Implementing Change in an Ever-Evolving World

Law Enforcement's Innovative Responses to a Constantly Changing Landscape

COPS
Community Oriented Policing Services
U.S. Department of Justice

IIR
Institute for Intergovernmental Research

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Letter from the Director of the COPS Office

Colleagues:

All organizations must adapt to new goals and circumstances in order to thrive. That's as true for law enforcement as for the business world—though law enforcement's successes and failures can be harder to measure. Community policing encourages law enforcement agencies to continually examine their organizational priorities and processes to make them responsive to community concerns.

This publication examines changes made in thirteen law enforcement agencies and views them through the principles of change and change management developed by the business world, to help make clear what's involved, and what's at stake, when an agency changes its philosophy or its practices. The case studies presented here give overviews of why changes were made, how they created buy-in from the rank and file and community stakeholders, and the immediate and long-term results. Some of the changes in these studies are still in progress; some have been sustained through years and through turnovers in executive leadership.

Overviews of eight elements of change management are also included, along with ideas for exercises and metrics to implement them and suggestions for recommended reading.

Taken together, the case studies, references, and best practices compiled here provide valuable suggestions for law enforcement executive leadership considering implementing new policies or new initiatives.

Sincerely,

Hugh T. Clements, Jr.
Director
Office of Community Oriented Policing Services

Introduction and Purpose

This publication presents abbreviated case studies of large and small law enforcement agencies that have undergone or are currently conducting change initiatives to address a wide range of pressing issues common to law enforcement, such as backlogged sexual assault cases, lack of community trust, inadequate information and intelligence sharing, and increases in violent or juvenile crime. These issues and others prompted change initiatives among the 13 agencies interviewed for this resource. In September 2022, executives from several of the case study agencies met in Washington, D.C., for a working session to provide additional insights learned through the change experience (see appendix A for a list of roundtable attendees).

The experiences of these agencies are documented in this publication with the hope that law enforcement executives and managers will find the strategies, actions, and lessons learned helpful in adapting to changes in their internal and external environments.

What is change management?

In 1532, Niccolò Machiavelli observed, "It ought to be remembered that there is nothing more difficult to take in hand, more perilous to conduct, or more uncertain in its success, than to take the lead in the introduction of a new order of things, because the innovator has for enemies all those who have done well under the old conditions, and lukewarm defenders in those who may do well under the new."[1] His observations are just as accurate today as they were five centures ago. Change is inevitable, it is necessary, and it is difficult to accomplish.

> "Change is the process in which the future invades our lives."
>
> — *Alvin Toffler,* Future Shock

The business landscape is littered with the remains of companies that failed to adapt to changing market conditions. Of the companies appearing on the Fortune 500 list in 1954, 88 percent were not on the list 60 years later; either they declared bankruptcy, they were absorbed by other companies, or their revenues failed to qualify.[2] Even among companies in the same line of business, Best Buy and Dell increased profits and gained market share while Circuit City and Compaq held liquidation sales. Companies successfully adapt to new market realities, or they fail, but they cannot avoid dealing with change.

Nor can the public sector. Policing has been in a constant state of flux for the past two decades. The COVID-19 pandemic, concurrent increases in some types of crime, tense police-community relations, contentious use of force incidents, and increasing negative media attention have made policing more challenging.

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1. Niccolò Machiavelli, *The Prince*, translated by W.K. Marriott, Everyman's Library no. 208 (London: J.M. Dent & Sons Ltd., 1908).
2. Alvin Toffler, *Future Shock* (New York: Ballantine, 2022).

Now and in the future, change is inescapable as law enforcement agencies work to deliver quality policing services.

Change management has been explored extensively in books, articles, and case studies,[3] and much has been written about the dramatic business turnarounds achieved by Howard Schultz at Starbucks, Jack Welch at General Electric, and Steve Jobs at Apple. While many models of change management have been proposed there is no one-size-fits-all process.[4]

However, the various change management processes share a few consistent elements: Leadership should be clear about the purpose and the process of change; stakeholders should be engaged early and often and encouraged to provide input; sufficient resources should be assigned to the change effort; and the flow of change information must be effective in multiple directions and messaging domains.

In *Good to Great*, business researcher Jim Collins writes, "No matter how dramatic the end result, the good-to-great transformations never happened in one fell swoop. There was no single defining action, no grand program, no one killer innovation, no solitary lucky break, no wrenching revolution."[5]

"You cannot be the same, think the same, and act the same if you hope to be successful in a world that doesn't remain the same."

— *John Maxwell,* Leadershift

Managing change elements

Element 1. Leadership

According to management consultant Charles Chandler, "the purpose of every organization is the same, that is, to be positively effective within its environment—whether in business, government, or nonprofit sectors."[6] For a law enforcement agency, that effectiveness requires leaders to stay current with best practices, recognize unproductive norms, identify areas of opportunity, build change coalitions, stay focused on long-term issues, and identify risks to the effectiveness and productivity of their organization.

Change initiatives often begin when an emerging threat to the organization is identified. In a survey of 200 business executives, 62 percent reported that risk mitigation was the impetus

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3. An Amazon search on "managing change" produced more than 40,000 related titles.

4. For a quick review of some major change management models, access APTY's change management discussion at https://www.apty.io/blog/organizational-change-management-models; John Maxwell, *Leadershift* (New York: HarperCollins, 2019).

5. Jim Collins, *Good to Great* (New York: Random House Business, 2001).

6. Charles Chandler, "The Age of Organizational Effectiveness," podcast home page, accessed August 7, 2023, https://www.ageofoe.com/.

for change initiatives in their organizations,[7] and while such forecasts "create a sense of urgency," they fall short in anticipating the risks to the change effort.

While some threats are unpredictable, identifying and mitigating threats is an essential component of change leadership. Prior to starting a project, many high-functioning teams use a before-action review, a thought exercise that asks the following questions:

1. What is our intended result?
2. What challenges can we anticipate?
3. What are our success measures?
4. What do we need to know that we don't?
5. What have we or others learned from similar situations?
6. What will make us successful this time?[8]

Gary Klein suggests that premortem exercises can identify and preempt threats to initiatives.[9] A typical premortem begins after the team has been briefed on the plan. The project leader starts the exercise by informing everyone that the project has failed spectacularly. Participants independently write down every reason they can think of for the failure—especially the kinds of things they ordinarily wouldn't mention as potential problems. After all the reasons are read aloud and recorded, the project manager reviews the list to identify ways to strengthen the plan. Klein's method restricts groupthink contamination and solicits input from individuals who are invested in the outcome.

