

## VII – ORGANIZATION

This chapter presents observations and recommendations relating to the overall organization of the Dallas Police Department. The first section presents the department's current organization.<sup>1</sup> The limitations of this structure in facilitating improved leadership (the need for which is discussed in Chapter IV) and in implementing the recommended management framework (outlined in Chapter V) are discussed in the next section. The third section presents an analysis of what department functions and services should be centralized and what functions and services should be decentralized. The next section builds on the critique of the current organization and the centralization/decentralization analysis to develop a recommended overall organization. A final section discusses the cost implications of implementing the recommended organizational structure.

### A – BACKGROUND

As Exhibit VII-1 shows, the police department – which is managed by a chief of police – is organized into five primary bureaus.

- Administrative Services Bureau
- Special Services Bureau
- Patrol Bureau
- Homeland Security and Investigations Bureau
- Support Services Bureau

In addition, two additional units – police media relations and community affairs and employee communications – report directly to the chief of police. (An officer responsible for serving as a liaison with the city council also reports to the chief.) A discussion of the organization of each of these units and their primary responsibilities follows.

#### **Administrative Service Bureau**

The Administrative Services Bureau, which is led by an Executive Assistant Director, provides a range of administrative and support services. This bureau is divided into six primary submits.

- **Personnel and development.** The personnel and development division is led by a deputy chief and is responsible for recruiting and training new department employees; managing the training and professional development of existing personnel; and handling employee issues related to compensation, benefits, and personnel records.

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<sup>1</sup> The new chief of police has recently implemented a new organizational structure. This discussion reflects an analysis of the organizational structure that was in place in March 2003.

- **Financial and contract management.** A lieutenant oversees the finance and contract management unit (also referred to as the Purchasing and Contract Administration Team) which compiles and prepares the department's annual budget and financial target analysis report, completes quarterly audits of confidential funds, oversees the unclaimed monies escrow account, processes journal vouchers and tracks overtime use by sworn and civilian personnel.
- **Police technology and technical support.** The police technology and technical support unit, which is led by a lieutenant, is responsible for ensuring the department has access to state of the art computer technology to support crime analysis and crime fighting, provides education and training on new technology, and maintains the integrity of technological data and systems. The unit also supports both field operations and command staff by completing data requests.
- **Planning and crime analysis.** A lieutenant leads the planning and crime analysis unit which supports short- and long range planning; conducts crime analyses; gathers and disseminates information to support management decision-making; and evaluates records and disseminates new policies and procedures.
- **Inspections.** The inspections unit is responsible for enhancing the police department's internal controls and compliance with policy by conducting scheduled and unscheduled reviews, evaluating procedures and systems, and reviewing policies and activities. The unit is led by a sergeant.
- **Equipment services.** The equipment services section, which is led by a manager, is divided into two primary units. The quartermaster unit orders, controls and issues police uniform equipment and supplies; maintains audit control over fixed assets; and coordinates telephone needs. The fleet asset team oversees the assignment of vehicles and services and serves as the department's liaison with the city's Equipment and Building Services (EBS) Department that maintains department vehicles.

## **Special Services Bureau**

The Special Services Bureau, which is managed by an assistant chief, provides a range of special investigative services. The unit is divided into three primary divisions and sections.

- **Narcotics.** The Narcotics Division, which is led by a deputy chief, consists of three subunits that are responsible for investigating and controlling narcotics activity throughout the city. They are primarily responsible for the investigation of offenses that are violations of the Texas Health and Safety Code. This division actively seeks to prosecute drug traffickers at all levels and to have an aggressive asset seizure program. The vice section is responsible for addressing prostitution, obscenity, gambling, public lewdness, and bigamy complaints/violations. In addition, this section conducts licensing checks for establishments serving alcohol, dance halls, billiard halls, and sexually oriented businesses and also oversees new licenses and renewal applications for these businesses. The neighborhood nuisance response unit addresses all statutorily defined criminal nuisances such as prostitution, drugs, gangs, random gunfire, commercial obscenity, and violent crime in multi-family

properties through civil enforcement processes. The unit also addresses associated code/fire nuisances including nuisance abatement under the Texas Alcohol Beverage Commission (TABC) rules and regulations.

