting the needs of the field forces. Commanders at all levels must realize that the effectiveness of police service will be measured largely by what does or does not happen on the streets of this city. It is high time that full attention be given to those who carry the responsibilities for this vitally important work on the street.

We recognize that certain functions must remain in a centralized mode. The vast majority of those functions will be provided by a resource tracking and information delivery system. Many services provided today through highly fragmented sources

throughout the organization will be combined, streamlined to meet the needs, augmented when necessary, and automated to the extent practical, feasible, and cost/effective. Information needs, in addition to administrative requirements, will include real-time force deployment based on a combination of factors to include, but not necessarily be limited to, predictive crime likelihood forecasts, total resources status and location capability, predictive deployment strategies pre-programmed for real-time command and control, total personnel resources status and tracking capability, and others. Continuous monitoring and evaluation will also be provided to maintain management visibility over a wide range of effectiveness measures, including such items as personnel performance measurement and evaluation, systems functional performance measurement and evaluation (systems effectiveness), and cost effectiveness of the overall departments. This capability will permit the Chief of Police and his district managers to determine very rapidly the overall effectiveness of the police service rendered. Two other responsibilities will also remain centralized. These are the planning and research activity and a small investigative unit to handle internal investigations and certain major crimes, (See Figure II-1). Another role of the investigative unit will be to monitor the decentralized police function to assure that field service delivery systems are functioning as planned. The unit would also seek to assure that service delivery is provided in accordance with departmental intent.

It is clear that decentralization will require substantial

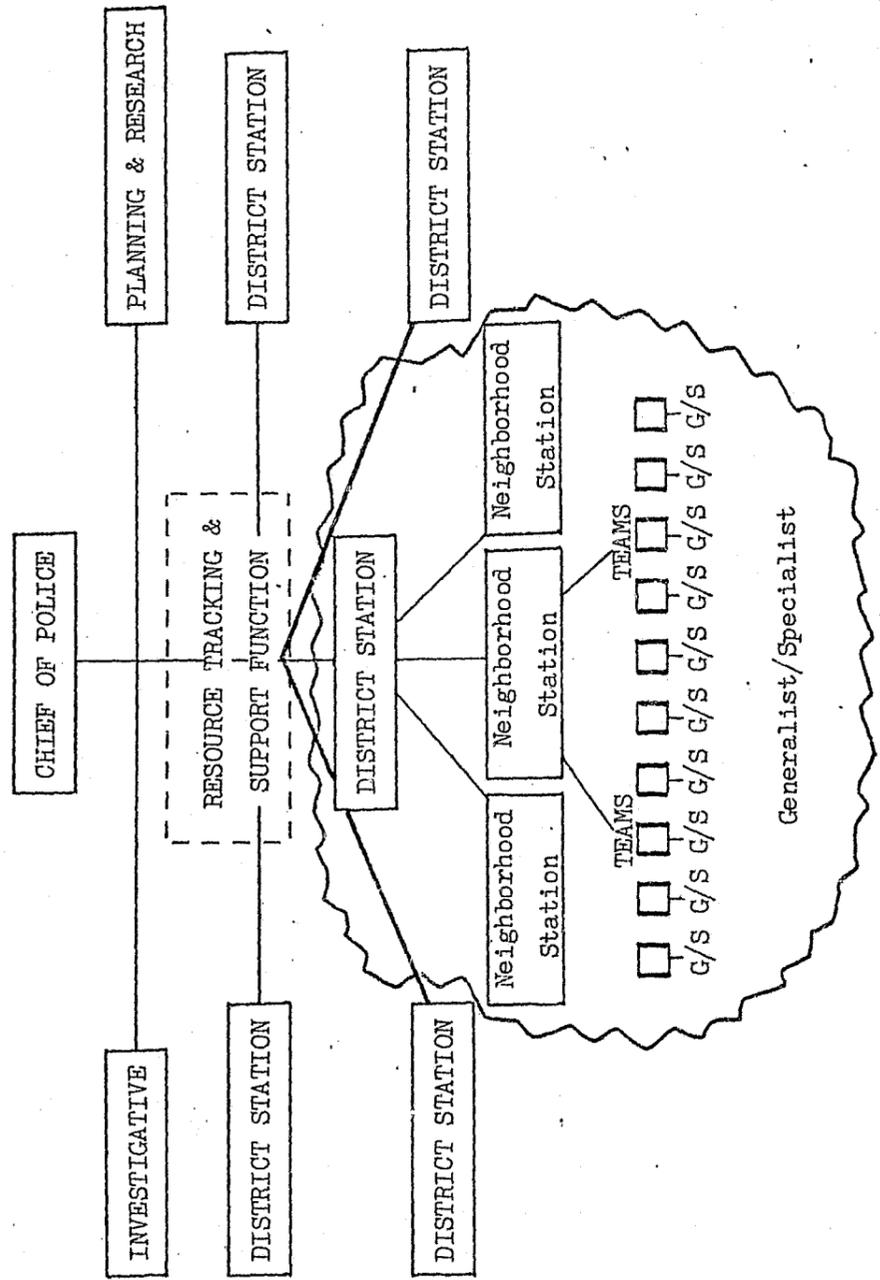


Figure II - 1. Generalist/Specialist-Team Policing Operational Concept

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changes in the skills needed by individual officers. To realize the benefits of decentralization, therefore, it is the intent of the Police Department to develop a more precise clarification of the policeman's job. We have chosen the term Generalist/Specialist to describe this police role. In this role, most commissioned personnel would be Generalists in the sense that they would be capable of handling all requests for police service. In addition, many of these men would also possess at least one highly developed specialty which would be brought into play in cases requiring that particular specialty. It should be emphasized that these men would be operating in uniform in the field. By deploying these officers in uniform within a specific area of responsibility, we will enhance the visibility of the police to the community, and we will also be in a better posture to respond rapidly to all needs for police service, regardless of the level of skill required to cope with that need. This staff is aware that certain police functions presently performed by sworn personnel will not require the high degree of skill which the Generalist/Specialist will possess. Therefore, we intend to conduct a thorough job analysis to determine what functions could be performed by less skilled, non-commissioned officers. Among the possible jobs that might benefit from expanded use of non-commissioned officers are traffic control, the present community service function, accident investigation and freeway patrol. Others may be identified through the job analysis. Once these functions are identified, a sufficient number of non-commissioned officers will be deployed to support the Generalist/

Specialist in rendering the full range of police service in any given area. To further enhance this effort, the staff intends to deploy Generalist/Specialist officers in teams. Each team would have a mix of Generalist/Specialists, Generalists, and non-commissioned officers -- as identified by the resource tracking and information system; and mixed to meet the police problems in their district.

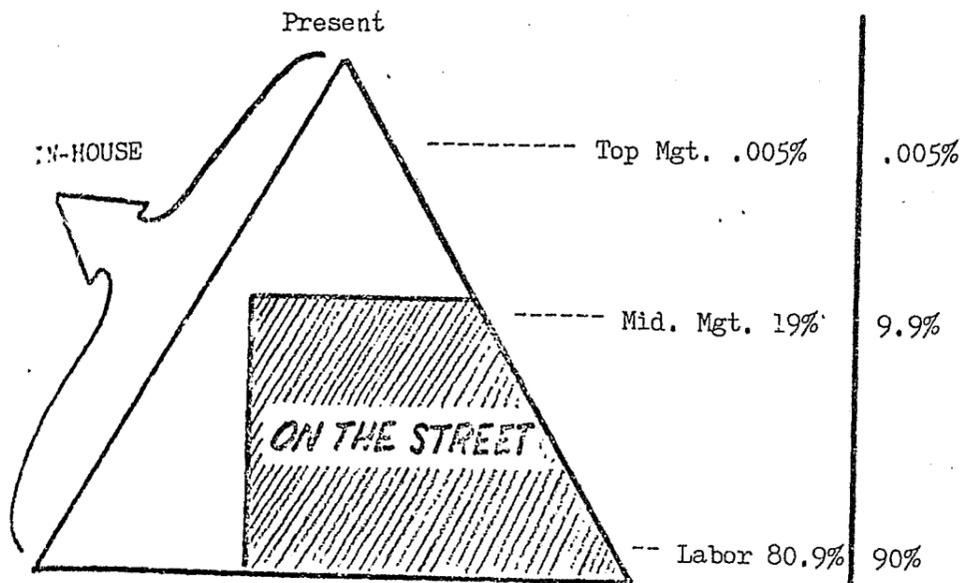
The major impact of the Generalist/Specialist team policing concept is twofold. First, highly skilled officers are to be available with the deployment flexibility required to permit the district commander to rapidly move teams, or parts of teams, to deal with specific problems. This will be significantly enhanced through the predictive resource allocation and deployment capability provided via the resource tracking and information delivery system. Secondly, the team composition will provide expertise for the full range of police service needs to permit immediate application of the required skills to each specific problem area, i.e., there will be a minimum/zero delay in applying the expertise required by the problem.

This staff is also convinced that, to accomplish the goals described, the present rank and monetary reward structure must be dismantled constructively. We believe that a system that offers monetary rewards solely on the basis of vertical advancement has several inherent weaknesses. One weakness is that the only way an individual can win status or additional financial compensation is to advance vertically. This has burdened the Department with several levels of management that slow and detract

from the effective management of field force operations. In addition, this system has removed highly skilled field personnel from direct police activity and placed them in positions where they cannot or do not wish to perform (See Figure II-2).

As an alternative, the command staff recommends a new program which offers opportunities to advance horizontally as well as vertically. A horizontal advancement system will permit a highly skilled field officer to achieve additional status and financial reward without leaving the line function. In this program, a policeman who attains and maintains a particular specialty level would advance on a horizontal plane to a salary level commensurate with the highest civil service rank. Advancement on this basis has several advantages. First, more personnel will remain in field service doing that kind of work for which they were originally employed, and have been trained. Second, the person who has attained the necessary skills and education, and is applying them daily, will be a self-starter who is highly motivated toward his job. Consequently, he is less likely to require a rigid, militaristic command structure to direct his behavior. Third, the lessened demand to constantly direct field forces will reduce the manpower needs for supervision and management. With the diminution of the command structure, the communication of management policy and the coordination of police efforts will be enhanced. Fourth, an officer advancing horizontally would not be required to compete with anyone to reach a higher salary range. It would only be necessary for this officer to receive the necessary training and be certified as proficient in his specialty

BETTER USE OF HUMAN RESOURCES



1977
(90% of total force available for on-street assignment)

	SWORN (NOW)	SWORN (Projected)	MY PROGRAM	PROJECTED
TOTAL	1900	2142	1900	2142
Top MGT.	10	10	10	10
Mid MGT.	364	426	180	214
Lab. CAT.	1526	1706	1706	1918

- I. CONSOLIDATION
 - A. Jail
 - B. Personnel
 - C. Training
 - D. Information
- II. Automation

- Present
1. 20% of Force = Supervisors
 2. 20% of Budget = Administration

- 1977
1. 10% of Force = Supervisors
 2. 5% of Budget = Administration

Figure II-2. Better Use of Human Resources

for a certain number of years in order to reach a higher salary level. Fifth, by greatly minimizing the need for individuals to compete with each other for advancement, we have in essence minimized the threat to existing Department members posed by provisions for lateral entry into the Department. This staff recognizes that there are many highly skilled individuals who could contribute much to this organization if they could be brought into the Department at a level commensurate with their skills. However, this lateral entry concept is perceived, and rightfully so, by all employees as a threat to their opportunities for advancement. We are convinced that the plan for horizontal advancement, based upon the individual's own skills, will effectively remove this threat, thereby, permitting the infusion of people possessing needed skills (See Figure II-3).

The Police Department is committed to the consolidation of certain police functions. However, we do not advocate consolidation of any of the line functions with line functions of other police departments. Rather, the command staff is convinced that such functions as detention facilities, records storage and retrieval, and communications are logical candidates for consolidation on either a metropolitan or regional basis. Such consolidation should result in a substantial reduction in duplicative efforts, enhance the interchange of crime information between police agencies, and result in significant monetary savings to all participating agencies. It is the intent of this staff to actively pursue the consolidation of the aforementioned functions, and others as they are identified, in whatever existing agency

H O R I Z O N T A L G R O W T H

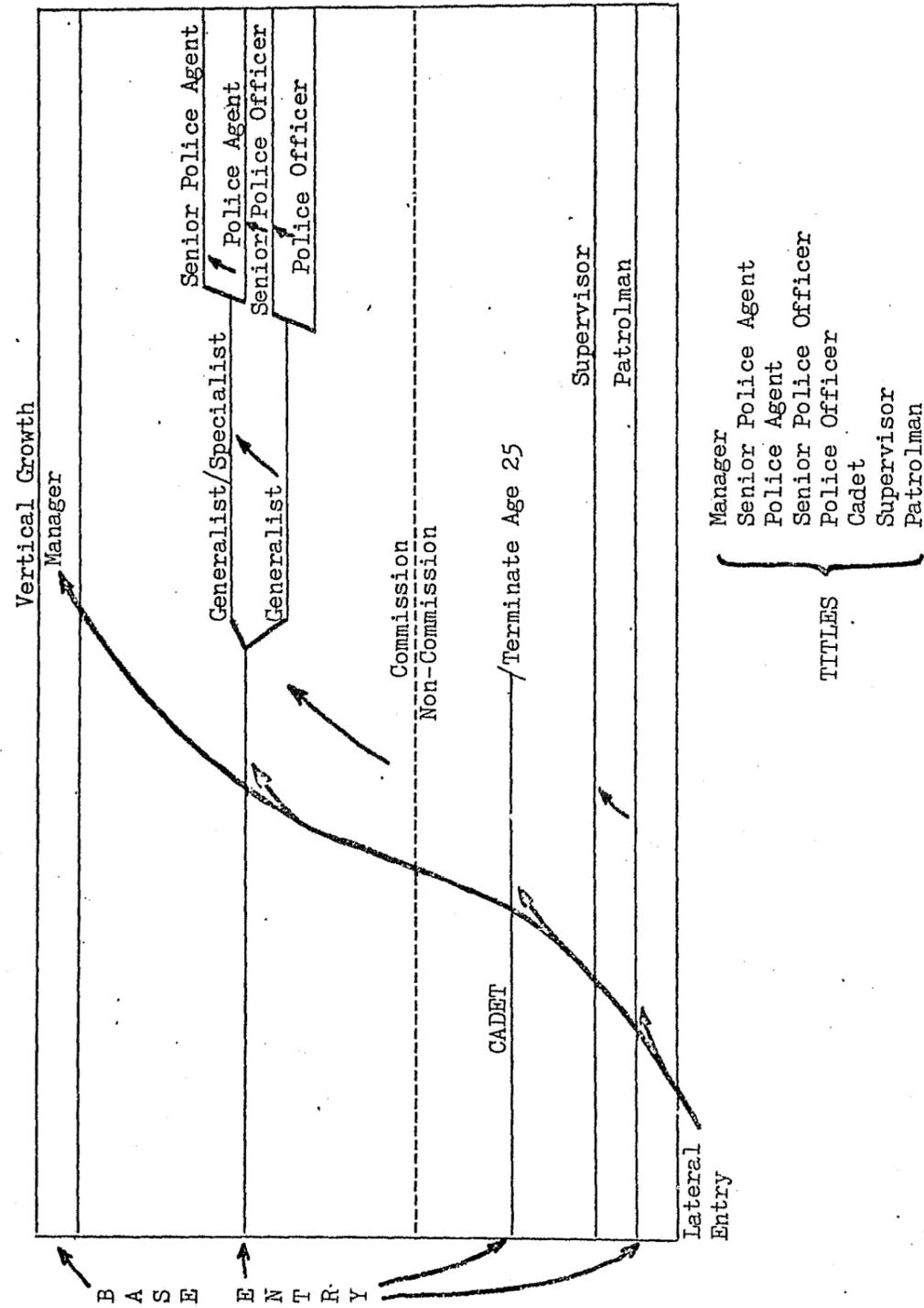


Figure II - 3. Proposed Organizational Structure.

that is capable of handling these functions in a way that is most responsive to the police need.

The departmental command staff is completely dedicated to the principle of equal employment opportunities. We believe that this agency or any other police agency, which is not truly representative of the public it serves, faces the specter of the police being seen as an occupying force, controlled by the majority population group. If allowed to continue, this condition is likely to mean increased discontent among our minority citizens about the police and the services they should deliver. It is also a distinct possibility that such discontent will occasion more attacks on the police and those people perceived as controllers of the police: to wit, the majority population group; or, in the words of certain minorities, the "establishment". We believe that elected officials and top management officials in this city share our desire to avoid such difficulties.

A program to increase minority representation on the Police Department is the best alternative if we are to develop a more positive attitude about the police service within all the ethnic groups in the city. We are convinced further that there is, within our minority communities, a wide range of available talent that will permit us to achieve this ratio with both qualified and interested personnel. We do not propose to engage in tokenism. The staff will aggressively seek qualified minorities and bring them into a full partnership in the police community.

A second, but no less important, facet of personnel policy is the full utilization of women in police service. Although

this staff cannot presently define all the areas in police service in which women can perform effectively, it is obvious that women can perform many more jobs that had formerly been assigned to men. It is our intent to objectively evaluate all aspects of the law enforcement career field and fully utilize women in all areas where their performance is equal to that of a man.

At this point, it must be obvious that certain far-reaching changes must be made in identifying and selecting individuals for police service. Additionally, a more sophisticated approach must be taken toward the upgrading of present employees. This staff recognizes that present methods of identifying the potential officer's ability to perform the complex police role are grossly inadequate. With this recognition, we are prepared to undertake sweeping changes in our assessment, selection, and education process. We intend, through the use of Police Foundation resources, to develop a profile of the kind of person most apt to perform at a high level with a minimum of direct supervision. When this profile is developed, a series of assessment tools will be developed to help measure a candidate's chances of succeeding as a policeman.

These assessment instruments, combined with an objective background investigation, should assure the selection of persons possessing a high probability of success. It should be emphasized that this staff believes that an unalterable criterion in the selection of an individual as a commissioned officer is the attainment of a baccalaureate degree.

This staff is aware of its obligations to the present

personnel of the Department. It is not the intent of the Plan For Change to keep any employee from reaching the highest goal for which he exhibits potential. On the contrary, this plan intends to provide the vehicle upon which any present employee can fulfill his total capacity for growth. We fully recognize that change is threatening. But, we also recognize that this organization must change its style of police service delivery or face the real danger of losing public confidence. Therefore, this staff intends to institute programs that will fully develop the talents of all personnel. When these skills are developed, we intend to deploy our personnel, in the field, to cope with the four major issues facing this Department today -- namely, crime control, traffic safety, security, and delivery of other selected services.

At this point, the Administration strategy urges that the citizens of Dallas be encouraged and welcomed into the Police Department Plan For Change. Citizen perceptions of the police service they want should become an integral part of the policy-making in the Department. This does not mean that the Police Department would or should ignore its responsibilities under the City Charter or any local, state, or federal law. The Police Department will not compromise its obligations under the law. But, it does mean the Department will adjust its style of service to meet the legitimate expectations of the people it serves.

Therefore, this staff, in the years to come, will encourage input from the community so that the role of this Department can

be better defined. It is our conviction that with a better definition of the police role, this Department can deliver those services that our citizens can legitimately expect from the police.

A. Department Goals

This Administration recognizes that the achievement of any ambitious program which will undoubtedly require basic and fundamental changes in both (1) approaching the problems of law enforcement and (2) the existing organizational philosophy depends to a great extent on a full understanding of the direction which the organization must take to achieve its purpose, the role of each organizational entity and each individual in achieving the purpose, and a viable visibility mechanism where all concerned can continuously assess progress toward achieving the purpose. To this end, the Chief Executive has established a set of goals. The full achievement of any one of these goals may never be realized. They may, in many circles, even be considered utopian in nature. We believe it important, however, to consider the broad spectrum of individual motivations. We must cater for the development of a collective organizational philosophy that will never be satisfied and grow complacent, but will constantly strive for self-improvement and stretch for the unattainable, for this structure provides the growth potential necessary to satisfy ambitions and the competitive nature of individuals and groups.

In recognition of, also, the absolute need to experience success, this Administration has established goal gradients,

or measurable achievement plateaus, that represent positive progress toward its ultimate goals. These are expressed as posture statements. To the extent practical and feasible, these goal gradients are in quantifiable terms which represent then:

- (1) the posture, or achievement plateau, of the Department with respect to each ultimate goal that is acceptable to this Administration in the specified time frame of this plan;
- (2) guidelines for structuring specific, goal-oriented programs stressing unity of purpose and design; and
- (3) yardsticks for measuring organizational progress at almost any interval of time, to provide success indications and areas of weakness which require organizational attention.

Each goal statement, then, is followed by one or more sets each consisting of two posture statements in each set. The first, or "Projected Posture", reflects this Administration's desired status to the ultimate goal. The second, or "Current Posture", is our assessment of our existing status relative to the ultimate goal. It is evident that achieving most of the goals requires consideration of changes in organizational posture from many aspects, each aspect represented by a set of posture statements. This is a simple, but powerful, testimony to the complexity of the problem, and to the absolute need for a highly integrated and unified effort toward

its solution.

1. Goal I: Reduce Crime to Five (5) Crime Index Offenses per 1,000 Population.

a. Decentralization

(1) Projected Posture - 1977

Decentralize police operations to district stations using Generalist/Specialist concept of neighborhood team policing.

(2) Current Posture - 1972

All followup to Patrol activities essentially centralized; all personnel operate essentially as Generalists or Specialists; no neighborhood team policing in being.

b. Consolidation.

(1) Projected Posture - 1977

Selected police functions such as jail operations, communications, records, etc., consolidated on a regional basis.

(2) Current Posture - 1972

Many law enforcement and other governmental organizations and agencies involved in overlapping and redundant functional activities which, on a selective basis, can and should be consolidated for cost/effectiveness.

c. Police Force Minority Composition

(1) Projected Posture - 1977

Minority representation within the Department

comparable to ratio within the city.

(2) Current Posture - 1972

	<u>DPD</u>	<u>CITY OF DALLAS *</u>
Blacks	5.6%	25.2%
Chicano	2.5%	8.0%
Other	.3%	Unk.

d. Service Delivery Response Time

(1) Projected Posture - 1977

Maximum response time to call for police service reduced to 3 minutes.

(2) Current Posture - 1972

For seven months of 1972, average was 10.02 minutes from citizen's call to element arrival.

e. Broader Community Involvement

(1) Projected Posture - 1977

All patrol beat committees organized and effectively operating throughout the city.

(2) Current Posture - 1972

$\frac{63 \text{ organized committees}}{109 \text{ beats}} = 57.80\%$; effectiveness not determined.

f. Management's Goal Gradient

(1) Projected Posture - 1977

Thirty-five (35) crime index offenses per 1,000 population.

*Source, 1970 Census

(2) Current Posture - 1972

In 1972, $\frac{46,400 \text{ index offenses}}{861,000 \text{ est. population}} = 53.80$
per 1,000 population.

2. Goal II: 95% of Crime Index Offenders Arrested, Proper Case Prepared and Filed with the District Attorney for Every Crime Each has Committed.

Note: All posture statement sets relating to Goal Statement I apply here as well.

a. Management's Goal Gradient

(1) Projected Posture - 1977

35% of crime index offenders arrested, proper case prepared & filed with District Attorney for every crime each has committed.

(2) Current Posture - 1972

In 1971, $\frac{6,178 \text{ persons filed-on}}{46,400 \text{ index offenses reported}} = 13.3\%$ Arrest/
Case filed rate

3. Goal III: 90% of all Dallas Homes & Businesses Enrolled in 'Big C.I.S.'.

a. Broader Community Involvement

(1) Projected Posture - 1977

All patrol beat committees organized and effectively operating throughout the city.

(2) Current Posture - 1972

$\frac{63 \text{ organized committees}}{109 \text{ beats}} = 57.80\%$; effectiveness not determined.

b. Management's Goal Gradient

(1) Projected Posture - 1977

50% of homes & businesses enrolled in "Big C.I.S."

(2) Current Posture - 1972

$\frac{10,173 \text{ in Big C.I.S.}}{337,313 \text{ homes \& businesses}} = 3.0\%$ (Approximately)

4. Goal IV: Traffic Accidents at 2,000 per 100,000 population.

a. Management's Goal Gradient

(1) Projected Posture - 1977

Traffic accidents at 3,500 per 100,000 population.

(2) Current Posture - 1972

In 1971, traffic accident rate was

$\frac{39,567}{861,000} = 4595.4$ per
100,000 population

5. Goal V: Traffic Injuries at 300 per 100,000 population.

a. Management's Goal Gradient

(1) Projected Posture - 1977

Traffic injuries to 600 per 100,000 population.

(2) Current Posture - 1972

In 1971 rate was $\frac{9,484}{861,000} = 1,102.8$ per
100,000 population.

6. Goal VI: Traffic Fatalities at Five (5) per 100,000 Population

a. Drunk Driving

(1) Projected Posture - 1977

Alcohol related traffic deaths reduced to 10%.

(2) Current Posture - 1972

In 1971, rate was $\frac{59 \text{ (alcohol deaths)}}{147 \text{ (deaths)}} = 40.1\%$

b. Management's Goal Gradient

(1) Projected Posture - 1977

Traffic fatality rate at 10 per 100,000 population.

(2) Current Posture - 1972

In 1971 rate was $\frac{147}{861,000} = 17$ per 100,000 population

7. Goal VII: Provide Total Responsiveness to the Proper Needs and Requirements of the Community.

a. Community Safety

(1) Projected Posture - 1977

Ninety percent of the population will say they feel safe from crime in their homes and businesses.

(2) Current Posture - 1972

Undetermined.

b. Community Needs

(1) Projected Posture - 1977

Provide for 100% of the needs of the public as specified.

(2) Current Posture - 1972

Undetermined.

8. Goal VIII: Zero Loss of Personnel due to Lack of Career Opportunity

a. Career Opportunity

(1) Projected Posture - 1977

Career paths to be horizontal & vertical with equal emphasis.

(2) Current Posture - 1972

Vertical structure only; career advancement depends on supervisory promotion tending to remove skills required from field utilization.

b. Educational Composition

(1) Projected Posture - 1977

College degree required for entrance into the Department.

(2) Current Posture - 1972

Forty hours required.

c. Training Improvement

(1) Projected Posture - 1977

Police training institutionalized.

(2) Current Posture - 1972

Department provides own training.

d. Opportunity for Women

(1) Projected Posture - 1977

Full utilization of women in police service.

(2) Current Posture - 1972

In exploratory stages, utilization limited.

35 total = or 1.9% of sworn force is women.

e. Morale Improvement

(1) Projected Posture - 1977

Optimum/Positive discipline process implemented and operating effectively.

(2) Current Posture - 1972

A positive discipline program ready to be initiated.

f. Management's Goal Gradient

(1) Projected Posture - 1977

One (1) percent attrition due to lack of career opportunity.

(2) Current Posture - 1972

60 or 3.2% left the Department of their own choice in 1971.

9. Goal IX: 95% Availability of All Programmed Resources at All Times.

a. Field Deployment

(1) Projected Posture - 1977

90% of all sworn personnel in field as operational personnel.

(2) Current Posture - 1972

Approximately 20% of total force serving in management/supervisory capacity. Approximately 23% of total force not fully deployed in field as operational personnel.

b. Administrative Improvement

(1) Projected Posture - 1977

Administrative costs in Department reduced to 5%.

(2) Current Posture - 1972

Administrative costs estimated at 21%.

c. Resource Tracking & Allocation

(1) Projected Posture - 1977

Full implementation of an automated information system which will track and support operations with absolute minimum of paperwork.

(2) Current Posture - 1972

Operation LEADER underway.

d. Personal Injury Reduction

(1) Projected Posture - 1977

The number of man-days lost because of personal injuries at 1,000 per annum.

(2) Current Posture - 1972

2,826 man-days lost in 1971.

e. Police Automobile Safety

(1) Projected Posture - 1977

Police automobile crashes at no more than 20 per 1,000,000 miles driven per annum.

(2) Current Posture - 1972

In 1971, the rate was at 28.1 per 1,000,000 miles driven.

These posture statements establish many quantified areas where this Administration will strive for improvements. Long-range efforts to accomplish these improvements are addressed in subsequent sections of this document. Recognizing the visibility problems associated with program design covering

a five year period, incremental steps are established by the Administration which provide immediate program design visibility for short-range efforts. This will, of course, also provide the short-term experience required to evaluate long-range program design and redirect resources appropriately. Of paramount importance, incremental steps provide progress measures of the overall Department success. These increments are presented in the next section.

B. Operational Objectives

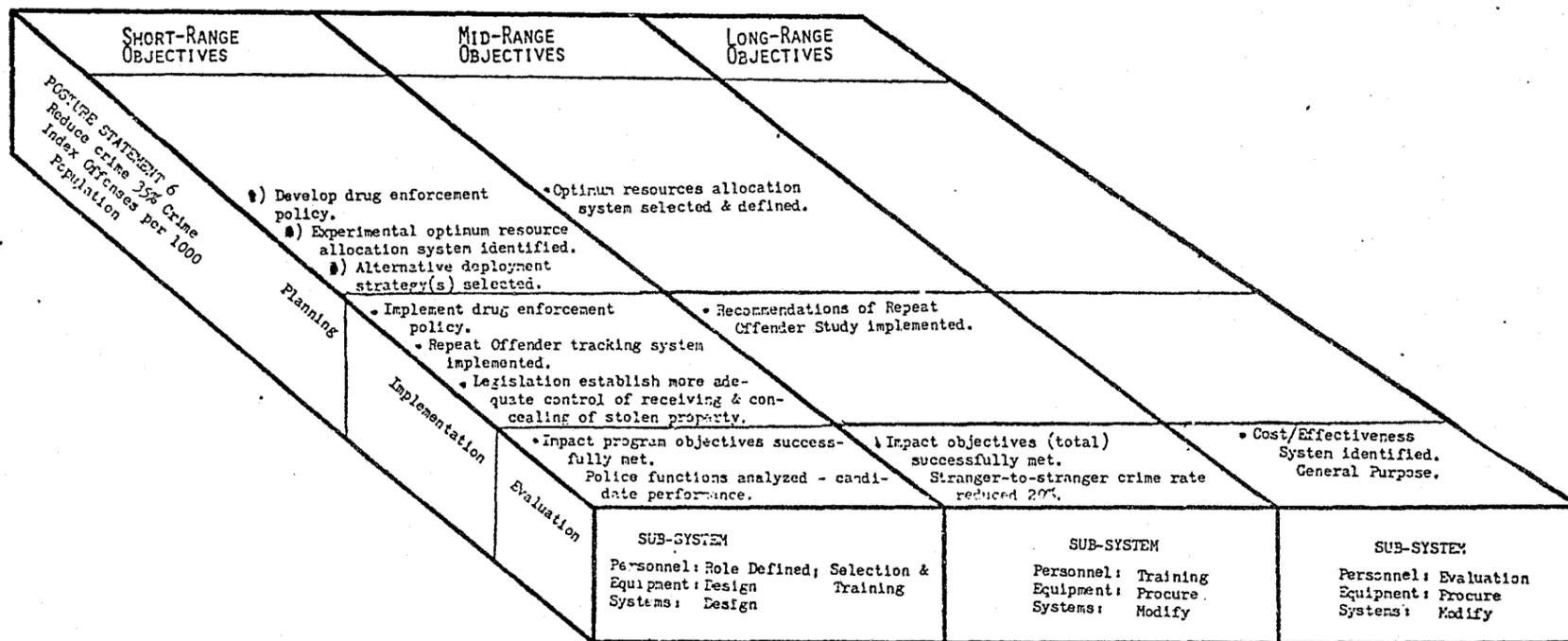
Objectives are means by which the Department specifies how goals are to be pursued and posture can be attained. A clearly stated objective becomes a source of guidance for the organization and standards for measurement by administrators.

If we know in advance where management intends to take the organization; how far and to what extent the goals are to be pursued during a given time frame; a statement of the intermediate objectives, action and systems to be developed to achieve the goals; success is much simpler to predict and measure. The ability to forecast potential success and failure is the hallmark of successful organization.

The following charts represent a study of how actions, sub-systems and time frames complement the goals of this Department. This can be seen in the following manner.

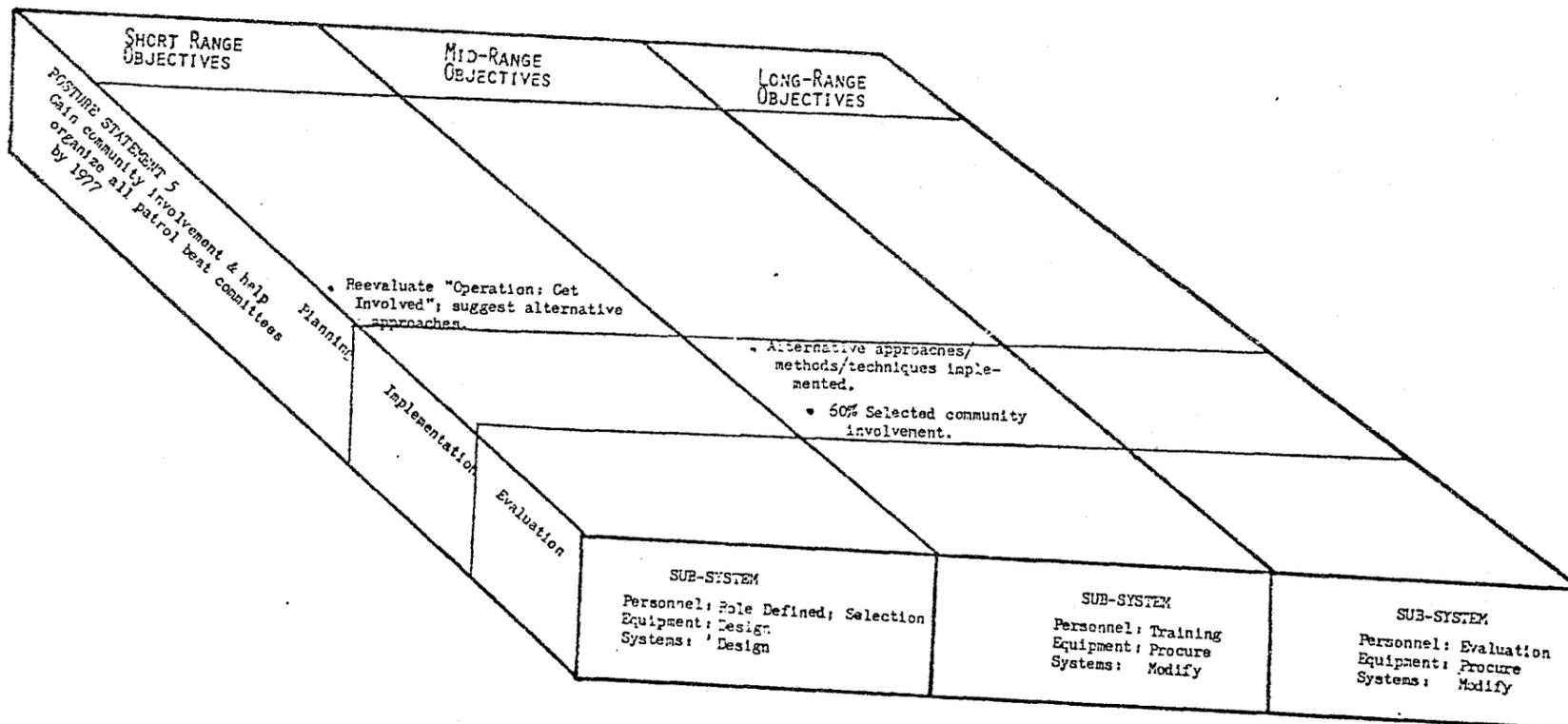
Each block depicts a posture statement leading to a goal. The block may be viewed as a matrix. Therefore, by reading down and across, the relationships which exist between actions, time periods and sub-systems development may be

established. The absence of objectives statements in certain areas does not indicate that such objectives do not exist or are not necessary, Rather, it means that present visibility has its limitations. This is a vital realization in support of the requirement for the annual planning cycle.