However, biases can still contaminate analyses and distort the value of premortems: Optimism bias understates risks, planning fallacies underestimate the time required to reach project milestones, organizational culture discourages healthy skepticism, or change managers tacitly ignore an embarrassing issue. To limit biases and planning fallacies from infecting risk forecasts, Bent Flyvbjerg suggests reference class forecasting: identifying an appropriate reference class, obtaining the statistics of this class, and using this information as a baseline for prediction.[10]

Once these reference classes have been identified, logic models can help compare the reference class data with your own starting situation and expected change outcomes. Then, working backward from the expected outcomes, you can determine performance metrics—key performance indicators (KPI) and other outputs—by which to measure whether those outcomes have been achieved. Table 1 on page 4 provides an example of a logic model for a change initiative to increase nonfatal shooting (NFS) clearance and prosecution rates. The reference class is composed of several law enforcement agencies of similar size and population served, with higher clearance and prosecution rates. The assessment will compare and contrast differences (what was done, how it was done, what resources were needed) between the agency being assessed and the reference class, resulting in documentation of the expected agency changes.

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7. "7 Compelling Reasons for Change Management," Prosci.com, accessed May 18, 2023, https://www.prosci.com/hubfs/367443/2.downloads/thought-leadership/7-Reasons-for-ECM-TL.pdf.

8. "Before Action Review," USAID Learning Lab, accessed July 31, 2023, https://usaidlearninglab.org/sites/default/files/resource/files/bar_ol_resource_guide.pdf.

9. Gary Klein, "Performing a Project Premortem," *Harvard Business Review,* September 2007, https://hbr.org/2007/09/performing-a-project-premortem.

10. Bent Flyvbjerg, *Rationality and Power: Democracy in Practice* (Chicago: University of Chicago Press, 1998).

Table 1. Sample NFS process logic model

Inputs/Activities	Outputs/ Key performance indicators	Results/Outcomes
• Develop an NFS investigative policy to establish authorities, responsibilities, accountability, and quality control measures. • Staff a felony shooting group (FSG) with three Homicide Unit investigators, three Gun Unit investigators, two supervisors, one intelligence analyst, one victim/witness support staff, and one Bureau of Alcohol, Tobacco, Firearms and Explosives task force officer. • Ensure FSG scheduling is commensurate with peak gun crime periods. • Establish a weekly shoot review to monitor case progress and share information. • Assess FSG training needs. • Provide crime scene / preliminary investigation training for patrol officers and supervisors. • Create a program in concert with city social services and nonprofit and faith-based organizations to conduct post-offense walk-throughs within 72 hours in neighborhoods where a homicide or serious NFS has been reported.	• Increased NFS clearance rates • Increased prosecution rates • Increased conviction rates • Initiation of neighborhood walkthroughs • Increased number of joint agency investigations	• Enhanced quality and thoroughness of agency NFS investigations • Enhanced interagency coordination, collaboration, and deconfliction • Incapacitated prolific gun offenders and violent groups • Reduction of crime guns in circulation • Safer neighborhoods; return of public space to residents • Increased police legitimacy in crime-prone neighborhoods

"Create a safe place for members to share concerns, provide feedback without concern or reprisals."

— *Chief Chad Kasmar, Tucson (Arizona) Police Department*

From the outset, it is important to determine if the proposed change addresses a technical or an adaptive deficiency. Technical deficiencies are generally easy to identify, and their solutions—training, resources, staffing, new or changed procedures—quickly address them. Adaptive deficiencies are significantly more difficult to identify; their solutions require substantial changes in people, systems, and procedures and typically involve experimentation, inventiveness, and the time and energy of those affected by the issue. While a technical response to an adaptive challenge might produce a quick win, it does not address the underlying chronic problem.

In a *Harvard Business Review* article, Behnam Tabrizi writes that of the 56 large-scale change and innovation efforts he studied, only 32 percent were successful. "A hallmark of the successful implementation of these changes was the involvement of middle managers, who were involved in two or more levels below the CEO. In the successful projects, middle managers were able to lead change by working with their level and above. In those cases, mid-level managers weren't merely managing incremental change; they were leading it by working levers of power up, across, and down in their organizations."[11]

Studies have determined that teams are usually more successful than leader-centric change initiatives,[12] and that was the case in most of the agencies participating in this project. In the New Orleans Police Department, a self-organizing team worked on active bystander circumstances.[13] Working groups in the San Francisco Police Department recommended changes in policies and procedures in 38 discrete topic areas. And in the Oklahoma City (Oklahoma) Police Department, a working group produced a new framework to improve the agency's violent crime response. Throughout these initiatives, diverse perspectives, experiences, and knowledge of change teams provided valuable input during the change efforts.

A team's ability to deliver actionable and quality deliverables is largely dependent on three factors: It must (1) operate in a psychologically secure setting where members feel comfortable providing input; (2) have a clear purpose; and (3) be staffed by people with a variety of relevant skills, expertise, and experience. In the law enforcement context, which instinctually defers to rank and experience, creating the necessary "safe" environment will take time and effort.

"In the right circumstances, groups are remarkably intelligent, and are often smarter than the smartest person in the room."

— *James Surowiecki,* The Wisdom of Crowds: Why the Many Are Smarter Than the Few and How Collective Wisdom Shapes Business, Economies, Societies and Nations

11. Behnam Tabrizi, "The Key to Change Is Middle Management," *Harvard Business Review,* October 27, 2014, https://hbr.org/2014/10/the-key-to-change-is-middle-management.

12. Monica Higgins, Jennie Weiner, and Lissa Young, "Implementation Teams: A New Lever for Organizational Change," *Journal of Organizational Behavior* 33, no. 3 (April 2012), https://www.researchgate.net/publication/259683180_Implementation_teams_A_new_lever_for_organizational_change; Allison Metz and Leah Bartley, "Implementation Teams: A Stakeholder View of Leading and Sustaining Change," in Bianca Albers, Aron Shlonsky, and Robyn Mildon, eds., *Implementation Science* 3.0 (199–225), https://link.springer.com/chapter/10.1007/978-3-030-03874-8_8.

13. James Surowiecki, *The Wisdom of Crowds: Why the Many Are Smarter Than the Few and How Collective Wisdom Shapes Business, Economies, Societies and Nations* (New York: Random House, 2004).