- **General investigations.** Two general investigations units report directly to the Special Services Bureau assistant chief. The financial investigations unit (subdivided into three squads: forgery, financial, and computer/swindle) investigates financial crimes including forgery, identity theft, credit/debit card abuse, criminal simulation, false statement to obtain property or credit, insurance fraud, theft of real estate, embezzlement, misapplication of fiduciary property, hindering secured creditors, theft by swindle, endless chain schemes, allegations of impersonation of a public servant and allegations of false identification as a peace officer. The auto theft unit operates with three squads (auto theft react squad 1, auto theft react squad 2, and a salvage squad) who work together to investigate auto theft offenses, process paperwork on missing vehicles, and pursue recovery of stolen vehicles on a city wide basis.
- **Youth and family support.** The Youth and Family Support Division, which is led by a deputy chief, focuses on reducing, prosecuting, and responding to crimes against juveniles; crimes involving family violence; and crimes committed by juvenile offenders. The division is also responsible for maintaining a liaison with county and city court systems on issues relating to juvenile detention. The Division operates three units: youth operations, gang unit, and child exploitation/investigative unit.

## **Patrol Bureau**

The Patrol Bureau, which is led by an assistant chief, is comprised of six operations divisions each of which is responsible for providing patrol and selected investigative services to specific geographic areas of the city:

- Central Operations Division
- North Central Operations Division
- Northwest Operations Division
- Northeast Operations Division
- Southeast Operations Division
- Southwest Operations Division

In addition to these major divisions the bureau is also responsible for coordinating field training and for overseeing compliance with the Walker consent decree.

Each of the six operations divisions is led by a deputy chief and operates out of a substation located in its area of geographic responsibility. In general, all the divisions include the following units: an administrative team; first, second and third watch patrol operations; an investigative unit, and an interactive community policing (ICP) team. However, each of the divisions also has additional units and squads based on the needs

of area of the city they serve. For example, some divisions have storefront operations which are required under the terms of the Walker consent decree. In addition, the Central Operations Division has a separate unit serving the central business district.

### **Homeland Security And Investigations Bureau**

The Homeland Security and Investigations Bureau was created as part of a departmental reorganization in June 2003. The bureau, which is commanded by an assistant chief, is divided into six divisions and units.

- **Crimes against persons.** The Crimes Against Persons Division, which is led by a deputy chief, is responsible for all homicide, robbery and assault investigations conducted within the City of Dallas. The division operates with three subunits: homicide, robbery, and assault.
- **Crime scene response.** The Crime Scene Response Unit, which is led by a lieutenant is responsible for conducting crime scene searches in which it identifies, collects and preserves evidence to support efforts to solve criminal cases and present them in court.
- **Homeland security and tactical.** The primary purpose of the Homeland Security and Tactical Division which is led by a deputy chief, is to respond to major incidents involving acts of terrorism, civil unrest, disaster response and recovery; to address situations involving barricaded persons and the execution of high risk warrant execution; and to perform other tactical functions (such as parade events, marathons, and related-crowd control). In addition to tactical operations, the division includes specialized units such as SWAT, mounted, explosive squad, helicopter squad, and the Love Field unit.
- **Traffic.** The Traffic Division, which is led by a lieutenant, performs a number of functions including investigations of accidents, selective traffic enforcement, special investigations (for example, enforcement of laws relating to driving under the influence of alcohol or illegal drugs) and youth related vehicular crimes. The division is also responsible for coordinating a school crossing guard program. The division operates four major units: accident investigations, special investigations, enforcement, and special projects.
- **Criminal intelligence.** The primary responsibility of the Criminal Intelligence Unit, which is led by a lieutenant, is to collect, store, assess, and disseminate criminal intelligence information using established criteria that provide for the legitimate needs of law enforcement. In particular, the unit gathers intelligence for the purpose of identifying criminal patterns or trend development and identifying suspects and criminal enterprises. Background checks for City of Dallas boards and commission appointees are also performed by this unit as is dignitary protection.
- **Public integrity.** The Public Integrity Unit, which is led by a lieutenant, directs and coordinates all criminal investigations of sworn and non-sworn City of Dallas employees. In this role the unit serves as a liaison between the District Attorney's Office, the City Auditor's Office, and the police department.

## Support Services Bureau

The Support Services Bureau, which is currently led by a deputy chief who serves as the acting bureau commander, is divided into seven diverse units.