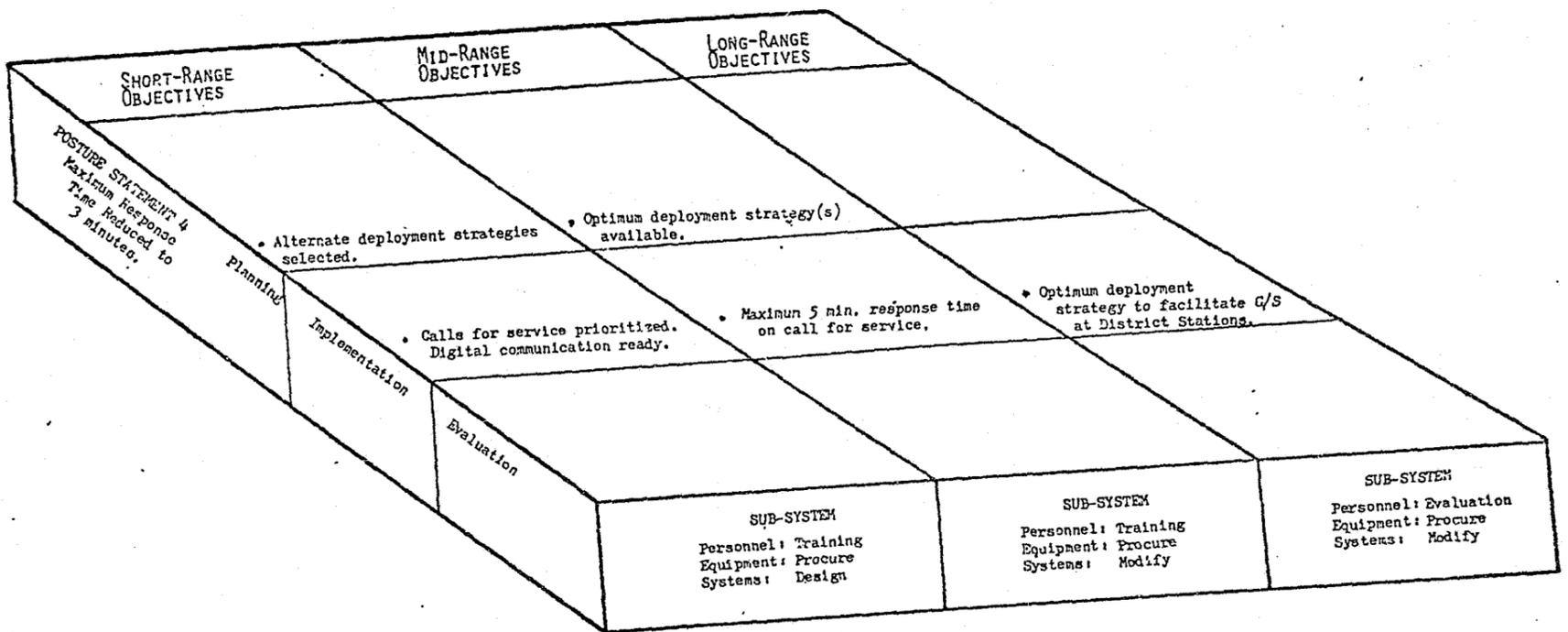
GOAL 1: REDUCE CRIME TO 5 INDEX OFFENSES PER 1,000 POPULATION

II-26



GOAL 1: REDUCE CRIME TO 5 INDEX OFFENSES PER 1,000 POPULATION

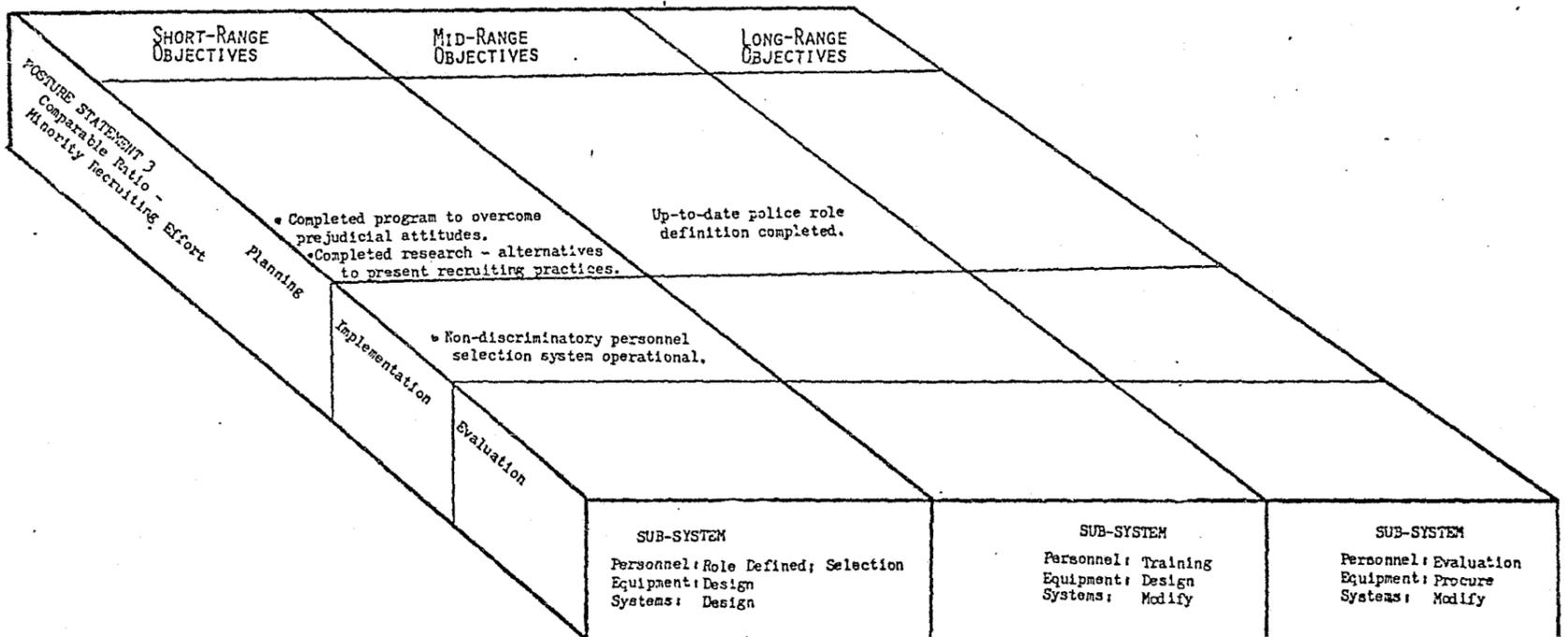
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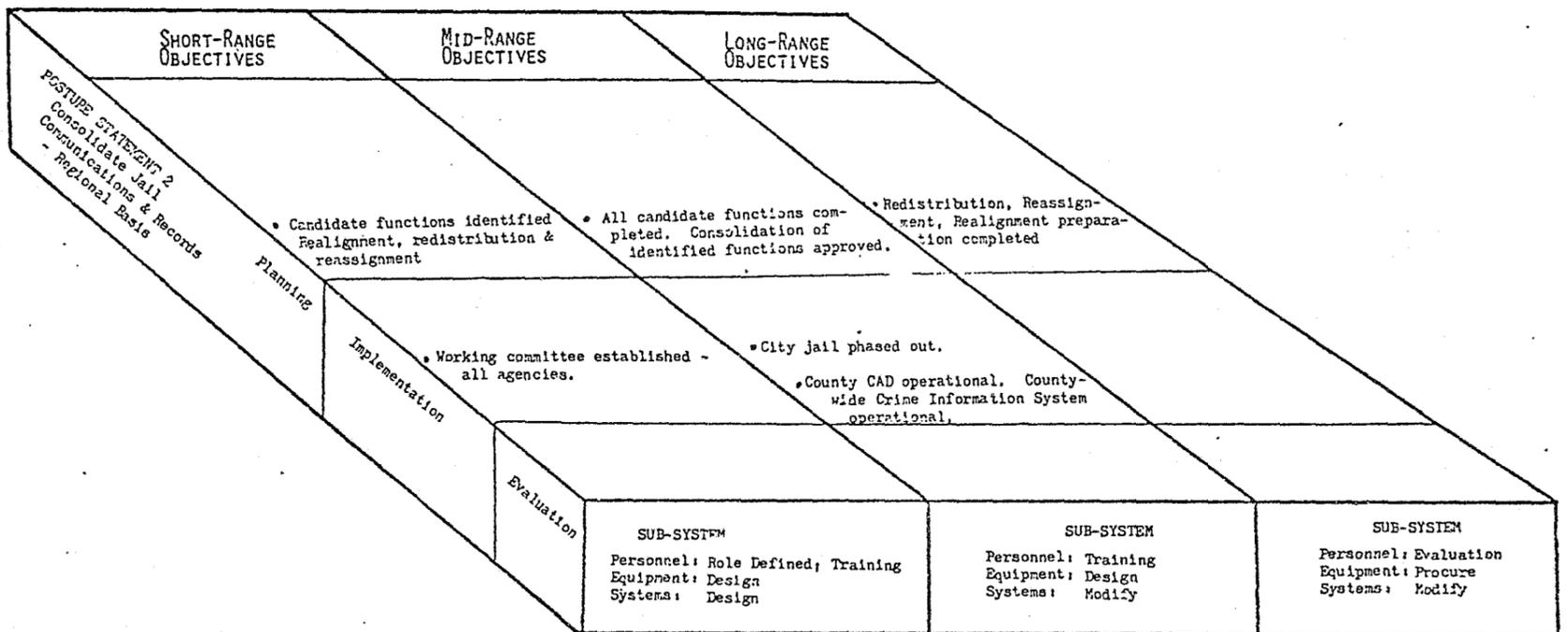
GOAL 1: REDUCE CRIME TO 5 INDEX OFFENSES PER 1,000 POPULATION

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II-29

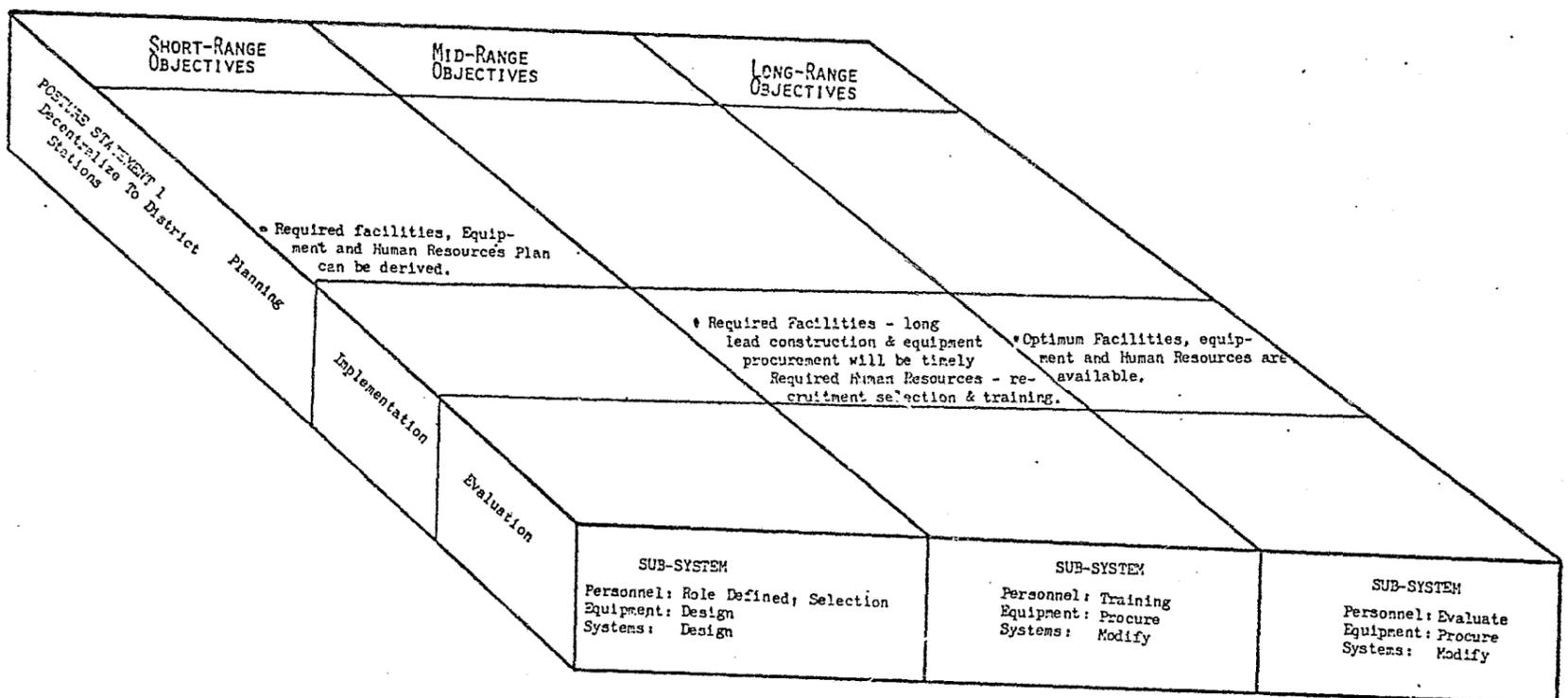


GOAL 1: REDUCE CRIME TO 5 INDEX OFFENSES PER 1,000 POPULATION



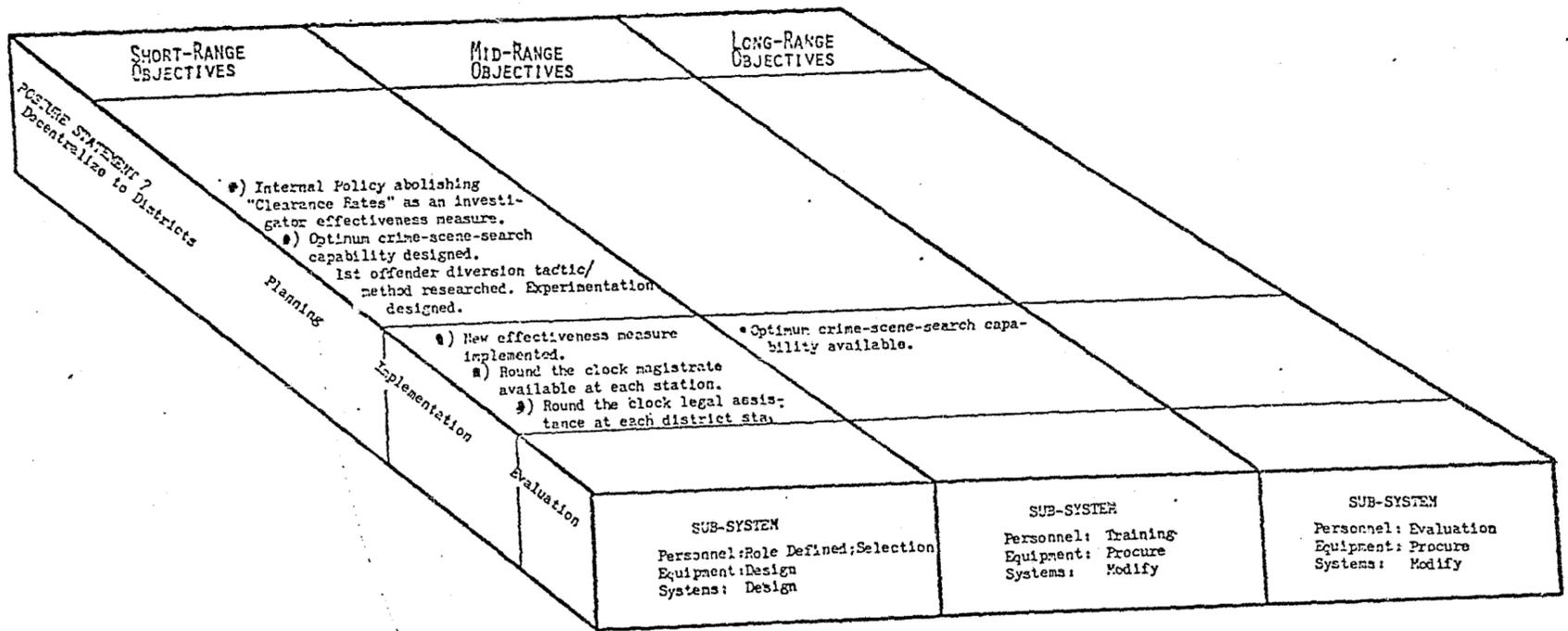
GOAL 1: REDUCE CRIME TO 5 INDEX OFFENSES PER 1,000 POPULATION

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GOAL 1: REDUCE CRIME TO 5 INDEX OFFENSES PER 1,000 POPULATION

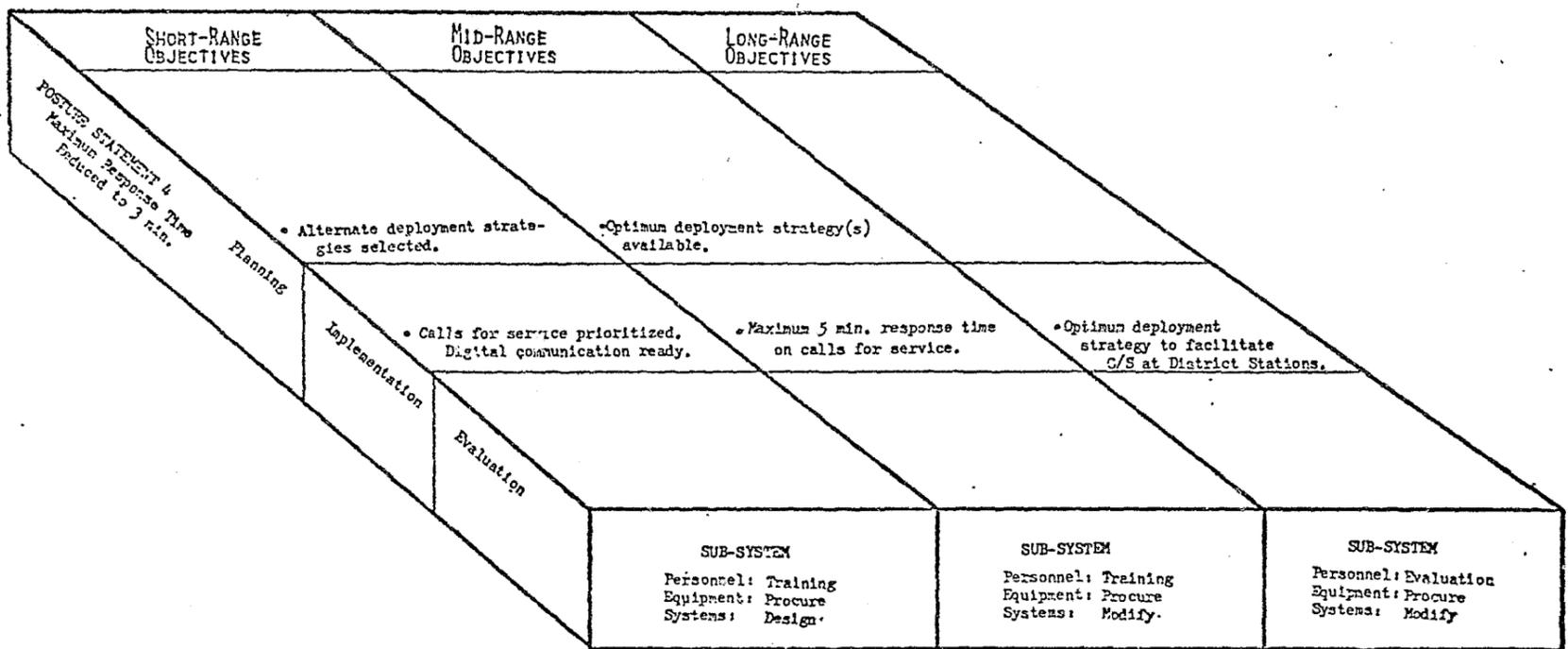
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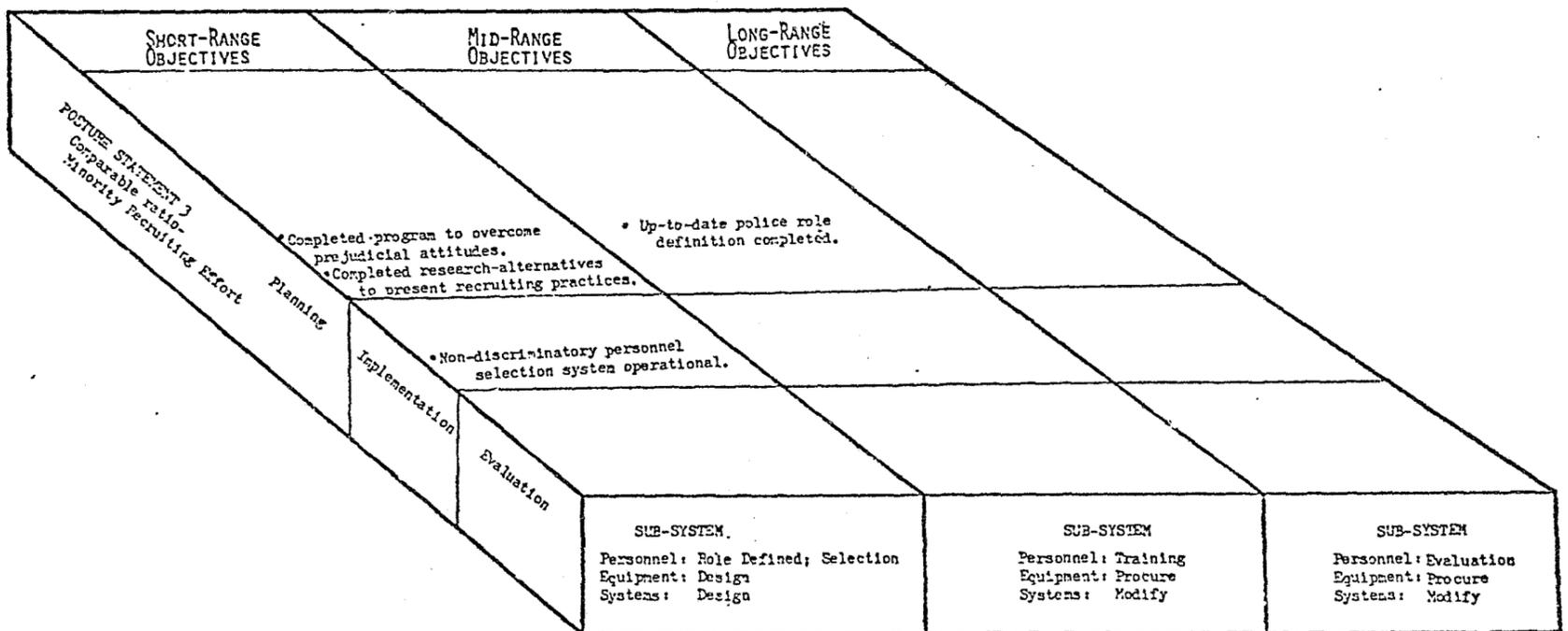
II-32

GOAL 2: 95% OF CRIME INDEX OFFENDERS ARRESTED/CASE FILED FOR EVERY CRIME COMMITTED

II-33



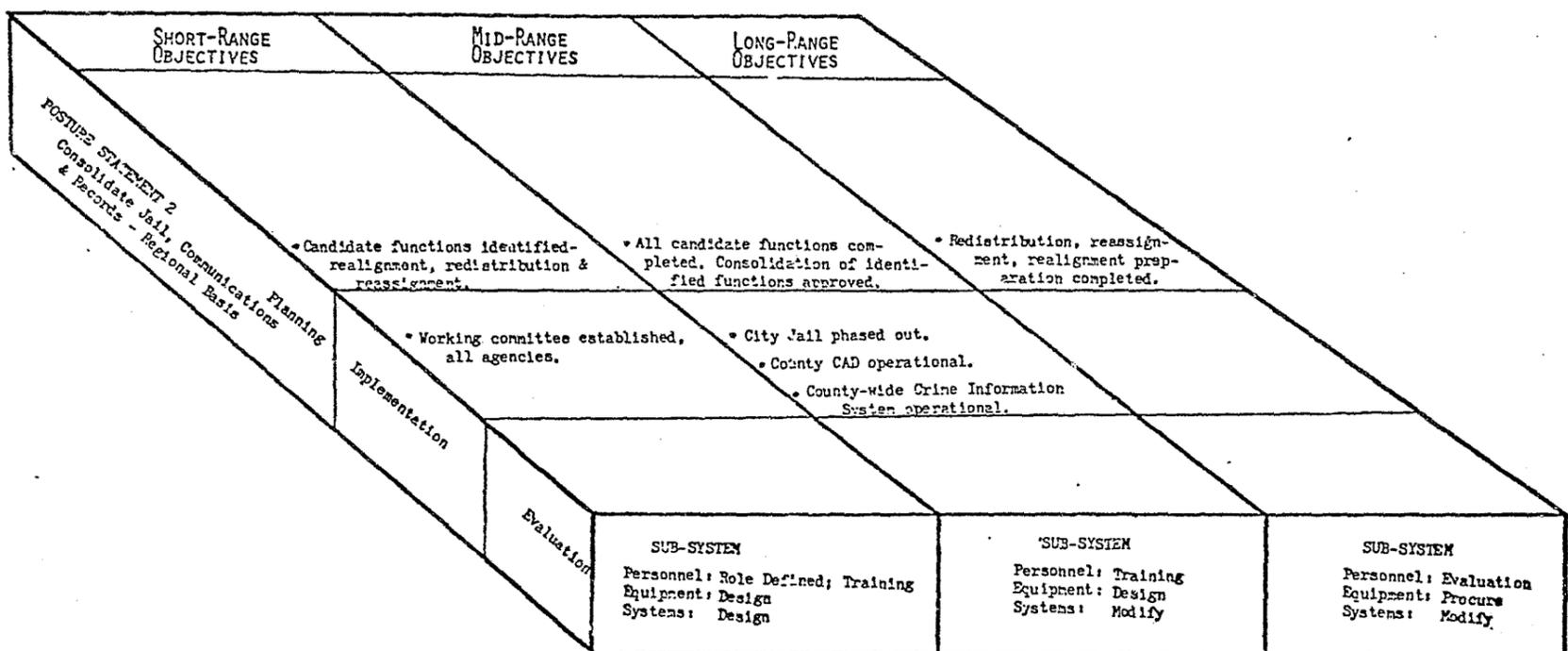
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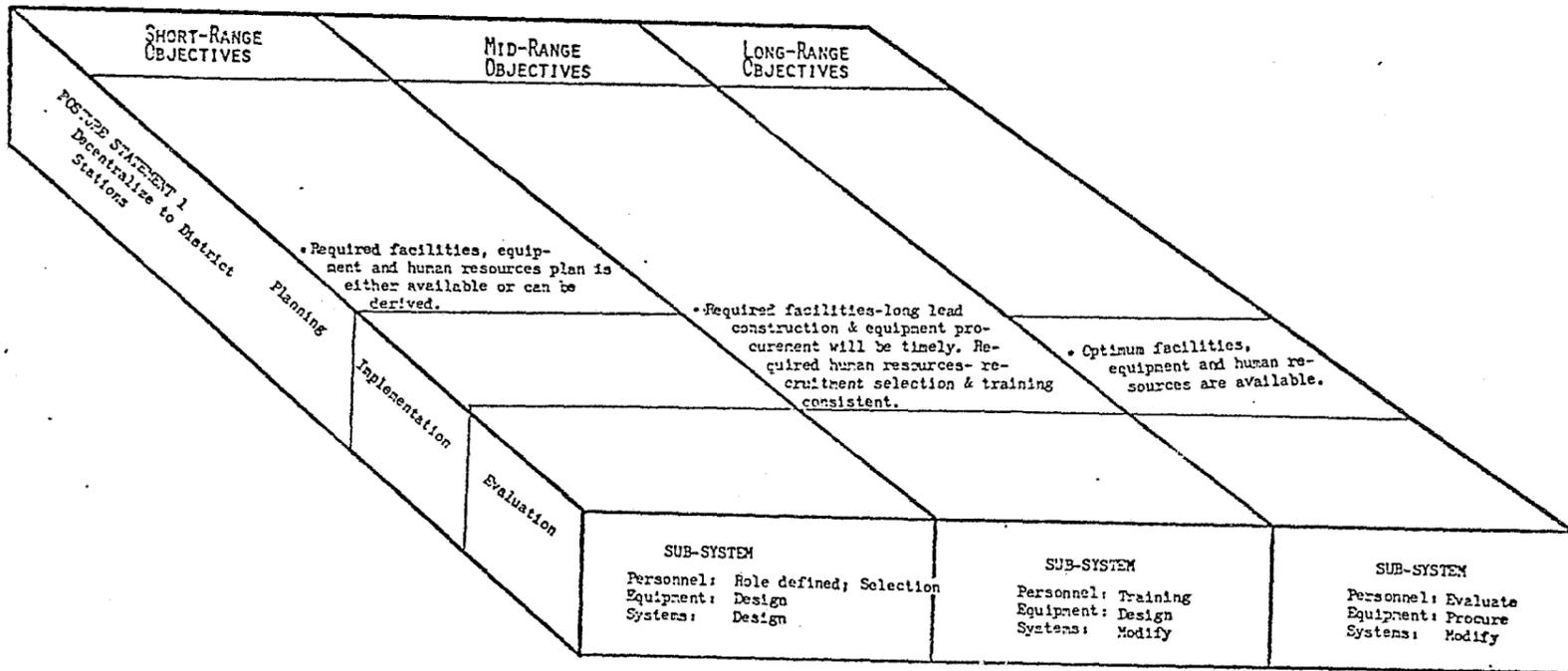
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GOAL 2: 95% OF CRIME INDEX OFFENDERS ARRESTED/CASE FILED FOR EVERY CRIME COMMITTED

II-35

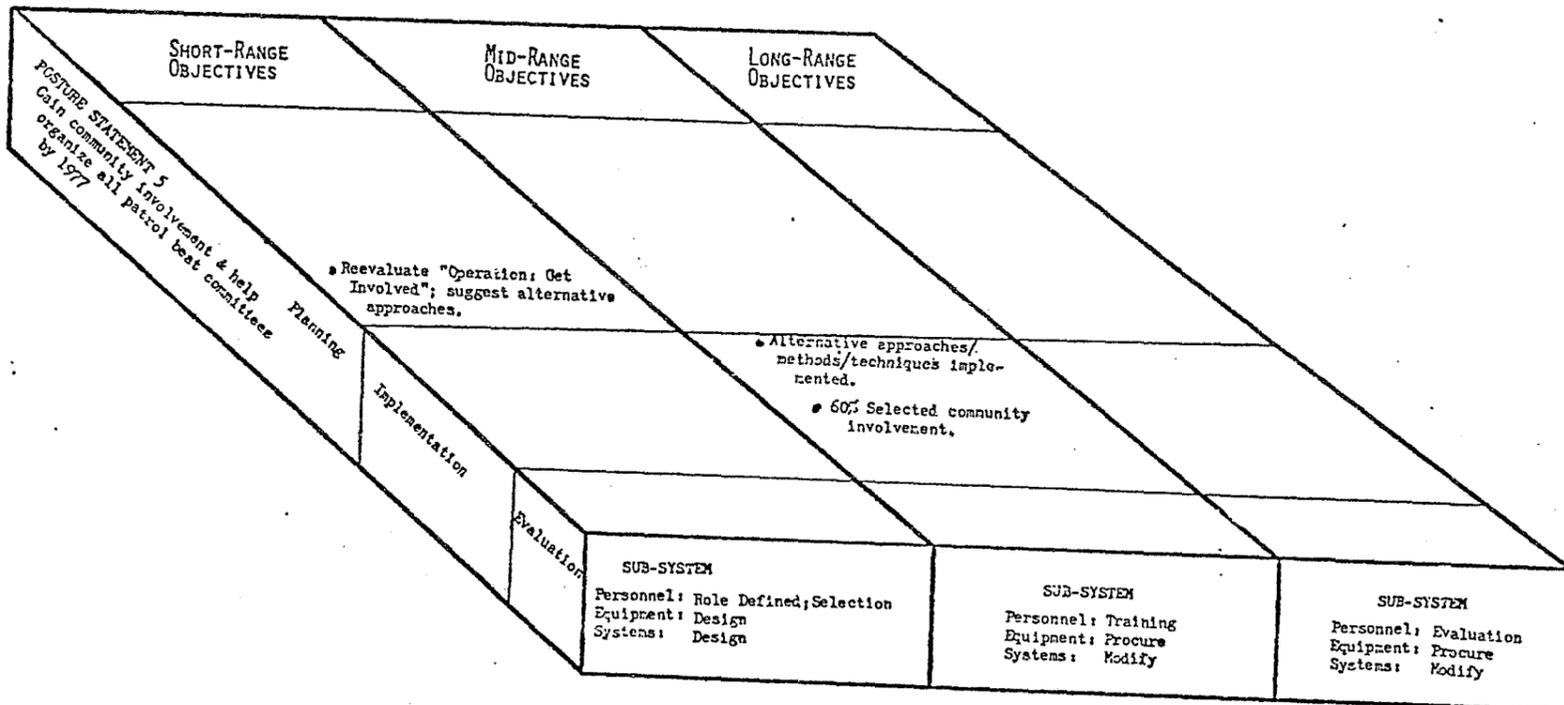


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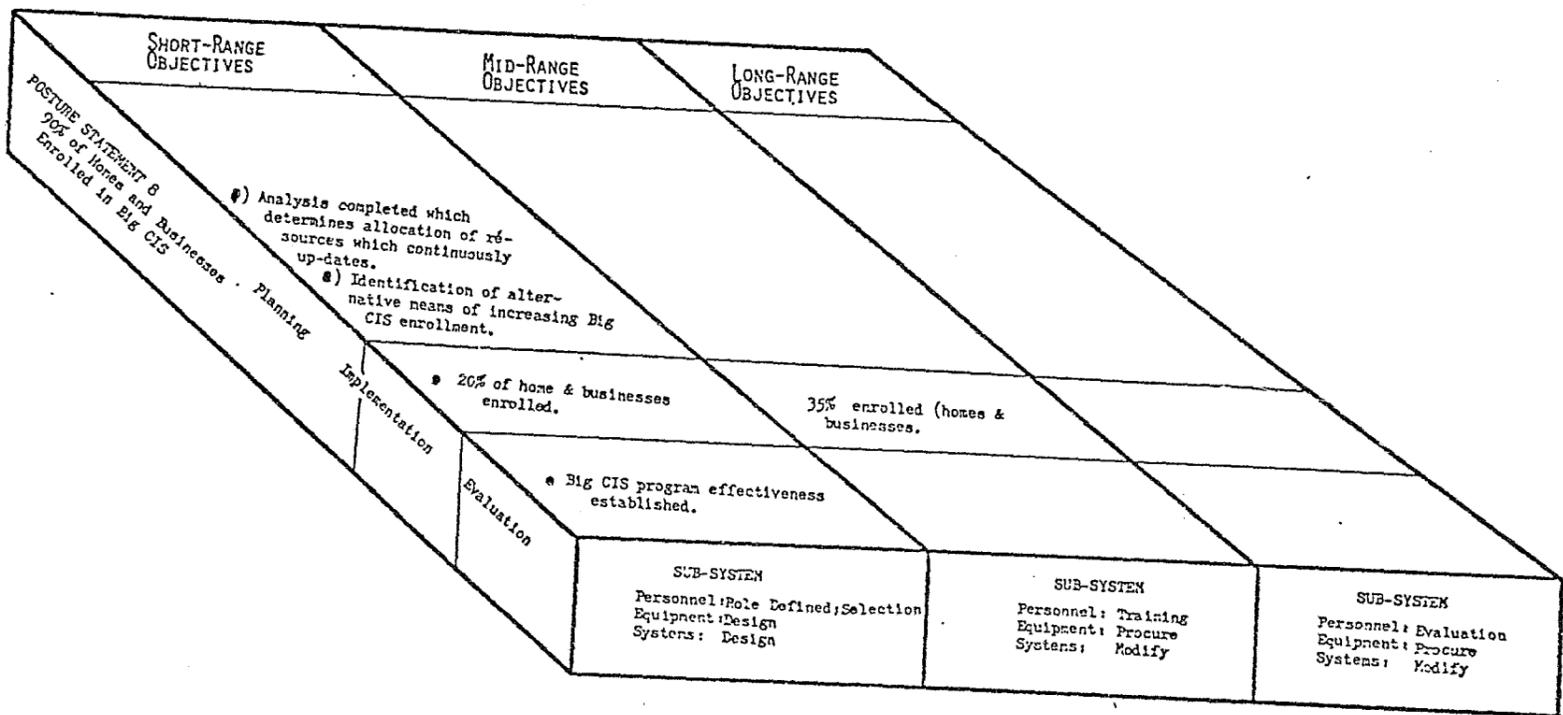
GOAL 2: 95% OF CRIME INDEX OFFENDERS ARRESTED/CASE FILED FOR EVERY CRIME COMMITTED

II-36



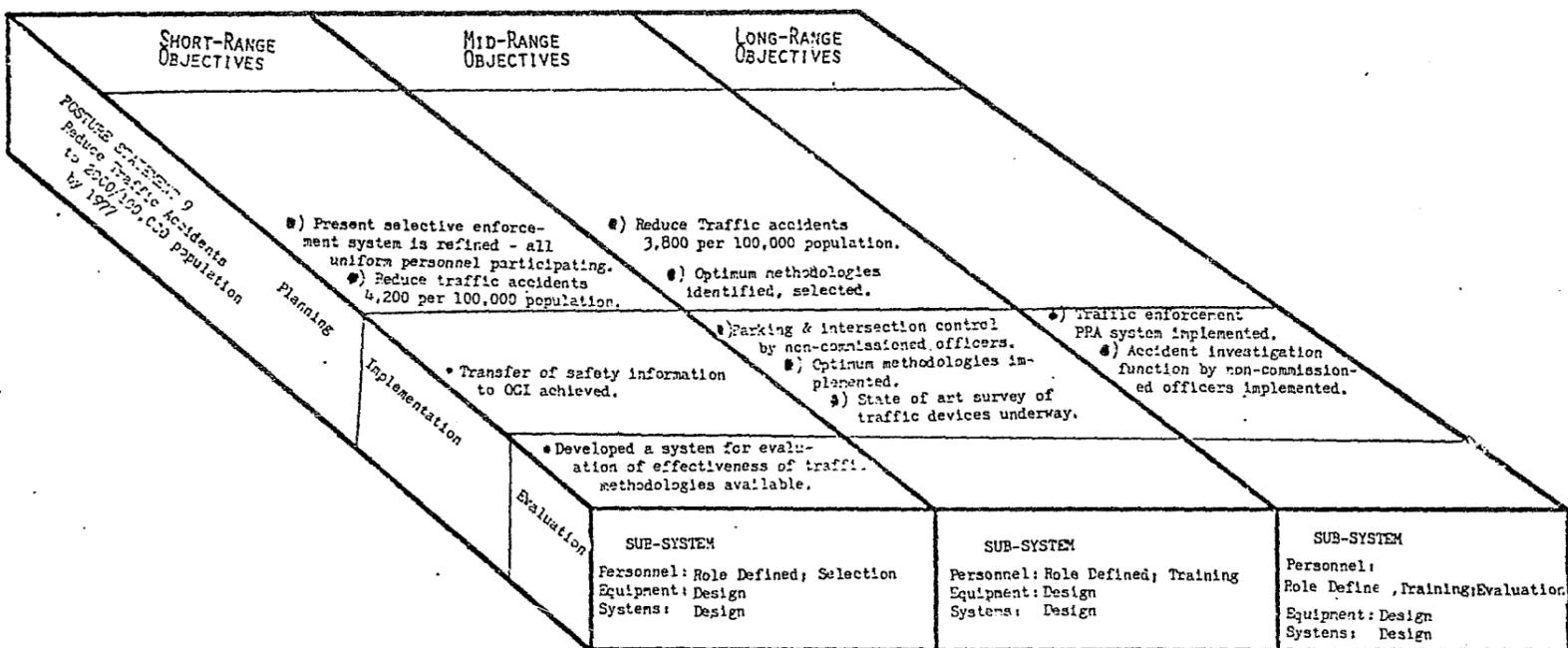
GOAL 3: 90% OF HOMES AND BUSINESSES ENROLLED IN BIG C.I.S.