In an in-depth study of high-performing groups, such as Seal Team Six, the San Antonio Spurs, and the New Zealand All Blacks, Daniel Coyle discovered three practices driving the continuing success of the organizations. In his book *The Culture Code: The Secrets of Highly Successful Groups*, he describes these practices as "skills." Through the first, "Build Safety," the team signals and communication processes that "generate bonds and belonging and identity;" through the second, "Share Vulnerability, "the team develops "habits of mutual risk that drive trusting cooperation;" and through the third, "Establish Purpose," the team crafts narratives that "create shared goals and values."[14]

In 2021, Gallup released its most recent employee engagement meta-analysis, covering 2.7 million people, 276 organizations, 96 countries, and 54 industries. A comparison between the top 25 percent of the most engaged employees and the bottom 25 percent revealed that the top 25 percent "made 41 percent less [sic] errors . . . and were 14 percent more productive."[15] The Gallup survey asked the following questions:

1. I know what is expected of me at work.
2. I have the materials and equipment I need to do my work right.
3. At work, I have the opportunity to do what I do best every day.
4. In the last seven days, I have received recognition or praise for doing good work.
5. My supervisor, or someone at work, seems to care about me as a person.
6. There is someone at work who encourages my development.
7. At work, my opinions seem to count.
8. The mission or purpose of my company makes me feel my job is important.
9. My associates or fellow employees are committed to doing quality work.
10. I have a best friend at work.
11. In the last six months, someone at work has talked to me about my progress.
12. This last year, I have had opportunities at work to learn and grow.

It is worthwhile to note that questions 2 through 6 directly address aspects of servant leadership.[16] Servant leadership is a philosophy where a leader is a servant first. Servant leaders aspire to serve their team and the organization first ahead of personal objectives. Although law enforcement typically employs command-and-control management systems, servant leadership characteristics were frequently observed during the case study interviews. For example, Dallas Police Chief Eddie Garcia, in his first command staff meeting, committed to ensuring that the next chief of police would be from the department. Hawthorne (California) Chief Michael Ishii encouraged line officers and sergeants to create community engagement programs to respond to the needs of the town's neighborhoods. In the Oklahoma City Police Department, agency leaders charged investigators and supervisors with establishing the goals and objectives of a new violence reduction program.

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14. Daniel Coyle, *The Culture Code: The Secrets of Highly Successful Groups* (New York: Bantam Books, 2018).

15. Shari De Baets, Chrystal Richards, and Stephen Shields, "Tips from Behavioral Science," PM Point of View podcast series episode 83, February 22, 2021, M Powered Strategies, https://www.mpoweredstrategies.com/podcasts/83-tips-from-behavioral-science/; "Gallup's Employee Engagement Survey: Ask the Right Questions With the Q12 Survey," Gallup.com, accessed May 18, 2023, https://www.gallup.com/workplace/356063/gallup-q12-employee-engagement-survey.aspx.

16. "What is Servant Leadership?", Rober K. Greenleaf Center for Servant Leadership," accessed August 7, 2023, https://www.greenleaf.org/what-is-servant-leadership/.

Every organization has informal leaders, the "people who influence and energize others without relying on their title or formal position . . . they are a powerful resource in spreading a critical few behaviors from the bottom up."[17] Their advice is often sought and acted upon by their peers; they connect and energize. Their involvement is pivotal to change success or failure. In successful initiatives, the agency go-to people drive change rather than resisting it.

In his 1962 book *Diffusion of Innovations*, Everett Rogers categorized five groups of people in terms of their change adaptability.[18] Of the five groups, the most influential were innovators (approximately 2.5 percent of the population), who are especially interested in trying novel things, and early adopters (13.5 percent), who will take risks once they have enough information to understand the change circumstances. When these two groups—a mere 16 percent of agency staffing—come to support an innovation, they create a tipping point for change.

Both top-down and bottom-up change leadership were clearly evident in the change efforts by the Oklahoma City and New Orleans police departments. Oklahoma City Chief Wade Gourley set a goal and charged a group of officers and supervisors to develop the means to achieve it. In New Orleans, a group of officers, supervisors, and executive staff self-started the Ethical Policing Is Courageous (EPIC) program.

In policing, where the bulk of the work is scattered across time and space, multilevel leadership is crucial to the success of any project. Agency managers and front-line supervisors are crucial to any change effort. They are usually the first to recognize if policy or procedural changes are needed; and, with their large, informal working networks, they provide a stabilizing influence at times of uncertainty induced by the change. Change outcomes are rarely achieved without their support.

Element 2. Strategic clarity

Without a clear strategy, change efforts are aimless and unlikely to produce meaningful results. The most effective strategies are short, appealing, and memorable. They emphasize purpose over product—intention over invention—and answer the "why" and "how" questions: Why does this change matter? How are we going to achieve it?

"When developing a strategy, recognize that you don't always know what you don't know; seek advice from subject matter experts and engage in peer exchanges with similar-size agencies confronting similar
crime problems."

— *Chief Jon Mangseth, St. Anthony (Minnesota) Police Department*

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17. Jon Katzenbach, Carolin Oelschlegel, and James Thomas, "Four Types of Authentic Informal Leaders," *Forbes*, February 28, 2016, https://www.forbes.com/sites/strategyand/2016/02/28/four-types-of-authentic-informal-leaders/?sh=639a98e97244.

18. Everett M. Rogers, *Diffusion of Innovations*, 5th edition (New York: Simon and Schuster, 2003). The other groups are early majority (34 percent), late majority (34 percent), and laggards (16 percent).

The "why" for the Commerce City (Colorado) Police Department was, "To do a better job managing sexual assault offenses;" the department recognized that it was falling short both in investigating sexual assaults and in attending to victims' needs. The "how" was by incorporating evidence-based investigation and victim services best practices throughout the agency's response continuum to sexual assault offenses. For the Dallas Police Department, the "why" was "To reduce violent crime and make neighborhoods safer;" deploying analysis-informed, evidence-based prevention and interdiction tactics in areas reporting disproportionate amounts of violent crime was the "how."

A Gantt chart[19] or a work breakdown structure (WBS) is helpful in keeping change initiatives on schedule; this chart is a product-oriented family tree of components that defines and organizes the scope of a project and shows dependencies between various tasks and deliverables.[20]

A WBS or Gantt chart will not fix schedule and delivery problems, but it will help identify the underlying conditions that produced them. When staff or teams underperform, change leaders must be willing to make the necessary changes to fix performance issues. Reed Hastings, chief executive officer of Netflix, has said that "adequate performance gets a gener-

> "Stakeholder management is a key factor of success in any project. In the context of striving for sustainable development, the involvement of stakeholders has become even more important."
>
> — *M. Huemann, P. Eskerod, and C. Ringhofer,* Rethink! Project Stakeholder Management

ous severance package."[21] For law enforcement, Hastings's approach is infeasible, but swapping out underperforming staff or teams is necessary in situations where delivery schedules are repeatedly unmet.