- **Internal affairs.** The Internal Affairs Division (IAD) conducts investigations of all written complaints filed against any police department employee and also accepts commendations of officers who are recognized by citizens for outstanding service. IAD is also responsible for administering the department's drug testing program, providing investigation of internal policy violations such as sick leave abuse, absent without leave from court violations, tardiness policy violations, and other minor departmental infractions. The division is commanded by a deputy chief.
- **Communications.** The communications unit is a 24-hour a day, seven day a week operation whose primary function is to serve as the critical communication link between the public and the field officers. The unit also provides a variety of services that support the delivery of services to citizens including an expediter unit that handles citizens calls over the phone, a direct entry unit that types reports that are dictated by officers over the phone, and a staff review unit that conducts an administrative review of offense reports, . A captain leads the communications unit which is divided into a number of subunits and teams: administrative team, communications, direct entry team, and expediter team.
- **Detention Services.** The Detention Services Unit, which is led by a lieutenant who reports to the communications captain, reviews the arrests of all adult prisoners (including probable cause determinations), conducts criminal history checks on adult prisoners to determine whether the case can be enhanced, administers intoxicilizer tests to prisoners taken into custody by department personnel, ensures that appropriate paperwork is disseminated to the Dallas County Sheriff's Office, and serves as a liaison between the department and the sheriff's office.
- **Records/legal services.** The Records/Legal Services unit is overseen by a manager who oversees two primary sections: records and legal services. The records section is responsible for reproducing and distributing offense reports, storing and retrieving scanned documents, accessing offense reports through the STARR and FORTIS systems, researching and selling public information documents to the public, maintaining jail arrest records, entering, modifying, canceling and clearing stolen property records processing missing persons entries on the NCIC system, processing open records requests, and serving as a liaison between the police department and the City Secretary's office. The legal services section conducts an administrative review of all criminal cases filed by the police department, serves as a liaison between the department and the offices of the District Attorney, City Attorney, the city's risk management department, and a variety of criminal justice agencies; notifies officers of the need to appear in court for cases in Denton, Collin, Ellis and Rockwall counties; and provides staff support to the criminal law and police unit.

- **Property.** The Property Unit is a 24-hour operation responsible for receiving, storing, and disposing of drugs, evidence and stolen, recovered or found property. The unit is commanded by a lieutenant and consists of three teams (evidence, guns/drugs, and property recovery) that focus on general property, drug evidence and weapons evidence.
- **Auto Pound.** The auto pound is a 24-hour seven day a week operation that performs a number of administrative and operational functions relating to the impoundment and release of vehicles. In particular, the unit is responsible for management of inventory, security, processing of impounded vehicles, maintenance of the auto pound fleet, facilitation of auctions, paperwork related to property transfers, and liaison with wrecker companies. The unit is led by a lieutenant.
- **Facilities management.** Facilities management is a relatively new unit that oversees management, maintenance, operations, security systems and security staffing for the Jack Evans Headquarters Facility at 1400 South Lamar Street. Functions performed by the unit includes issuing keys, furniture, timecards, carpool tags, parking space assignments; conducting building tours; coordinating issues related to the future Police Museum (including acquisitions and fundraising); and coordinating meetings at the headquarters. The team is led by a sergeant.

### **Police Media Relations**

The Police Media Relations is led by a special assistant to the chief who reports directly to the chief of police. The office has two primary responsibilities. First, the unit is responsible for proactively encouraging coverage of newsworthy stories relating to Dallas law enforcement, crime prevention and the community by the local media (radio, TV, and print). In addition, the unit responds to requests for information, interviews, and authorized statements regarding major current and active crime incidents that are being handled by the police department. The special assistant who reports to the chief also oversees three additional units – the Interactive Community Policing (ICP) Coordination Unit, the Management Research Unit and the office of the legislative coordinator.

- **ICP Coordination Unit.** The ICP Coordination Unit provides citywide support for Interactive Community Policing programs administered by patrol operations divisions and also provides a number of departmentwide programs.
- **Management Research Unit.** The Management Research Unit provides a range of administrative support to the Office of the Chief including technical writing, preparation of presentations (primarily for use at Dallas City Council and Public Safety Committee Briefings) and maintenance of the ICP Activity Management Program (a Windows-based software program that tracks interactive community policing activity). The unit is led by a sergeant
- **Legislative Coordination Unit.** The Legislative Coordination Unit works with state and federal elected officials and their staffs to ensure the department is informed about hearings and legislation that may affect it. The sergeant who leads this unit serves as liaison/coordinator for the chief, works with elected officials, and represents the department at official hearings and legislative sessions in Austin.