II-37



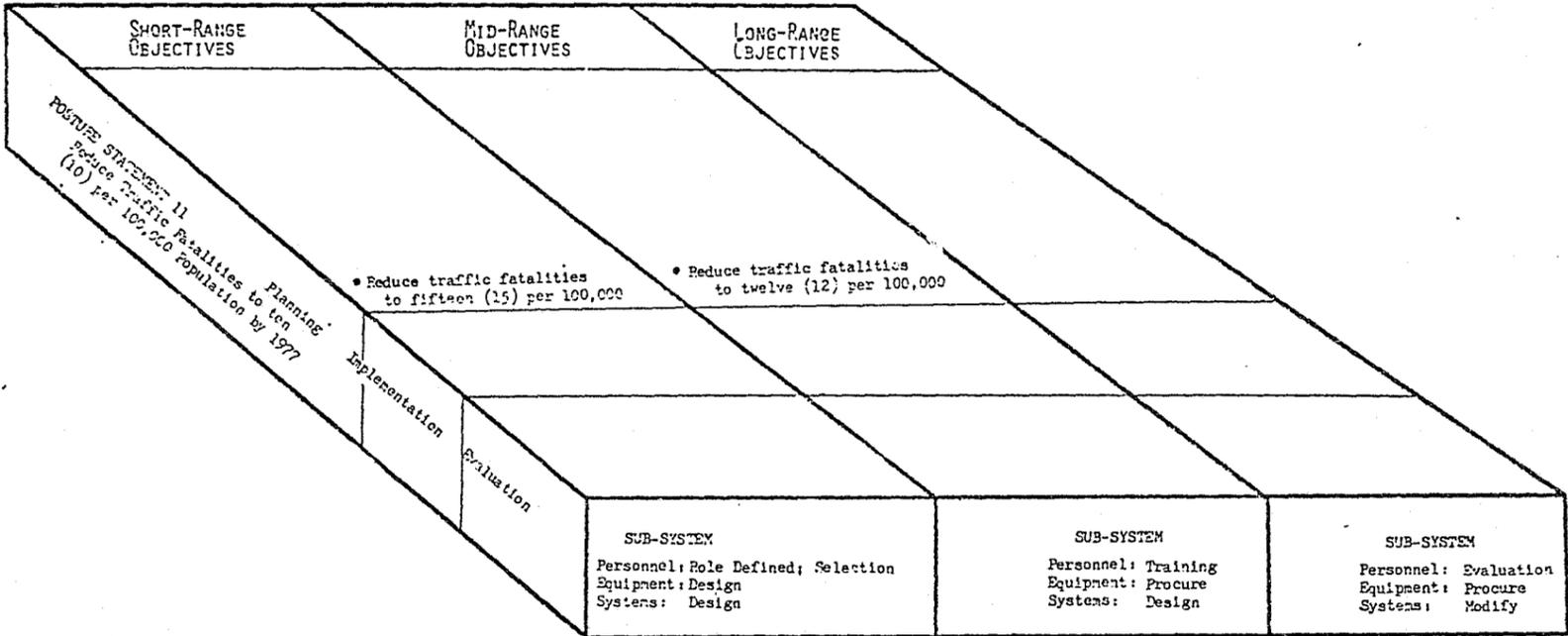
GOAL 3: 90% OF HOMES AND BUSINESSES ENROLLED IN BIG C.I.S.

II-38



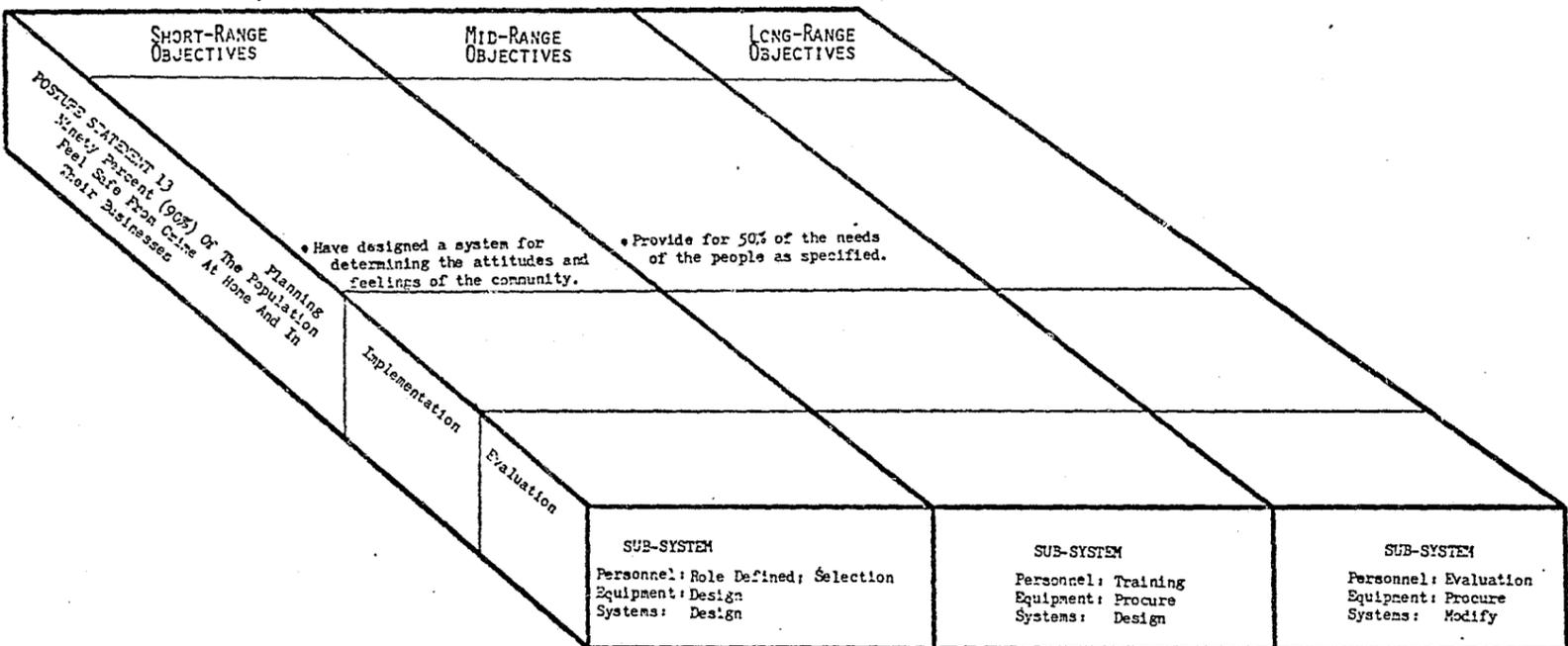
GOAL 4: REDUCE TRAFFIC ACCIDENTS TO 2,000 PER 100,000 POPULATION

II-39



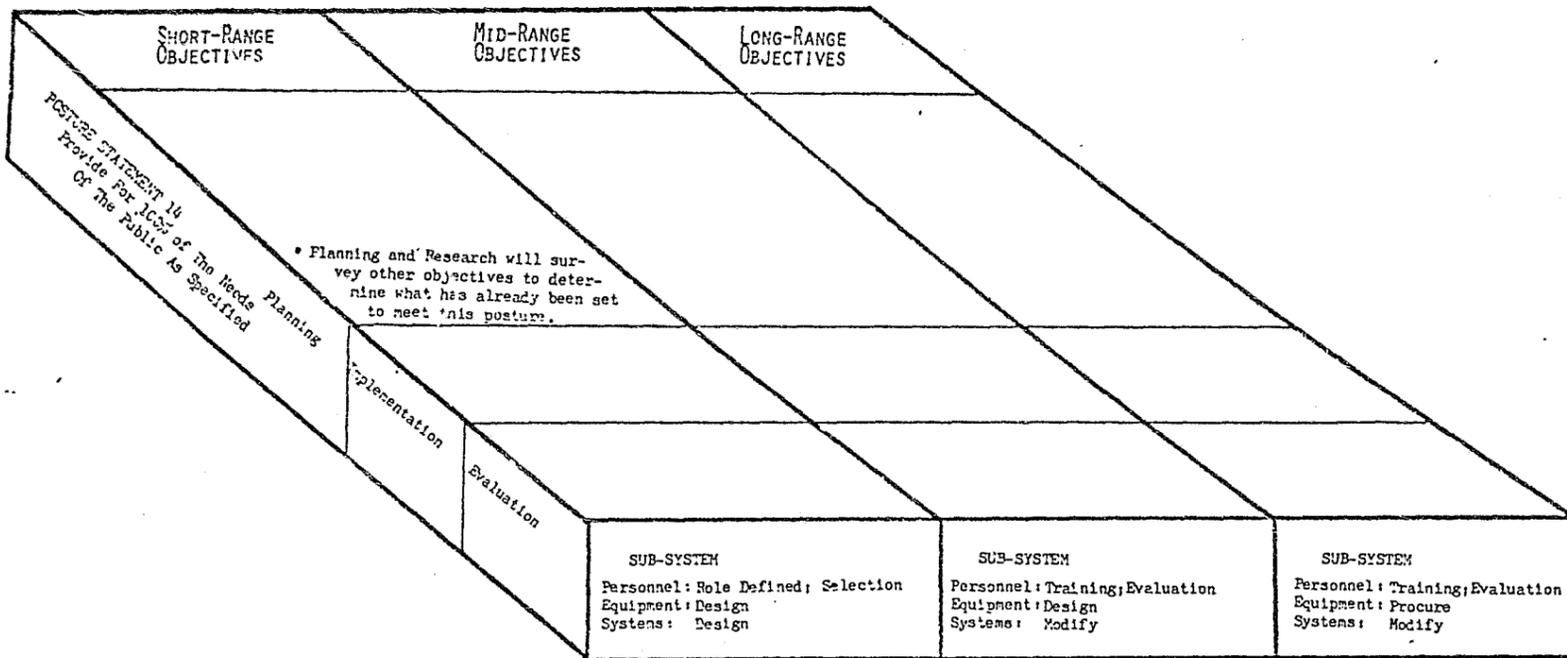
GOAL 6: REDUCE TRAFFIC FATALITIES TO 5 PER 100,000 POPULATION

II-42



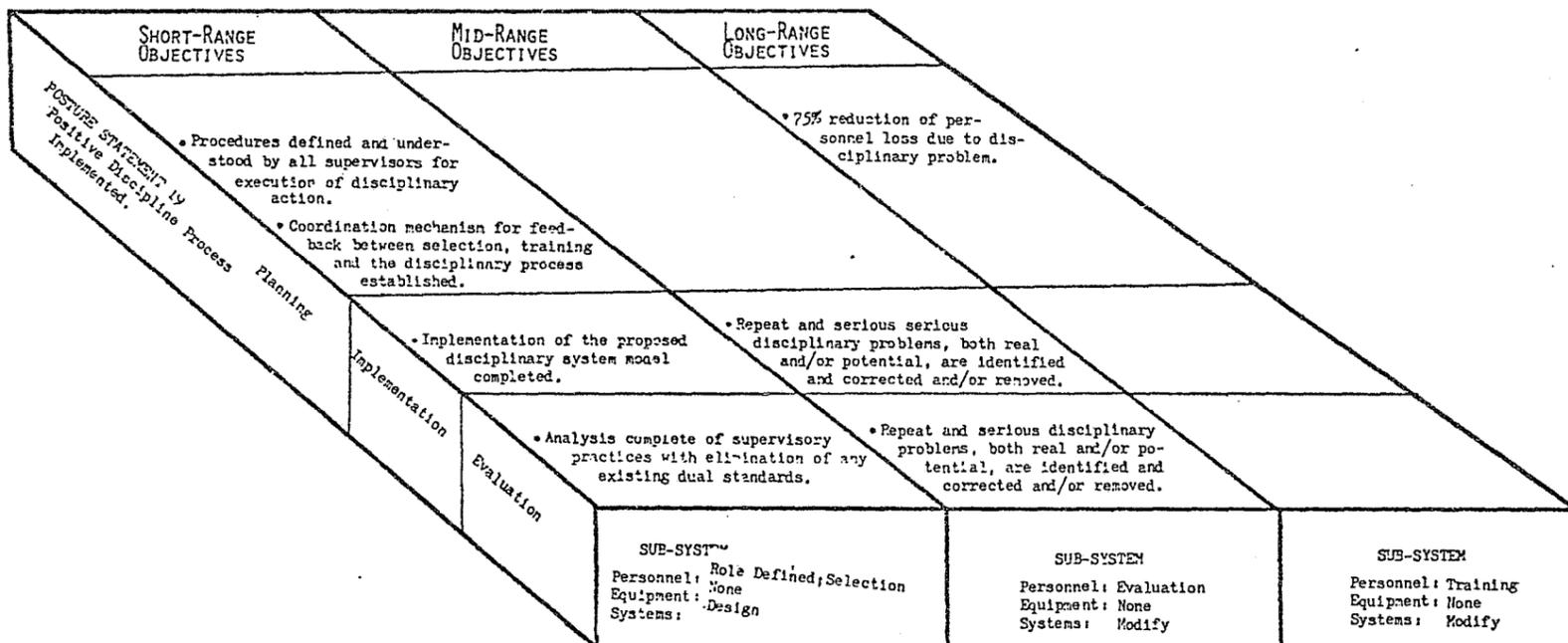
GOAL 7: PROVIDE TOTAL RESPONSIVENESS TO NEEDS OF COMMUNITY

II-43



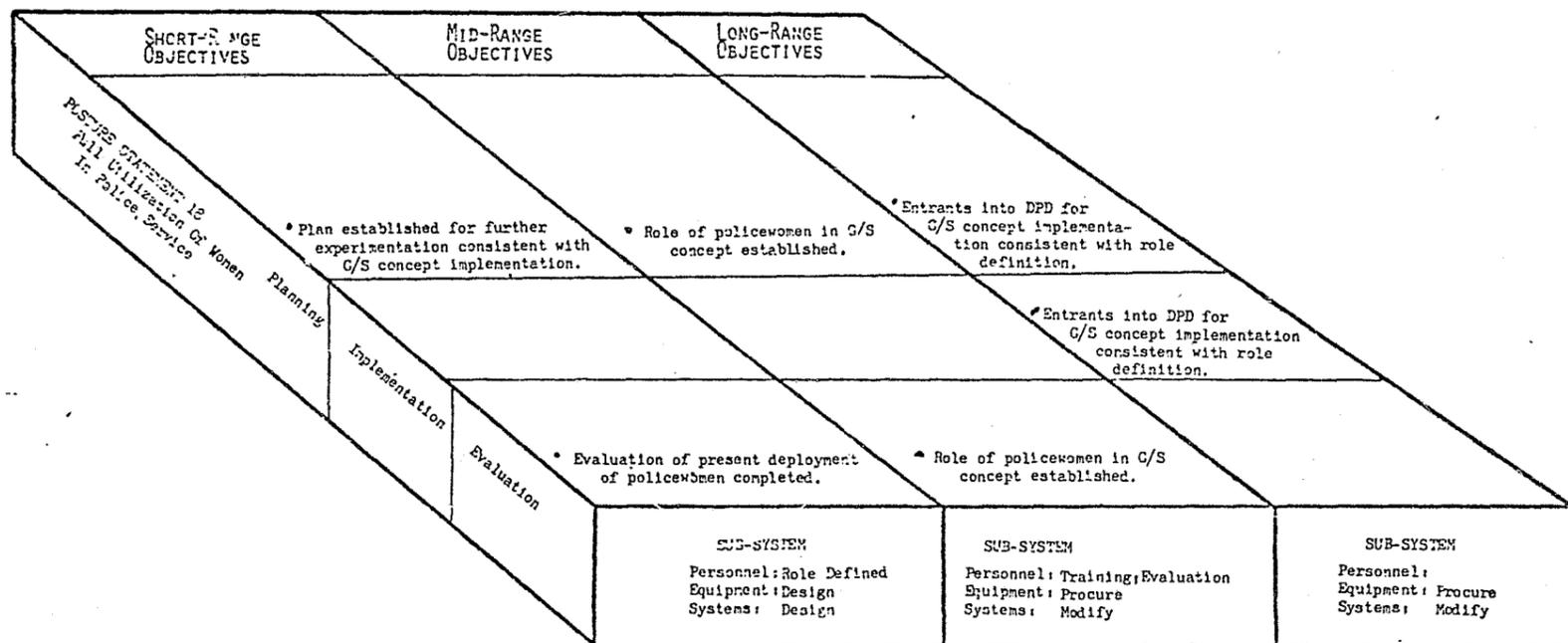
GOAL 7: PROVIDE TOTAL RESPONSIVENESS TO NEEDS OF COMMUNITY

II-44



GOAL 8: ZERO LOSS OF PERSONNEL DUE TO LACK OF CAREER OPPORTUNITY

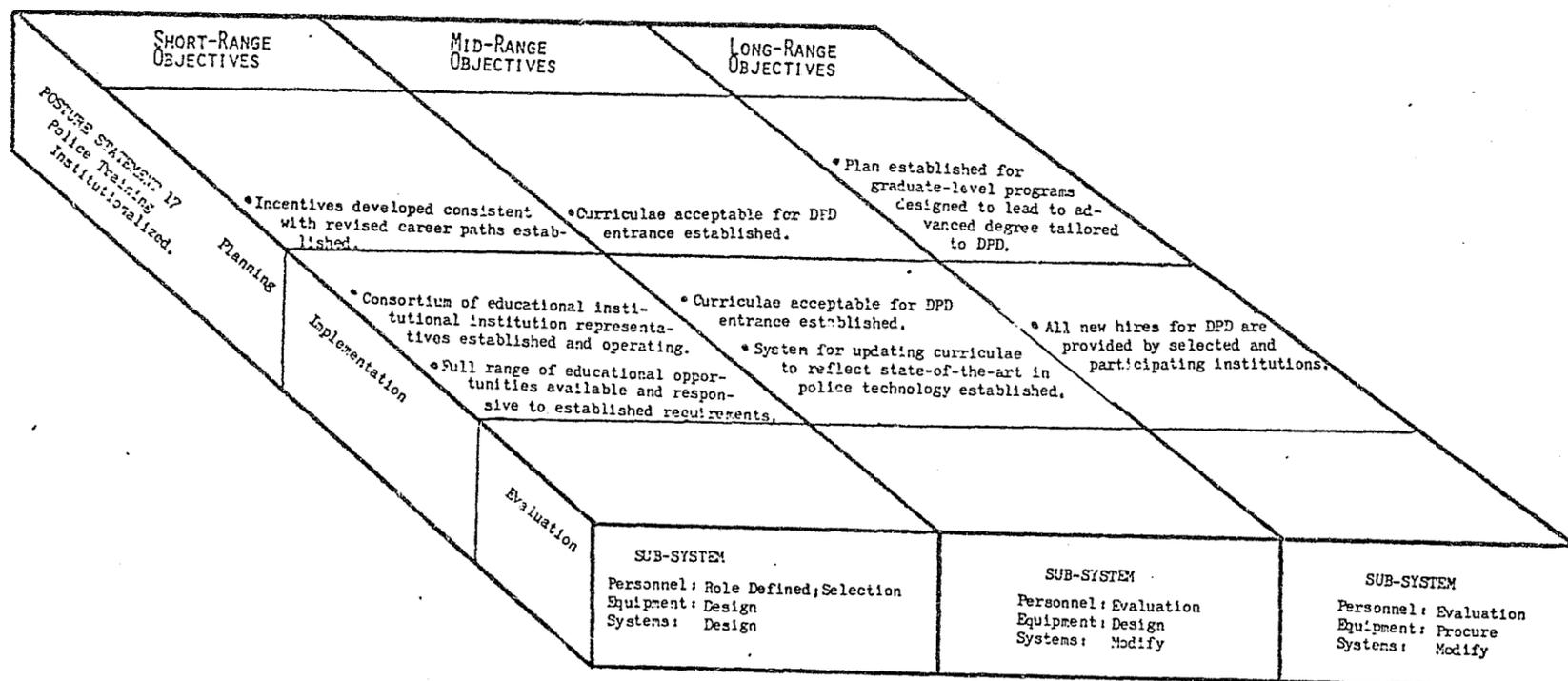
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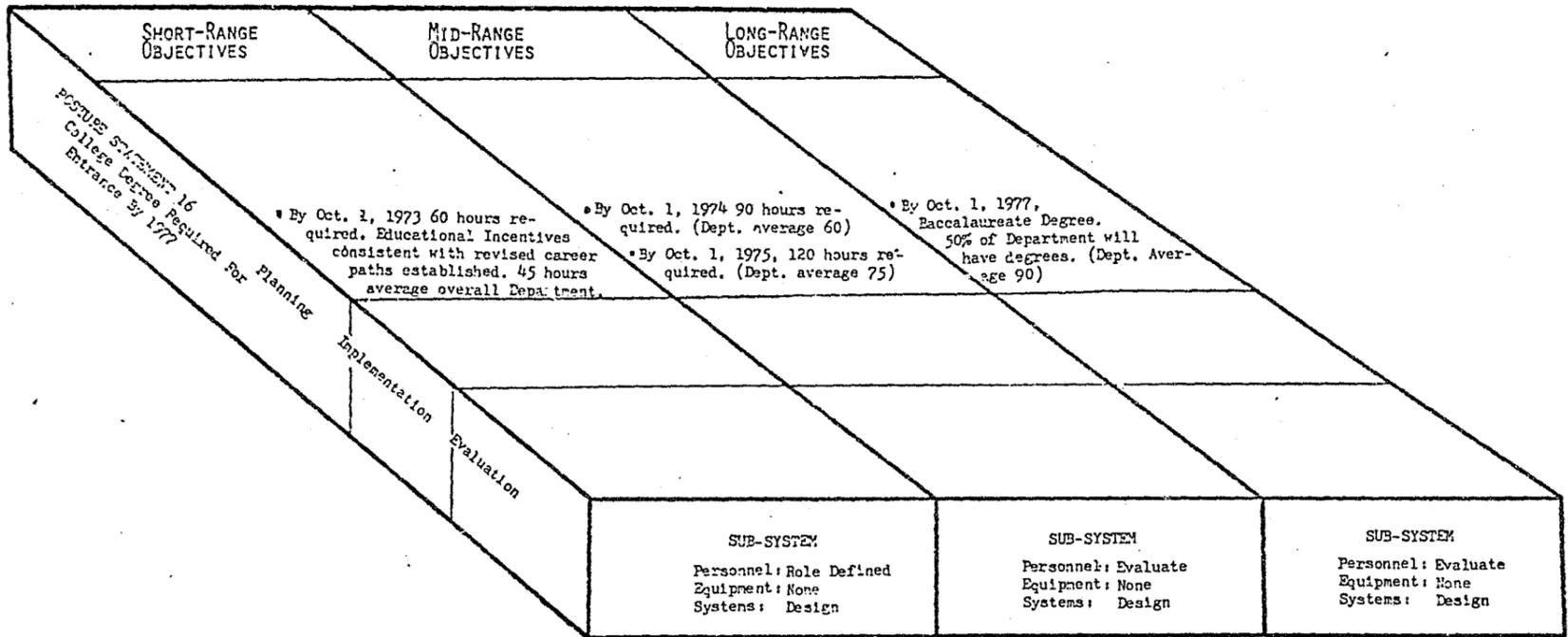
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GOAL 8: ZERO LOSS OF PERSONNEL DUE TO LACK OF CAREER OPPORTUNITY

II-47



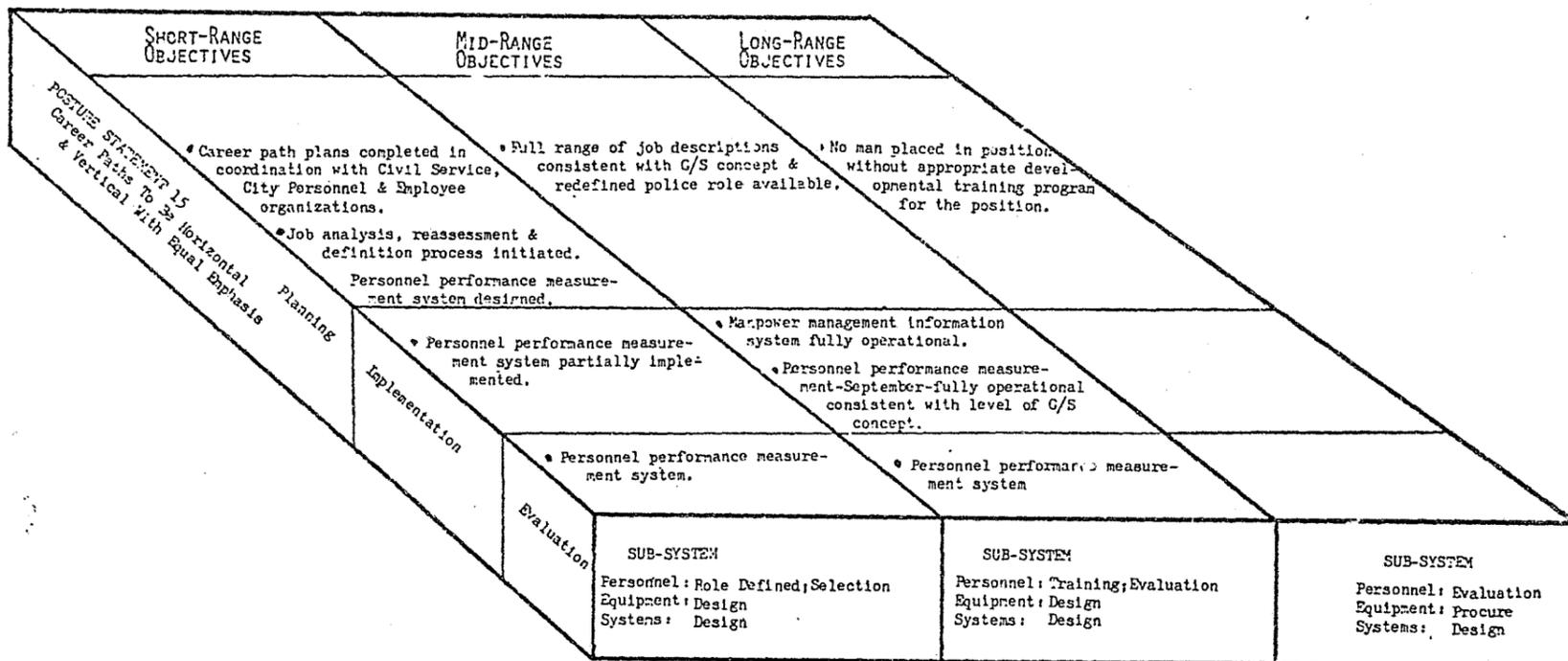
GOAL 8: ZERO LOSS OF PERSONNEL DUE TO LACK OF CAREER OPPORTUNITY



II-48

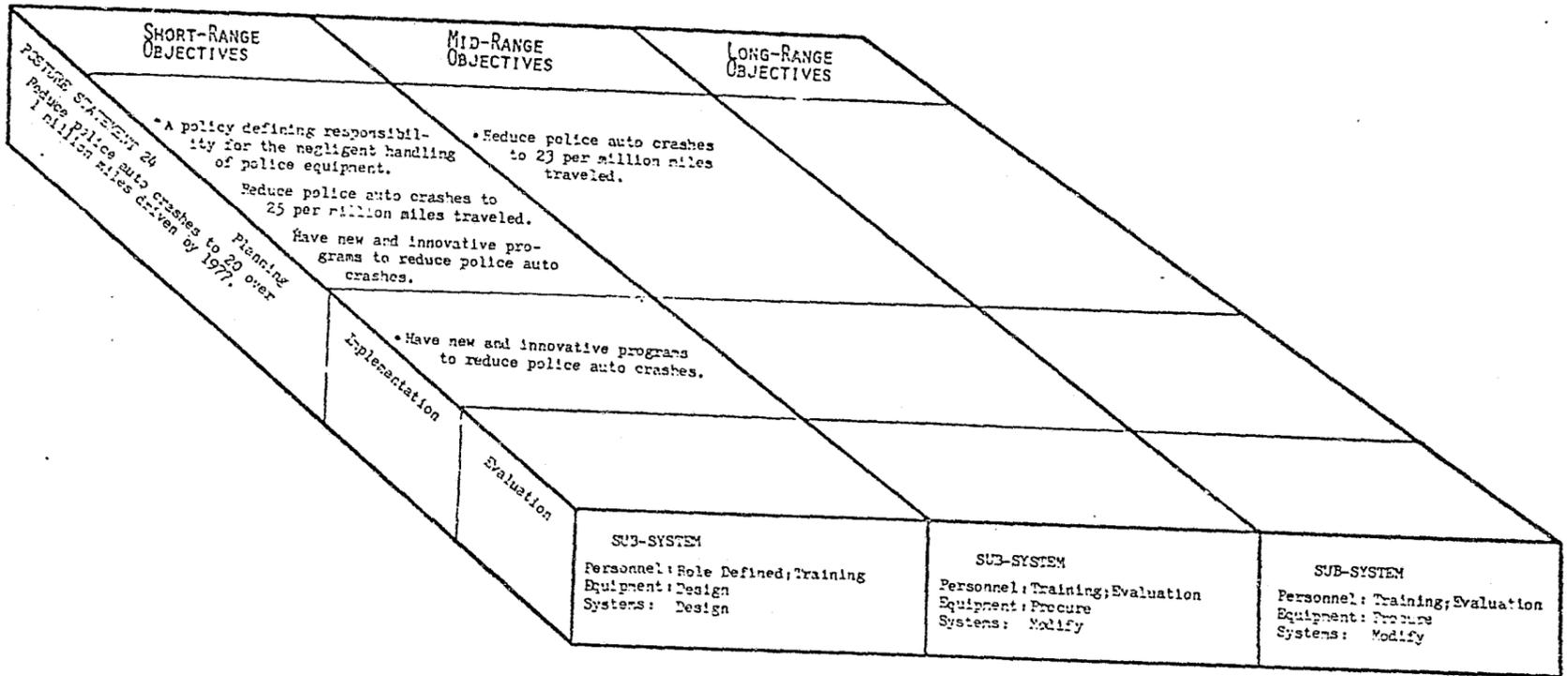
GOAL 8: ZERO LOSS OF PERSONNEL DUE TO LACK OF CAREER OPPORTUNITY

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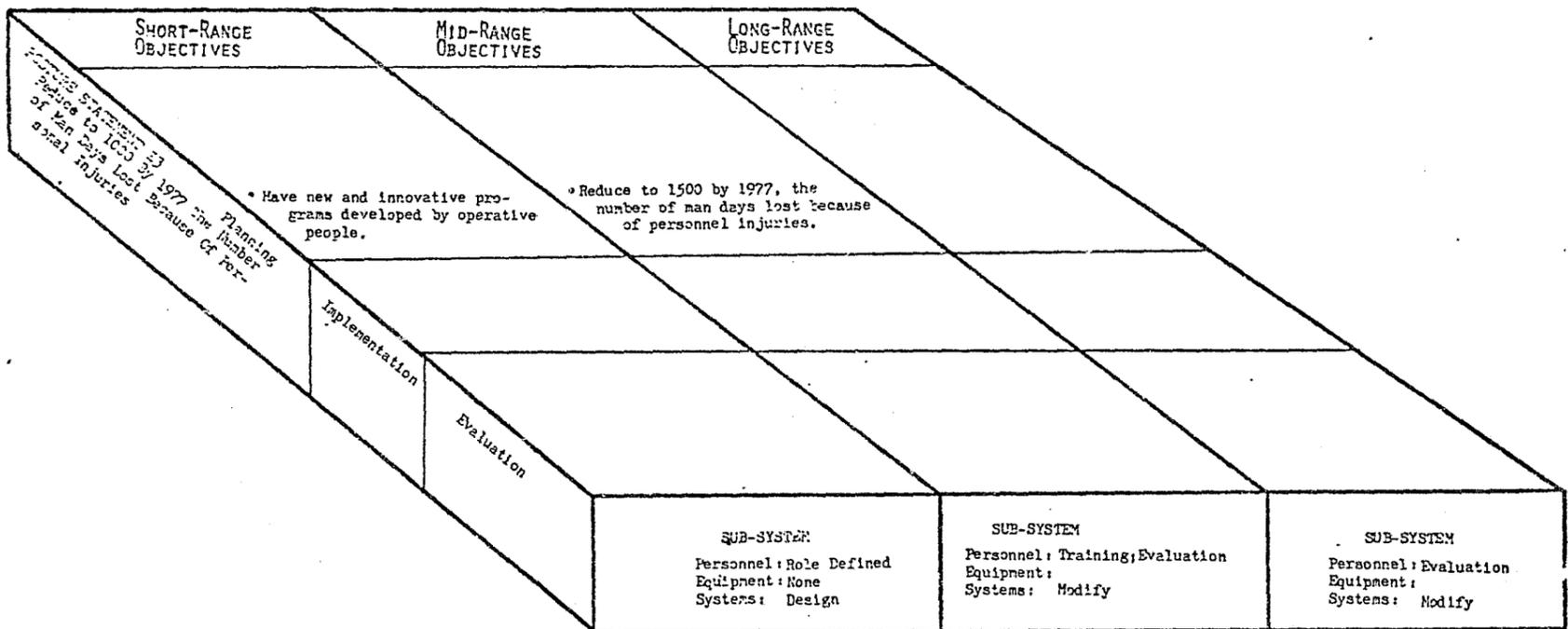
GOAL 8: ZERO LOSS OF PERSONNEL DUE TO LACK OF CAREER OPPORTUNITY