Element 3. Stakeholder engagement

Change does not happen in isolation and will invariably involve stakeholders: the individuals and organizations the Project Management Institute defines as "actively involved in the project, or whose interests may be positively or negatively affected as a result of project execution or successful project completion."[22] Once a decision to change is made, the next step is to identify, assess, and understand the needs, concerns, and expectations of the stakeholders.

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19. "Get organized with Gantt chart templates," accessed August 1, 2023, https://create.microsoft.com/en-us/templates/gantt-charts.

20. F. M. Webster, "The WBS," *PM Network* 8, no. 12 (1994), 40–46, https://www.pmi.org/learning/library/work-breakdown-structure-basic-principles-4883.

21. "Netflix Founder Reed Hastings: Make as Few Decisions as Possible," Stanford Graduate School of Business, accessed August 1, 2023, https://www.gsb.stanford.edu/insights/netflix-founder-reed-hastings-make-few-decisions-possible.

22. Martina Huemann, Pernille Eskerod, and Claudia Ringhofer, *Rethink! Project Stakeholder Management* (Newtown Square, PA: Project Management Institute, 2016) and *Managing Change in Organizations Practice Guide* (Newtown Square, PA: Project Management Institute, 2013).

> "We identified a lot of duplication of services; at first, there was a lack of trust and getting the service providers to lead the effort was critical."
>
> *— Assistant Chief Scott Sitts, Rapid City (South Dakota) Police Department*

> "We created a unity council that included researchers and people from the community. . . . [W]e used breakout groups and townhalls to ensure community members could be part of the discussion."
>
> *— Deputy Chief Leo Daniels, Arlington (Texas) Police Department*

A structured and detailed analysis will identify how each stakeholder will be affected by the change and what role each plays in achieving the expected outcomes. Properly conducted, a stakeholder analysis will identify key stakeholders who have the perspectives, expertise, and resources needed to enact the change; determine the appropriate messaging and frequency modes; build consensus and support; promote change task ownership and accountability; and assess the likelihood of support or resistance. When organizing a stakeholder management plan, a RACI (Responsible, Accountable, Consulted, and Informed) matrix[23] or a Mendelow Matrix[24] can be helpful.

The Rapid City Police Department's engagement with stakeholders from education, social service, law enforcement, nonprofits, and faith-based organizations was key to its incorporation of trauma-informed policing practices.[25] After an extensive series of discussions with city leaders, educators, and community stakeholders, the St. Anthony Police Department revamped its traffic enforcement practices. In the High Point (North Carolina) Police Department's focused deterrence program, a continuum of faith-based and nonprofit services was established by involving external stakeholders early in the planning process.

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23. "Stakeholder analysis using RACI charts," PM Tips, accessed August 1, 2023, https://pmtips.xyz/2020/06/21/stakeholder-analysis-using-raci-charts/.

24. Mendelow's Matrix is useful for management in determining proper actions to manage stakeholders based on their power and interest. "Mendelow's Matrix," Bizzle Dizzle, accessed August 1, 2023, https://bizzledizzle.com/strategy/mendelow-matrix/.

25. More information on trauma-informed policing practices can be found in International Association of Chiefs of Police, *Agency Self-Assessment Tool for Law Enforcement Victim Support,* Documenting and Advancing Promising Practices in Law Enforcement Victim Support (Washington, DC: Office of Community Oriented Policing Services, 2023). https://portal.cops.usdoj.gov/resourcecenter?item=cops-w0989.

> "People care as much about the fairness of the process through which an outcome is produced as they do about the outcome itself."
>
> — *John Thibaut and Laurens Walker,* Procedural Justice: A Psychological Analysis

Element 4. Resources

Insufficiently funded change initiatives produce unsatisfactory results. Quality is not free, and successful change initiatives cost agency time, talent, energy, and money. Resource calculations should be done early. When funding and resources are scarce, a "hot-spot" approach will narrow agency assets to the activities most in need of change and most likely to produce significant gains in productivity and effectiveness.

From the outset, the High Point Police Department allocated agency resources to support its focused deterrence initiative. Funds were set aside for overtime, undercover drug purchases, software upgrades, and salary expenses for a service coordinator position. The Hawthorne Police Department spends substantial staff time annually on creating and conducting its wide range of innovative community policing programs and projects.

> "Ensure agency evaluation systems emphasize contact and feedback dialogues."
>
> — *Chief Mike Ishii, Hawthorne Police Department*

Element 5. Agency and task alignment

The alignment of departmental structures, functions, and business processes with the desired outcomes is an essential part of change management. Task alignment—embedding Deming and Shewhart's Plan, Do, Study, Act model[26] in the larger change management strategy—can also produce iterative "quick wins" that catalyze improvement, increase momentum, and stoke employee enthusiasm for the change.[27]

> "It is a recurring irony of change that the costs will be incurred sooner or later. Better to commit the resources early; it's generally better to do it right the first time rather than have to make costly course corrections."
>
> — *Richard Bevan,* Changemaking

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26. "PDSA Cycle," The Deming Institute, accessed May 31, 2023, https://deming.org/explore/pdsa/.
27. Richard Bevan, *Changemaking: Tactics and Resources for Managing Organizational Change* (Seattle: Changestart Press, 2011).

In 1994, then-Commissioner William Bratton started the New York City turnaround with a "block by block, precinct by precinct, and borough by borough" crime prevention message. In the Dallas Police Department, Chief Garcia employed a similar approach: "If we win the day, we might win the week; if we win the week, we might win the month; if we win the month, we might win the year." In both cases, seemingly intractable problems were reframed into understandable and achievable tasks.

Committed to reducing violence crime, Oklahoma City Police Department executives disbanded an unproductive unit and created a new team of officers and investigators to incorporate intelligence-led policing, improve information sharing, and enhance interagency state and federal partnerships.