## **Community Affairs and Employee Communications**

The Office of Community Affairs and Employee Communications is led by a manager who reports directly to the Chief of Police. The office is responsible for working closely with the community (adults, seniors, and youth) to implement programs geared toward education and crime prevention. This office is also responsible for internal department communications relating to city-wide events, promotions, and other information of interest to employees.

### **B – CURRENT SITUATION**

#### **The Police Department’s Current Organizational Structure Has A Number Of Shortcomings That If Not Addressed Have The Potential To Hamper Improvement Efforts**

The police department’s current organizational structure has a number of short-comings that would need to be addressed even if the department wasn’t facing having to make fundamental changes to its management and operations. No clear rationale underlies how departmental functions are currently organized. Instead, the current structure has a somewhat haphazard character. Chief among the problems with the current structure is that similar functions are not consistently grouped together. The Administrative Services Bureau, for example, is comprised of units that perform a somewhat disjointed mix of functions and services. While each of the units assigned to the bureau are linked in that they provide support services to other bureaus, the type of support services provided vary significantly. The Inspections Unit performs an essentially compliance and quality assurance function, the Planning and Crime Analysis Unit provides operational support, while the Financial and Contract Management Unit provides administrative support. Likewise, units responsible for performing follow-up investigations are assigned to two separate bureaus – Special Services and Homeland Security and Investigations. In addition, the Interactive Community Police Coordination Unit has no formal organizational linkage with the ICP officers who are assigned to the various operations divisions that comprise the Patrol Bureau.

While some changes to the current organizational structure would be necessary regardless of the other management and organizational recommendations presented in this report, modifying the organizational structure becomes imperative in the context of the overall agenda for change presented in this document. Put simply, the current organizational structure is at odds with the recommendations for strengthening management and leadership presented in Chapters IV, V and VI of this report. Unless changes are made to the organizational structure implementing these recommendations will be much more difficult. A discussion of the shortcomings of the current organizational structure in the context of the recommendations presented throughout the report follows.

**The current structure does not provide sufficient leadership capacity to drive needed change.** As discussed in Chapter IV, a key to turning around the performance of the police department is for the chief of police to establish himself as a forceful and visible leader within the department. In addition, he must take the lead in re-establishing the department as the community leader on issues relating to law enforcement. Providing this leadership will take a tremendous amount of time and energy. It is not reasonable to expect the chief to fulfill these important leadership roles while at the

same time driving the operational and management change the department needs. Additional senior leadership capacity is essential if the chief's efforts to transform the police department are to be successful.<sup>2</sup>

**The current structure lacks needed management capacity in some areas.** At present, only one assistant chief position oversees the entire patrol division – a function that accounts for more than half of the police department's total staffing. Additional management capacity is needed to effectively oversee this important function.

**Functions that are crucial to the department's efforts to change lack organizational visibility.** Organizational structures are not only important in how they align functions to support organizational goals but are also important in how they communicate the importance of key functions to internal and external stakeholders. As will be discussed in greater detail in Chapter VIII, a key to the overall success of the police department's improvement efforts will be reestablishing a commitment to the hiring and retention of high quality staff. Yet, in the current organizational structure the Personnel and Development Division is but one of six units reporting to the Administrative Services Bureau's executive assistant director. While in another agency this organizational placement might not be problematic, in a department in which so many human resource related issues need to be addressed this placement complicates efforts for this important function to receive the senior management attention it deserves. Moreover, raising the organizational visibility of this function would clearly communicate to managers and staff throughout the department (as well as to external stakeholders) the department's commitment to strengthening human resource management and its commitment to setting high expectations for department staff. In the same way, as discussed in Chapter V, the development of strategic, operational and tactical plans will be of crucial importance in driving change and supporting improvement efforts. In the current structure, however, the importance of the planning function is diminished because, like the human resource function, it reports to the Administrative Services Bureau's executive assistant director and does not report directly to the chief of police.