II-50

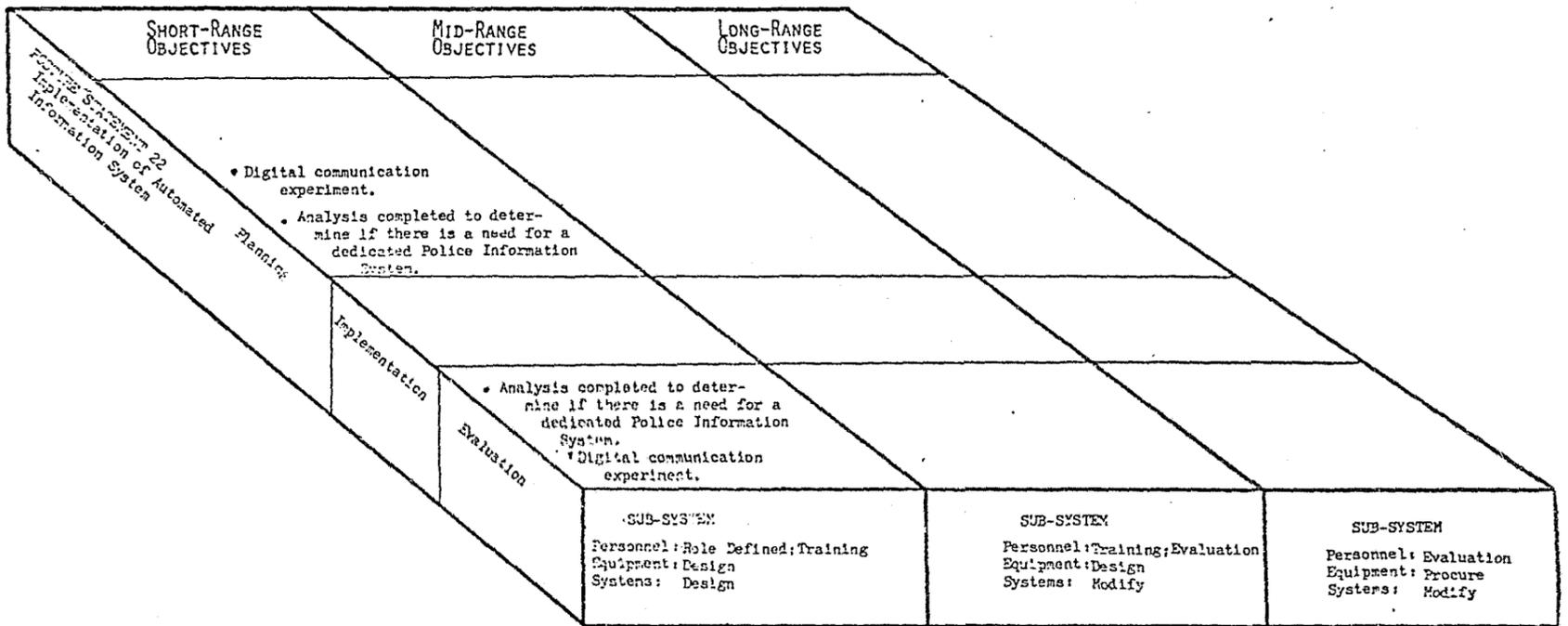


GOAL 9: 95% AVAILABILITY OF ALL PROGRAMMED RESOURCES

II-51



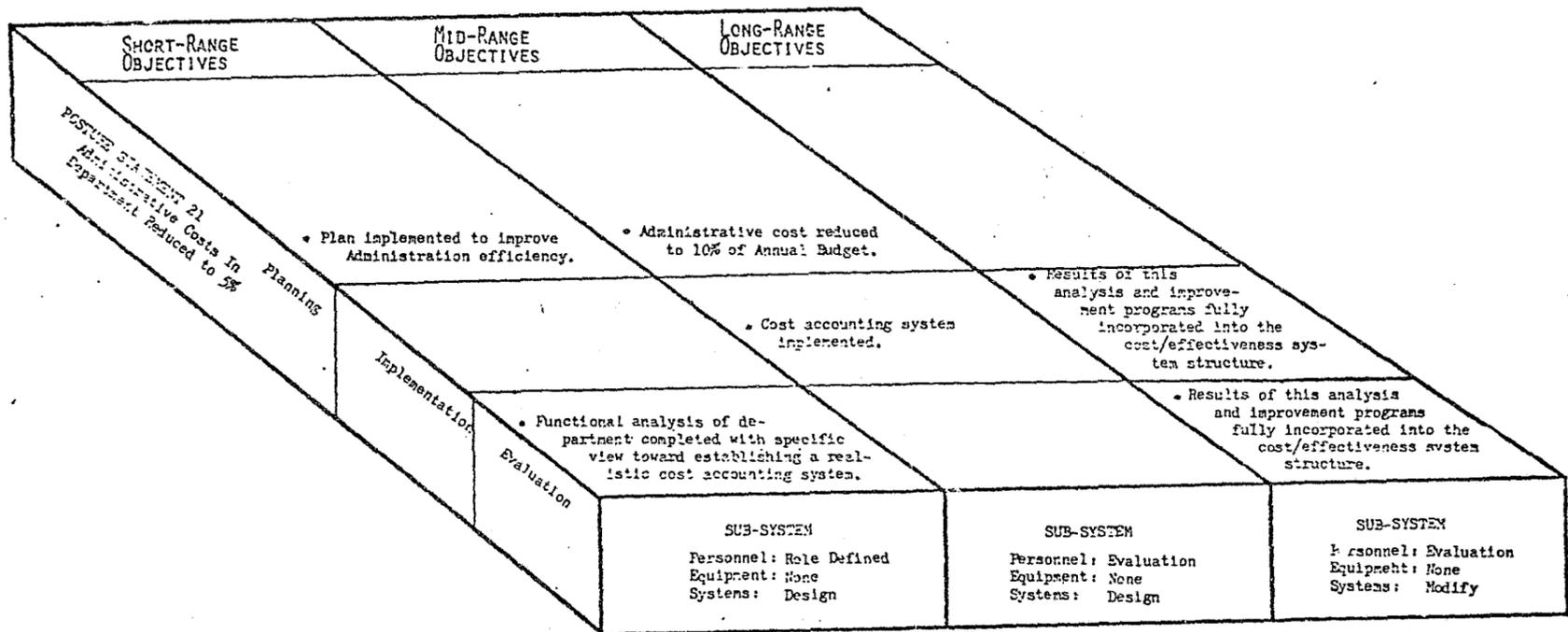
GOAL 9: 95% AVAILABILITY OF ALL PROGRAMMED RESOURCES



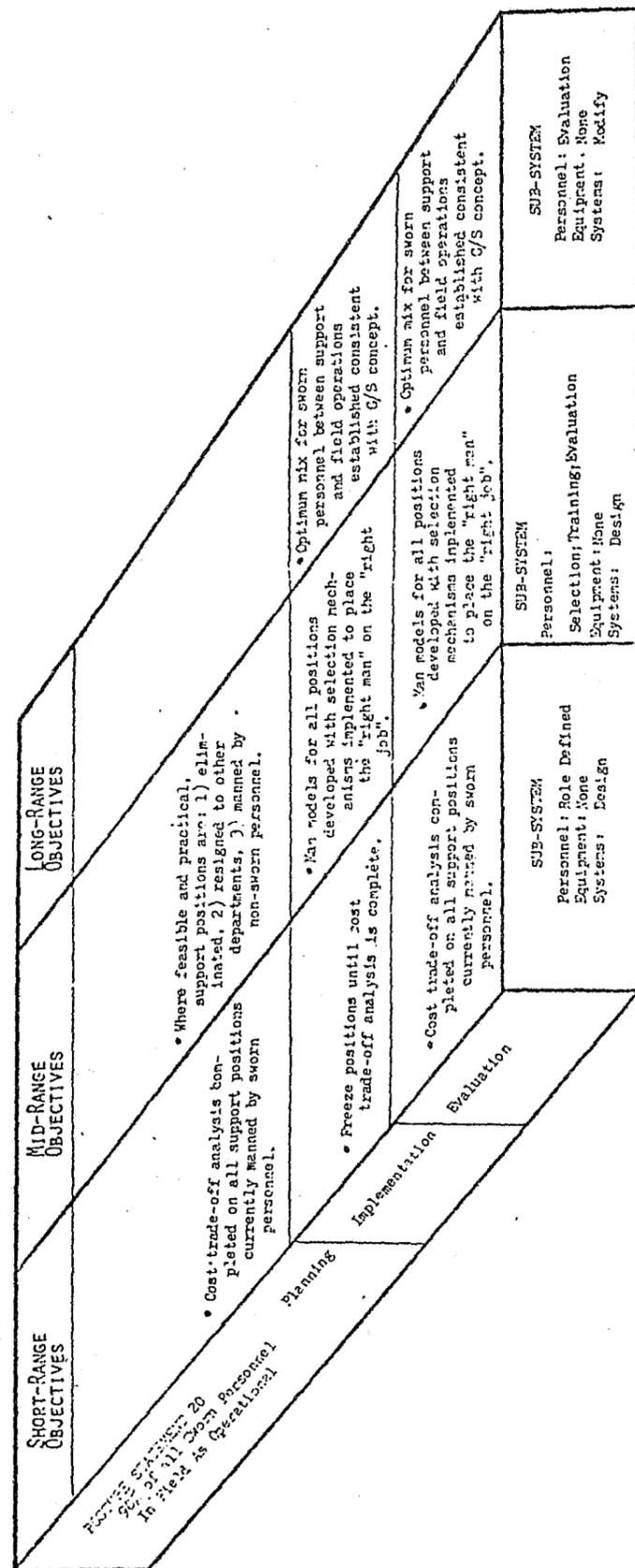
II-52

GOAL 9: 95% AVAILABILITY OF ALL PROGRAMMED RESOURCES

II-53



GOAL 9: 95% AVAILABILITY OF ALL PROGRAMMED RESOURCES



GOAL 9: 95% AVAILABILITY OF ALL PROGRAMMED RESOURCES



C. Constraints

In a task of this proportion, the individuals and organizational units involved will face constraints of various types. These should be identified in terms of those most likely to arise, and then examined to determine how they may be overcome. In our effort to identify constraints, we have identified those thought to have impact on all sectors of the Criminal Justice System, not just the police. The constraints are:

- (1) Existing standards for pay and qualifications limit detrimentally the ability of criminal justice

agencies to compete for, hire and retain professionals needed for leadership.

It becomes obvious when dealing with agencies in the criminal justice process that there is a strong need for individuals with professional qualifications. The need is growing when we consider technological developments and organizational complexities within police agencies, as well as other agencies in the Criminal Justice System.

In the police, we can point to many obstacles to the optimum utilization of manpower. Among them are limited information on what public service resources can be brought to bear in support of the police officer; the lack of a clearly defined management philosophy that is understood by all levels of supervision. These situations tend to block global recognition of the needs for professionally qualified individuals in policing, and to create great confusion about the direction police should take and how employees should behave.

Because professional qualifications are lacking, police leaders have failed to define courses of action and management philosophies that will attract and guide professionally qualified persons. It follows that the development of quality leadership and management skills within the police service are priority items and should be given a high

degree of attention. Reorganization achieved or in progress seems to indicate that obstacles faced in this area are not insuperable.

- (2) The police lack an adequate means of attracting technical specialists from outside police service, of hiring skilled officers from other well-managed police forces through lateral entry, and determining the proper balance between police personnel and technical specialists.

The complexity of modern policing often requires men with skills and experience not usually found in police service. Without the skilled men, a significant portion of police manpower must be diverted to such supportive functions as communication, records, property and equipment management, and personnel administration.

A greater understanding of the problems associated with the recruitment of both police and technical specialists will be required to achieve the proper balance between police personnel and technical specialists. This will include development and validation of standards for the cost/effective use of police or specialist. Selection systems will need attention to remove those rules or procedures that limit unnecessarily the ability to hire needed manpower; that limit unnecessarily the ability to deal effectively with those who do

not perform as expected or who are displaced by organizational change.

The availability of technically qualified persons would: free well-qualified officers for crime prevention and suppression; give police the ability to provide resource people to provide professional training and expertise in areas including law, accounting, statistics, engineering, psychology, computer and social sciences. Efforts must be made to obtain such talent through all possible means, including lateral entry into police service.

- (3) Present police retirement systems do not facilitate the movement of skilled men within police service.

This statement of constraint is closely related to the need for lateral entry of technical specialists and intra-agency transfers for organizational improvement and personnel advancement. Retirement systems are designed, probably purposefully, to retain those police operatives who enter police service in a particular agency. If the police officer accepts other employment, accumulated retirement benefits are lost. The individual has no vested rights in retirement systems. Most state and local laws and regulations limit benefit eligibility to a 20-year retirement system. This is unfair to the individual and prohibitive

of advancement and improvement of the police service.

Action may be needed, not only at the state but also the national level, to ensure vested interest in retirement systems. This would have the effect of enabling competent personnel to accept positions throughout the state and the nation.

Retirement systems are also lacking in a viable physical disability retirement program. Unless the pensioned employee is retired on service-connected disability, he is required when disabled to suffer retirement at a mere fraction of full pension benefits, dependent on the number of years service. This, too, is detrimental to a system which should provide optimum security benefits for the physically disabled employee whether the disability is service- or nonservice-connected.

- (4) Existing training and education is inadequate for the responsibilities faced by police managers, supervisors and officers.

Again, it is important to emphasize that police administrators are seldom able to deploy well-qualified personnel to concentrate on crime control. Crime at the local and national levels is one of the most pressing problems confronting society.

Therefore, it seems that the Criminal Justice System should provide a means by which those who work within the system, particularly in the police, may obtain training and education commensurate with their responsibilities.

This training should include major elements of study in management techniques, supervisory approaches and in needed specialized areas. One such area is in investigations. It is shocking to note how few reported crimes are cleared by investigation. It is an understandable, although unacceptable, situation since training for investigators has been minimal and only recently available.

The development of more cost-effective police service will also be strongly dependent on training programs designed to raise employee skills to a professional level. Programs are needed that will enhance and address themselves to actual performance requirements, rather than generalized or traditional approaches. This will require cooperation between university and police managers. With the establishment of an appropriate university curriculum for the several needs of the police and an education-training program within the police service, a critical need will be met.

(5) Top police management does not have the central

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1 OF 3

staff mandatory for planning, personnel management and research.

Police management is an exacting assignment requiring greater expertise than is now provided police managers throughout the country and for our purposes primarily in Dallas. Few Chiefs of Police, or Assistants, have been afforded adequate in-depth training or preparation designed to develop optimum managerial skills.

Promotions and appointments in city police forces are usually made from within. This practice limits occupation of top management positions to those who were recruited 15, 20, or 30 years ago when physical factors rather than educational preparation and leadership potential was stressed. Police forces, however, do contain many men of high intelligence, vigor, and integrity but only a few who are prepared to question traditional structure or obsolete attitudes. This has resulted in the creation of police organizations, structured along military lines, which place emphasis on antiquated military control mechanisms.

With the passage of time, the police service did not respond to more sophisticated and modern internal control mechanisms. The police agency, therefore, now suffers from a lack of adequate internal and external control systems; a lack of

effective means to determine employee cost benefits for the purpose of getting the most from each dollar spent; and an inability to collectively create model budgets to support the most economical and effective programs available.

There exists the need for investigative competence not found in contemporary police agencies. This refers to the need for properly conducted and supervised research to determine what programs are most effective for crime control purposes, why, and how such programs should be adopted and managed.

- (6) Present perceptions of the police role among other agencies of the Criminal Justice System, the government and the public limit police effectiveness in the prevention and control of crime.

Police effectiveness is dependent in many ways on the cooperation of afforded crime prevention and control programs by other agencies of the Criminal Justice System, of the government and of the citizens. Experience shows that some agencies and some citizens do not fully understand the role the police may play. Thus, the Administration believes its goals must be clearly communicated to these sectors of the community so that: departmental goals and priorities can be smoothly integrated into the operations of other

- agencies; the citizens can be kept abreast of how all segments of the Criminal Justice System are operating. Such steps will also include aggressive efforts by the police to work cooperatively with all those agencies or individuals concerned with crime prevention and control; to create an atmosphere in which joint ventures between police and other entities are standard practice. Areas of interest identified for priority consideration are: computerized information systems; legal definition for discretionary powers used by police; helping to reduce prosecutorial bottlenecks and speeding resolution of criminal cases; joint action with other agencies to deal with recidivist offenders who are responsible for a large number of the crimes committed in Dallas. Overall, the Department will seek to promote increased public understanding of the fact that the police do not carry the responsibility for crime control alone; that the community at large must accept a larger role in crime prevention.
- (7) Rigidity of attitudes and standards for police conduct hamper personnel management.

In the personnel management area, there are certain rigidly adhered to principles of recruiting, training and performance evaluations with which the police must contend. In the area of recruiting

standards of disqualification that have existed for decades continue to plague increased recruiting effectiveness. Thus, it sometimes seems that the process is designed to expel rather than select sufficiently qualified personnel. Where training is concerned, traditional course curriculum is strictly adhered to although oftentimes there is little correlation to the task required of police officers. Evaluation of performance continues to be an area in which management would rather state, "There's no good form of performance evaluation" rather than address itself to a proper solution of the problem. The absence of proven performance measures has a negative effect on police operatives. The police employee also becomes a detriment through his insistence on staying with "tried and true" or "old vs. new". He expresses this attitude both individually and through employee organizations.

The employee organization, as seen by some police administrators, may be a threat to the adoption of modern methods in policing. We do not accept this as a valid conclusion. It is our view that employee organizations have great benefit for both the employee and the organization's endeavor. We feel that the employee organization can be made a positive driving force for change.

It becomes a task of management to assist in the development of this cooperative force.

The police system has long rewarded and given support to the continuation of traditional approaches. It is the task of management to assist in the abolition of a system of rewards not conducive to progress in an everchanging society. Officers should be motivated by standards of conduct and operating procedures that cause immediate response and understanding of why it is necessary to respond to calls for police service within a 3-minute time period. Further, why it is necessary to adopt reporting systems to adequately measure crime rates and successes of dealing with crime, and why a modern police officer must be fully equipped both mentally and emotionally to understand public causes for concern.

Since public attitudes are sometimes found to be very rigid, primarily in the minority areas, an understanding of public concerns must be forthcoming. Past police actions indicate that the police have adopted a "we-they" attitude when caused to face up to public concern. Both the public and the police should be made aware that "we-they" attitudes are only beneficial to criminal activities and in no way support effective crime prevention and control which is both a public and

a police responsibility. Remarks made here are appropriate not only for the police but also for all agencies involved in the criminal justice process. We feel it is time that this fact receive recognition.

D. Strategies

The primary objective of an efficient Criminal Justice System of which the police are a part is the prevention of crime. The principle objective of an efficient police is the control of crime. The next objective for police is the detection and apprehension of offenders if a crime is committed. To these several objectives, all the efforts of police must be directed. The protection of life and property, and the absence of crime, will alone prove whether the efforts of the Criminal Justice System, in general, and the police, in particular, have been successful. To bring about the joint efforts that will lead to success will require: an array of new and revitalized relationships between the Dallas Police Department and other agencies whose operations affect the Department's ability to give service; a series of changes within the Police Department itself.

Among the most important links that must be forged between the Police Department and other agencies are those that will yield close cooperation between the police administrators and their counterparts elsewhere in the city government, between the administrators and public or private agencies elsewhere in the Criminal Justice System, and between

the administrators and the individuals within the Department.

What follows are some of the strategies the Police Department intends to use to open an era in which other elements of government and the Criminal Justice System, and the citizens of Dallas emerge as partners with police in establishing law enforcement priorities for the city.

With respect to the city management, the Police Department pledges all help and assistance in setting viable law enforcement priorities which acknowledge the role of the police and other relevant agencies in efforts to prevent and control crime. Further, the Administration will offer to other agencies of city government full and complete disclosure of the plans and progress being made within the Police Department. The aim here is to assure that change in the Department may be readily integrated within the city government as a whole. Disclosure and close consultation is envisioned on matters including the delivery of crime specific and non-crime but socially valuable services by police; personnel selection and retention; pay and retirement plans; and joint efforts to establish measures of cost effectiveness for police.

To improve relations with other agencies in the Criminal Justice System, the Department will seek to involve each of them in major decisions by police that would effect the workings of these other groups. To the fullest extent possible, the Department will seek to use standing committees or task groups to address problems of joint interest. This

effort would include close examination of the value and means by which certain police functions may be consolidated on a metropolitan or larger regional basis. The effort would also involve greater reliance on groups such as the Dallas Crime Commission and the Citizens Traffic Safety Commission. The Department would also undertake to develop and implement legislative solutions to the problems of crime prevention and control, and to inventory the services and capacities of all agencies, public or private, so that they may be used as alternatives to arrest. At every opportunity, the Department will seek to involve all interested parties in research ventures and will, upon completion of the work, make the research product available to others for their use.

The hallmark of administration strategies for improving relations within the Police Department is the involvement of police officers in decisions that substantially effect their well-being. Just as the Police Department as a whole depends on citizen support for its effectiveness, the Administration depends on the support of the men and women of the Department for its success. Cooperative efforts between the Administration and members of the Department shall include a concerted effort to support the growth of individuals through education and training, and assuring, insofar as possible, that each individual can reach his highest potential. This venture will include research to develop sound job definitions and the hard data to support the need for a professional police service. In addition, the Administration

will, whenever possible, call upon officers of all ranks for assistance in the formulation of policy. Other strategies for change will also be required. These include: development of a preactive management style that does not inhibit individual supervisory styles; experimentation and evaluation of new deployment schedules; continuous efforts to demonstrate the effectiveness of police programs; and plans to handle any dislocations that may occur in the decentralization of police operations and changes in the Department's reward structure.

DEPARTMENT PLAN

The organization of this section of the plan is to permit (1) a disclosure of the organizational entities which this Administration considers management-function, operations-function and support-function oriented, (2) a brief statement of the routine activities in which these entities will be engaged in the coming year, and (3) major IMPACT programs this Administration intends to implement, direct, or re-direct in support of the organization's total efforts toward goals achievements. In stating goals and objectives, the Chief of Police and the command staff have provided the test criteria, the evaluation structure, that will allow each and every activity, no matter how funded, to be examined in terms of its relative contribution to overall Administration direction. Implicit in the existence of this structure and the actions of "implement, direct, and/or re-direct" are the management prerogatives that can only be effectively applied with total visibility. Explicit in this Administration's approach through preparation of this plan and its inherent structure is the paramount and overriding management goal of mustering the entire realm of available resources into a well-knit system with unity of purpose.

A. Management Plan

1. Police Administration

The Police Department is administered by the Chief of Police who directs operations through his first level of managers, the command staff. The Chief's staff is composed of four (4) Assistant Chiefs and one (1) Deputy

Chief, and utilizes a team management approach in direction and coordination of organizational activities.

The team approach to decision-making at the executive level is a drastic departure from the previously militaristic organizational mode which emphasized the principles of unity and chain-of-command. The intent of the team approach to management is to overcome some of the shortcomings of the more rigid and directive militaristic method of management. The team management concept aims at promoting common understanding of organizational activities, participation in decision-making pertaining to those activities, and unity of purpose among top management in directing the organization toward the accomplishment of its goals. Viewed in this context, participation of team management at the executive level in this Department has accomplished the intent to a large degree. However, there are needs which must be met to help this approach realize its full potential for the benefit of the organization.

The command staff is heavily burdened with day-to-day operational matters which require a large measure of their individual and collective time and attention. It has been extremely difficult, and is still, for the top management team to extricate themselves from the "noise" of operational matters that should be routinized and addressed by lower echelons within the organization. The problem has its cause rooted not

just in the predictable attitudinal problems inevitably associated with a major shift in organizational management methods, but also in the serious lack of staff service capabilities to support the venture.

In order to realize optimal effectiveness from the team approach to management, planning and decision-making matters must be structured in such a way as to ensure that the information needed for planning is available at the times needed, and that staff work is complete when brought to the attention of the command staff for decision-making. This implies several specific needs:

- (1) An agenda for all command staff meetings precisely spelling out the issues to be addressed, prepared sufficiently in advance of meetings to allow time to reflect and consider the problems, as well as any pertinent written material being extracted and synopsized and disseminated in advance of the meetings for study;
- (2) A moderator for all meetings to ensure that schedules are met, and that desired outcomes are accomplished;
- (3) Such staff services as are necessary to assist operations personnel in preparing complete staff work in accordance with the directives of the individual managers who

make up the command staff.

Of the several needs listed to achieve effectiveness, staff services support is unquestionably of greatest importance. Effective management can happen, given the resources to provide the technical assistance necessary to prepare matters for intelligent decision-making, and to provide middle-managers with the staff support they need and must have to implement such decisions.

There is little need to dwell upon the increased complexities of management in police service brought about by the increasingly complex and frequently conflicting demands made on police. It has been talked about enough, and it is real. But it is important to recognize that not only are the demands made of police managers more complex, they are drastically different in terms of response requirements. Management is no longer a matter of placing men with leadership qualities and a knowledge of police field service in key administrative and staff positions with a global charter of "management". Rather, it has become a science requiring considerations today beyond those of years past. With the changing state-of-the-art in management, new challenges have arisen requiring knowledge and skills over and above those required traditionally of managers. There is a shifting in emphasis from process to product orientation in organizational

management theory as well as an irresistible pressure to relate resource allotment to cost effectiveness measurements.

Effectiveness has come to mean much more than efficiency with process. It entails a detailed understanding of the police mission, the organization's functional arrangement to accomplish that mission, and systems support within and external to the organization for meeting functional requirements. Further, these matters are considered today in hard dollar terms in weighing the effectiveness of one component part against another and selection of alternatives to meet requirements for effectiveness within given resource and time constraints. In view of the increased and shifting demands made of police managers, it is understandable why men today find themselves working harder and falling further behind. It is the job that has changed.

Policemen in administrative, management, and staff positions cannot "turn off" the operation while they bridge the gap created by the transfer of science and technology to police service. They must be supported with all assistances that can be brought to bear in helping them to adjust to meet new and greater demands. They must be supported by such professional and technical expertise as is needed to assist them in bridging the gap while at the same time managing a dynamic

operation.

This plan includes provisions for providing those staff services necessary to support management.

2. Present Staff Functions

The first paragraphs of this section present a brief description of the organizational entities presently providing what now is available to this Administration in the way of staff services. We view these services as part of the management staff realm regardless of the present placement of the operating entities within the existing organization. Current placement is shown by the non-shaded area in Figure III-1.

a. Office of Program Assistance

The Office of Program Assistance plans and assists in the implementation of the entire range of programs carried out in the Dallas Police Department, concerned primarily with the development of human resources.

The Office of Program Assistance is primarily involved with those programs relating to improvements in personnel recruitment, minority recruiting, training and evaluation, discipline, promotion, and effective utilization of manpower to meet management needs.

b. Internal Affairs Division

The Internal Affairs Division ensures the

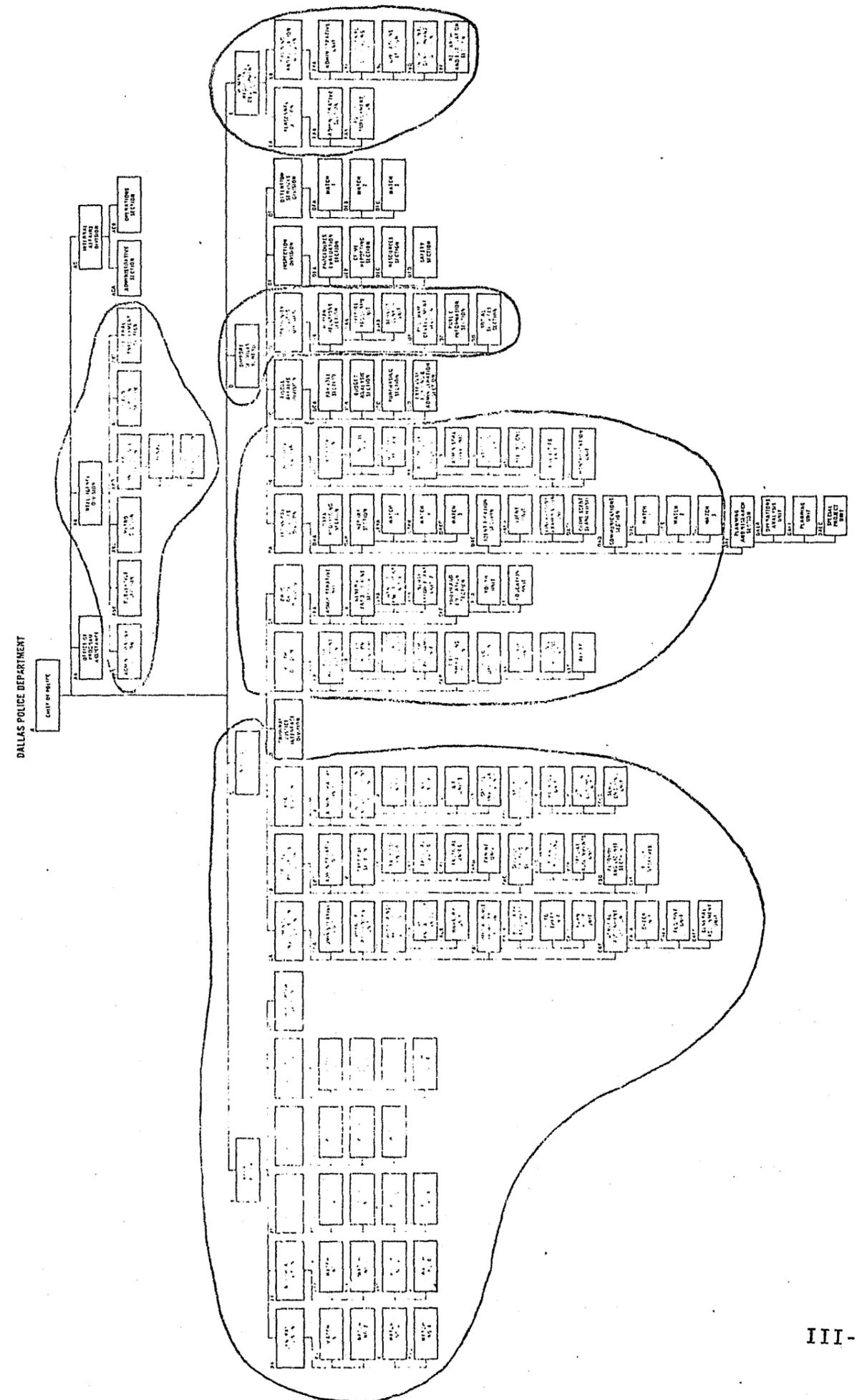


Figure III-1 Present Organizational Placement of Staff Functions

complete and impartial investigation of alleged employee misconduct and coordinates disciplinary action.

Internal Affairs Division receives, investigates, analyzes and makes recommendations on all complaints originating either within or outside the Department.

c. Criminal Justice Interface Division

The Criminal Justice Interface Division provides the Department with legal counseling, legal training, and liaison with prosecutors.

The Criminal Justice Interface Division provides consultative legal services, provides liaison services, assists the Director of Training in preparing material on legal subjects, assists in the development of policies, general orders, special orders, rules and regulations which affect legal procedures of the Department, assists in legal proceedings affecting departmental personnel as requested by the City Attorney and District Attorney or specifically directed by the Chief of Police, and assists on special projects and programs established by the Chief of Police.

d. Fiscal Affairs Division

Fiscal Affairs Division is the accounting division. It prepares and controls the budget, makes financial reports, and maintains the payroll.

The Fiscal Affairs Division conducts financial transactions pertaining to Department operations and budget analysis and control. Complete records are kept on sworn personnel and civilian time cards, all deductions to pay checks, schedule and times for automatic increase. The Division is the point of control for all changes to pay structure. The Division also advises management of solutions to financial problems which arise due to acceptance of funds from agencies external to City Government.

e. Inspections Division

Inspections Division inspects personnel, material resources, procedures, and ensures quality control in crime reporting.

The Inspections Division verifies departmental procedures, inspects departmental equipment and supplies, promotes accident prevention, evaluates the total crime reporting system, and ascertains quality of police services.

f. Planning and Research Section

The Planning and Research Section is charged with the responsibility of staffing policy decisions, departmental directives, and providing staff support in terms of conducting research into new ideas in administrative and operational activities.

The Section is also responsible for analyzing

crime trends and related data in order to support operational deployment. Further, an additional responsibility is coordination of externally funded programs and evaluation of their contribution to departmental effectiveness.

The current organization and placement of staff services in the Police Department is illogical and nonconducive to efficient provision of services. In several staff units, work is duplicated to some extent with coordination difficult due to separate command and physical placement.

Responsibility for organization-wide planning is shared by two separate planning units - the Office of Program Assistance and the Planning and Research Section. Systems evaluation, a primary function of any planning unit, is assigned to still another unit, the Inspections Division.

The Fiscal Affairs Division exercises most of the Department's program control through administration of grant and budget funds for program activity to other organizational units. Evaluation is limited to ensuring that financial mechanistic requirements are met.

Staff legal services are provided by the Criminal Justice Interface Division which has operating responsibilities within the Department's investigative units with respect to preparing and filing cases

with the District Attorney's Office.

Adding to the problems created by splintered and separated staff services is the pattern of staffing which has been followed in manning these units. Staffing has occurred on a seemingly arbitrary basis with more consideration apparently being given to manpower available for assignment rather than the kinds of manpower needed based upon an intelligent analysis of requirements. We must move immediately to more precisely identify the kinds and numbers of personnel needed to accomplish the desired performance capability measured against the work to be done within given time frames.