Element 6. Communication

In *The Creative Contrarian*, Roger von Oech notes, "There are two basic rules of life: Change is inevitable, and everybody resists change."[28] Change disrupts people's comfortable routines and places them in uneasy situations. Some will believe that the cost outweighs the benefits, while others fear losing status or relationships they have built over the years. An organization can address these concerns through its communication strategy.[29]

> "Knowing your why is not the only way to be successful but it is the only way to maintain a lasting success and a greater blend of innovation and flexibility."
>
> — *Simon Sinek,* Start With Why

Communication binds and directs change initiatives.[30] To be effective, a communication plan should be emotionally sensitive; focus on results; convey the 5Ws of who, why, what, when, and where;[31] and answer the question, "What's in it for me?" Throughout the change process, agencies should employ all available messaging methods as venues for discussion and engagement. To deliver messages about purpose and strategy, use "Smart Brevity" to communicate clearly and more succinctly, bypassing the tangle of policing minutiae.

> "Brevity is confidence. Length is fear."
>
> — *Jim VandeHei, Mike Allen, and Roy Schwartz,* Smart Brevity

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28. Roger von Oech, *The Creative Contrarian: 20 "Wise Fool" Strategies to Boost Your Creativity and Curb Groupthink* (Hoboken, NJ: Wiley, 2021).

29. Simon Sinek, *Start With Why* (New York: Penguin-Random House, 2011).

30. Jim VandeHei, Mike Allen, and Roy Schwartz, *Smart Brevity: The Power of Saying More With Less* (New York: Workman Publishing, 2022).

31. Paul R. Nevin, *Balanced Scorecard Step-By-Step For Government and Nonprofit Agencies*, 2nd Edition, (Hoboken, NJ: John Wiley and Sons, 2003).

Communication methods may be divided into one-to-many (or "cold") methods and one-to-one or one-to-few (or "warm") methods. Cold methods like email are efficient—they reach recipients quickly and easily—but their effectiveness is limited because the message must be read and the meaning is subject to varying interpretations. Warm methods like phone calls or small face-to-face meetings are more effective but lack the speed and reach of emails. This tradeoff between efficiency and effectiveness, illustrated in figure 1, should be carefully considered when devising communication strategies and tactics.

The Dallas Police Department used both top-down and bottom-up messaging methods to convey the need for change. Chief Garcia used an online survey to give employees a mechanism for input and an opportunity to be heard; he also participated in ride-alongs with various units, attended frequent meetings with community members, and conducted regular drop-ins at department facilities. In the Arlington (Texas) Police Department, Chief Alexander Jones created an Employee Advisory Council, attended roll calls, conducted "walkabouts," and met frequently with labor organizations and employee affinity groups. In Commerce City, Colorado, Chief Clint Nichols held quarterly meetings with two or more members from each shift to collect input and answer questions.

Figure 1. Richness of communication
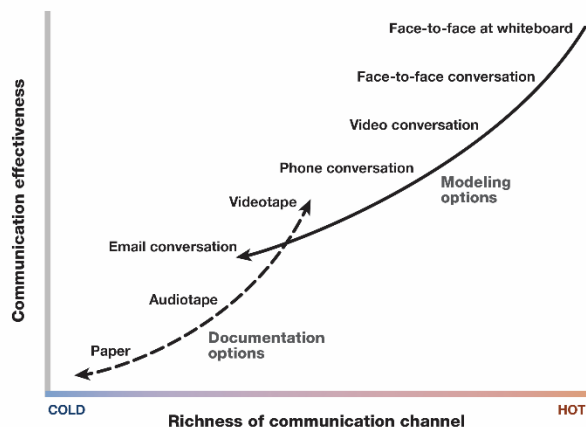
Source: Adapted from Scott Ambler, "Validating Agile Models."
Cutter IT Journal 15, no. 8 (2002), 33–39,
https://www.cutter.com/article/validating-agile-models-408601.

"Constantly emphasize the strategy and make it the norm for the agency."

— *Commissioner Danielle Outlaw, Philadelphia Police Department*

Element 7. Performance measurement

Performance measures—both qualitative and quantitative—are an essential element of any change management effort. Agencies should establish metrics to assess whether they are performing to plan, track agency resources, establish accountability, provide update information for stakeholders, and identify risks and opportunities. Metrics based on the SMART model (specific, measurable, achievable, relevant, and time-bound)[32] will monitor progress, identify shortcomings, and answer the traditional project management question of "who does what by when."

> "Establish an audit group to monitor progress toward outcome milestones . . . look beyond statistics and include incident reviews."
>
> — *Acting Assistant Chief Denise Flaherty, San Francisco Police Department*

While all KPIs are metrics, not all metrics are KPIs: KPIs establish and measure outcomes, while metrics collect both outputs and the activities to achieve them. A quality performance measurement process will include both. In the Philadelphia Police Department's *Crime Prevention & Violence Reduction Action Plan*, KPIs are expressed as performance goals. The department identified multiple performance goals related to violent crime reduction, such as reducing the numbers of homicide shooting victims in Operation Pinpoint Areas 25 percent by the end of 2021.[33] The main KPI in the Dallas Police Department's initiative is the reduction of violent crime, and the metrics included the numbers of arrests, out-of-service grid patrol postings, calls for service, and field interviews.

Element 8. Sustainment

A change effort that produces gains in efficiency and productivity can become self-sustaining; it is hard to argue against success. Since the success of its drug market initiative, the High Point Police Department has continued to build on the focused deterrence approach the initiative used; it remains the first approach considered when responding to chronic crime problems.

To understand why some improvements are sustained while others decay, researchers examined 204 projects launched during a four-year period ending in 2017 and found that only slightly more than one third of projects held on to gains after two years. When researchers interviewed managers of the entities with oversight of the projects, the "managers said that one condition needed to keep improving was visible support from board members and senior leadership—without it, front-line workers believe that the company's enthusiasm for the effort has waned, and backsliding ensues. They also cited the need for consistent measurement and monitoring and noted that problems arise when significant early improvements give way

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32. "What is the SMART model?," Viindoo, accessed August 1, 2023, https://viindoo.com/blog/business-management-3/smart-model-658.

33. *Crime Reduction Violence Reduction Action Plan* (Philadelphia: Philadelphia Police Department, 2020), https://www.phillypolice.com/assets/programs-and-services/CrimePreventionViolenceReductionActionPlan62020.pdf.

to diminishing returns."[34] Major change efforts are disruptive, and not all positive change outcomes are immediately self-evident. In some circumstances, success may not be sufficient to sustain an effort when change is treated as a one-off event.

Four Whys

In business, continuing to emphasize the "why" of the organization is the most effective strategy in sustaining a company's success. 3M, Merck, Nike, and Walt Disney have their "whys" that helped them survive and thrive throughout good and bad market conditions.

- 3M—to solve unsolved problems innovatively.
- Merck—to preserve and improve human life.
- Nike—to experience the emotion of competition, winning, and crushing competitors.
- Walt Disney—to make people happy.