**Some functions needed to implement the recommended management framework do not exist within the current organizational structure.** As discussed in Chapter VI, in the recommended management framework accountability is the lynchpin that will focus the attention of managers on achieving desired objectives and that will provide the governor needed to ensure that authority is decentralized to operational units only when these units – through their performance – have demonstrated the ability to make effective use of that authority. Despite the crucial importance of accountability to the department's future success, no organizational locus for this important function exists within the current organizational structure.

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<sup>2</sup> Given the size of the City of Dallas and the diversity of the communities it serves, even if the department was already operating on an efficient and effective basis – which it is not – it would be difficult for one person to effectively oversee the entire police department while also reaching out to the Dallas community.

## **FUNCTIONAL ANALYSIS**

### **The Department's Overall Organization Should Reflect An Analysis Of What Functions Should Be Centralized And What Functions Should Be Decentralized**

At present, the assignment of functions to decentralized patrol operations divisions that have responsibility for providing services within a specific geographic area of the city and centralized units that have responsibility for providing services on a city wide basis appears to be determined based on past practice rather than a systematic assessment of what functions can best be performed centrally and what function are best performed on a decentralized basis. While an analysis of what functions should be centralized and what functions should be decentralized should be included as part of any organizational analysis, it is especially important to do so in this engagement because decentralizing authority is a key element of the management framework presented in Chapter VI. To get the most benefit from assigning increased authority to decentralized managers, managers of the patrol operations divisions must oversee the functions and services where they (as opposed to centralized managers) are in the best position to improve services.

As a first step in making an assessment of what functions should be centralized and what functions should be decentralized, evaluation criteria were developed. These criteria, which are summarized in Exhibit VII-2, include the extent to which:

- Specialized skills or expertise are needed to perform the function
- The function should be performed in a consistent manner throughout the police department
- Risks associated with malfeasance or mistakes are reduced if the function is centralized
- Costs of performing the function are minimized if the function is performed centrally
- The function can be performed most effectively from a centralized location

These criteria were then used to systematically evaluate each function and service performed by the police department. The results of this analysis are presented in Exhibit VII-3.

The analysis of what functions should be centralized and what functions should be decentralized indicates that, for most function, their current organizational placement (with regard to centralization and decentralization) is sound. However, the analysis reveals that there are several functions that are currently centralized that should be decentralized. These functions include:

- Accident investigation and response – injury accidents<sup>3</sup>
- Accident investigation and response – non-injury accidents
- Crime analysis – localized crime<sup>4</sup>
- Detention services – arrest review<sup>5</sup>
- Follow-up investigations – assault (simple)
- Follow-up investigations – assault (aggravated)
- Follow-up investigations – auto theft (localized)
- Follow-up investigations – robbery (individual)
- Planning (division) – development<sup>6</sup>
- Proactive investigations and initiatives – auto theft (localized issues)
- Traffic enforcement

## **RECOMMENDATIONS**

### **The Overall Organization Of The Police Department Should Be Restructured**

A recommended organizational structure for the Dallas Police Department is presented in Exhibit VII-4. This structure corrects short-comings in the existing organizational structure and will position the department to implement the improvement recommendations presented in this report. The recommended structure has a number of key elements:

- A senior assistant chief position is established to oversee the day-to-day operations of the police department
- A second assistant chief position is provided to oversee patrol operations divisions

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<sup>3</sup> While some specialized skills and expertise are needed to investigate injury accidents, there is enough volume of this activity that it is cost-effective for each patrol division to maintain the specialized capacity needed to perform this function.

<sup>4</sup> This function was previously decentralized and was only recently centralized as part of a cost cutting initiative.

<sup>5</sup> Arrest review for “high risk” crimes should continue to be handled centrally; patrol supervisors should perform arrest review for other crimes.

<sup>6</sup>Some divisions already develop operational plans.

- The line bureaus reporting to the senior assistant chief are reconfigured to reflect an analysis of what functions should be centralized and what functions should be decentralized
- A Planning, Budget and Accountability Division that reports directly to the chief of police is established
- The internal affairs and public integrity functions are combined and report directly to the chief of police
- The role of the Inspections Unit is expanded to include the auditing of performance information
- A Chief of Staff position is established to coordinate functions that need to report to the chief of police but do not require his day-to-day attention
- The criminal intelligence function should be combined with the crime analysis function and report to the senior assistant chief

A discussion of each of these key elements of the recommended structure follows.