Funding support for proper staffing can probably be achieved, at least initially and for the most part, through external funding agencies such as LEAA and The Police Foundation; however, the City Administration must be willing to assume the costs of staff support at such time as the services are proven cost effective and external funding support is withdrawn. This is an absolute requirement if the Department is to achieve the level of staff support necessary to accomplish its ambitious programs within given time frames. It is unrealistic to expect professionally and technically trained personnel with quality performance capability to consider employment with this Department without provisions for long-service career

opportunities, including horizontal and vertical advancement paths.

3. Development of Staff Capabilities

In order to provide adequate and effective staff services and to gain visibility with respect to total organizational activities measured against intent, we propose to establish a Management Services Office with functional responsibility as generally described herein and structured essentially as depicted in the organizational chart shown in Figure III-2.

The component parts of the proposed Management Services Office -- program planning, program control, resources development -- provide a means of pulling together organizational activities for the purpose of evaluation and redirection as necessary in order to achieve and maintain total system effectiveness. The proposed organization calls for grouping those functions which are vital to systems effectiveness control under one umbrella in order to better coordinate and integrate interdependent activities.

Needs addressed under the label of program planning are:

- . Continuous updating of master program plan.
- . Continuous research capacity.
- . Project preparation/grant development.
- . Planned programmed budgeting.

Program control as envisioned in this structure

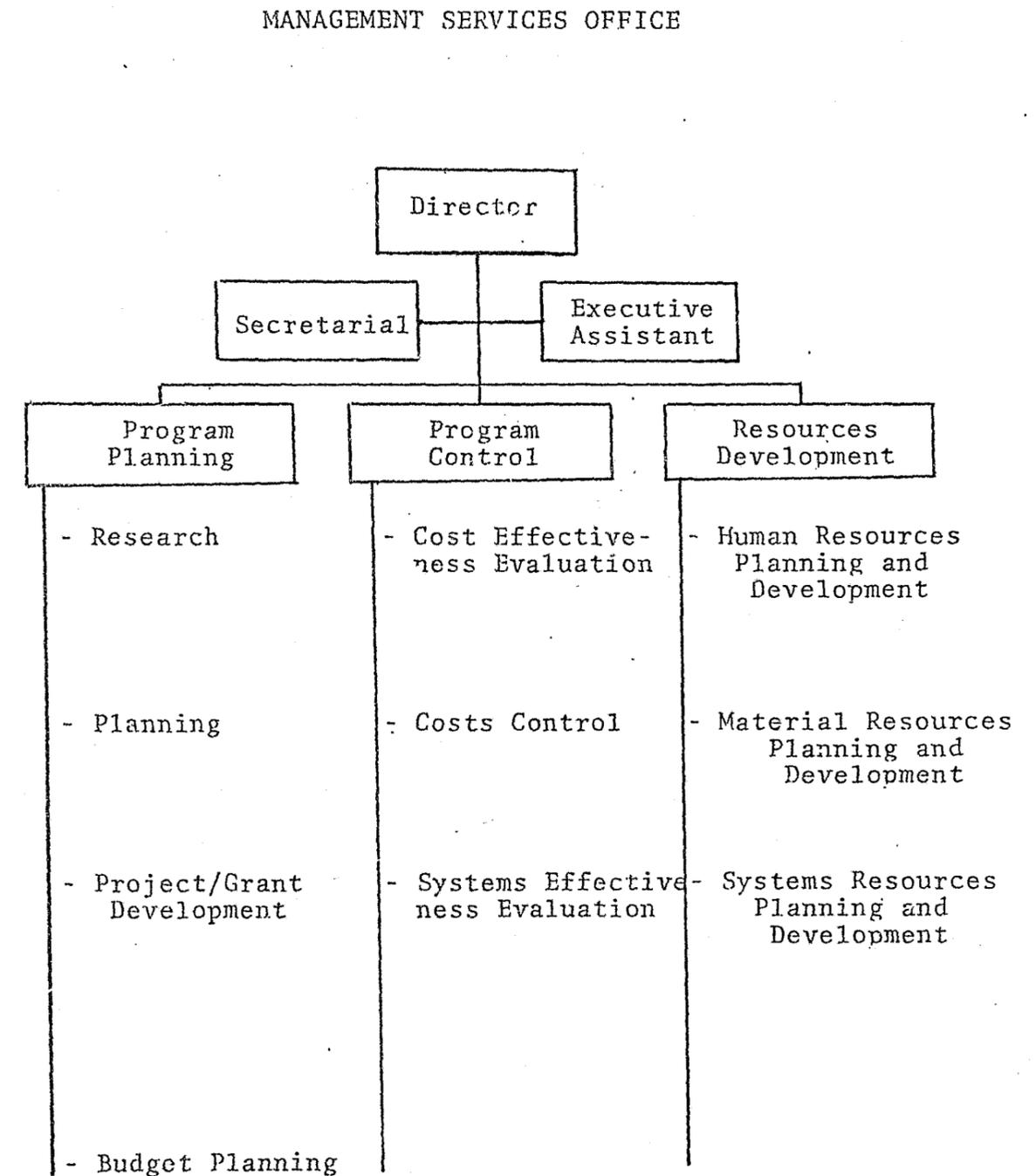


Figure III - 2: Proposed Staff Services Organization

would provide:

- . Cost effectiveness evaluation capacity.
 - . Cost control mechanisms.
 - . Continuous systems effectiveness evaluation.
- Services offered through the resources development component include:

- . Human resources development planning.
- . Material resources planning and development.
- . Systems resources planning and development.

These services would be provided by persons selected on the basis of professional and technical skills requisite to meeting job requirements. Job requirements would be based upon consideration of functional needs and desired levels of response capabilities.

Given the resources to achieve a suitable level of management staff capability, the Administration proposes to address during the coming year the specific program areas described below--both in terms of: a) more effective management of existing programs, and, b) design, development, and implementation assistance with new programs. Programs will be structured so as to maximize their impact on departmental effectiveness measured as a function of achieving positive gains toward goals and objectives.

a. Program Planning

Program planning will commence with an immediate requirements analysis to determine resource

needs and methodologies for continuous updating of the Department's master plan or program schedule. Planning in this context will require a necessary means of continuing to involve as many operations personnel in on-going planning activities as possible. The products of these efforts will be structured for integration into the Department's long-range program schedule.

Feeding into the long-range planning function will be research data pertaining to problem solution and state-of-the-art developments within the Criminal Justice System. Research services will be drawn primarily from the Department's interface with Southern Methodist University, police personnel assigned on a specific research project basis, and such professional persons as might be needed on an on-going basis within the Management Services Office. Information will also be developed to assist the Administration in policy review, redirection, and formulation as needs arise.

A project/grant development capability will be created in order to facilitate identification of available funding sources for component parts of the Department's plans. Assurances will be available to the Department to whatever extent desired in developing project proposals for

transmittal to funding agencies with a view toward ensuring that responsiveness is gained with a minimum amount of duplicating effort and delay.

Planned program budgeting will be undertaken immediately by this office with a view toward developing a systems approach to organizational planning. We would begin to develop this capacity and, at the same time, work closely with City budget officers in order to better frame existing planning budgetary constraints.

b. Program Control

In the area of program control, we will commence immediately a systems approach to planning and controlling program activity within the Department with a view toward accomplishing the capability for determining which of several alternative courses of action would yield maximum crime control effectiveness for a given cost, or minimum cost for a given level of effectiveness. The basic accomplishment in developing this capability is that there are "optimum levels" of crime control effort that can be achieved with given resources and constraints.

An effective program control mechanism will yield a means of balancing and rationalizing potentially inconsistent organizational objectives

measured against an intelligent assessment of the consequences of various alternatives. We will be assisted in commencing to develop this capability by a block action grant through LEAA with first-year funding expected to be \$266,667 to commence in January, 1973.

The grant has as its immediate objective the development of mechanisms to coordinate various activities under the IMPACT program umbrella. It will introduce professional assistance to the Police Department and the potential to develop, through experimental design and establishment of specific hypotheses, effective management controls for all organizational activities including routine operating functions of the Department as well as externally funded special projects.

Implicit in this program effort is the development of capability to monitor the status of all activities for management purposes in redirection of effort and resources as needed, with the selection of alternatives offered management for this purpose.

In addition to reducing the likelihood of splintered and duplicated effort, program visibility will be achieved within the Department and the City. The program will also no doubt contribute to a lessening of Administrative personnel

overload with resultant reduction of costs, and provide direction for the implementation of an automated information system to support operations.

c. Resources Development

One of the basic precepts of organizational management is that its most valuable resource is its personnel. As a result, there is an obligation on the part of the organization to ensure that its manpower needs are continuously met in both quality and quantity. The responsibility for planning to meet these needs will rest with the Human Resources Planning and Development area. The goal will be, simply stated, "to develop and place the right man in the right job at the right time."

To achieve this responsibility, the Police Department will be to some extent dependent upon financial support from the National Police Foundation through the "Project PRIDE" grant first initiated last year. This grant has a five-year life and may ultimately amount to as much as \$6,000,000 during that period for manpower development.

The initial scope of undertaking in the first year of the PRIDE program has been funded for \$1,182,000. While efforts during the first year will address certain aspects of the entire spectrum

of personnel recruitment, selection, development, and management, it will also emphasize most heavily systems improvements in certain specific areas. One such area is that of minority recruiting.

Recognizing that a law enforcement agency can best serve the needs of a community only when it is truly representative of that community, the Dallas Police Department has committed itself firmly to the objective of an internal composition of minority officers directly in proportion with the minority composition of Dallas. While detailed planning has commenced for improvements in the overall approach to recruiting, initial emphasis is necessarily on minorities. The difficulties in recruiting qualified minority police applicants are encountered nationwide and not unique to Dallas alone. In seeking to cope with these difficulties, efforts are underway now to better identify and utilize sources of such potential police manpower. Also being explored are improved methods of attracting applicants to the police profession. In this area, there is a distinct tie-in with community contact programs, such as those involved in the LEAA high impact anti-crime program since one key to effective minority recruiting lies in the development of

abilities, but also what is available among existing resources which will best fill those needs. Obviously, for such a planning approach to be optimally effective, there is a strong need for an automated resource tracking system which will provide management with the necessary data for continuous evaluation and planning of resource allotment and deployment organizationally.

Personnel training, of course, is another critical area of human resources development. One of the projected postures for the Dallas Police Department in 1977 is the complete institutionalization of training in order that personnel training needs may be met at an optimum level by eminently qualified educators and so that operational strength need not be diminished by the necessity of diverting valuable resources to the training effort. Since there is yet to be identified the means by which such institutionalization will occur, it is essential that the current training activities within the Police Department today be continuously upgraded.

Under the PRIDE Program, planning has already commenced on a three-stage approach to training improvement. First, the training curricula will be audited in terms of content quality and job relevance of subject matter. Too often, training

by establishing relationships between factors considered in selection and those manpower requirements for the jobs to be filled. In the near future, as the Department continues to increase the amount of resources committed to operations and decrease the administrative overhead, it is anticipated that the personnel function responsibility will be removed from the Department as an internal activity. Until that time, however, it is essential that an optimum system for selection be developed if organizational needs in terms of human resources are to be met.

The PRIDE program will also move to develop a manpower forecasting system. Such a system must be initiated by first assessing present manpower as it reflects on projected manpower needs, in terms of the Department's goals and its strategies for achieving them. The product of this first effort to more effectively utilize available human resource will be a plan for retraining and reassignment of personnel for the transition to the Generalist/Specialist and team policing concepts in a decentralized mode. Such concepts as these will depend heavily on the capability of management to determine not only its future needs in terms of manpower skills and

positive attitudes toward law enforcement within the minority community, enhancing the police image and making the profession more attractive and respectable.

Systems improvements will also be emphasized in making necessary modifications in the police personnel selection system. Federal legislation has set out strict guidelines for equal employment opportunities which affect every facet of a selection procedure, from the application blank to the use of oral interviews and the polygraph. At no point in the procedure can an applicant be disqualified for any reason except one which is validly related to the specific job for which he is applying. Thus, the rationale behind every selection method must be tested and validated so that any decision not to hire an applicant may be quantitatively and objectively justified, rather than based on a little understood and largely subjective means of reasoning. In the next year, the Police Department will be installing certain selection devices and refining existing ones, such as psychometric assessment, with a view toward cost effectiveness. Also, in addition to introducing improved elements into the procedure, there will be the establishment of scientific mechanisms to validate the process, as required,

curricula will resemble a patchwork of quasi-related law enforcement subjects, jumbled together at the behest of organizational specialists who sincerely place importance on their areas of interest, but with little thought to the paramount importance of concentrating on that instruction which will best prepare an officer for his first day on a new job. The second stage will involve examination of delivery systems with a view toward installing that media which is most effective in facilitating a meaningful learning situation and maximizes on whatever technique is necessary to best ensure that learning does indeed take place. Finally, there will be an assessment of academy and field training officers in terms of their present capacity to meet both student instructional needs and overall organizational training and developmental needs. There will be an effort to establish realistic standards for these critical personnel and to take those steps to improve their training skills to meet those standards.

Another important area to be addressed under the PRIDE Program in the coming year will be the development of rational and objective methods for employee/supervisor performance evaluation. In the past, performance evaluation in the Police Department has been a largely meaningless bi-annual

exercise in numerically grading employees with little thought to the true purpose of performance evaluation. Inherent in this critical area is determining not only the extent of an officer's performance on the job, but also the quality of that work, identifiable training needs, and determination of employee potential. The commitment of the Department to the Generalist/Specialist and neighborhood team policing concepts will require more effective insight into the capability of each of its personnel to perform his operational roles. Such a performance evaluation device will necessarily rest with an in-depth understanding of what each job within the Department entails with respect to the requirements of the job itself and to the personnel qualifications necessary to best fill that job.

Directly related to developing a means for effective performance evaluation is the need for development of an internal disciplinary process which will effectively assess problem behavior and prescribe necessary corrective measures. The present disciplinary process examines behavioral problems and complaints in terms of what occurred without benefit of professional consideration of why it occurred. Currently, the Administration is severely limited in the alternative solutions it

may choose from to effectively cope with disciplinary problems. With few exceptions, it is limited primarily to a punitive response only. Experimentation with psychological testing has revealed an interesting correlation between personnel disciplinary complaints and personality deficiencies, thus indicating possible alternatives to the administrative reaction to personnel complaints, such as strategic job transfers to take the officer out of those situations which precipitate adverse behavior and yet retain his contribution and commitment to organizational efforts. Efforts will continue in the coming year to perfect such a disciplinary system which is responsive both to management needs and those of involved personnel who have a potential for improved performance. A derivative benefit of such an approach to discipline is the opportunity to develop valid profiles of personality characteristics which are capable of predicting probable success or failure in law enforcement activities. Thus in addition to its personnel developmental potential, there is direct input into the personnel selection area as a means of further validating facets of the selection process.

Another emphasized systems improvement area under human resources development is total manage-

ment personnel assessment in order to determine present organization-wide skill levels as they relate to desired skill levels. This would necessarily involve close examination, evaluation, and restructuring, if necessary, of the requirements of each job position within the organization. Each job must be evaluated in terms of its direct contribution to achieving departmental objectives, as well as in terms of the goal of human resources development to "develop and place the right man in the right job at the right time." The fallout of this effort will be intelligent direction in identifying and structuring those developmental exercises necessary to meet performance standards. Further, the output of this capability will allow better determination of adequate bases on which to build appropriate compensation plans.

Woven throughout all of the Project PRIDE manpower development programs for the coming year is an effort to more clearly define the police role and the tasks to be performed within that role. Currently, various task analyses efforts are underway, conducted under the direction of the recently-created Police Development Center at Southern Methodist University. The cumulative results of the task analyses will provide police management with a baseline description of "what

is" in the Department currently. This description will serve as a point of departure for determining "what should be" and then developing the organizational capabilities to achieve that end. As this information is accumulated, it will be fed into other manpower support systems programs in order to facilitate overall improvement efforts. For example, job descriptions for the police patrolman will serve as guidelines in the development of personnel selection criteria and enhancement of related validation efforts, as well as in constructing a useful performance evaluation device. These same descriptions will also serve to assist in initial efforts to refine and redirect present training programs so that new officers will be better prepared to assume the police task.

Under the PRIDE Program the Police Development Center at S.M.U., in addition to conducting task analyses, will also provide the Department with research services and university consultant assistance, essential to a continuous planning effort and to determining the feasibility and practicality of implementing new and progressive ideas to better render police service. Also, the Center will sponsor twelve seminars over the next year to supplement and reinforce management training.

These seminars will permit involvement in and better understanding of complex problems which face the urban police administrator, such as possibly, the dynamics of change within an organization, police unions, etc.

Project PRIDE, in addition to dealing with the systems improvements sought in the above areas, will also be closely associated with such activity areas as effective use of women in police operations, improved methods of identifying, developing, and selecting qualified supervisors and managers, and continuous research in new approaches in human resources development.

In addition to the PRIDE program activities, the Department has other action plans which relate to human resource development for the coming year. One such program is a police administrator's advanced management workshop which will be funded under a block action grant and which will commence on April 1, 1973. The workshop will involve a review of management principles and practices, provide an overview of team development, examine management cooperation and competition, discuss the individual within the organization, and analyze the process of organizational change.

Another program to commence in 1972 is funded through an IMPACT grant and aims at providing on-

the-job training for police in the area of law. The program is based on the premise that to realize IMPACT program goals, i.e., the reduction of burglaries and stranger-to-stranger crimes, successful prosecution must necessarily follow effective enforcement. In order to assure that successful prosecution does occur, police "legal advisors" will be employed and assigned to directly assist enforcement personnel in selected investigations of criminal offenses and arrests of certain violators. Further, the attorneys will assist in the preparation of complete prosecution reports and provide real-time advice to officers in the field in order to improve investigative effectiveness.

It is clear that a goal-oriented, long-range plan for any complex and large organization must consider two major facts, i.e., (1) organizational development and improvement must occur, and (2) the conduct of routine business must continue. It is incumbent on the planners to see to it that these two considerations have the proper perspective and balance to assure that counter-productivity does not occur in either area. The plan must cater, then, for evolution on an orderly basis geared to realistic assessments of activities that:

- (1) will bring about situations that have the highest probability of positive results in terms of goal achievement;
- (2) can be supported in terms of both available resources and minimal adverse impact on the conduct of day-to-day business;
- (3) have sufficiently high visibility so as to pose minimal personnel threat and to gain maximum organizational acceptance.

Any combination of "things" (people, machines, equipment, tools, etc.) acting as an entity (or as one "thing") with unity of purpose, goal, job, etc., may be defined as a system. It is useful to view the Dallas Police Department in the "system" context in order to logically structure its current behavior relative to a performance standard desired both today and in the future. The Department viewed in the system context will then permit a systematic examination of both its requirements (the performance standard) and its behavior currently (how does it measure up with respect to the desired standard). This system structure is highly conducive to the application of various and sundry analytical techniques which, depending on their purpose, can be enlightening in as many ways as there are applications. Since analytical techniques (analysis) implies rules methodically

followed, their value is in their ability to minimize (if not remove) subjectivity in examining behavior, both that behavior that is required and/or desired, and that behavior which is.

Figure III-3 is a grossly simplified diagram reflecting a typical system development cycle. No attempt is made either to be all inclusive, or to be exclusively correct. There are many ways to depict this particular process. The one chosen is to facilitate orderly evolution and logical presentation of this plan. It is also necessary to point out that in the classic case, a system proceeds from the abstract to the concrete (i.e., it exists) with no requirements to meet other than internal self-test to assure conformance to specification. It must be borne in mind that, in the present case, a system structure is being imposed onto a very large, complex, dynamic organization with a host of external expectations it must contend with daily.

The Department, through able and aggressive efforts internally and externally along with highly visible city government support and participation, has embarked on a self-improvement program myriad in nature and scope. The purpose, then, of system structure imposition and the resultant goal-oriented planning effort is basically

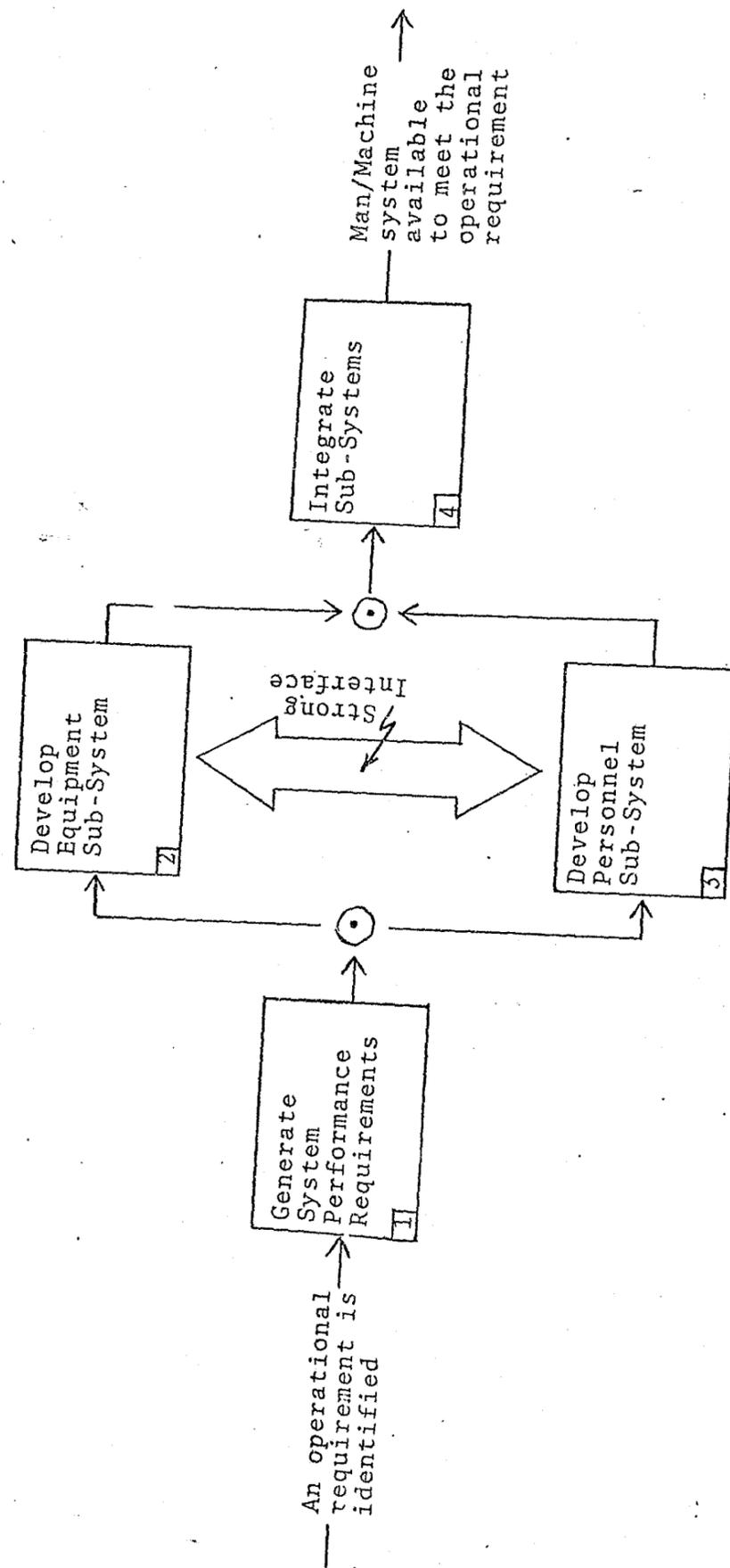


Figure III-3. Typical System Development Cycle

two-fold, i.e., (1) to bring into sharp focus the present posture of the Department with respect to its stated goals and with understanding of the relationships of all its on-going activities to goal achievement, and (2) to ensure the orderly evolution of its self-improvement program such that maximum progress is realized during the anticipated tenure of temporal funds, and the contingency of maintaining that progress, and extending it even, can and will proceed within the budgetary constraints that can be reasonably anticipated exclusive of external funding sources.

Figure III-4 reflects both the typical representation of a system development cycle and a typical wedding of that cycle to an already existing, complex operation. The major impact in imposing such a structure is manifested in the need for high management visibility for program control and coordination purposes. The internal interface and resulting communications requirements are immediately obvious. The advantages of structure imposition, however, far outweigh the problems it may generate. Such structure will permit running on parallel tracks to achieve:

- (1) development of system resources in the classic sense with sufficient isolation to permit

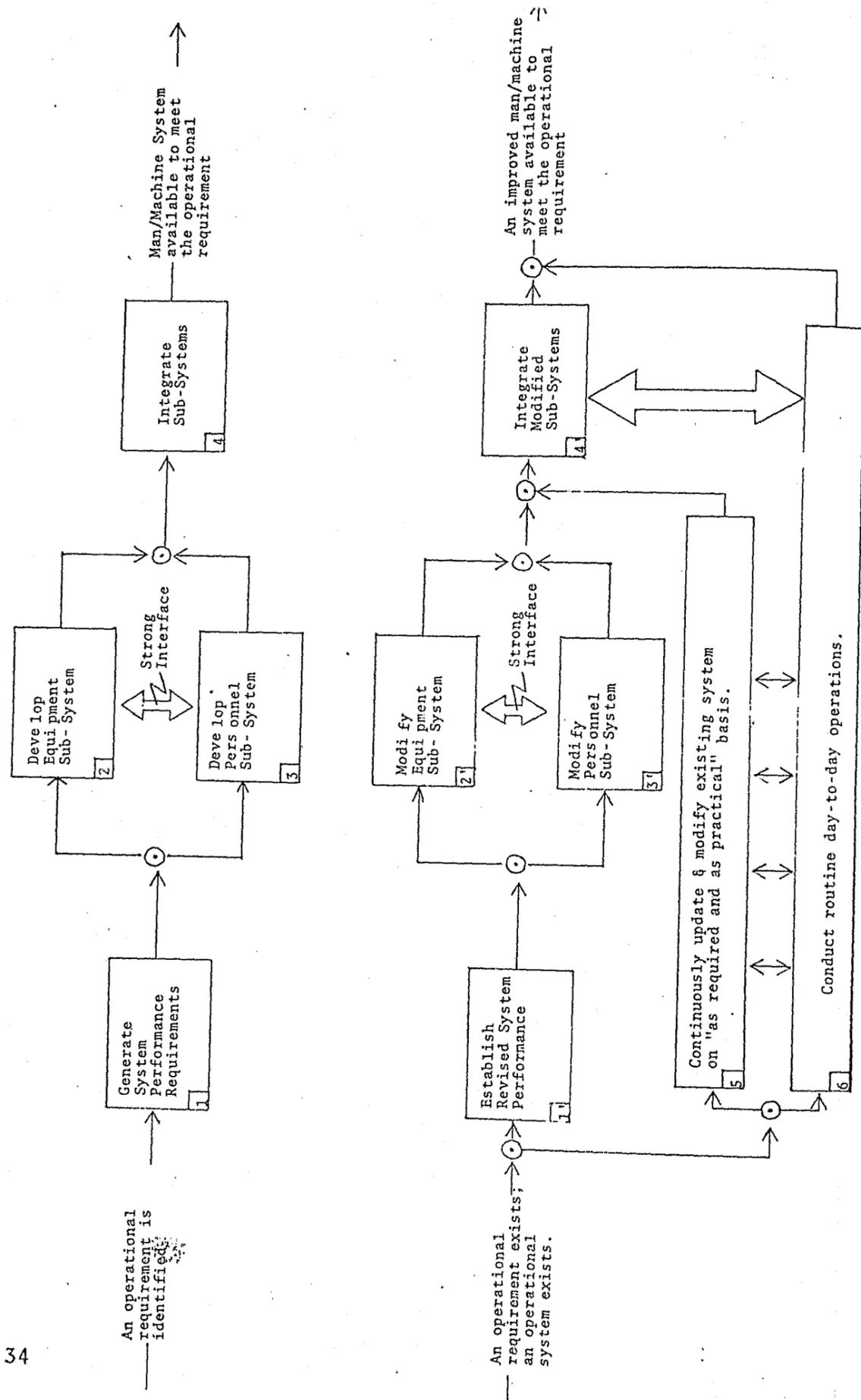


Figure III-4. System Development Cycle Overlaid on Existing Operations.

- proving out the resources before direct system application to the operational forces;
- (2) immediate application of proven "quick fix" and short term improvements which systems techniques imposed on existing operations inevitably identify; and
- (3) continuation of routine operations on an essentially "non-interrupt" basis.

It is within this framework that this Administration will move to develop the systems resources needed by the Department.

Imposition of the structure and its utilization as a criteria test bed for operation effectiveness, both real and imagined, will permit the development of a system performance measurement and evaluation system. Performance measurement is so much more than personnel assessment, although that in and of itself is critical to system performance. Performance measurement capability is to provide all echelons of management and operations with the capability to make objective, quantifiable assessments of any or all functional missions being performed by the Department. These assessments may be regarded in terms of effectiveness in the sense that the mission meets objectives, and/or in terms of effectiveness in the sense of dollars expended for results achieved, and/or

both, i.e., cost/effectiveness among varying alternatives of mission performance. Moreover, this capability ultimately will allow the Department to apply a critical assessment of an activity in these terms before the activity commences.

Systems resources efforts then in the first year of this plan will move to initiate development of the capability to provide cost/effectiveness assessment, working very closely with program planning and program control efforts to ensure that the data base required is structured during this first year and the data requirements begin being collected and organized accordingly.

Clearly, almost all of the innovative programs and projects, both underway and on the drawing board, have tremendous implications on the development of an information system that will provide the services of operations and support, and concurrently provide the management services support at that level necessary to achieve total management visibility. This need was recognized by this Administration some time ago. The development of an optimum information system was initiated under a study program conceived some two and a half years ago. A description of that effort follows:

Information System Optimization Study and Implementation

Operation of the Dallas Police Department is and will be totally dependent on immediate access to accurate and current information. The current procedures utilized for storing, processing, and disseminating information may be described as a patchwork system, resulting from attempts to solve immediate problems with only partial solutions over a period of years. As problems with the system multiplied, it was not too difficult to recognize a need for a long-range plan for a communication and information storage/processing capability to allow the Department to systematically guide system development and equipment acquisition.

Command and Control Information and Communications Systems Study

A sixteen-month Information System Optimization Study was launched in January, 1972, with total funding of \$348,657, supported by a discretionary grant from the Law Enforcement Assistance Administration. Ling-Temco-Vought Electrosystems, Inc. (now E-Systems, Inc., Garland Division) was retained as the consultant firm to assist in the development of a plan for the design and development of a total police information system. The plan is to include recommendations as to methods and guidelines by which systems and hardware would be procured in future years through coordinated

planning and goal-oriented objectives.

The Command and Control Study is divided into three major phases. The first phase establishes a definition of the Police Department's information system as it now exists especially identifying problem areas and areas with potential for improved performance. Such definition of the baseline system provides a foundation for optimization analysis.

The second phase is concerned with cost/effectiveness studies for the total system and various levels of system capability. System trade-off studies and modeling will be used to determine the most optimum police information system. This phase will conclude with a consideration of all systems examined, establishing the logic for the selection of a final system.

The third phase of this study will consist of a final definition of the optimum police information system. Subsystem and system hardware requirements will be defined in detail, as well as total system operational capability. The developed plan will also evaluate associated system personnel requirements and operational doctrine, procedures, and techniques, as well as training and support requirements. Besides the total system configuration, there will also be a time-phased implementation plan for reasonable and logical installation of the system. Stressed in the

system will be rapid and effective message exchange between local, regional, state, and national Criminal Justice Systems. This resulting plan for long-range implementation and acquisition will be included in the subsequent annual updating of the Dallas Police Department's five-year operating plan.

The creation of such a system within the Department represents a potential of enormous proportions in operational capability and flexibility. In terms of application of pure data analysis to Department operations, the system will meet an immediate need for more effective report and processing of, as well as access to, a wealth of data on criminal activities and corresponding police responses. Armed with a capability to retrieve thorough information on criminal activities, and the offenders and victims involved in those activities, the police will be in a position to analyze the correlation between the criminal and the law enforcement posture, enabling them to deploy resources to either prevent the crime before it occurs or quickly and effectively detect and apprehend the offender.

With the movement of the Dallas Police Department to a decentralized mode of operations, and with adoption of neighborhood team policing and the Generalist/Specialist officer, a sophisticated optimum information system as that to be developed in this

program will be critical to the success of such programs. A dynamism will be reflected in the management of complex police operations as, for the first time, the Administration will have the capability of tracking and monitoring all available resources at any given moment in time. In examining alternative solutions to any number of major problems, they will be provided with complete and accurate information with which to make intelligent, logical, effective decisions. Further, in examining those alternative solutions, the Administration will have the means at its disposal to accurately determine the cost/effectiveness of any one possible decision involving redeployment of resources. Guesswork would be minimized and replaced with a method for determining the trade-offs necessary to maximize police efficiency. The Department would be capable of achieving optimum results with a minimum of resource expenditure.

Finally, a fully automated information system will be the keystone around which the Dallas Police Department can effectively plan its long-range operational concepts. Through the support of such a system, far-reaching programs, such as real-time tactical deployment, the crime investigation pilot study, and data base expansion, are made more feasible. A more thorough understanding of police problems, coupled with complete access to the

necessary data required in any solution, will enable operational effectiveness as never before experienced.

Systems Integration

With a determination of the optimum information system for the Police Department as defined by the Command and Control Study, it must necessarily be implemented. A block action grant has been requested, to commence in October, 1973, for initial implementation of the five-year program.

With this grant assistance, the Dallas Police Department will be able to begin acquisition of data communications and automated data processing hardware, associated software, personnel, and other necessary resources to obtain the optimum information system as designed. The personnel must be trained, the acquired hardware must be capable of maximally performing the required services, and software must be designed to provide an integrated system which incorporates an optimum records-keeping scheme and an information file which lends itself to rapid access to data and a communications concept which provides a data link to the remote user. The system as implemented must lend itself to growth of that system in order to accommodate an increase in the number of users of data and in the data categories resulting from innovative approaches to data use.

All system, hardware, and software configurations

must be justified by cost/effectiveness if they are not to defeat the purpose of the Command and Control Study. Further, each facet of the Department's records-keeping scheme will have to be scrutinized to justify any file of data being automated, especially where limited use of that data would only overload automated storage devices.

Systems integration will be the final element in the establishment of the automated information system required to support future Department operations. It will constitute the basis for the necessary innovation and application of technology to enhance operational effectiveness in order that the police may be more viable and totally responsive to the needs of the modern urban community.

B. Operations Plan

The operations elements (see unshaded areas, Figure III-5) of the Dallas Police Department plan no radical departures from existing methods and techniques in meeting their respective charter responsibilities. These areas are briefly discussed in the first sub-section. There are three major program areas which will have direct bearing on these elements and, to varying extents and degrees, may well affect how these elements are organized, deployed, and utilized in future years. These major programs are: Decentralization Experimentation, IMPACT Program and BLOCK/ACTION Program. The objectives of these programs and their relationship to the Administration's master program are discussed in subsequent sub-sections. These program areas constitute the heart of the Department Plan with respect to bringing these operations into better focus as regards the long-range goals of this Administration.

1. Routine Operations

a. Patrol Bureau

The Patrol Bureau is the primary enforcement organization in the Dallas Police Department. It provides the bases for immediate on-scene enforcement of city ordinances and state and federal laws within the corporate limits of Dallas, Texas.

The Patrol Bureau also has the responsibility of deterring criminal activities protecting life

of property held in the property room as a result of cases.

c. Special Operations Division

The Special Operations Division provides effective additional tactical manpower where needed. It prepares special event plans, investigates applicants for private detective and protective agencies, furnishes corporation court bailiffs, coordinates Police Reserve activities, enforces liquor and pornography laws, controls bomb pyrotechnic devices, patrols high crime areas, and presents educational and preventive programs.