When law enforcement agencies focus on their "why," they create a culture of continuous improvement and adapt quickly and effectively to changes in their internal and external environments.

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Source: Jim Collins and Jerry Porras, "Building Your Company's Vision," *Harvard Business Review* September–October 1996, https://hbr.org/1996/09/building-your-companys-vision.

The case studies in this publication associated eight interdependent elements (depicted in figure 2 on page 15) with successful change initiatives:

1. **Strategic clarity.** Articulates both the "how" and the "why."

2. **Stakeholder engagement.** Occurs early and often.

3. **Communication.** Continues throughout the change process.

4. **Resources.** Must be adequate to the task—quality is not free.

5. **Agency and task alignment.** Integrating structures and tasks facilitates change.

6. **Performance measurement.** "Who does what by when" metrics keep the initiative on schedule.

7. **Sustainment.** Requires visible executive interest, middle management support, front-line supervision, and monitoring for decay.

8. **Leadership.** Manifests in both words and actions.

When employed in concert, these elements are more likely to produce meaningful and lasting change outcomes.

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34. "Making Process Improvements Stick," *Harvard Business Review* November–December 2018, https://hbr.org/2018/11/making-process-improvements-stick.

Figure 2. Elements of change management

Profiles in Change

Arlington (Texas) Police Department

Change initiative:	Institutionalizing Procedural Justice into Agency Operations
Population served:	400,000
Agency staffing:	600 sworn and 200 professional staff

The issue

In the early morning hours of August 7, 2015, an unarmed burglary suspect was shot and killed by an officer of the Arlington (Texas) Police Department (APD). The circumstances of the shooting—within a year of the shooting death of Michael Brown by Ferguson, Missouri, police—generated alarm and questions from Arlington community members. In response to the shooting and subsequent protests in Ferguson, the APD had already started efforts to embed procedural justice practices into agency functions. The August 2015 shooting accelerated this change process.

The initiative began under the leadership of then-Chief Will Johnson, who overcame initial resistance from sworn staff by emphasizing issues of procedural justices within the agency itself, essentially rebranding the initiative as an officer safety issue.

Agency training sessions explained the "how" and reinforced the "why." Trainers asked officers to look at their coworkers and ask themselves what they could do to set each other up for success with the community, rather than sending each other into situations with community members who had had poor experiences with the police. Community members were invited to these training sessions, as well as to town hall sessions to discuss APD policing practices and solicit citizen feedback. Community and faith-based leaders provided invaluable input in bridging gaps between the APD and the neighborhoods where police-community relations were tense. As a result of these efforts, the Office of Community Oriented Policing Services (COPS Office) designated the APD "one of 15 law enforcement agencies to lead the charge to ensure that law enforcement remains a trusted and valued part of the community."[35]

The initiative was sustained through a change of leadership. When Chief Alexander Jones was appointed in November 2020, he quickly set out to learn about the practices and culture of the APD using the top-down, bottom-up approach Thomas Peters calls "Managing by Moving Around."[36]

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35. "Community Programs | Social Justice," Arlington Police Department, accessed June 8, 2023, https://www.arlingtontx.gov/city_hall/departments/police/community/community_programs/social_justice.

36. Thomas J. Peters, *In Search of Excellence: Lessons from America's Best-Run Companies* (New York: Harper & Row, 1982).

The change process

In agencies with strong internal procedural justice policies and procedures, officers are more likely to apply procedural justice practices externally in their day-to-day duties.[37] Chief Jones explained, "transparency starts within the agency—open and honest discussions about what goes on in-agency." Officers, Jones said, should have the same respect for each other that they are expected to have for the community. Accordingly, the APD's change strategy also focused on its selection and disciplinary processes. This approach was evidence-based and—in the wake of the contentious officer-involved shooting—timely.[38]

In the past, nearly all APD agency communications were "cold," conveyed by emails and memoranda. In this change initiative, "warm" messaging was used extensively. Chief Jones conducted walkabout sessions throughout the agency and attended roll calls to collect input and answer questions. Additional discussions occurred and information was collected during meetings with APD labor organizations, employee affinity groups, and the new Employee Advisory Council, which was formed as a result of the change initiative. Periodic "Chief's Briefs" videos were used to quickly communicate more pressing items to a broader audience within the agency.

"Come in and listen, pay attention, have discussions, get out of your office, set the tone early in, what are the goals and objectives. Get your top-level people together and talk about the direction you want to go."

— *Chief Alexander Jones, Arlington Police Department*

The result

Selection practices were revised with input from unions and employee affinity groups balanced against agency needs. Hiring for specialized positions was formerly an opaque process in which sergeants or deputy chiefs hand-picked their selections. The process is now overseen by a panel of APD supervisors, observed by City of Arlington human resources staff, and approved by APD executive staff. This change has enhanced community perceptions of impartiality and transparency.

Disciplinary review processes were modified to assess not only whether the conduct under review occurred but also why: Was it intentional or an inadvertent mistake? Should a corrective action include referrals to officer wellness and resiliency services? Under the revised policy, exacerbating or extenuating circumstances are now considered when corrective and disciplinary action decisions are made.

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37. President's Task Force on 21st Century Policing, *Final Report of the President's Task Force on 21st Century Policing* (Washington, DC: Office of Community Oriented Policing Services, 2015), https://cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf.

38. "Officers who thought their supervisor was fair, impartial, and respectful did not experience reduced motivation from recent negative publicity and were more likely to express willingness to engage in community partnerships." Scott Wolfe and Justin Nix, "Managing Police Departments Post-Ferguson," *Harvard Business Review*, September 13, 2016, https://hbr.org/2016/09/managing-police-departments-post-ferguson.

> "We rebranded the procedural justice process and referred to it like a family—family members take care of each other."
>
> — *Chief Alexander Jones, Arlington Police Department*

Another element reinforcing these internal procedural justice practices is the APD's officer wellness and resiliency programs. When officers are equipped to deal with adverse reactions to stress, they are better prepared to employ procedural justice in their community.[39] The APD encourages agency members to seek help when needed and emphasizes that "it's okay to be not okay." Under the "Blue Chip" program, all APD employees can anonymously access counseling and mental health services at no cost. In addition, the APD Peer Support Team, composed of 35 team members, responds to critical incidents and provides overall wellness initiatives to the department.[40]

Change management elements

Leadership, Strategic Clarity, Stakeholder Engagement, Resources, Agency and Task Alignment, Communication

Key takeaways

- **Emphasize** how change initiatives will impact and address specific officer concerns.