**A senior assistant chief position should be established to oversee the day-to-day operations of the police department.** If the chief of police is to be able to fulfill the leadership role that is outlined in this report and that is so desperately needed, he will need help overseeing the day-to-day operations of the police department. To this end, the new structure recommends that a senior assistant chief position be established that would report directly to the chief of police and oversee the department's day-to-day operations.<sup>7</sup> In addition to serving as the department's "chief operating officer" this position would also work closely with the chief to support the implementation of the recommendations presented in this report.

**A second assistant chief position is provided to oversee patrol operations divisions.** Establishing a second assistant chief position will provide a reasonable span of control for the managers overseeing patrol operations.

**The line bureaus reporting to the senior assistant chief should be reconfigured to reflect an analysis of what functions should be centralized and what functions should be decentralized.** The functions assigned to the four line bureaus reporting to the senior assistant chief in the recommended organizational structure reflect the results of the analysis of what functions should be centralized and what functions should be decentralized presented in the previous section.

- **Centralized Investigations Bureau.** The Centralized Investigations Bureau is comprised of all follow-up investigations functions that the centralization/decentralization analysis indicated should be centralized. This bureau

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<sup>7</sup> A new civil service position need not be established to fill this role. An assistant chief could be assigned this role with the understanding that he or she would be "first among equals" in the command staff and the incumbent could be paid a stipend while serving as the senior assistant chief.

should be divided into three subunits that focus on conducting follow-up investigations – crimes against persons (which should investigate homicide, business robbery and sexual assaults); general investigations (which should investigate financial crime, citywide auto theft, and vehicular crimes); and youth investigations (which should investigate family violence, child abuse, and child exploitation). In addition, a crime scene response unit that focuses on collecting evidence at crime scenes should report to this bureau because many of the investigative functions it supports are also assigned to this unit.<sup>8</sup>

- **Patrol/Decentralized Investigations Bureau.** This bureau is responsible for performing all functions that should be provided on a geographically decentralized basis. These functions include crime reduction, local community outreach, patrol, call-for-service response, accident investigations, selective traffic enforcement and crime analysis (of local crime issues). In addition, follow-up investigations of crimes that can best be investigated on a decentralized basis (e.g., assault, burglary, criminal mischief, localized auto theft and robbery of individuals) should be assigned to this unit. (A more detailed discussion of the organization of patrol divisions is presented in Chapter XIV.)
- **Centralized Operations Bureau.** This bureau consists of all line functions (other than follow-up investigations) that are best performed on a centralized basis. The bureau should be divided into five subunits – proactive investigations (responsible for the narcotics, vice and neighborhood nuisance functions); tactical/SWAT, youth and family support (which is responsible for the gang function,<sup>9</sup> the First Offender Program and the LETS program) specialized operations (which includes the Love Field, mounted, canine, explosive ordnance and helicopter units), and centralized traffic (which includes centralized traffic enforcement initiatives, school crossing guards, and the development of information needed to support effective traffic enforcement).
- **Administrative and Support Services Bureau.** The Administrative and Support Services Bureau should include the various administrative and support functions that support the overall operations of the police department. The following units should be assigned to this bureau: communications; detention services; records/legal services; property; auto pound; facilities management, equipment services; and financial and contract management.

**A Planning, Budget and Accountability Division, reporting directly to the chief of police should be established.** Planning, budget and accountability will play a central role in the overall management and operations of the police department when the recommendations presented in this report are implemented. This new division will provide an organizational locus for these key functions. As discussed in Chapter V,

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<sup>8</sup> Crime scene response unit staff will also support the investigative units that are assigned to patrol operations divisions.

<sup>9</sup> As discussed in Chapter XVI, the preponderance of staff assigned to the gang unit should be allocated to patrol operations divisions to support their crime reduction efforts. In addition, four staff should be assigned to the recommended criminal intelligence unit to support the development of gang related intelligence. Training and coordination of these activities should continue to be managed centrally however.

strategic, operational and tactical planning should play a more substantial role in the police department when the recommended management framework is implemented. The resource allocation decisions that are incorporated in the department's budget should reflect these plans. When the recommended management framework is implemented, accountability will also play a central role not only in establishing priorities, goals and objectives (as discussed in Chapter VI) but also in determining the extent to which increased authority should be granted to decentralized divisions and units. A brief discussion of the key functions that will be played by this division follows.