The Special Operations Division provides operational capabilities through individual units. The Tactical Unit provides supplemental enforcement capability in specific crime problems, preventive patrol, special events, major disturbances, and is deployed against any problem where additional manpower is needed or where special experience is a prerequisite. This unit comprises a majority of the Special Operations Division's budget and manpower.

The Canine Unit provides a special enforcement capability and is available whenever a dog can assist in crowd control or the apprehension of a suspect. The Special Events Planning Unit

prepares all operational plans necessary to deploy Special Operations personnel or a combination of personnel from any of the divisions. The Special Assignments Unit investigates applicants for private detective and protective agencies. It provides Corporation Court bailiffs and coordinates the Police Reserve activities. The Alcohol and License Section enforces laws pertaining to liquor and pornography.

d. Traffic Division

The Traffic Division investigates accidents, enforces applicable laws, controls traffic flow and provides civilian, school-crossing guards.

The Traffic Division contains both enforcement and investigation units which parallel the combined operations of the Patrol Divisions and Criminal Investigation Division for traffic-related offenses.

The Traffic Division enforces the City of Dallas traffic ordinances as well as state and federal regulations.

It is concerned with expediting the flow of traffic by providing officers to augment the traffic light system at selected intersections and ensuring that no vehicular obstructions will impede the flow of traffic. Assistance is provided in the school areas with civilian, school-crossing guards.

e. Youth Division

The Youth Division processes juveniles taken into custody and provides follow-up investigation. Information obtained through interrogation is analyzed and disseminated in an effort to suppress delinquency and help with new plans for introducing delinquency prevention programs.

The Youth Division also locates missing persons and conducts traffic safety education.

f. Drug Abuse Division

The Drug Abuse Division develops and processes narcotic and drug cases. It acts as a community clearing house for drug information and provides statistical reports.

The Drug Abuse Division performs all functions necessary to enforce city, state, and federal laws relating to narcotics and drugs. Final authority for all actions on drug and narcotic cases is the Drug Abuse Division which works in the areas of investigations, arrests, information source development, training, drug and narcotic education, surveillance, analysis of information and information sources, developing data bases applicable to its functions, and appearing in court cases. It supports the Federal Drug Abuse Strike Force through assignment of personnel to the Strike Force and making its files and methods available to the

Federal Strike Force as needed.

g. Community Services Division

The Community Services Division improves community relations and works toward the development of programs geared to the public understanding of the consequences of crime, public awareness of police service, and citizen participation in the solution of crimes and apprehension of criminals.

The Community Services Division copes with sociological problems which could lead to crime. It provides correction-oriented programs, and projects a positive professional image of the Department by developing programs of crime prevention, graphic and informational material, and encouraging public support and participation in Department programs. It provides police-citizen liaison, coordinates Beat Committees, fosters a better police-youth relationship, operates a Rumor Control and Information Center, promotes safety for youths, organizes driver license schools, and conducts security checks. The Division disseminates information to the news media, issues press passes and publishes the Dallas Police News.

h. Intelligence Division

The Intelligence Division is the central collecting point for all sensitive information which may come from informants, routine checks, surveillances,

or other police agencies.

The Intelligence Division ascertains the existence and extent of organized crime, monitors subversives, enforces prostitution and gambling laws, investigates major business frauds and swindles, provides security for certain governmental persons and functions, and acts as liaison on all these matters with field units.

These are routine operations performed by the line, operational elements of the Department. The following paragraphs in the plan will discuss major program efforts that have a direct bearing on these operations, both in the next year and, to a significant degree, for years to come. Inasmuch as several projects in these program areas are innovative experimentation and applied-research oriented, the potential exists for very significant impact on many of the operational functions just described.

2. Decentralization Experimentation

a. Introduction

When we consider that the oldest full-time Police Department in the United States is only one hundred and twenty-eight years old, a different perspective can be drawn about police service. There are approximately 40,000 separate agencies employing 420,000 people and the methods employed by these agencies have grown over those

years like topsy. We are essentially all alike, doing the same things achieving the same ends.

The tremendous rises in known crime and the agonizing intuition which tells us that there are many more unreported crimes require that we change the way the police system in Dallas grows in the future. Much has been written about that future and a continuation of what we are now doing is not pleasant.

In the 1969 Eisenhower Commission Report, cities of the future were described as consisting of numerous cellular fortresses with "sterilized" arteries linking them. These corridors, under heavy police supervision, were the only safe means of traversing the frightening inner ghetto where street crimes ran unrestrained.

To avoid that situation, we are faced with achieving the necessary change in a manner that permits change without attendant organization or community problems.

It is important for management guidance to develop information on the likely consequence of actions that modify the current system. One way to collect data about such changes is to make the changes on a limited basis and weigh the results. According to the Task Force Report on Science and Technology to the President's Commission on Law

Enforcement and Administration of Justice,
"Whenever practical this kind of controlled
experimentation is clearly to be preferred."

Such a "controlled experimentation" project
will be undertaken by this Administration this
year. It must be borne in mind that we have no
design involving revolutionary changes that
scope the entire Department and possibly court
disaster by our inability to predict with an
acceptable degree of certainty the outcomes of
such changes. Rather, our approach is to pro-
ceed as rapidly as we can based on cautious,
ambitious, but well-conceived and planned, in-
cremental experimentation.

A major thrust then in our program design,
accordingly, is limited and highly controlled
decentralization of selected functions which are
currently centrally based and housed. A des-
cription of this experiment follows:

Experimental Design

Several objectives have been established for the
experiment of decentralizing selected functions to the
Southeast Division. These objectives are:

- . gain operational experience in decentral-
ization of operations
- . initiate experimentation in derivation of
specialities to support the Generalist/Specialist

concept

- . initiate experimentation in operations of
the team policing concept
- . gain operational experience in supporting
both decentralization and team policing
- . gain operational experience in managing both
decentralized operations (and their support)
and team policing
- . initiate testing the hypothesis that the
application of "cradle-to-grave" expertise
is more effective than the present service
delivery system

To the extent objectives are met the experiment
will be successful as research. Yet there are more
worthwhile reasons to experiment such as attaining a
higher level of crime, traffic and security control.
Moreover, improved citizen attitudes about laws, police
and the like may be achieved.

Finally, police personnel satisfaction in their
own lives may be found.

These things must be controlled and measured
very closely to prevent false conclusions being drawn.
This gives rise to the need for a pre-design for the
endeavor.

The essentials of the experimental design are des-
cribed in the following pages.

Four preliminary stipulations have been placed on

the experiment to ensure that a certain degree of evaluation validity is obtained. These are:

- . timing the introduction of additional experimental programs must be controlled
- . there must be the selection of a "control" area where no aspect of the experimental program is to be introduced
- . the assignment of personnel into experimental and control conditions must not be a volunteer basis
- . departmental supervision of the experimental and control areas must be maintained

These provisions are further explained in subsequent paragraphs dealing with evaluation.

The future Dallas Police Department can be visualized as an efficiently organized, elite team of diagnosticians, general practitioners, and specialists who treat social ills within the City of Dallas. The strategy of this approach will be to move this skill and expertise directly into the community. The conventional, pyramidal organizational structure will be flattened to position the responsibility of operations at the appropriate operating level.

Testing a hypothesis is necessary to the success of innovation, and experimentation is a necessary procedure for testing a hypothesis. Experimentation will:

- . Ensure that decentralization will not cause

massive Department upheaval

- . Minimize reversal expenses
- . Permit success-model development
- . Permit beneficial experience to be developed at all levels
- . Allow the experiment to be conducted with our limited facilities
- . Conserve financial resources during the trial period

The scope of the Dallas Police Department goals from now until 1977 requires and, in effect, demands the structuring of experimental models to ensure maximum goal achievement.

Reasons for the Choice of Southeast for Experiment

The Southeast District encompasses 79.33 square miles which is 26.42% of the total city area. It has both inner and outer transitional areas. It is made up of industry, large businesses, small businesses, and residences with inner-city and urban life styles.

The population of the area is 192,766 which is about one-fourth of the city population of 844,401. The population makes up over one-half of the black population; 105,734 to 210,280. Over 88,000 of the population is under twenty-one years of age. Social stress is implied when one-fourth of the population lives in about one-fifth of the dwellings in the city; 60,914 dwellings in the Southeast area compared

to 303,313 in the city.

Finally, the Southeast Division has more space available, and it is the largest station. Tentative plans for alteration of the Southeast facility have already been developed so construction can begin. This will permit more expansion than would any other current police facility.

b. Concept of Operation

As of July 1, 1973, the Southeast Division will enter into the full, first-year, experimental phase since other presently centralized divisions will furnish personnel on a permanent basis in order to provide the fullest range of police service possible to run the experiment in the Southeast areas.

The Southeast Division will, in reality, become a sounding board for all experimentation in relation to decentralization, and identification of needed training and staffing.

By necessity, certain functions will not be decentralized. These are Administration, Internal Affairs, Intelligence, Training, Fiscal Affairs, Inspections, Helicopter operations, Property, Report, Identification, Communications, Planning and Research, and Data Processing. Fingerprinting and ID photographing will be made a function of the Southeast Division to facilitate the handling

of investigative prisoners.

The advantages of unifying the police service module are:

- . The police service will be brought closer to the public it services with the whole police package available at the division level.
- . Command decision-making will be close to the problem and the commander will be able to quickly bring appropriate resources to bear on a particular problem.
- . Decentralized police service will permit a quicker change of police practices, procedures, and behavior techniques as environments change, thus permitting more tailored police service responsive to contemporary needs.

The organizational structure and areas of responsibilities of the Southeast Division will begin to change on October 1, 1972. This will continue until July 1, 1973. At that time the full range of decentralization experimentation planned for this first year will be instituted in the Southeast Division. Certain support functions mentioned above, however, will continue in a centralized fashion.

The total command of this station is vested

in the division commander with restrictions placed on him by the Chief of Police. Subordinate commanders will be the watch commanders with each having the necessary personnel to provide the total, available range of police services.

Within the various time sequences of decentralization to the experimental station, administrative staff and support functions are integrated into the overall operation plan as needed. These would include:

- . an operations office
- . legal assistance
- . quality control
- . permanent jail facilities for adult male prisoners
- . a magistrate (assigned by the Municipal Court) and facilities for arraignments.

The framework of organization within the Southeast Division will allow for further experimentation by introduction of the Generalist/Specialist and team policing concepts.

(1) Generalist/Specialist Concept

Under this concept, a generalist may be defined as a police officer who will perform all of the functions that are now associated with the expected performance of the beat patrol officer.

A specialist may be defined as an officer having capabilities in one or more areas of required expertise associated with the total range of police services needed within the community served. Examples would include certain investigative specialties such as crime-scene search, violent crimes, and so on; others in areas of preventive, socially valuable services such as crisis intervention and management, youth referral, and so on.

A Generalist/Specialist is first a generalist and then a specialist as the need dictates. He will generalize except when his particular expertise(s) are required to further the mission of the Southeast Division. Conversely, in his generalist aspect, he will perform such miscellaneous duties as preventive patrol, traffic control, and answering calls for services, and will work as a member of the team, furnishing the knowledge necessary for the team effort.

The generalist who has identifiable attributes will be trained and reassigned as a Generalist/Specialist.

(2) Team Policing Concept

The concept of team policing currently

envisioned in this experiment is the bringing together of all disciplines necessary to combat crime (except check and credit card offenses) in a given area, making these disciplines a team effort for accomplishing the overall police mission.

A basic twelve-man team would consist of eight Generalists and four Generalist/Specialists. During the experimental period, these teams will be assigned by sector, assuming full responsibility for the area within its geographical boundaries. This should give valid basis for any future adjustment of the team.

When a team makes a preliminary investigation, this particular complaint is charged to the team for follow-up and completion to either the making and filing of a case or suspension.

A team or portion of a team may be used for specific problems involving strip enforcement. Special crime problems will be attacked in the same manner. In the event the team leader determines that the basic team requires augmentation either the Generalist or Generalist/Specialist class, those required members will be detached from other teams and

assigned on a temporary basis to the team requiring the buildup.

Each team member, both Generalist and Generalist/Specialist, will pursue an investigation of any major incident to the limit of his ability. The Generalist will follow-up an investigation and upon reaching the limit of his ability will request assistance from a Generalist/Specialist with that applicable expertise.

A team deployed in the area will be responsible for the entire police service requirements for that area. This team, consisting of Generalists and Generalist/Specialists will be deployed in an area of responsibility to combat those problems as indicated by a services survey and past experience which should fully utilize the team's talents.

In order to maintain continuity of effort between teams working in the same area, the "link pin" concept will be used. This concept requires that one member of each team work overlapping hours so that he may brief the oncoming team in regard to changes in situation, intelligence, developing problems or other matters of mutual importance.

Finally, all members of the team will be in uniform except when the situation dictates otherwise.

Based on the outcomes of both the services survey and job analyses efforts, consideration will be given at the appropriate time to expanding the experimental concept in team policing and the team composition to include the noncommissioned (or para-professional) member for handling those functions not requiring the skills and expertise of the Generalist and/or the Specialist. This will permit expansion of our experimentation and have the desired effect of providing broader base data toward realization of the experimental objectives.

c. Concept of Deployment

To provide for development and implementation of operational concepts consistent with (1) the functions decentralized, (2) the degree/extent of the decentralization to be achieved during the first-year experimentation and (3) provide for the above with minimal disruption of the operations of all affected organizational elements of the Department, the following timetable for the transfer of functions and responsibilities has been formulated:

On or about October 1, 1972, the Criminal Investigation Division will transfer Specialists to assume investigative follow-up responsibility for murders, rapes, robberies and business burglaries, "in-the-act" arrests and to conduct crime scene searches on all offenses in these categories which occur in the Southeast Division area.

On or about December 1, 1972, transfer personnel from the Special Operations Division, Tactical Section to provide the necessary Generalists to attack specific crime problems and crime locations.

On or about March 1, 1973, the Criminal Investigation and Youth Divisions will transfer the Specialists necessary to assume investigative follow-up for residence burglaries, assaults and complaints involving youth and disposition of youthful offenders.

On or about March 1, 1973, the functions of operations analysis, quality control, and legal services will be provided for the Southeast Division's operations needs.

On or about March 1, 1973, the Southeast Division will enter into a modified team policing concept by adding traffic specialists to the existing patrol function.

On or about March 1, 1973, the Southeast Division will expand their jail facilities to provide a full-service facility for adult male prisoners.

On or about July 1, 1973, the Criminal Investigation Division will transfer the Specialists necessary to assume follow-up responsibility for all types of offenses (except check and credit card violations) still the responsibility of the centralized Criminal Investigation Division.

On or about July 1, 1973, the Drug Abuse Division will transfer the Specialists necessary to give the experimental station liaison with the Drug Abuse Division and to provide assistance in drug identification and prosecution report preparation.

On or about July 1, 1973, the Community Services Division will transfer the necessary Specialists and facilities to the Southeast Division to handle this function within the boundaries of the Southeast Division.

On or about July 1, 1973, the Southeast Division will enter into the full experimental phase of team policing and the Generalist/Specialist concept to the extent practical and feasible with the available specialty

expertise.

On or about October 1, 1973, the Intelligence and Special Operations Division will begin to provide personnel with such specialized skills as might be required to permit the Southeast Division to assume more investigative and enforcement responsibilities of vice activities.

d. Accomplishments Sought and Evaluation

The experiment will exhibit perceptible ways to design, develop, analyze, and evaluate flexible systems, models, methods, procedures, strategies, and role definitions, relating to the law enforcement component of the Criminal Justice System, which when applied by trained and educated professional Generalist/Specialist police officers will create and maintain maximum security, safety, and peace of mind for the citizens of Dallas. The experimental decentralization and the team policing concept seeks the following accomplishments:

- . A reduction in the number and length of communication lines, or closure of the distance between administration and operations.
- . Formation of teams of Generalist/Specialists to manage all investigative follow-up responsibility except internal investigations, check and credit card related offenses.

- . Investigation of role definitions which will produce career development criteria for future law enforcement needs.
 - . Determination of education and training needs to develop professional police officers.
 - . Reduction in response time in all areas of police service.
 - . Reduction in crime in all categories.
 - . Investigation of manpower needs for effective Generalist/Specialist team functions.
 - . Improvements in community attitudes toward law enforcement.
 - . Filing of higher quality cases under the Generalist/Specialist team concept.
 - . Improvements in effectiveness of crime analysis information under decentralization.
 - . Increased community participation in Police Department programs under the decentralization plan.
 - . Increased efficiency at all levels within the Southeast Division both in management and operational levels.
 - . Increased awareness on the part of individual police officers toward community needs and problems.
- Evaluation procedures have been established which will not only provide information as to the

outcome of the proposed innovations but also information necessary to guide future implementation of the innovations on a city-wide basis.

A continuous evaluation will be used throughout the experimental decentralization project at Southeast Division. Evaluators will be established in three broad areas: police effectiveness assessment, organizational climate assessment, and public acceptance assessment.

The methodology of evaluation will provide the quality of assessment which the Department desires and this program deserves. To ensure this quality, attention will be given to those aspects of project design which are inextricably linked to the performance of an acceptable evaluation. These design issues will include:

- (1) timing the introduction of additional experimental programs;
- (2) the selection of "control" areas where no aspect of the experimental program is to be introduced;
- (3) the assignment of personnel into experimental and control conditions; and
- (4) departmental supervision of the experimental and control areas.

- (1) For the unique contribution of each aspect of the program to be assessed, either of two procedures will be implemented.

- (a) If more than one new program is to be

introduced into a segment of the Department or a geographical area, the second new program should be introduced only after there has been time for the impact of the first program to have developed and been assessed.

(b) If it is not necessary to introduce two or more programs into the same area, one program should be introduced into one area while a second program is introduced into another area. The second procedure is desirable if there are comparable control areas for each experimental area and if it is possible to closely supervise an experimental program, which is distributed across various parts of the city. If either of these two conditions is impossible to meet, evaluation efforts will adopt the procedure of sequential introduction of experiments into one area.

(2) For each area where an experiment is introduced, an area will be selected which is highly comparable in composition (e.g.: population size, race, sex, crime, etc.) and policing conditions to the experimental area. This second area should remain free of any

experimentation so that it will be possible to determine whether changes detected in the experimental area are attributable to the program or not. This is essential since in an experimental area, for which there is no control area, it would be impossible to say whether the changes were due to the experimental program or to unmeasured extraneous factors. If the changes occur in only the experimental area and not in the control area, we will be able to establish a relationship between the change and the program.

(3) Personnel must be selected and assigned to the experimental and control areas by persons designing the experiment. It is crucial that personnel not be invited to volunteer for the different conditions. Ideally, the personnel in the two conditions should be similar in all relevant characteristics. Self-selection into the two conditions virtually guarantees that you will get men in the experimental condition who have different attitudes and motives than those men in the control condition. The fact also could produce an observable change which would appear, fallaciously, to be either a positive or negative consequence of the program. Once

personnel have been assigned, it is desirable that, insofar as possible, they remain unaware of the hypotheses and expected outcomes of the project. If they are unaware of the predictions, they will not make special (including unconscious) efforts to either ensure or subvert the outcome. Another potential source of data contamination would thereby be eliminated from the project.

- (4) This last point, departmental supervision of experimental and control areas, sounds superfluous; nevertheless, many studies have yielded meaningless data because the researcher was unaware that either part of the designed project was not being carried out or that extraneous, unmeasured behaviors were being introduced into the project. Either of these situations can easily result from slight oversights on the part of supervisory personnel. It makes it important that persons designing a project give attention to the selection and training of personnel who will provide the in-field supervision.

e. Master Program Schedule

Throughout this experimental pilot project events, changes, support, evaluation, and operations will occur on a time-phased basis. The following

master program schedule (See Figure III-6) is designed to depict:

- . The movement of personnel necessary to facilitate needs;
- . The transfer of functions from a central location to Southeast Division;
- . The providing of facilities to accommodate functions;
- . The providing of equipment to support personnel and functions; and
- . When evaluators will be applied to accomplish evaluation criteria.

EXPERIMENTAL DECENTRALIZATION - SOUTHEAST DIVISION
 MASTER PROGRAM SCHEDULE

Program/Element	1972					1973					1974						
	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F
I. Operation/Support																	
A. Phase II																	
Step 1 - CID Expansion																	
• Physical Move	△																
• Concept of Operation	△	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
• Personnel Transfer	△																
• Equipment Available	△																
• Facilities Completed	△																
• Information Needs Available	△																
Step 2 - Special Operations																	
• Physical Move		△															
• Concept of Operation		△	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
• Personnel Transfer		△															
— Training		△	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
• Equipment Transfer		△															
Step 3 - Youth Transfer																	
• Physical Move																	
• Concept of Operation																	
• Personnel Transfer																	

Fig. III-6: Decentralization Experiment - Master Program Schedule



MASTER PROGRAM SCHEDULE

Program/Element	1972					1973					1974						
	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F
• Equipment Transfer																	
• Information Needs Available																	
Step 4 - Administration																	
• Change																	
• Concept of Operation Change																	
• Personnel Change																	
• Equipment Available																	
• Facilities Available																	
B. Phase III																	
Step 1 - CID Expansion																	
• Physical Move																	
• Concept of Operation																	
• Personnel Change																	
— Training																	
• Equipment Transfer																	
• Facilities Available																	
• Information Needs Available																	

Fig. III-6: Decentralization Experiment - Master Program Schedule

EXPERIMENTAL DECENTRALIZATION - SOUTHEAST DIVISION

MASTER PROGRAM SCHEDULE

III-74

	1972					1973					1974						
	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F
Step 2 - Modified Team Concept																	
● Physical Move						△											
—Traffic																	
● Concept of Operation						△											
—Traffic																	
● Concept of Operation									△								
—Special Operations																	
● Personnel Transfer																	
—Traffic						△											
—Special Ops. to Teams						△											
● Equipment Transfer																	
—Traffic						△											
● Facilities Available						△											
● Information Available						△											
Step 3 - Jail Expansion																	
● Physical Move						△											
● Concept of Operation						△											
Changed																	
● Personnel Transferred						△											
● Equipment Available						△											
● Facilities Available																	
● Information Available																	

Fig. III-6: Decentralization Experiment

EXPERIMENTAL DECENTRALIZATION - SOUTHEAST DIVISION

MASTER PROGRAM SCHEDULE

III-75

	1972					1973					1974						
	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F
Step 4 - Full Team Deployment																	
● Concept of Operation											△						
Step 5 - Drug Abuse Transfer																	
● Physical Move											△						
● Concept of Operation											△						
Personnel Transfer											△						
—Gen. Training										△	△						
● Equipment Transfer											△						
● Facilities Available								△									
● Information Needs Available								△									
Step 6 - CID Expansion																	
● Physical Move											△						
● Concept of Operation											△						
● Personnel Transfer											△						
—Investigator Training										△	△						
—Generalist Training										△	△						
● Equipment Transfer											△						
● Facilities Available								△									
● Information Available								△									

Fig. III-6: Decentralization Experiment - Master Program Schedule

EXPERIMENTAL DECENTRALIZATION - SOUTHEAST DIVISION

III-76

MASTER PROGRAM SCHEDULE

	1972					1973					1974						
	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F
C. Phase IV																	
Step 1 - Community Services Transfer																	
• Physical Move																	
• Concept of Operation																	
• Personnel Transfer																	
• Equipment Available																	
• Facilities Available																	
• Information Needs Available																	
Step 2 - Vice Transfer																	
• Physical Move																	
• Concept of Operation																	
• Training (Generalist)																	
• Equipment Transfer																	
• Facilities Available																	
• Information Available																	

Fig. III-6: Decentralization Experiment - Master Program Schedule

EXPERIMENTAL DECENTRALIZATION - SOUTHEAST DIVISION

MASTER PROGRAM SCHEDULE

III-77

	1972					1973					1974						
	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F
II. Experimental Design and Evaluation																	
• Crime Statistic Reports	△	△	△	△	△	△	△	△	△	△	△	△	△	△	△	△	△
• Morale Analysis and Reports		△△						△△						△△			
• Victimization Surveys and Reports			△△												△△		
• Community Fear Survey and Report			△△												△△		
• Community Satisfaction Survey and Preliminary Report			△△												△△		
• LEAA (Bureau of Census) Victimization Report Due						▽											▽
• Citizen Satisfaction/Officer Effectiveness Survey - Preliminary Reports		△△△					△								△△△		

Fig. III-6: Decentralization Experiment - Master Program Schedule

3. IMPACT Programs

Beginning in 1972, the Law Enforcement Assistance Administration (LEAA) reserved a major portion of its discretionary grant funds for a three-year, high impact, anti-crime program. Eight urban areas across the United States, including Dallas, were selected for this IMPACT program because of the higher proportion of crime occurring in the urban setting. The emphasis of the IMPACT program is on the concentration of substantial resources by the selected areas against burglary and stranger-to-stranger crimes (i.e., homicide, rape, and robbery). These particular crimes were selected because of their significance in the total crime picture, because there is a greater likelihood that such crimes can be significantly affected by a concerted public effort than those crimes in which the victim has some association or acquaintanceship with the offender who commits a crime against him.

The specific goal of the IMPACT program is, in the selected urban areas, to reduce the target crimes by 5% in the first year of implementation and by 20% in five years. Aiming primarily at the areas of prevention, detection and apprehension, and prosecution, projects developed with IMPACT funding must necessarily be innovative in concept and carefully designed and implemented. Accompanying research will, for the first time, look at all facets of these crimes: the

victim, the offender, and the crime itself.

The community-wide application of the IMPACT program, since it affects other elements of the community and the Criminal Justice System, will be supervised and coordinated by the Dallas Area Criminal Justice Council (DACJC). Beyond the more obvious law enforcement problems associated with stranger-to-stranger crimes, the IMPACT effort must also look into such areas as the judicial process, environmental crime causes, and corrections and rehabilitation. Thus, the scope of the program can be seen to have community-wide dimensions, of which law enforcement input on the part of the Dallas Police Department is only one portion.

A review of the programs adopted by the Dallas Police Department for funding under the IMPACT program will reveal a definite emphasis on prevention, the announced priority of the DACJC. This involves not only increased community involvement, but also attaining a predictive posture through an increased information and analysis capability and establishing activities to divert potential youthful offenders from entering the Criminal Justice System. The remainder of the long-term programs seeks to develop an enhanced operational capacity not only to better cope with traditional police service, but also to enable the Dallas Police Department to effectively follow through in providing resources to its commitment to crime

prevention.

In examining the content of programs developed by the Department for IMPACT funding, it should be emphasized also that these programs must be evaluated from a standpoint of their relationship to other Department programs, whether block action grants or on-going activities internally developed. Achieving the stated goals of the IMPACT program will be a reflection of the total commitment of police resources, not the IMPACT programs by themselves.

Those IMPACT projects developed by the Dallas Police Department were examined in relation to the three major areas: crime prevention, detection and apprehension, and prosecution; this is to enable better integration of those projects into enforcement postures envisioned by the Department in the next five years (see Figure III-7). A brief review of these projects will enable a clearer understanding of the direction in which the Department is moving to gain maximum long-range benefits from this program area.

a. Crime Prevention

The Expanded Public Involvement Program will expand on the pioneer efforts already begun by the Dallas Police Department, reinforcing its commitment to the philosophy that an informed and involved community is a critical factor in effective crime prevention. This program seeks to attack

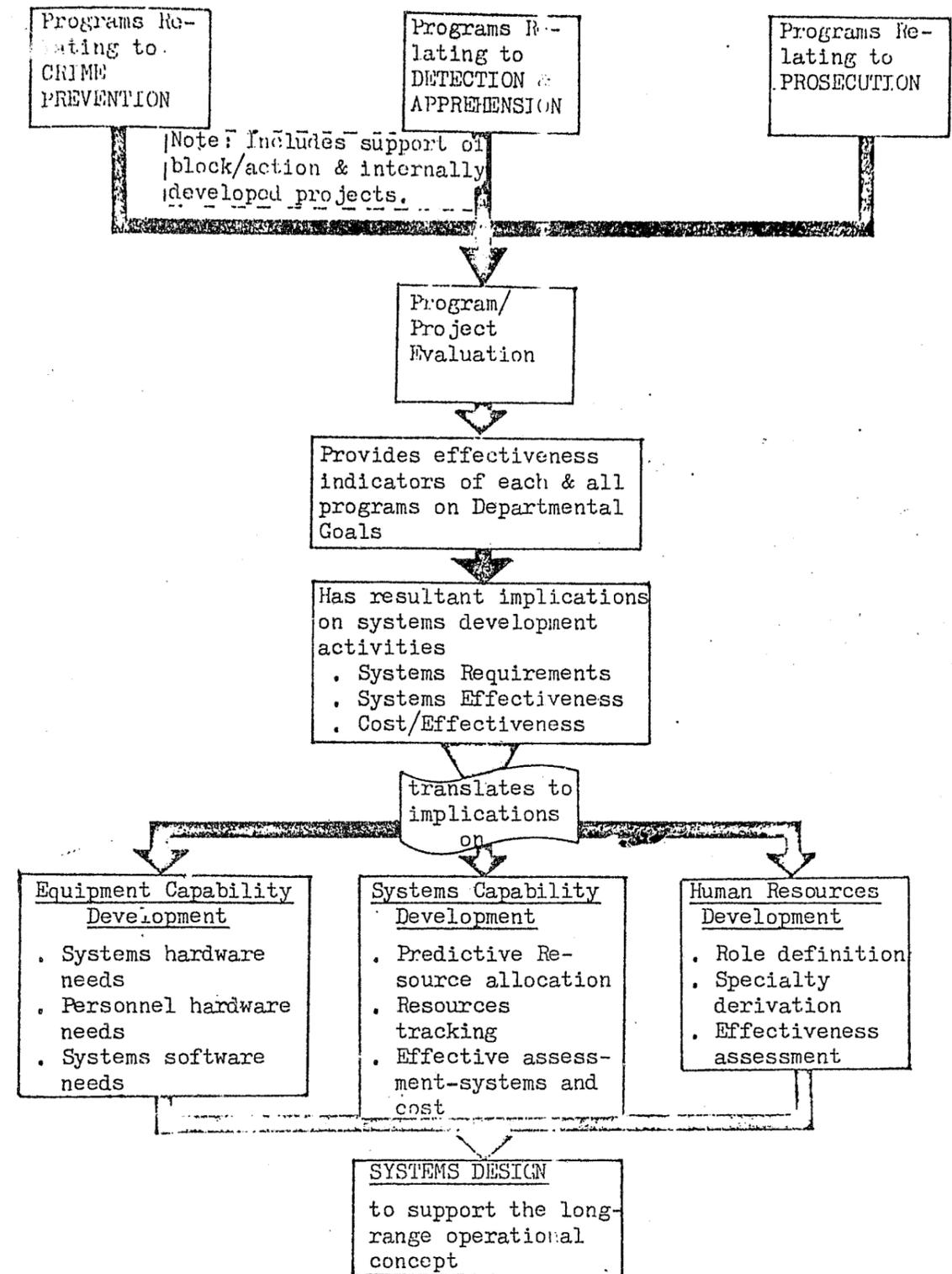


Figure III-7: IMPACT Program and Systems Development

IMPACT target crimes on four fronts: increased personal contacts with the public to further emphasize stranger-to-stranger crimes and provide support for the Operation Get Involved program, a comprehensive media advertising campaign, internal improvement of human resources for more effective public presentations, and professional support in preparing effective public involvement materials. This long-range program will go further than any previous effort to integrate both police and community responsibility to thwart their common enemy: crime.

Because of the apparent relationship between the abuse of drugs and narcotics and the occurrence of criminal behavior, it stands to reason that a major thrust directed toward the drug problem would have significant impact on crime, especially stranger-to-stranger crimes. The Drug Abuse Study Proposed under the IMPACT program will attempt to determine the impact and value, in terms of reducing IMPACT target crimes and attendant delinquency, of enhanced enforcement, education, and preventive programs directed toward the youthful drug offender. This program will involve major in-house research to develop: drug abuse trends or patterns and establish their impact or contribution to IMPACT target crimes and the law

enforcement response; a large public education campaign; Neighborhood Impact teams to focus on "pockets" of drug abuse within the community; and methodologies to deal with first-time drug offenders who can be better treated without entering the Criminal Justice System. Further, the program will seek to coordinate all community drug abuse prevention activities for a more concerted effort against the problem. A long-range effort as this should have a significant role in reduction of both recidivism and crime.

Crime prevention activities must focus on the pre-delinquent as well as the first offender. The Youth Services Program, under IMPACT funding, will expand on the already established First Offender Program by continuing meaningful counseling with such children and their parents, and expanding referral and rehabilitation efforts. Also, the program will try to establish, in cooperation with the public schools, a data analysis capability to identify youths who manifest classic patterns of growing criminal tendencies. Research of youth attitudes in individual offenders would enable the development of programs to guide these youths into proper response and action patterns. The program will also allow for professional assistance in counseling and rehabilitative programs.

A Youth Development - Recreational Activities Program looks primarily to the pre-delinquent youth in those areas where delinquency most abounds. Intended to expand on a current Civic and Recreation Grant obtained under the block action funding, this program would follow four major approaches to prevention of crime and recidivism: Limited one-to-one activities by off-duty police officers with youthful offenders who show rehabilitative potential, expansion of the promising Law Enforcement Explorer program, vigorous recruitment of selected youthful offenders into Police Athletic League recreational activities, and one-to-one contacts in associated activities with delinquent girls. Since many juvenile crimes fall into the IMPACT target crime areas, the significance of this program is obvious.

To reinforce the Department's commitment to crime prevention, it will be necessary to maximize and capitalize on all personal contacts between the police and the community, the essential area for mutual cooperation. A long-term Crime Target Hardening Project envisions support of previous police-community relations programs. This will be done initially through a pilot project to determine the effect on crime of intensive personal contacts with residents and businessmen in a selected

area, focusing on specific measures which can be taken to make those citizens less vulnerable to criminal attack. In addition, the program will develop a profile of the residential burglary, thus enabling patrol officers to alert themselves to the existence of certain symptoms and characteristics indicating a likelihood that such an offense is imminent or has just occurred. Again, the correlation between prevention and crime reduction is obvious.

One of the important areas of crime causation which must not be overlooked is the element of profit. Should the sources of profit for the burglar be made more difficult to find, there is thus a definite inhibition created in the motivation to commit a crime. The Fence Control Project being requested under the IMPACT program will more closely monitor suspected outlets for stolen property in an attempt to deny the burglar easy means of achieving profit from his crime. Inherent in this program is the objective of significantly increasing the rate of stolen property recovery, not only through tighter in-house approaches to discovering such property and establishing ownership.

The crime prevention programs described here, as requested for IMPACT funding, will work in tandem with other available resources to meet

IMPACT objectives and to achieve departmental goals and projected postures. Without a police effort on this front, the more direct operational programs to attack crime will reflect a return to the more dismal stopgap approaches of past years.

b. Detection and Apprehension

A quick examination of the scope of the IMPACT program as developed by the Dallas Police Department would reveal that any attempt to implement such a project with existing resources would defeat the purpose of the program itself, as well as significantly endanger and reduce present police effectiveness. The Tactical Deployment Expansion Project is the means by which additional resources can be developed into the main striking force against IMPACT target crimes. Deployed flexibility to identified target areas, constantly developing new and innovative tactics for coping with these specific crimes, this force would be necessarily heavily supported by an increased capability for tracking and deployment, able to establish crime-likelihood predictions and what the response should be. This program will be a true test of the IMPACT assumption that burglary and stranger-to-stranger crimes can be significantly affected through a concerted effort involving expanded technology, personnel development,

CONTINUED

2 OF 3

and community input.