- **Articulate** the "how" and "why" when discussing change initiatives.

- **Increase** community transparency and provide opportunities for community buy-in.

- **Obtain** buy-in for change efforts from all parts of the organization, starting with leadership.

- **Develop** specific outreach mechanisms for employees through employee affinity groups and an employee advisory council, to obtain feedback on and support for change efforts.

- **Rebrand** change efforts if change messaging does not resonate with employees.

- **Let agency members know** that "it's okay to be not okay" to encourage staff to seek help when they need it.

- **Recognize** that internal procedural justice practices reinforce external procedural justice practices.

- **Carefully assess** change communication methods. Cold communications (emails, agency general orders) are more efficient, but warm communications (personal conversations, roll-call discussions, agency town halls) are more effective.

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39. Rodney W. Rego, "Building a Successful Officer Wellness Program," *FBI Law Enforcement Bulletin,* March 11, 2020, https://leb.fbi.gov/articles/featured-articles/building-a-successful-officer-wellness-program.

40. "APD Creates Program for Employee Wellness," Arlington Police Department, January 27, 2020, https://www.arlingtontx.gov/news/my_arlington_t_x/news_stories/a_p_d_creates_program_for_employee_wellness.

Commerce City (Colorado) Police Department

Change initiative:	Improving Sexual Assault Investigations and Victim Services Response
Population served:	60,336
Agency staffing:	108 sworn officers and 35 professional staff

The issue

Sexual violence is a national problem exacerbated by low rates of reporting to law enforcement. Prior to the implementation of the Sexual Assault Task Force (SATF) in 2018—a joint initiative by Colorado's Commerce City Police Department (CCPD) and Brighton Police Department (BPD)—all sex crime reports were assigned to nonspecialized investigators who lacked key skills to support and engage victims and effectively investigate sex crimes. The CCPD's change efforts began after internal and external retrospective reviews revealed deficiencies in the agency's responses to sexual assault offenses. These reviews found that the CCPD's reporting and clearance rates for sexual assaults were significantly lower than jurisdictions serving similar populations and demographics. In short, registered sex offender management processes were disorganized and fragmented, field reports lacked detail, evidence collection was inconsistent, victim services were undelivered, and critical investigative steps were not taken. Moreover, CCPD policies and procedures produced missteps throughout the department's responses to sexual assault offenses. Then-Chief Clint Nichols decided substantial change was necessary.

The change process

To improve the CCPD's response to sexual assault offenses required the department to define what success would look like to determine how to achieve it. To answer these questions, the CCPD turned to best practices research to develop its goals and objectives; the result was the adoption of the *You Have Options* Program and the incorporation of the Program's victim-centric ethos[41] into CCPD policies and procedures. The research results also renewed the department's interest in specialized training and underscored the need to conduct high-quality investigations within a multidisciplinary centralized task force approach.

The initiative used several instruments in a post-implementation assessment to determine whether the new task force model affected the quality of investigations and a logic model of input, output, and outcome projections to inform the new time/task workplan. To qualitatively assess the impact of the new plan, staff measured the quality of sex offense investigations pre- and post-implementation against a best practices rubric that included questions on collection of physical evidence, victim service deliveries, and initial offense reporting.

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41. "You Have Options Program," accessed June 8, 2023, https://www.reportingoptions.org/.

> "Articulate the outcome and the roadmap to get there."
>
> — *Chief Clint Nichols (retired), Commerce City Police Department*

Federal grant monies, supplemented by the Brighton and Commerce City governments, funded the staff and office space to integrate victim services, training delivery, and community collaborations to improve both departments' overall sexual assault investigations. Task force detectives and victim advocates were required to attend training which included Forensic Experimental Trauma Interviewing,[42] managing registered sex offenders, applying best practices to investigative processes, and the SATF response to sexual assault offenses. By partnering in this way, the CCPD and the BPD collectively leveraged their limited resources to improve services for survivors and hold offenders accountable.

Initially there was resistance—primarily from investigative staff—that included questioning the need for change, expressing concern about workload inequities, noting the lack of specialized training, and challenging agency priorities with asides such as "murders are more important [to investigate]." In anticipation, Chief Nichols and his staff presented a factual and evidence-based argument using findings from the previous retrospective assessments, the results of an internal survey disclosing dissatisfaction with agency practices, and feedback provided at community meetings in which agency members heard complaints about policing services in Commerce City. Throughout the process, agency leaders reported that they remained committed to the effort, and their actions and communications reflected that commitment. They repeatedly delivered and reinforced their message during roll calls, in-service training sessions, and staff meetings as well as in rewritten policies and agency memoranda.

The result

The results are promising. The research-practitioner team reviewed 50 percent of cases investigated in the 36 months preceding the implementation of the SATF and 50 percent of cases in the 36 months following implementation. From the last year pre-SATF to the first year post-SATF, case quality scores show an improving trend, with inadequate responses reduced to 5 percent of the total number of reported offenses. Since its inception in 2018, and despite dealing with the parameters of the pandemic, the SATF experienced significant growth in 2020, which brought its largest caseload to date: 262 cases, an 18 percent increase from 2019's number. Specifically, Commerce City saw a 13 percent increase in cases, while Brighton saw a 28 percent increase. In the past three years, the SATF has investigated more than 700 cases and provided direct services to more than 1,200 victims and individuals affected by sexual assault. Moreover, survivors engaging with the SATF have reported positive experiences.[43]

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42. Forensic Experimental Trauma Interviewing is a science- and practice-based interviewing methodology informed by the latest research on the neurobiology of trauma and memory. Russell W. Strand and Lori D. Heitman, "The Forensic Experiential Trauma Interview (FETI)," Arizona Coalition for Victim Services, accessed June 8, 2023, http://www.azcvs.net/wp-content/uploads/FETI-Public-Description-Jan-2017.pdf.

43. *Commerce City Police Department and Brighton Police Department Sexual Assault Taskforce Annual Report,* April 2021.

Change management elements

Leadership, Strategic Clarity, Stakeholder Engagement, Resources, Agency and Task Alignment, Communication, Performance Measurement

Key takeaways

- **Communicate** the desired outcomes and clearly convey the rationale for change.

- **Develop** metrics to ensure that project milestones, goals, and desired outcomes are being met.

- **Expect** and prepare for resistance and address concerns directly with evidence.

- **Identify** evidence-based best practices to incorporate into policy and procedure.

- **Demonstrate** commitment by devoting additional staffing and funding resources early in the change process.

- **Obtain** feedback and promote success through continued engagement with community members, service providers, and key stakeholders.