- **Strategic and operational planning.** Division staff will be responsible for coordinating the department's strategic planning effort and for reviewing the operational plans developed by individual divisions and units. In addition, these staff will provide technical support to units in developing operational plans that are consistent with the department's overall goals and objectives and its strategic plan. The division will also be responsible for developing a communications strategy and plan for the department (recommended in Chapter IV).
- **Research.** The strategic, operational and tactical plans developed by the department should be informed by best practices employed by other police departments.<sup>10</sup> The division will be responsible for developing information on best practices and for disseminating this information throughout the department.
- **Budget development.** As discussed resource allocation decisions should reflect department priorities, its goals and objectives, and the strategic and operational plans the department has developed to achieve its objectives. The budget development function, therefore, should be an integral part of the Planning, Budget and Accountability Division.
- **Accountability.** Accountability should play a central role in the management and operations of the Dallas Police Department. The accountability function should include a number of components including:
  - Determining specific goals and objectives for the department as a whole (based on discussions with the city manager's office and the city council) and for individual department units
  - Establishing systems for monitoring performance against these goals and developing standard formats for reporting progress to both internal and external stakeholders
  - Reviewing and approving operational plans developed by individual divisions and units and monitoring performance against those plans
  - Determining the extent to which increased authority should be assigned to decentralized units based on an assessment of their ability to make effective use of this authority (as reflected in an assessment of their performance)

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<sup>10</sup> A review of best practices based on the "qualitative benchmarking" conducted as part of this engagement is presented in Chapter XXIII of this report.

- Providing technical assistance to divisions and units that struggle to achieve performance expectations
  - Establishing sanctions for units that repeatedly fail to meet performance expectations including the potential reconstitution of the division or unit
  - Ensuring sanctions are consistently and enforced
- **Technology.** The department's use of technology must be integrated with and support implementation of its strategic and operational plans and must also support the recommended management and accountability framework. To ensure effective coordination of these efforts, the technology function should report to the Planning, Budget and Accountability Division.
  - **Grants and development.** In an environment in which resources are constrained the department will need to be aggressive in pursuing external sources of revenue. However, as discussed in greater detail in Chapter XVIII, decisions about what grants to pursue should be linked directly to the department's strategic and operational plans. This important function, therefore, should be assigned to this division.

**The internal affairs and public integrity functions should be combined and report directly to the chief of police.** In the current structure, the Public Integrity Unit (which is assigned to the Homeland Security and Investigations Bureau) investigates criminal issues (involving any city employee) while the Internal Affairs Division (which reports to the Support Services Bureau) investigates issues relating to non-compliance with department policy. At present, these functions are assigned to separate units to ensure that criminal investigations and administrative investigations are kept separate. In fact, there is a need to keep these investigations separate – a person can't be compelled to testify in a criminal investigation; and information gathered in a criminal investigation can't be used in an administrative investigation. However, assigning these functions to two separate units – each of which has its own administrative overhead – is unnecessary. To prevent conflicts, some police departments conduct parallel investigations with different investigators when a person is accused of violating the law and of violating policies. Other departments wait to complete one investigation before initiating the parallel investigation. Rather than maintaining two separate units, these functions should be combined and procedures developed to ensure criminal and internal affairs investigations are kept separate.

Of greater importance, however, is the fact that neither of these important functions currently reports to the chief of police. Given the importance and sensitivity of the issues addressed by these investigations, it is important that these functions report directly to the chief.

**The role of the Inspections Unit should be expanded to include auditing performance information.** When the recommended management framework is implemented the audits currently performed by the Inspections Unit should be expanded to include audits of the performance information reported by each division and unit. As the department begins to develop performance metrics against which the performance of individual divisions and units will be tracked, and as managers begin to be held strictly accountable for achieving performance goals, incentives for managers to manipulate

results to make performance appear better than it actually is will increase. Broadening the role of the Inspections Unit to include auditing of performance information will reduce the likelihood that such manipulations will take place. Moreover, taking this step will communicate to external stakeholders the importance the department places on ensuring the integrity of the performance information it reports and will enhance public trust in this information.