In line with the deployment capability required in fighting the IMPACT target crimes, initial development of a Real-Time Tactical Deployment System is essential if the effectiveness of this program is to be maximized. There must be the introduction of improved information collection and processing as well as applicable hardware if the police are to be able to perform in-depth predictions and develop strategies to head off the crime specter. Through the exploration of observed patterns of crime, predictive techniques can be developed, permitting line units to have current strategical information which will enable them to respond to crime problems with maximum effectiveness. So much of the IMPACT program is dependent on informational needs being met on a real-time basis. This program will initiate developing and testing of operational concepts, as well as line operations implementation methods and techniques, primarily through initial experimentation to determine the ability to predict crime and program force deployment correspondingly. Also, the program ultimately will allow police managers to better determine cost/effectiveness of selected strategies in terms of results achieved, primarily because of immediate access to timely, accurate data, and

the experimental program approach.

A Crime Investigation Pilot Study seeks to determine whether increased emphasis on thoroughness in investigations of all IMPACT target crimes will produce a reduction in such crimes as a result of an increase in apprehensions and prosecution. By ascertaining the effect of in-depth investigative effort in stranger-to-stranger crimes, whether or not investigative leads are apparent or even exist, on the total number of such crimes committed, there could be a realistic determination as to the proper workload for an investigator. As a result, justification for expansion of manpower resources can be made in order that "textbook" investigations would be the rule rather than the exception. Currently, such investigations are the exception because limited resources coping with a volume of crime must necessarily prioritize the workload. Increased data analysis capability would permit cost effectiveness studies, in terms of results, between current procedures and an expanded, more professional approach.

A unique approach to the detection and apprehension of criminal offenders, as requested under the IMPACT program, would be the application of the personal skills of talented artists to the specific needs of identifying those offenders.

Armed with professionally prepared composite likenesses, the police could more easily pinpoint a criminal suspect from a large population possessing a similar appearance and characteristics. Experience with such an approach to comprehensive identification has yielded positive results in many criminal cases, especially when the police are dependent on a general, sometimes vague, verbal description.

In terms of tactical deployment of resources, the introduction of the helicopter to police services has yielded significant versatility to the operational effort. The built-in deterrent effect of its high visibility, coupled with its contribution to response time and surveillance, has meaningfully bolstered the police detection and apprehension capability. The Helicopter Alert System, proposed for IMPACT funding, would increase the response capability even further. Programmed placement of highly visible, light-alarm systems on high-risk burglary and robbery locations will enhance even more the likelihood of an in-the-act apprehension. Further, equipped with homing devices, possible pilot confusion in flight would not deter the helicopter from automatically seeking out and responding to the scene of the crime. The significance such a capability would have on IMPACT target crimes is potentially quite large.

Because of the ease with which the modern mobile criminal may move between jurisdictions, law enforcement agencies across the United States must have an enhanced means of collaborating and responding to the threat such criminals represent. The apprehension of the "traveling criminal" is highly dependent upon the depth of informational exchange between police jurisdictions. The Violent Crime Information Exchange Program addresses itself to this widespread problem through the development of a nationwide directory of law enforcement commanders responsible for the investigation of IMPACT target crimes and other offenses. In addition, the program would establish a nationwide clearing house to disseminate information daily concerning these crimes, emphasizing suspects known or believed to have committed offenses in other jurisdictions, or to have fled to other jurisdictions after the commission of an offense.

A critical need of the Dallas Police Department, not just for IMPACT program purposes but for all its activities, is an expansion of its data base. The need for in-depth information and analysis inherent in police activities is beyond Department capability now. A Data Base Expansion program will look to improvement of the Department's present records-keeping procedure in order to expand the collection

of pertinent crime data, its analysis, and storage and retrieval. Such an expanded data base will permit more effective human resource utilization and allocation plans from time-and-space distribution studies of criminal offenses. Analysis of patterns and trends of criminal suspects can be studied in terms of their personal characteristics, permitting correlation with trends and patterns of offenses themselves. This will contribute directly to the predictive capability required through enhanced detection and apprehension programs, the Dallas Police Department will be able to assume a more systematized posture in the war on crime, leaving behind forever the fragmented, uncoordinated approach necessarily subscribed to because of tradition, lack of technology, and a lack of in-depth information and analysis of the true crime problem. The ability is available to attack crime at its roots, rather than skimming the surface and dealing with symptoms only.

c. Prosecution

While the area of prosecution has traditionally been left to other elements of the Criminal Justice System, the success of prosecution efforts is singularly dependent on police activities when entering an individual into the Criminal Justice System. Only when a suspected offender has been

successfully entered into and carried through the Criminal Justice System, culminating in a just disposition, is the police responsibility to society met. Thus, the police officer is charged with accomplishing his duties in a necessarily professional and correct manner. Any other approach is to risk injustice and a disservice to the community. The Police Legal Aides program will meet this challenge by giving the police officer access to professional legal advisors who can directly assist them in legal matters relating to the investigation of criminal offenses and the arrest of violators. Their presence will enhance reporting, inter-agency cooperation and coordination within the Criminal Justice System, and support the professionalism of human resources who have been, until now, ill-equipped to instantaneously make those decisions often deliberated over later for many months. The presence of legal aides in a decentralized fashion would impact on the presently high rate of Grand Jury "no bills", as well as the number of cases dismissed after an indictment or the filing of a complaint. Armed with the immediately available expertise of the legal advisor, the modern police officer will be able to perform his function with increased confidence in that his effectiveness will be enhanced, as well as with the renewed realization that the democratic values which the

police are charged to support are reinforced.

In the next year, accompanying the acquisition of the legal advisors will be the training of 15 police officers as legal technicians. These legal technicians will be available to their fellow officers for immediate on-the-scene assistance; for example, in such matters as determining probable cause for arrests and searches. In the long-term, this training is envisioned as supporting the establishment of the Generalist/Specialist concept. These para-professional officers will reinforce the introduction of continuous, expert legal assistance in police operations.

The addition of a corps of professional legal advisors who can devote their full time to police legal administrative matters will also be of significant importance to improvement of police integration into the Criminal Justice System. For example, one of the major problems facing the community today is the high rate of crime committed by repeat offenders - professional criminals who exploit every legal technicality, loophole, and weakness in the Criminal Justice System to evade the fair administration of justice. The presence in the organization of a legally-trained staff can, through inter-agency cooperation, develop methodologies and proposed legislation, such as criminal bond reform, an

accelerated trial process for such criminals, increased parole and probation officers, and emphasis on habitual offender prosecutions. In other areas, through cooperation with the District Attorney's Office and the Courts, the police viewpoint can be more readily and authoritatively represented. Even internally, such a source of legal research can help to implement many other improved programs, such as recruiting and selection, which includes necessary consideration of required equal employment opportunities.

d. Program/Project Evaluation

The existence of a number of innovative and far-reaching programs is, of course, necessary resources with which to supplement the police effort against the threat of crime. By themselves, however, they represent disjointed, fragmented efforts which, if not unified toward a central purpose, will lead only to a reduction in the positive impact the organization seeks to achieve.

If the Department is to be truly effective in maximizing achievement of IMPACT goals, in directing a unified, coordinated attack on crime, the Administration has a responsibility to draw these programs together in terms of the objectives they seek to accomplish, whether prevention, detection and apprehension, or prosecution. The

capability must exist for the Department to collect pertinent data relating to these programs, analyze it extensively and intensively, to determine if those programs are accomplishing what they were created to accomplish. The system must exist which will prevent the likelihood of splintering of effort, duplication, and restricted management visibility, permitting total program management which can assess achievement, monitor progress, redirect effort if necessary, and track existing resources to insure timely availability.

If the results achieved under the IMPACT program are to be correlated with the objectives established by LEAA, the system for evaluation and control will require a capability more in depth than currently available. Whether this involves professional assistance and more sophisticated hardware, or whatever, the Administration must be able to accurately assess the effectiveness of each program separately in terms of its contribution to achieving those objectives. Of course, it must also be able to accurately assess the effectiveness of the entire program as a whole.

It is the intention of the Dallas Police Department, with the support of federal funding, to initiate in the next year just such a sophisticated planning/evaluation capability. Beyond IMPACT

objectives alone, such a potential will be of critical significance in the achievement of specific Department goals and postures desired in the next five years. The ability to analyze and evaluate IMPACT program results will necessarily indicate how best those goals can be met. A system with such capability will impact directly on an optimum approach to reduction of index crime offenders and resulting prosecution efforts, on expansion of the Computer Identification System as an even more effective crime preventive tool, and more important, on the degree to which the Department may be more responsive to the necessary security needs of the community. Essential, too, and probably the major controlling element in terms of system requirements, is the impact on all operational activities from the capability of tracking and maximally utilizing available resources in the most effective manner.

The resultant implication of such a program evaluation capability is on the activities necessary to develop the optimum system for program control and planning. To the degree that effective evaluation will be able to determine operational needs in terms of goal-oriented objectives, one can then begin to examine the systems requirements which will best meet these needs. It will also be necessary to explore the degree of effectiveness an adopted

system must possess if the Department is to reflect efficiency at an optimum level. Further, in terms of an evaluation capability which will permit necessary trade-offs in order to ensure the most effective deployment strategy, the system will require a means for determining cost/effectiveness so that decisions can be informed, intelligent, and accurate.

As a result, defining the optimum program control system will depend heavily on IMPACT program results to be achieved in the next year. The implication of these program results, in terms of defining an appropriate system, will directly affect three major inclusive areas: equipment capability development, systems capability development, and human resources development.

In terms of equipment capability, it will be necessary to explore needs as they relate to systems hardware. For example, the Real-Time Tactical Deployment program will result in defeat without the sophisticated data processing required to meet its objective of predicting specific crime likelihood and adopting effective resource deployment tactics in response. The nature of the required hardware will be dictated by the depth, speed, and accuracy of information required for this program to achieve optimum results. The communications equipment

implied by this program and others, such as decentralization and neighborhood team policing, must provide for instantaneous access to centralized data sources and must be of caliber so as to facilitate deployment strategies and other operational decisions on a true real-time basis.

Other programs, such as Data Base Expansion and the Drug Abuse Study, will equally impact on the need for devices which can cope with informational input and storage, processing, and retrieval of that data. Definition of these hardware needs will also be impacted by the need of other programs to have access to exhaustive data that could not possibly be coped with manually, such as the Crime Investigation Pilot Study and the Violent Crime Information Exchange program.

Equipment capability development must also be examined as to personnel hardware needs. That individual equipment required by the officer in the field must necessarily be defined as optimally meeting performance requirements which effectively support the accomplishment of his assigned tasks. If tactical deployment is to be implemented in the most appropriate manner, the equipment should be provided which will best supplement the effort. Failure to provide this support is to deny the importance of the program. One example is the

Helicopter Alert System and its need for alarm systems and homing devices which better ensure that the objective of reduced response time and increased aerial surveillance is achieved. Portable communications devices are essential to the success of decentralized operation where coordination is critical to performance results.

Systems software needs, i.e., those methodologies and procedures essential to integration and coordination of the system with operational effectiveness, are another element of equipment capability development heavily influenced by program results in the next year. For example, data base expansion of the Police Department's records-keeping system must necessarily reflect the real informational needs of the various prevention, detection and apprehension, and prosecution activities in order to optimize data analysis and subsequent resource deployment tactics. The means of gathering information and disseminating it in such preventive programs as expanded public involvement and the drug abuse study will require much more sophisticated approaches than present capability and resources allow. Procedures will have to be developed for information-gathering and dissemination so that problem profiles may be created and analyzed, as in not only the Drug Abuse Study, but also the Youth Services Program, the

Youth Development-Recreational Activities program, and the Crime Target Hardening Project.

The definition of an optimum system for program control and planning will also impact on systems capability development. In terms of an essential predictive resource allocation capability, it is easy to see the influence of such programs as the Real-Time Tactical Deployment System. The key to crime prevention is the accurate assessment and anticipation of that crime, the more specific the better. Systems definition must necessarily involve a capability to pre-plan how best resources may be deployed in order to achieve operational objectives. Such a capability will depend on the type of information required for target hardening, with such projects as Expanded Public Involvement, the Drug Abuse Study, the Youth Services Program, Crime Target Hardening Project, Fence Control, and practically all other IMPACT programs. The impact of decentralized operations and neighborhood team policing on the problem of crime will rely most heavily on the capability of the system to monitor the community so that police response will be deadily accurate.

Systems capability must necessarily include an effective means for resource tracking. The management of operational deployment requires im-

mediate identification of all available resources at any given moment in time in order that deployment strategies of those resources can respond to an immediate problem on a true real-time basis. The Real-Time Tactical Deployment System will be obviously governed by the capability to determine what is on hand to effectively respond to a crime problem. This applies not only to personnel, but also to equipment. Total program control involves continuous monitoring of all activities in order that, when an immediate response to a situation or problem is called for, there can be no delay for failure to know what is available with which to respond. This capability will also be impacted by the Crime Target Hardening Project, where face-to-face contacts for enhancement of crime prevention depend heavily on appropriate resource being capable of adequately meeting the needs of a specific area. For team policing to be most effective, there must be a capability to follow their activities closely in order that they may be re-directed to more important problems should they occur.

Closely related to resource tracking and predictive resource allocation, when considering the capability development of a defined system, is a means for effective assessment of any program

or system in terms of cost and results. For example, a key element of the Crime Investigation Pilot Study is to determine whether the cost involved in expanding "textbook" investigative procedures to all investigations will be justified in terms of reduction in crime and increases in arrests and convictions. A more important consideration, as in the Real-Time Tactical Deployment System, is being able to choose from among alternative deployment tactics in order to most effectively respond to a problem with the least cost. This capability has never existed before. This involves being able to track resources and determine that pulling resources from one endeavor to bolster resources in another will not substantially harm the overall enforcement effort. Crime prevention programs, such as Expanded Public Involvement and Youth Development-Recreational Activities, have traditionally been difficult to assess in terms of the nebulous, difficult-to-pinpoint objectives to which they ascribe. The need here is a system which helps to accurately assess whether or not such programs truly lead to crime prevention and reduction in juvenile delinquency and recidivism. Further, for the first time, such efforts can be justified in terms of cost/effectiveness, i.e., is the effort worth the expense involved?

Finally, the area of human resource development is also a critical element in defining an optimum program control system which is responsive to programs needs to be determined as the IMPACT program is initiated. One key factor is the capability of the system to monitor and define the operational role. Role definition must be continuously analyzed in terms of responsiveness to community needs, thus enabling a redefinition whenever necessary. The concept of neighborhood team policing is greatly dependent on a definition of its objectives and priorities as they relate to operational activities. Globally, the goals and objectives of the Department as a whole must reflect the necessary role dictated by community requirements. The information necessary with which to define the police role will be derived from many of the programs to be initiated in the next year. Crime prevention programs will obviate increased police-public interaction, enabling feedback as to community expectations. As the problems confronting the police are more explicitly understood, through data base expansion and adoption of procedures to strategically deploy available resources, an understanding of the police role may be honed to acute specificity, escaping the traditional vague and general lists of activities

pertaining to the "police role" or "mission". The responsibility of each and every member of the organization will be clarified in terms of specific tasks, skill levels, necessary background, and potential. This is essential if police management is to be able to intelligently respond to anticipated problems with effectiveness. Real-Time Tactical Deployment is dependent on this capability, as well as being one of the major programs which will provide input into accurate role definition. The Generalist/Specialist approach will also impact on role definition as it is the key operational concept around which such role definitions will revolve.

The need for specialty derivation capability in human resource development is an obvious demand of future concepts. As unique operational situations will require specialized skills to cope with them, there must be a means within the system to determine in advance skill needs and to provide for development of those skills. Such programs as the Drug Abuse Study and the Youth Services Program will call for the development of counseling skills within police personnel. Research and analysis skills are obvious needs in Crime Target Hardening, Real-Time Tactical Deployment, and the Crime Investigation Pilot Study. In an era of dawning

professionalism, the Generalist/Specialist officer will be the primary provider of operational police services. He must be equipped with a level of expertise capable of maximizing the rendering of that service.

Experimentation with the IMPACT and other programs will begin to define the requirements of any system to meet this important need.

Human resources development also involves a means by which any system can accurately assess the effectiveness of the organization's human resources. Certainly, a move toward the Generalist/Specialist concept, toward decentralization and team policing, will underscore the importance of the need to be able to evaluate and gauge the activities of human resources in terms of the results obtained. The system must include methodologies for isolating weaknesses and identifying them so that appropriate measures can be taken to strengthen them before irreparable harm can be done to the operation. This is also part of total management control. The assessment of human resource effectiveness would rely heavily on role definition and would receive input from evaluation of efforts toward crime prevention, detection and apprehension, and prosecution. As in assessment of systems capability, the results of the programs being em-

barked upon next year will help to clarify the degree of personnel effectiveness possible as correlated with results achieved.

The end result of this goal-oriented approach to total program management is a systems design which will support the long-range operational concept. Thus, the IMPACT program has implications for the Dallas Police Department far beyond the immediate contractual requirements with the LEAA. In terms of progress, the capability to totally manage all resources within the organization at an optimum level with maximum effectiveness spells a new era. The opportunity is at hand to leap forward into the Twentieth Century, to be totally responsive to all the needs of the City of Dallas, to operate with a capacity to minimize waste and maximize results.

4. Block Action Programs

Since 1968, LEAA has sought to meet the objective of improving the Law Enforcement and Criminal Justice System in the United States, its principal approach being through the award of grants to states, local agencies, private research organizations, and universities. Approximately 85% of its available grant funds are provided the states according to population, thus they are termed "block" grants.

From almost the very beginning, the Dallas Police

Department has sought out such funds in order to support numerous programs and innovations directly focused at increased efficiency in the prevention, detection and apprehension, and prosecution processes involved in municipal crime. With the advent of the LEAA, high-impact, anti-crime program, such block action grants take on added significance as essential support to the stated goals of the IMPACT program: reduction of burglary and stranger-to-stranger crimes by 5% in the first year of implementation and by 20% after five years.

The block action programs desired by the Dallas Police Department for initiation in 1973 are more global in nature than the IMPACT programs. These programs are more involved with developmental and support activities which will be effective in support of the IMPACT programs. But not only do they merely complement the IMPACT programs, they definitely contribute new and additional capital resources to the achievement of IMPACT objectives.

In terms of detection and apprehension, some block action programs have an immediate implication as IMPACT programs. Continued funding of the Greater Dallas Area Organized Task Force (Metro Squad) is dedicated to a cohesive, concentrated thrust against organized crime activities. Through the cooperation of multiple police jurisdictions, more thorough intelligence

information is possible, and, thus, an appropriate police response to the threat those activities represent. The existence of organized crime is a magnet to those criminal types more usually involved in IMPACT target crimes. An attack against the roots of organized crime will also mean a movement against the more obvious crime problems in the community.

Another necessary support tool to the achievement of IMPACT objectives is continuation of the Police Service Expediter Unit. By relieving field officers of the necessity of responding to non-urgent calls, the unit, in effect, returns free time to those officers to seek out and deal with more serious crime problems. Further, when a major crime does occur, the expediting of the initial report to the responsible follow-up resources reduces the delay in identifying and tracking down suspected offenders which formerly worked to their advantage.

The contribution of the helicopter to the crime-fighting posture of the Dallas Police Department needs no further emphasis. Thus, necessary support activities of the helicopter operation need little explanation. Block action funding has been requested for continuation of the helicopter program itself, as well as construction of more appropriate storage and maintenance facilities than currently exist. An additional grant looks to improved efficiency of the helicopter unit through the

placement of identifying numbers on street blocks and on roofs of police vehicles. The capability of the aerial observer to easily and quickly determine his exact location anywhere within the city is of immense importance to his effectiveness.

The acquisition of mobil radio extenders is of extreme value to the enhancement of decentralized operations. The officer is currently tied to his vehicle because of a lack of communications outside the vehicle. Without instantaneous contact with the dispatcher, the individual officer sacrifices all of the support committed to the performance of his duties and to his safety. The availability of instant communications, no matter the officer's physical location, ensures more efficient and responsive police operations.

Other block action grants, as indicated, are more global in their support and look to such areas as improved technology and human resource development. For example, a Closed Circuit Television capability enhances a Department communications capability, especially important where there is a decentralized mode. The opportunity for unique approaches to training and public education underlies a number of important departmental goals and desired postures within the next five years. The ability of top management to communicate with operational personnel directly has immediate implications where policy considerations and organizational changes

are concerned.

The expansion of physical facilities, like the earlier grants mentioned, has a direct implication on the IMPACT program, as well as decentralized operations and other future police activities. Future growth as envisioned in this plan will require adequate housing. Even now, overcrowding is having some effect on Department operations. Initially, this means construction of locker buildings to accommodate necessary remodeling of district stations for added workspace. Also, two new modular neighborhood stations are anticipated to be constructed, as well as four new district stations to replace existing ones.

The implementation of a Multi-Media Production and Learning Center has immediate application to human resource development. An in-house capability for preparing programmed units of instruction on all aspects of law enforcement will support decentralized operations, given the hardware at all stations to utilize these units. Police management can be more immediately responsive to in-service training needs, especially in terms of specialties, as well as utilize such a system to support internal communications.

Because of recent nationwide events whereby militants and radicals have sought to destroy those institutions the police are sworn to uphold and defend, a law enforcement agency would be remiss if it did not

7

prepare itself for such occurrences. Second year funding of an Explosive Ordnance Unit is necessary to continue the acquisition of equipment and training of personnel to cope with this threat. Experience with actual explosive and bombing incidents has highlighted preparation in this area so that in the future such incidents may be handled in the safest and most expeditious manner possible.

The Police Cadet Program is one approach the Department has taken to look to its future needs in terms of professionally prepared, qualified human resources. This is not only a recruiting device but also development program. Those participants in the Cadet activities are another close tie with the community, allowing the introduction of subtle peer pressure among a population group which represents a large proportion of criminal behavior.

Recognizing the obligation of any organization to develop the competencies of its managers and supervisors, because of their obvious impact on organizational efficiency, the Department has sought continuous training opportunities for its supervisory personnel. The funding requested for a Police Administrator's Advanced Management Workshop will enable training which expands on a previously held basic management workshop. By allowing supervisory personnel more practice with modern management techniques and an in-depth understanding of the

dynamics of the organization, they will be better prepared to assume new, still ill-defined leadership roles as the Police Department restructures into a new mode of organizational behavior.

Another block action request deals with a now-oriented need, but one of continuing importance. The acquisition of equipment for firearms judgment and recognition training goes to the heart of the police role. The professional officer is one who, above all, exercises that degree of self-control so that, in meeting the requirements of the law enforcement task, he does not step across that legal and ethical demarcation between duty and the sacrifice of democratic values. Police personnel must be able to intelligently resort to the use of firearms in defense of their own lives and the lives of others. Thus, there is an inherent obligation to ensure that those officers are maximally and efficiently trained both in terms of proficiency and the intelligent use of discretion.

A final block action grant request involves the previously discussed area of Program Coordination. As stressed, where communications failures exist and objectives are not clear-cut, there will be a definite reduction in organizational impact on a given problem. A lack of effective coordination can easily lead to the creation of a fragmented effort which exists without purpose nor results. A system of program coordination

and control is essential for the very core of departmental functioning will depend on it. The primary objective of this program is to provide effective development and coordination of the various activities falling under the IMPACT program. With the introduction of professional assistance to the Department, the potential will exist for the development, through experimental design and the establishment of specific hypotheses, of effective controls for the overall IMPACT program as it interacts with other externally-funded projects and the routine operating functions of the Department. Thus, a positive contribution will be made toward achieving long-range goals and objectives of the organization.

Obviously, the block action grants represent a positive partnership with the IMPACT program. Projects such as the Metro Squad, with its thrust against crime being an important barrier also to stranger-to-stranger crimes, deserve priority among the block action programs because of this very close relationship. Other block action grants which deserve such priority are those relating to the helicopter program, the Police Service Expediter Unit, and Program Coordination. Each of these programs is significant to the IMPACT program in either a direct or supportive role. The remaining block action programs, as stated earlier, are more global in nature and play strictly a supportive role in terms of

such activities as human resource development and communications.

These block action projects permit a degree of capitalization for support of the IMPACT programs -- capitalization not available under IMPACT. They provide vital material contributions to bolster the IMPACT innovations in order that departmental goals and postures may be better achieved. However, it must also be realized that there should be a contingency approach should block action funding requests not be approved, possibly because of the existence of IMPACT funding itself. There must be other avenues of funding identified if this should occur; otherwise, the IMPACT program could possibly evolve into only a fragmented, disjointed effort which might tend to distort overall Department efforts rather than effectively deal with crime reduction. Planning must necessarily include attention to this possibility. The guidance provided to the Department in the development of its Block Action Grant Program and its IMPACT Grant Program resulted in both program areas being planned in an integrated fashion. The resultant inter-dependency between the projects was heightened by subsequent decisions to do with priorities and eligibility. It must be emphasized and borne in mind that any reduction in the requested level of block action funding, as might be occasioned by funding agency considerations

of availability of IMPACT funding for Dallas and the resulting desirability of diverting block action funding needed by Dallas to other areas, must be accompanied by a corresponding increase in availability of IMPACT funds. Should this not occur, or should some other equally suitable arrangement not be forthcoming, it will undoubtedly call for a complete replanning and re-evaluation of the total LEAA-funded program areas to ensure that the Department is not put in a position of attempting to meet specific program objectives with anything less than the required resources, which have already been identified.

cautiously experimented with, and evolutionarily implemented.

1. Routine Support Area Operations

a. Technical Services Division

The Technical Services Division provides the line communications functions between the public and Patrol through telephone clerks, a computer, and the police dispatchers. It controls work associated with automation of police functions. Routine reports are reviewed, analyzed, corrected, augmented and stored. The Division controls and operates the primary police data base and the equipment which is used to interface the Dallas Police Department with the FBI, the Texas Department of Public Safety, the Dallas County Sheriff's Office and North Central Texas regional users of police information. It provides support to the rest of the Department in specialized criminology skills such as fingerprint analysis, collection of fingerprint evidence, and special photographic services; and maintains working relations with the Dallas County Forensic Science Center. It is the channel through which all scientific/medical test requirements are established.

The Technical Services Division is the primary depository of police data. Police service requests are received and processed by the Division's communication system. The Division collects,

maintains, and evaluates crime data, evidence, fingerprints, and criminal histories. It provides the public with accident and stolen property reports. Computer systems are designed for more effective law enforcement by the Data Processing Section.

b. Detention Services Division

The Detention Services Division operates and administers the jail facilities providing for the custody, care, and control of prisoners. Prisoners include persons held for arraignment and charge; held for transfer to county jail; and those serving out fines on municipal charges.

c. Property Division

The Property Division provides custody, care, and control of all Dallas Police Department property, including weapons, uniforms, supplies, equipment and furniture. It also receives, invoices, and stores all property received by the Dallas Police Department and holds, maintains and/or disposes of same in accordance with the law.

The Property Division cares for all contraband, impounded and bulky evidence property. It tows, stores, controls and releases vehicles requiring police action; stores property brought into custody; receives and disposes of police property; keeps records; controls the vehicle fleet; coordinates

facility needs; and serves as Central's librarian.

(d) Human Resources Development Bureau

The Human Resources Development Bureau recruits, selects, processes, and trains qualified personnel to meet the demands of the Dallas Police Department. It maintains personnel relations, personnel records and in-service training programs.

2. Support Area Improvement Projects

A number of programs in the operational support area will be accomplished in the 1972-73 fiscal year. These improved and innovative systems and subsystems will be implemented with existing resources, without the need for external funding.

a. Refinement of the Computer Assist Dispatch System

This activity will provide for improved, expedient dispatching of police field elements on calls for service through the potential for tracking and identifying those elements most available for and nearest to the need for police service.

b. Central Repository Records System

This enhanced system will coordinate the movement of criminal investigative case records from the Crimes Against Persons Section and Traffic Division to the Reports Section. In addition, any other identified departmental fragmented records will also be maintained in the Report Section for ease of access.

c. Implementation of Automated Book-In System

This system will constitute the initial phase of a long-term program to create a complete in-house automated criminal records system.

d. Automated Forensic Science Physical Evidence System

A fully-automated data base on all physical evidence acquired in criminal investigations and the analysis of that evidence is the objective of this system. Maintained on a timely, need-to-know basis, the system will assist in the solution of criminal offenses and in linking the perpetrator to a specific crime, enhancing subsequent prosecution, through the analysis of that evidence.

e. Expansion of the North Central Texas Crime Information Center (NCTCIC)

The effort involved in this area is to update the present system to improve the capability for identifying and tracking criminal offenders in the North Central Texas region. An accompanying subsystem in this program will involve identification of persons within the area who possess mental and physical handicaps, representing a potential crime threat.

It is evident that the Department has embarked on an ambitious first-year program which will yield results that will have

far-reaching impact on the future image and composition of the Department. This Administration is fully dedicated and committed to the full implementation of this first-year program. It is only through realization of this same commitment and dedication throughout the total Department, and the full support of City Management, that this Program For Change can realize its full potential. We again must emphasize that continuous, well-planned experimentation under tight, management control, is the central theme of this plan.

IV. RESOURCE REQUIREMENTS

In seeking to determine the needs of the Dallas Police Department over the next five years, in terms of manpower and other resources, current visibility permits only an analysis based on previous experience. In looking to the nature and amount of required future resources for the purpose of specificity, it will first be necessary to gain some experience and working knowledge of new concepts and methodologies during anticipated pilot effort. A primary activity during the 1972-73 fiscal year will be the making of just such observations in order that subsequent updating of the Department's five year plan will enable positive correlation between anticipated organizational changes and realistic and pertinent resource requirement projections.

A. Manpower Growth Projection

Lacking some definitive standard by which to gauge manpower needs in terms of organizational activities such as decentralization, Generalist/Specialist personnel, and neighborhood team policing, it is necessary to project such needs in terms of a per capita basis, i.e., number of officers per 1,000 population.

Figure IV-1 provides a five year projection of manpower needs by rank for the Dallas Police Department. Indicated is a growth in sworn personnel of 9.0%; clerical and civilian growth of 7.4%; and an overall departmental growth of 9.1%.

In determining these figures, it was assumed that each of the ranks would continue to grow from the present at a rate of 1.8%, except for the appointed ranks which would remain static.

The totals reflected may not match projected totals because of necessary rounding off. The actual projected grand total for personnel in 1977 is 2,835.

POSITION	72/73	73/74	74/75	75/76	76/77
Chief of Police	1	1	1	1	1
Assistant Chief	4	4	4	4	4
Deputy Chief	5	5	5	5	5
Director	14	14	14	14	14
Captain	17	17	17	17	17
Lieutenant	74	76	77	78	79
Sergeant	260	264	269	274	279
Sergeant (Motorcycle)	6	6	6	6	6
Detective/Investigator	276	281	286	291	296
Jailer	3	3	3	3	3
Assistant Jailer	3	3	3	3	3
Assistant Dispatcher	6	6	6	6	6
Dog Handler	9	9	10	10	10
Helicopter	18	19	19	19	20
Patrolman (Motorcycle)	37	37	38	39	39
Patrolman	1171	1192	1213	1235	1257
Policewoman	31	31	32	32	33
TOTAL SWORN PERSONNEL	1935	1968	2003	2037	2072
Civilian	99	101	102	104	106
Clerical	607	618	629	640	652
GRAND TOTAL	2641	2687	2734	2781	2830

Figure IV-1: Manpower Projection, 1972-1977

If sworn manpower is projected on a per capita basis, taking into account projected population growth, and the ratio of sworn personnel per 1,000 population is maintained at a constant of 2.164, a total of 2075 sworn personnel can be projected for 1977 (see Figure IV-2 below). Were this managerial control not to be exercised, however, and the number of sworn personnel allowed to increase in the manner of past years, the number of sworn officers in 1977 could be projected at 2,242, or a per capita ratio of 2.338. Thus, by exercising control on a per capita ratio, the average 1.8% growth is maintained and the normal growth pattern is reduced by 167 sworn personnel.

YEAR	NO. SWORN PERSONNEL	% INCREASE IN IMPACT YEARS	NO. SWORN PERSONNEL/PER 1,000 POP.
1972	1900		2.164
1973	1935	1.9%	2.164
1974	1971	1.9%	2.164
1975	2006	1.8%	2.164
1976	2041	1.7%	2.164
1977	2075	1.7%	2.164
1978	2112	Average = 1.8%	2.164
1979	2147		2.164
1980	2181		2.164

Figure IV-2: Sworn Manpower Projection on Per Capita Basis

Figure IV-3 illustrates the effect projected attrition will have on sworn manpower needs in the next five years. Assuming that the Police Department achieves authorized strength of 1,900

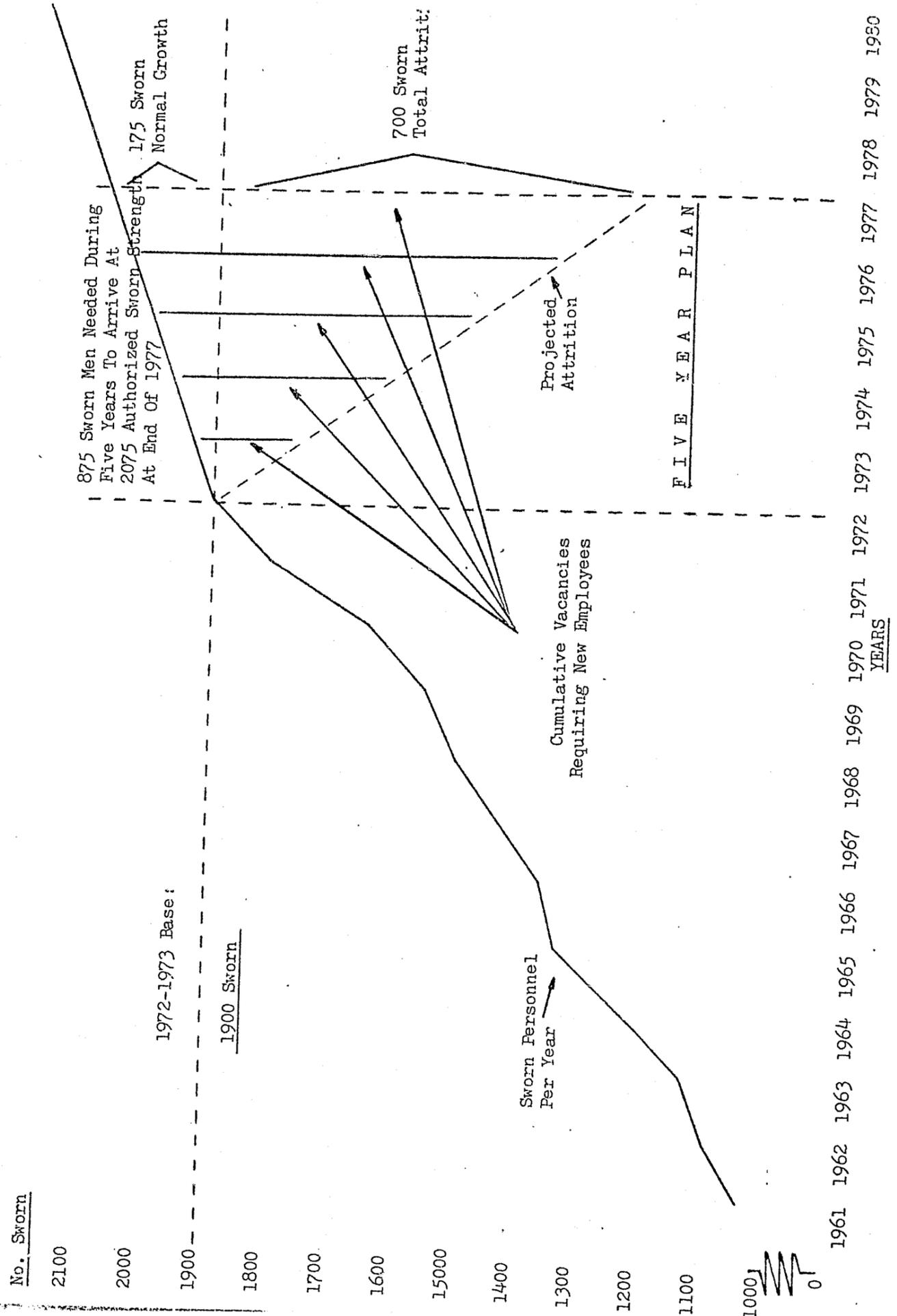


Figure IV-3: Sworn Manpower Projections - Five Years

sworn personnel at the close of 1972, this figure may be subtracted from the projected 1977 strength of 2,075, leaving a total of 175 sworn officers to be added in the period 1973 to 1977. Prorated over the five year span, the 175 sworn personnel can be added at a rate of 35 men per year at a normal growth rate.