**The Personnel and Development Division should be reassigned to report directly to the chief of police.** A key to the overall success of the police department's improvement efforts will be reestablishing a commitment to the hiring and retention of exemplary quality staff. Reassigning the Personnel and Development Division so that it reports directly to the chief of police will facilitate his efforts to directly influence the success of these efforts and will also communicate the importance of these efforts to internal and external stakeholders.

**A chief of staff position should be established to coordinate functions that need to report to the chief but do not require his day-to-day attention.** Four important functions – community affairs, media relations, legislative liaison and council liaison – need to report directly to the chief of police but do not need to be managed by him on a day-to-day basis. To address this issue a chief of staff position should be established to oversee the day-to-day management of these functions without inhibiting the chief's ability to directly access the managers of these units when needed. The manager of the Office of Community Affairs and Employee Communications can assume this responsibility while also continuing to oversee the community affairs function.

**The criminal intelligence function should be combined with the crime analysis function and report to the senior assistant chief.** In addition to supporting specialized activities, such as coordinating dignitary protection services, the primary role of the criminal intelligence function is to provide the criminal intelligence needed to support investigations and crime reduction efforts throughout the department. The current placement of this function as a unit within the Homeland Security and Investigations Bureau does not position the function to easily disseminate information to the line units that need it. Assigning this function to report directly to the senior assistant chief will facilitate the unit's efforts to disseminate criminal intelligence and will also help to ensure that the unit focuses on collecting intelligence that is of the greatest importance to the operational units it serves. In addition, while crime analysis relating to localized issues will be decentralized to the patrol divisions in the recommended structure, the ability to analyze crime trends on a city wide basis and to support centralized investigations and operations functions will also be needed. Combining this function with the criminal intelligence function will help to ensure that all needed information – intelligence as well as analysis of information on crime – is available to support the department's overall operations.

### **Staff Assigned To The Centralized Operations Bureau Should Be Deployed To Support The Tactical Initiatives Of The Patrol Operations Bureau**

While the functions assigned to the Centralized Operations Bureau will have citywide responsibilities for some of their activities, each of these divisions will also have the capacity to support tactical initiatives developed by the patrol operations divisions. The leaders of each of the units that comprise the Centralized Operations Bureau should understand this support role and should be evaluated, in part, on their effectiveness in

being of service to the patrol operations divisions. In addition, staffing of the units assigned to the Centralized Operations Bureau should be determined, in part, on the extent to which their resources are used to support decentralized operations. Centralized operations services that are in great demand by patrol operations divisions should have their staffing levels enhanced while services that are not in demand should have their staffing levels reduced to the level needed to provide citywide services only. Adjusting staffing levels based on the demand for centralized support should provide a powerful incentive for the managers of the units assigned to the Centralized Operations Bureau to be as useful as possible to patrol operations division managers.

Because the demand for some centralized services may outstrip the unit's capacity a system for prioritizing the allocation of scarce centralized resources should be established. The tactical and operational plans (described in Chapter V) developed by the patrol operations divisions should be the primary vehicles for making these resource allocation decisions. The senior assistant chief, the Centralized Operations Bureau assistant chief and the manager of the unit from which services are being requested should review the operational and tactical plans prepared by each division and determine, based on this review, the most productive way to allocate scarce centralized resources. These decisions should be based on an assessment of the likely success and impact of the use of the centralized resources proposed by each operations division.

## **D – STAFFING IMPLICATIONS**

### **Implementing The Recommended Organizational Structure Will Require Establishing One Additional Position**

Implementing the recommended organizational structure will require establishing a senior assistant chief position and a deputy chief position to oversee the recommended Planning, Budget and Accountability Unit. However, the deputy chief position that currently oversees the Youth and Family Support Division will not be needed when the recommended structure is implemented (the functions currently assigned to this division will be divided among a number of bureaus in the recommended organizational structure), so the net increase in staffing that will result from implementing the recommended organizational structure is one position.

### **Some Staff Assigned To Centralized Units Should Be Reassigned To The Patrol Operations Divisions When The Recommended Structure Is Implemented**

The analysis of functions that should be centralized and decentralized presented in this chapter suggests that some investigative and traffic related functions currently assigned to investigative units should be decentralized when the recommended structure is fully implemented. While the information needed to determine how many centralized positions should be decentralized was not available in the context of this study, an analysis of the workload associated with decentralizing selected functions should be performed and appropriate staffing adjustments made.