Projected attrition rates indicate that 700 sworn personnel will leave the Dallas Police Department in the same five year span. This is an attrition rate of 140 men per year.

In order to achieve the sworn manpower strength of 2,075 in 1977, it will be necessary to combine the needed additional 175 personnel with the 700 lost to attrition. Thus, 875 sworn personnel will actually have to be added in the five year period. Prorated over the 1973-1977 span, 175 new sworn personnel will have to be added each year.

One of the significant factors involved in these figures is that all or part of the number needed could be employed during the years of the IMPACT program, leaving the City of Dallas without an unwarranted manpower burden to assume with the withdrawal of IMPACT funding. Figure IV-4 demonstrates the close alignment in manpower projections between the number of sworn personnel through federal funding and those acquired in a normal growth pattern. Figure IV-5 illustrates the same projections with non-sworn personnel.

There is another dimension to the Department's manpower growth that is an integral part of this plan; that of personal growth of the individual police employee.

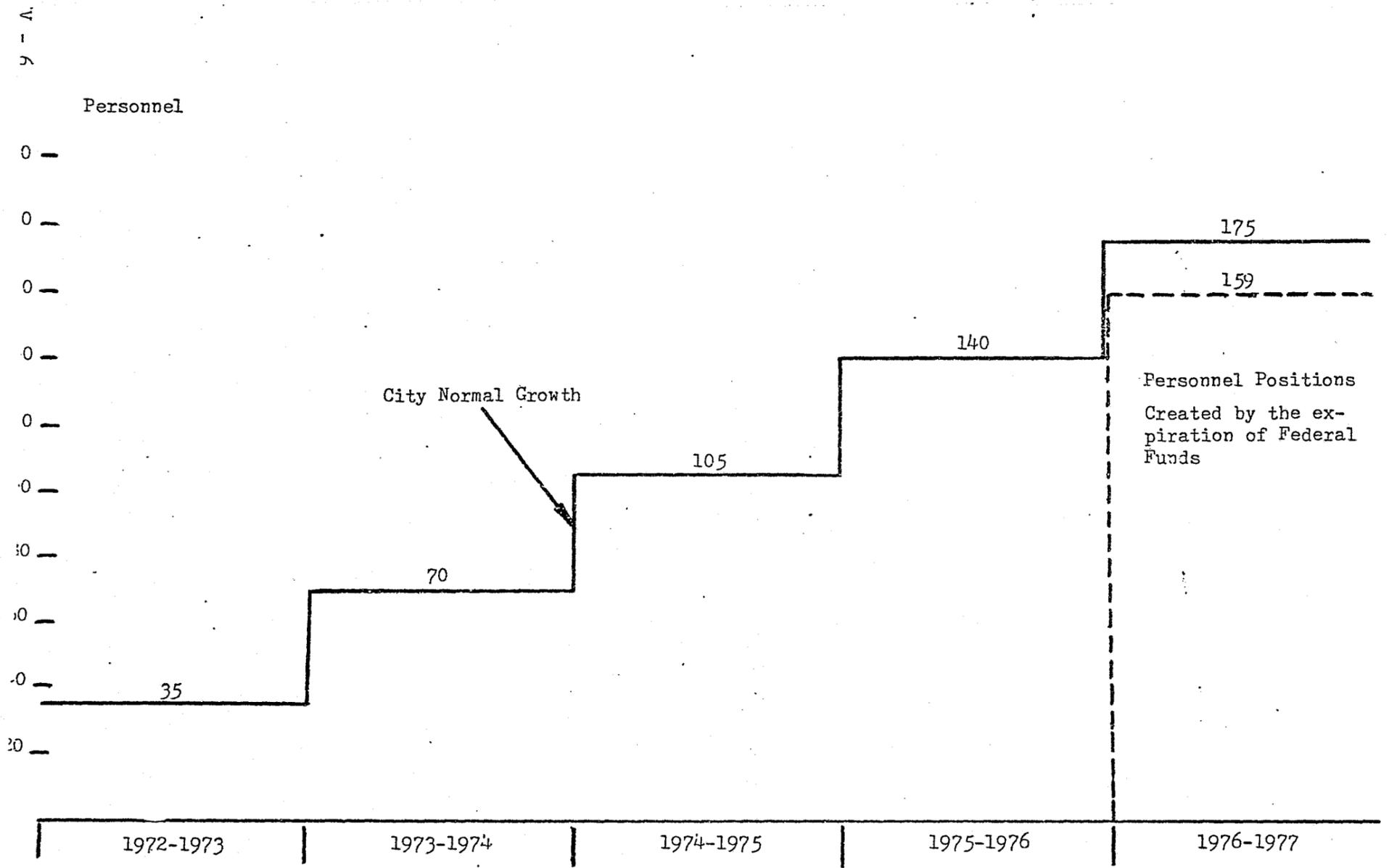


Figure IV - 4: Personnel Acquired by City Via Expiration of Federal Funds - Sworn -

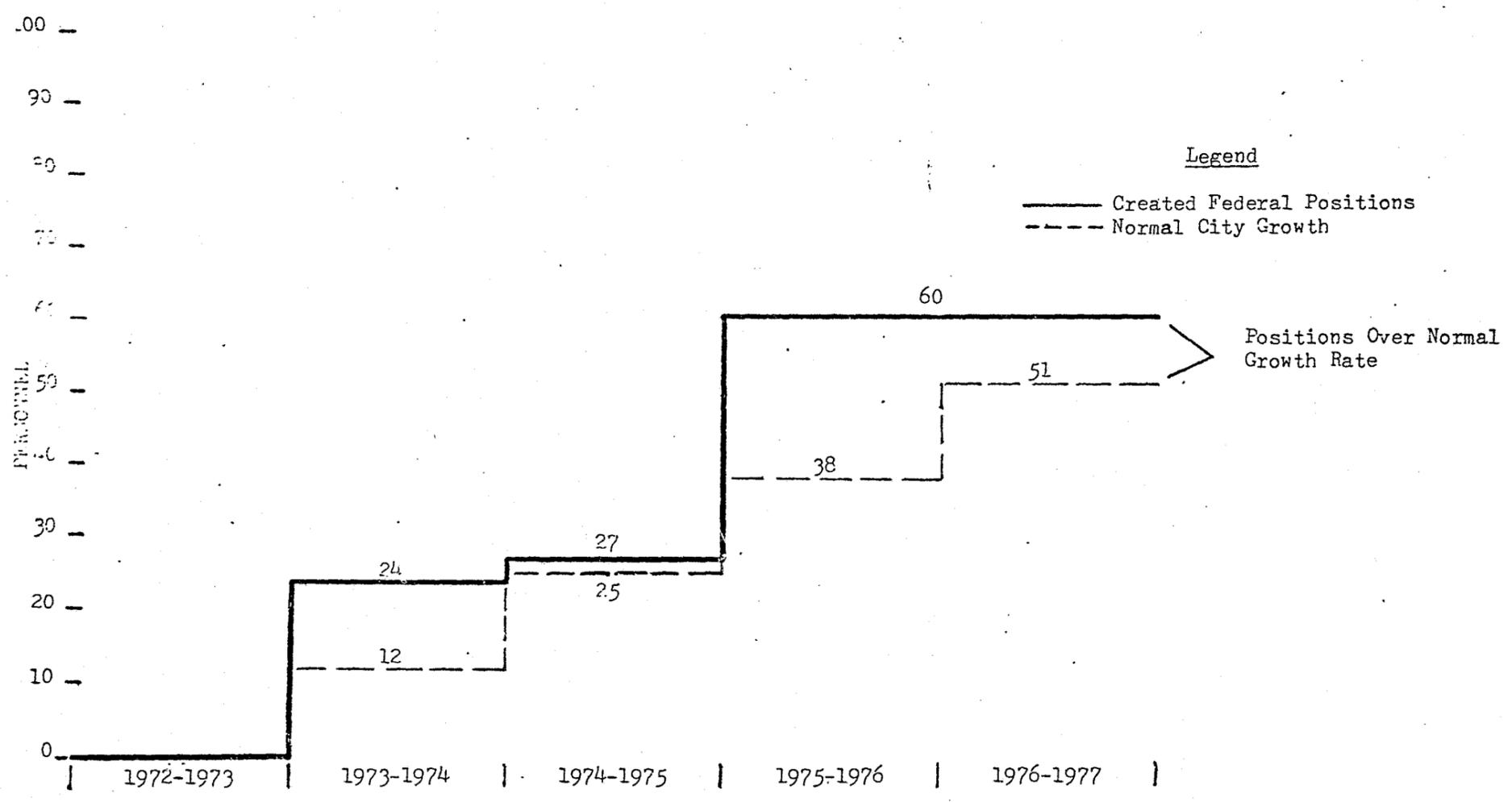


Figure IV - 5: Personnel Acquired by City Via Expiration of Federal Funds Non-Sworn

During the coming years, the Department intends to develop tangible, realistic plans for promoting a general growth of competency by police employees. Figure IV-6 depicts the Police Department with approximately 81% of the entire force in non-supervisory capacity, 19% mid-management and less than 1% top management. Significantly, only about 77% of this force is on the street and operational. This situation; the present division of responsibilities; our present deployment scheme; is central to the problem. It is a major problem adversely affecting the effectiveness of the organization.

When viewed in the manner depicted in Figure IV-6, we see clearly what must be done to place decision-making in the proper place and how to pay the right man or woman to make those decisions. Essentially, here is what we propose; by redirecting the bulk of mid-management costs to support highly competent, well-paid Generalist/Specialists - on the street - we will have achieved a more effective deployment. Next is the consideration of rewards. The horizontal growth depicted in Figure IV-6 is speaking of personal growth as Generalist/Specialist. This implies that as a person grows, he will be financially rewarded. The plan must address the development of means to do that. Throughout the developmental period of the Generalist/Specialist concept, a collateral effort will be underway with the mission of finding ways of reducing cost of supportive activities to pay for the increases which will be brought about by the Generalist/Specialist program. Some of the ways we intend to finance this are:

CONCEPT OF REDISTRIBUTION OF POLICE PERSONNEL

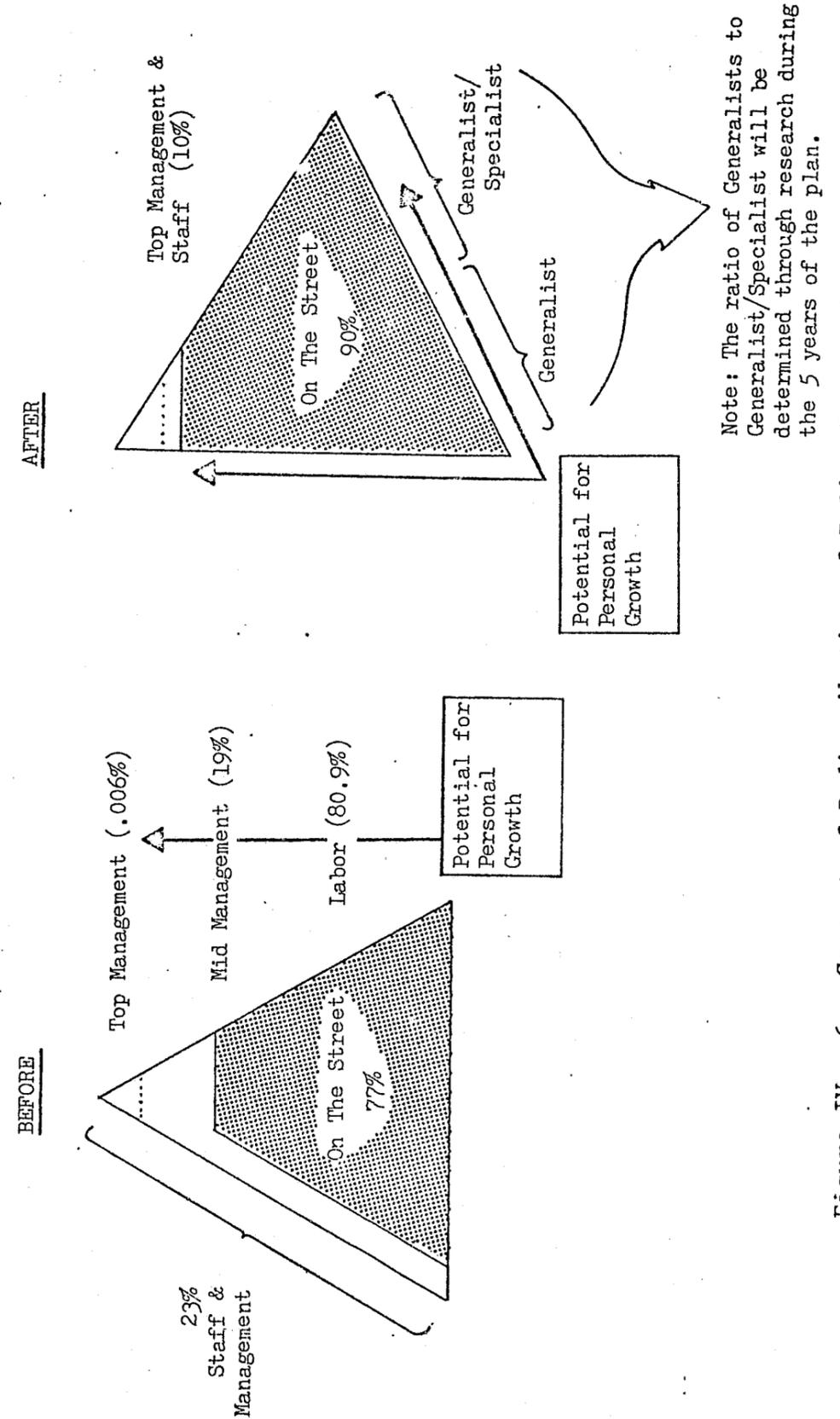


Figure IV - 6. Concept of Redistribution of Police Personnel

By reducing administrative costs through flattening the organization, decision-making can be forced downward to the Generalist/Specialist on the street. Three hundred ninety-three sworn officers (20.31% of sworn strength) currently hold some supervisory or management assignment. There is a distinct potential for redirecting the cost of 200 of those positions to pay Generalist/Specialists when administration is reduced to 10% or 193 positions.

We intend to term all police employees, such as PSO's, CSO's, etc., just that -- police employees. Thus, extended use of non-commissioned police personnel offers a real potential for diversion of personnel cost from the more mundane to the more critical. It has been estimated that 80% of the services provided by police are of a non-criminal nature. We cannot rely on that now; however, analysis and research will surely prove that a great deal of what is now done by an officer at a rather high pay grade can be performed by non-commissioned police employees with potentially substantial reduction in the cost of those services.

All administrators know that turnover is a silent thief which robs the Department of valuable personnel, experience, good will and more. A prime ingredient of a reward system that works is the reduction of turnover costs. When an employee chooses to remain with the Department, there are significant savings -- he becomes more efficient

and is often capable of performing tasks which would require two people to perform. An example of this is the need to have senior partners or supervisors accompany younger officers on assignments. It is estimated that the loss of one officer who has been on the force for four years comes to \$30,000 in replacement costs. A system which retains these experienced personnel should have no difficulties in terms of proven cost/effectiveness. Consolidation is an excellent means of saving money. Industry has long utilized overhead functions amalgamation as a means of cutting costs. Also, through merging central services on a regional basis, a more efficient service delivery potential also exists for the police. There is one other very nebulous potential for cost savings that may or may not materialize. However, it is worth mentioning. If the members of the Dallas Police Department should be realigned into a mode that promotes a high degree of self-satisfaction and self-motivation, there is a possibility that the total police job would require less persons to perform.

B. Equipment Resource Projection

The major equipment needs that can presently be identified for the Dallas Police Department for the five year span, 1973-77, are as follows:

1. One hundred sixteen police vehicles and associated mobile transmitters are required to give strength and support to the expansion of the tactical IMPACT

force for the deployment capability to concentrate on predicted locations of high criminal attack probability.

2. One hundred sound-activated burglar alarms and robbery sensory devices to aid in the direction of helicopter support to robbery and burglary locations. The major impact lies in the reduction of response time to such events.
3. Nine vehicles will be required for the Criminal Justice Interface Unit to assist in rapid investigation of serious crimes and quick processing of necessary warrants.
4. Mobile radio extenders will be required for all patrol vehicles. These devices provide the field officer a continuous communications capability, enhancing operations needs and the officer's individual safety.
5. The purchase of needed equipment for the implementation of an optimum information communications and records system, capable of gathering, organizing, storing, and rapidly retrieving pertinent and accurate data on criminal activities. Thus, there will be vast improvement in tracking and controlling Department operations, as well as providing for expeditious interchange of information between criminal justice agencies.
6. A closed circuit television capability will be

required to improve departmental communications and training.

7. Athletic equipment is required to provide additional resources for the expansion and updating of the Department's successful recreation programs. Focusing on prevention and deterrence of juvenile delinquency, the equipment will also further develop and create better relationships between the community and the Police Department.
8. Firearms training construction to be utilized in training for effective judgment and accuracy in the use of firearms.

C. Facility Resource Projection

It is assumed that the Administrative, Planning and Research, Special Investigative, and Resource and Support tracking functions of the Department will occupy offices in the new city hall. Also, it is assumed the Central Division will maintain all of its functions in offices at the Municipal Police and Courts Building.

Decentralization of the Department will permit police investigators to be shifted to the district stations, thus increasing the need for expansion of these facilities.

Four areas of facility needs can be identified during the next five years. They are: district station temporary renovation; experimental neighborhood stations; four new district stations; and various support facilities. (See Figure IV-7.)

- (1) The four present district stations are

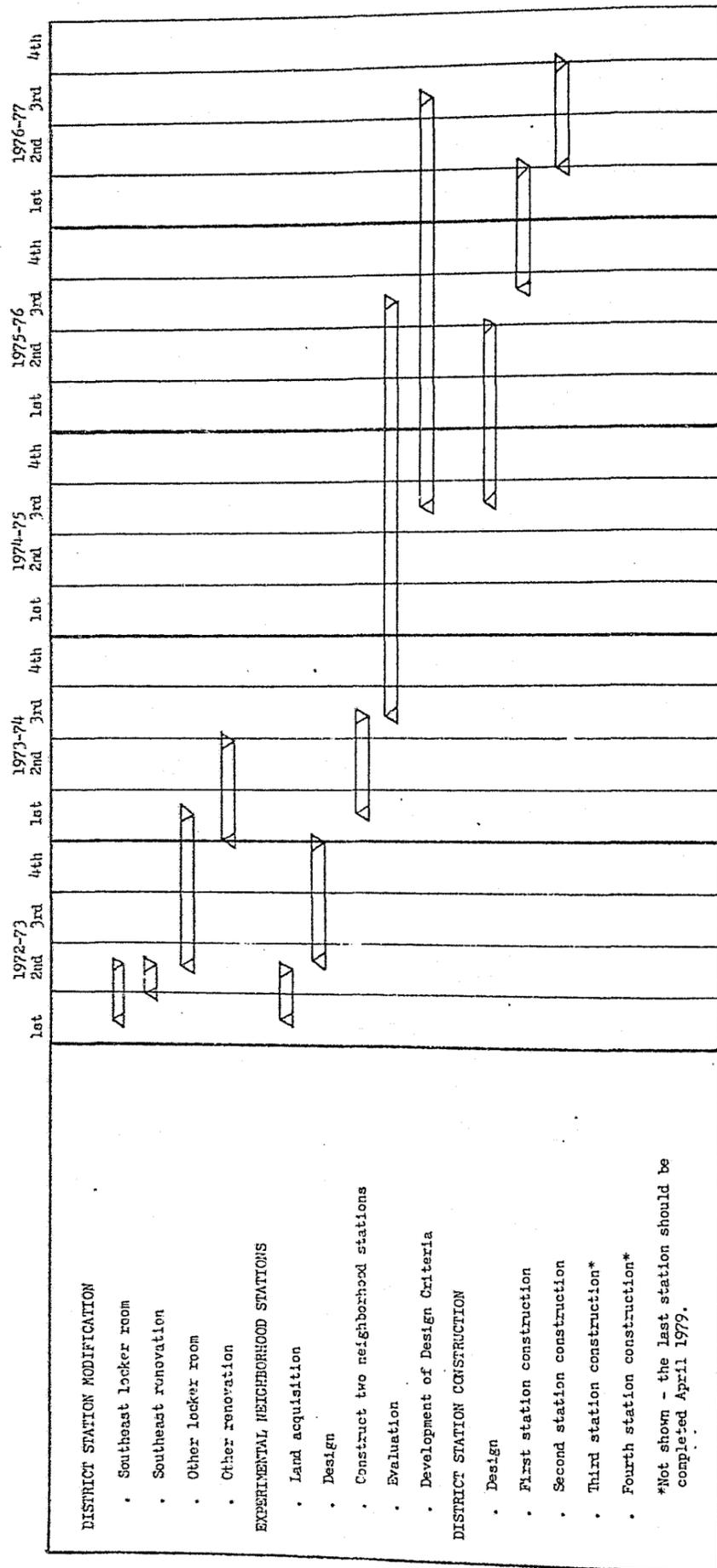


Figure IV-7: Police Facility Construction Schedule

scheduled to be modified during the next fiscal year to allow decentralization. This will consist of adding new locker room facilities and conversion of the present locker rooms to office and working space for additional investigators, supervisors, and clerical help. LEAA funding matched by municipal bond sales will finance the construction. If LEAA funding should, for some unforeseen reason, not be available, this renovation would be financed solely by bonds. Budget considerations must support renovation.

Interim renovation will provide: approximately 715 additional sq. ft. at the Southwest District; 700 additional sq. ft. at the Southeast District; 930 additional sq. ft. at the Northeast District; and 930 additional sq. ft. at the Northwest District.

(2) An experimental program to determine the cost/effectiveness and feasibility of using neighborhood stations will begin in 1973. Construction is scheduled to be completed in the third quarter of 1974, again using LEAA and bond funds.

It is assumed that these stations will be built in the Southeast District to facilitate the decentralization experiment. Evaluation is scheduled for the third quarter of 1974 through the third quarter of 1977. Evaluation emphasis will be on the determination of specific design criteria applicable to

such stations. Of paramount importance will be applicability of modular construction and the degree of mobility that would permit relocation based on needs. Moreover, this experimentation will permit the development of the specific station design criteria that would cater to the differences in needs that may be occasioned in different parts of the city. The use of these experimental stations, therefore, during the time frame covered by this plan is strictly experimental in nature and scope. There are no plans presently for expansion of this concept and none will be forthcoming until a very thorough examination is made as regards the requirement and the experimental results obtained over the next five years.

The two experimental neighborhood stations will be approximately 1,600 square feet to supply the following needs:

<u>Public Reception</u>	48 S.F.
<u>Office-Sector Sergeant</u>	208 S.F.
<u>Assembly-Conference and Lounge</u>	256 S.F.
<u>Investigators-Including holding rooms</u>	192 S.F.
<u>Work Spaces</u>	304 S.F.
<u>Lockers and Restrooms</u>	368 S.F.
<u>Storage and Mechanical</u>	80 S.F.
<u>Circulation</u>	144 S.F.
	<u>1,600 S.F.</u>

(3) Depending somewhat on the above evaluation, four new district stations are planned on the sites of the present stations. They will allow adequate room for operations and will be designed to allow additions to accommodate future growth.

The below listed square footage is the projected District Stations' needs:

	<u>On-Duty Personnel/Prisoner Capacity</u>
<u>Office Area-Administration and coordination</u>	1,250 S.F.
<u>Jails and support facilities</u>	5,000 S.F.
<u>Investigators-Interrogation and evidence</u>	2,500 S.F.
<u>Multi-Function Space-Meetings</u>	2,000 S.F.
<u>Lounges</u>	500 S.F.
<u>Restrooms</u>	300 S.F.
<u>District Storage</u>	500 S.F.
<u>Mechanical-5% of net area</u>	600 S.F.
<u>Circulation-10% of net area</u>	<u>1,250 S.F.</u>
	13,900 S.F.

(4) There are no projected needs for support facilities identified at this time. The present property facility is housed at 1400 Hi-Line in a leased building that will be adequate for a minimum of five years. The city has a three-year lease with option to renew.

The Auto Pound facilities are fragmented, but also will supply adequate storage for five years.

The locations of the present auto storage areas are: 606 S. Good-Latimer; 2800 Choice Street; and 3600 Pluto Street.

It is assumed that the communication function will be housed at the new City Hall facility. There is a good possibility that there will be expansion needs in this area, but these needs will be studied and determined during the next five years. The Command and Control Study and a planned Consolidation Study will outline our future needs.

Police records are primarily for police use, although some records are made available to the public. Mainly, these are accident reports. Due to the need for these records to be used as investigative tools by the police, they should be quickly accessible. Therefore, these records should be housed in the Police and Courts Building complex until such time as data transmission and/or regionalization relieve the need for hard copy storage in a central repository.

D. Miscellaneous Resource Projection

If the Dallas Police Department maintains its present rate of manpower growth, it is anticipated that there will be no extraordinary requirements during the five year period, 1973-1977. Cost projections reflect level of miscellaneous resources consistent with per capita manpower projections.

V. MASTER PROGRAM SCHEDULE

This section depicts in graphic and brief narrative form the major program efforts covered by the tenure of this plan. The intent is to establish the interrelationships and basic interdependencies of the various component program/project areas addressed by previous discussions. As can be seen in Figure V-1, to a large degree the efforts are basically interdependent in time and interrelated with respect to the common goal, i.e., the Program For Change. The relatively small amount of detail devoted to the IMPACT program and the Block Action Program should in no way be construed to mean that the Department places a relatively small weight on the value of those programs. Rather, the emphasis the Department places on these programs has already been established, especially in terms of their criticality as primary funding sources to support the applied research and capitalization efforts presently envisioned and those which will undoubtedly emerge in future planning endeavors.

It is believed, however, that the major emphasis in the overall program schedule should be devoted to establishing the overview of the Program For Change in order that the Department, as a whole, and all other recipients of the plan in general be able to gain visibility to the extent necessary to assure themselves that the efforts previously discussed are not fragmented, but rather, very muchly so, are being designed to be integrated into a total program with a common objective...that of a highly professional police force providing the full range of police

services required and desired by the citizens of Dallas.

It is important to note that the Department plan calls for moving out on essentially five separate fronts in addition to the conduct of its day-to-day business. These fronts are:

- (1) Full experimentation, evaluation, design and development of the operational concept embodying the Generalist/Specialist and team policing.
- (2) The development of the best of all possible human resources to support that concept; to ensure the full range of skills and expertise required to successfully implement it, and to provide the growth potential in terms of career path opportunities to retain those personnel who are so totally necessary to achieve the degree of professionalism in law enforcement sought by this Administration.
- (3) The development of the systems resources that will ensure that our personnel are provided with the best of all possible support required to ensure concept implementation success, and with the best of all possible management skills and systems to guide the total effort and respond to needs of the organization

and the community it serves.

- (4) The design and development of the physical plants required to house the men and women of this Department in such a way to ensure that a lack of appropriate facilities does not deter from successful implementation of the concept nor contribute to a lessening of the professional image and reality sought by this Administration for its personnel.
- (5) The full utilization of temporal funds to provide the greatest possible degree of applied research to support our overall concept design and development and to provide the maximum realizable degree of capitalization toward its implementation and support.

All this, of course in addition to the conduct of daily business, is a very ambitious program. It is this Department's
PLAN FOR CHANGE.

MASTER PROGRAM SCHEDULE
PROGRAMS/ELEMENTS

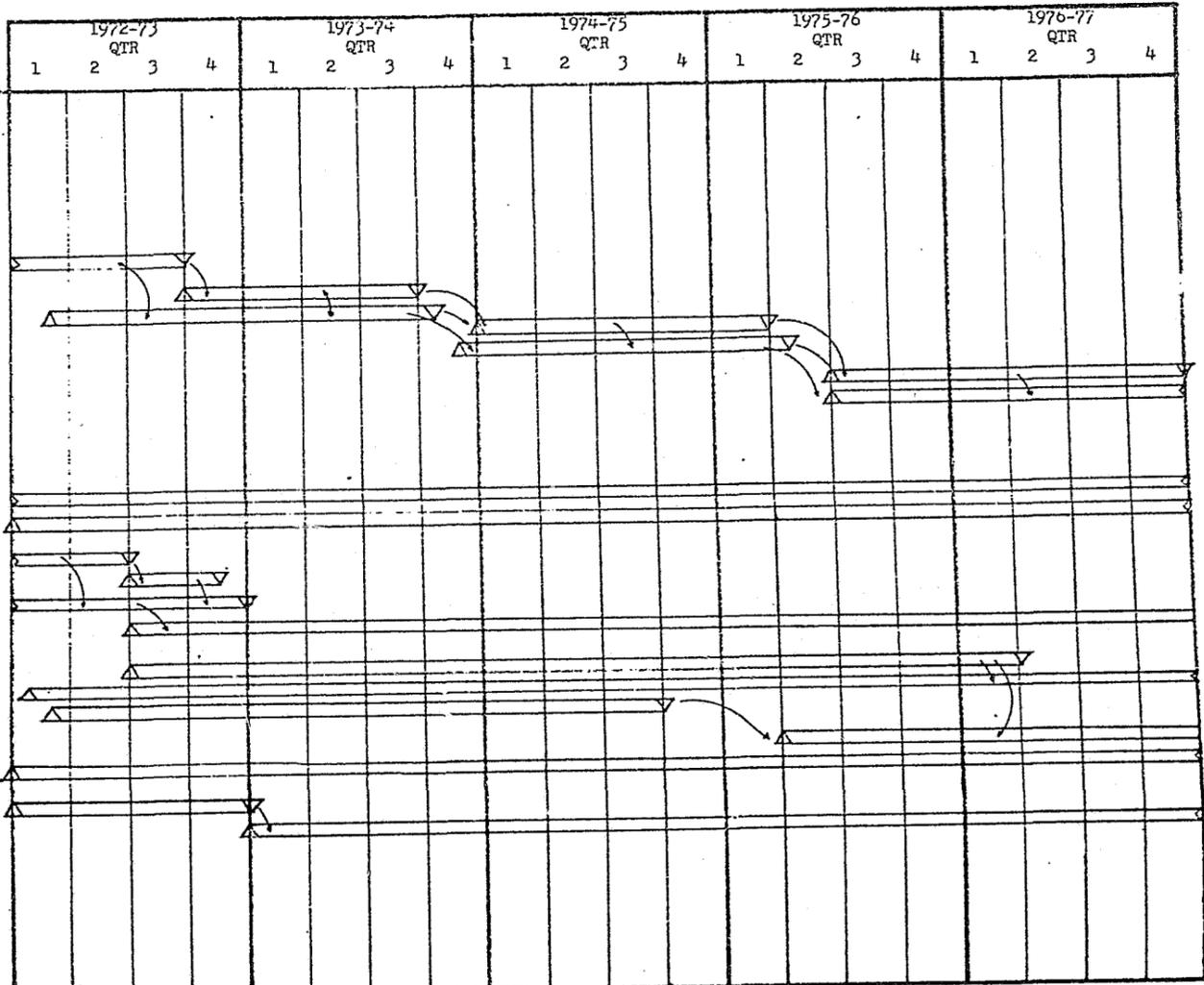


Figure V-1: Plan For Change Master Program Schedule

MASTER PROGRAM SCHEDULE
PROGRAMS/ELEMENTS

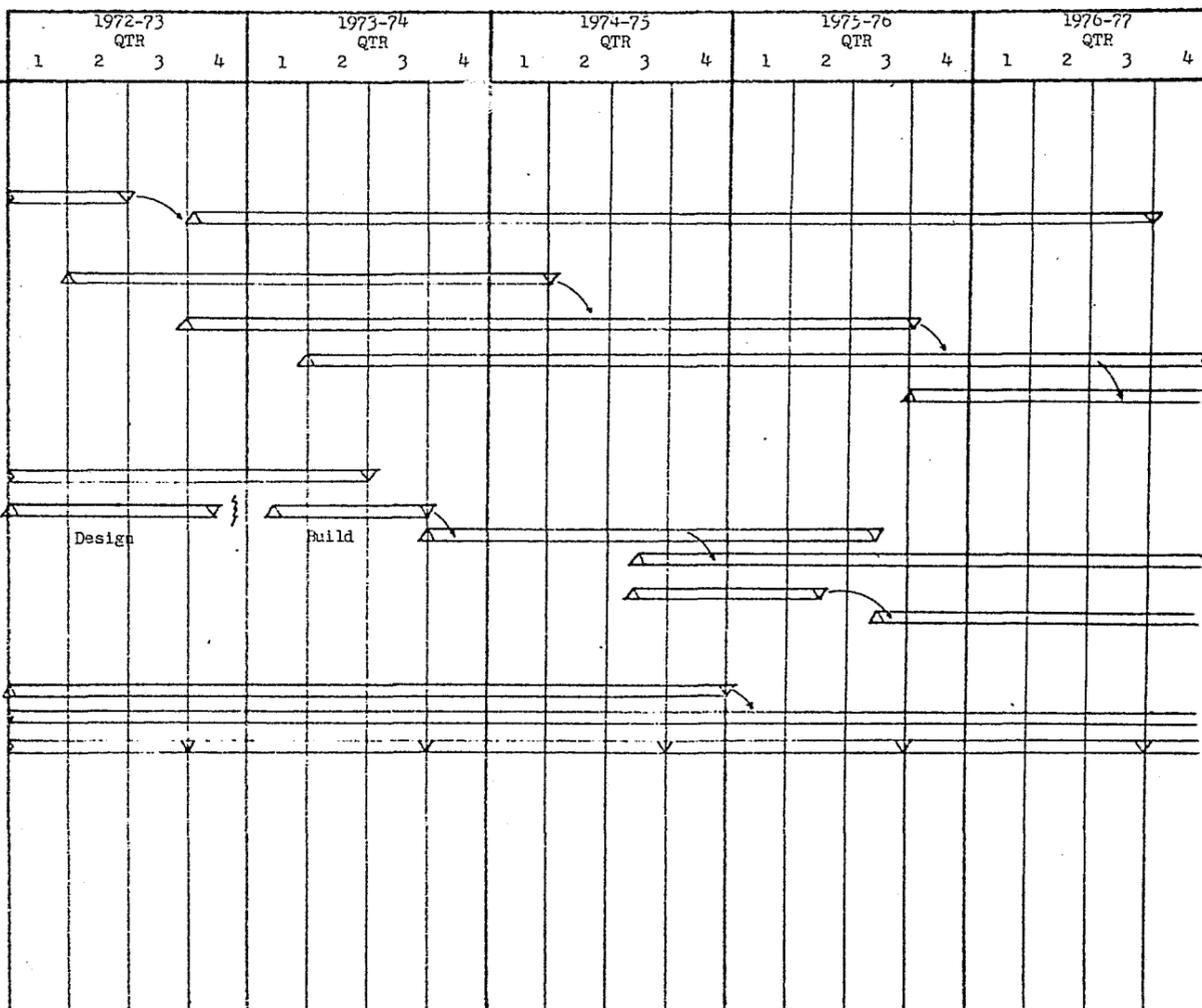


Figure V-1: Plan For Change Master Program Schedule (con'd.)

END