Dallas (Texas) Police Department

Change initiative:	Evidence-Based Violent Crime Reduction Plan
Population served:	1.3 million
Agency staffing:	3,100 sworn officers and 644 professional staff

The issue

During the three-year period ending December 31, 2020, Dallas reported escalating numbers of homicides: 155 in 2018, 198 in 2019, and 254 in 2020. The 2020 murder rate was the highest in 15 years. During this period, robbery and aggravated assault rates were also well above national averages.

Upon his appointment in February 2021, Chief of Police Eddie Garcia identified several goals for the department, including reducing violent crime, increasing officer morale, increasing community trust, and ensuring that his successor would come from the ranks of the Dallas Police Department (DPD). Shortly thereafter, working with researchers from the University of Texas at San Antonio (UTSA), Garcia initiated the Dallas Violent Crime Reduction Plan in early May 2021. The team identified approximately 50 Dallas mapping grids (300 x 300 feet) that reported five or more violent offenses in 2020 and developed a violent crime reduction plan predicated on two well-established crime science findings: (1) a small number of individuals commit the majority of

crime,[44] and (2) crime disproportionately occurs in small, identifiable areas.[45] Garcia's strategy was to deploy analysis-informed, evidence-based prevention and interdiction tactics in areas reporting disproportionate amounts of violent crime.

The plan introduced the following violence reduction strategies and tactics:

- Investigative functions—homicide, narcotics, crimes against persons—prioritized offenses occurring in the target grids.

- In the near term, the DPD increased police visibility (including 15-minute directed patrol postings) in high crime areas at peak violence periods in 18 grids[46] and implemented offender-based policing (warrant service, high-risk offender contact) in 29 grids.

- In the middle term, the department targeted networks of violence-prone places by applying crime prevention through environmental design (CPTED) practices and intelligence-led targeting of offenders who use these networks to facilitate crime.

- In the long term, the DPD used a focused deterrence strategy and an "urban blight abatement" effort.[47]

In each implementation stage, multi-level modeling is conducted by a research team to evaluate impacts of the strategy on violent crime and calls for service within hot spots, beats, and divisions; the results are continually analyzed for effectiveness, evidence of displacement, or the need to change tactics and target areas. To enhance community engagement and agency transparency, reports including crime data, clearance rates, response times, and other public safety data of interest are published daily on the DPD Public Safety Dashboard (https://dallaspolice.net/reports/Pages/crime-statistics-dashboard.aspx).

The change process

For Chief Garcia, the processes of introducing the Dallas Violent Crime Reduction Plan and transitioning into leadership of the department were inseparable. He accordingly took a number of steps to ease the transition, beginning by starting his first day in full DPD uniform; a transplant from California, Garcia thought it important to be a fully certified Texas police officer before his first day in office. From the start, he emphasized his commitment to a five-year term and immediately began connecting with officers in the field.

44. David P. Farrington, "Key Results From the First Forty Years of the Cambridge Study in Delinquent Development," in Terence P. Thornberry and Marvin D. Krohn, eds., *Taking Stock of Delinquency: An Overview of Findings From Contemporary Longitudinal Studies*, Longitudinal Research in the Social and Behavioral Sciences: An Interdisciplinary Series (New York: Springer, 2002); Marvin E. Wolfgang, Robert M. Figlio, and Thorsten Sellin, *Delinquency in a Birth Cohort* (Chicago: UP,1972).

45. William Spelman and John E. Eck, "Sitting Ducks, Ravenous Wolves, and Helping Hands: New Approaches to Urban Policing," *Public Affairs Comment* 35, No. 2 (Winter 1989), 1–9, https://www.researchgate.net/publication/258200895_Sitting_Ducks_Ravenous_Wolves_and_Helping_Hands_New_Approaches_to_Urban_Policing.

46. National Policing Institute, *5 Things You Need To Know About Hot Spots Policing & the "Koper Curve" Theory* (Arlington, VA: Police Foundation, 2015), https://www.policinginstitute.org/publication/5-things-you-need-to-know-about-hot-spots-policing-the-koper-curve-theory/.

47. "Violent Crime Reduction Plan," Dallas Police Department, accessed June 14, 2023, https://www.dallaspolice.net/Shared%20Documents/violent-crime-reduction-plan.pdf.

"Win the day. If we win the day, we might win the week; if we win the week, we might win the month; if we win the month, we might win the year."

— *Chief Eddie Garcia, Dallas Police Department*

In a move comparable to Lincoln's Team of Rivals,[48] Chief Garcia retained incumbent executive staff and promoted the three internal applicants for the chief of police position. To experience the DPD's policing practices and gain an understanding of its organizational culture, he conducted agency walkabouts, attended roll calls, and participated in ride-alongs with officers in the patrol, airport, vice, and homicide divisions and the mounted patrol. An online department-wide "pulse-check" survey provided an opportunity for members to be heard and provide input; survey results disclosed some issues that were quickly resolved. Outreach efforts also included visits with residents and business owners in all seven patrol districts; the violence prevention plan was a topic at these meetings.

"Violent crime—including murders, robbery, and aggravated assaults—has been reduced this year in Dallas compared to 2020, Dallas police leaders said. There have also been 978 fewer victims of violent crimes so far this year compared to 2020. Junger said overall violence in these concentrated areas has been reduced by 44 percent. Overall crime in the city is down this year by 3.59 percent and overall violent crime is down 8.47 percent. . . . Family violence was reduced by more than 50 percent compared to last year."

— *Report by WFAA Dallas, ABC Television affiliate*

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48.   Doris Kearns Goodwin, *Team of Rivals: The Political Genius of Abraham Lincoln* (New York: Simon & Schuster, 2005).

The result

In 2021, violent crime was reduced by 8.47 percent during a period in which most law enforcement agencies were reporting significant violent crime increases: "[T]he number of murders in 2021 was 5 percent higher than counts recorded in 2020 . . . and 44 percent greater than in 2019. . . . [G]un assaults rose 8 percent and aggravated assaults were up 4 percent compared to 2020 levels."[49] These results are particularly notable considering that the crime prevention initiative was in force for only eight months of 2021.[50]

Change management elements

Leadership, Strategic Clarity, Stakeholder Engagement, Resources, Agency and Task Alignment, Communication, Performance Measurement

Key takeaways

- **Improve** efficiency and effectiveness of police operations by incorporating evidence-based crime prevention methods.

- **Incorporate** crime science scholars when developing crime prevention strategies and tactics.

- **Foster** communication and engagement with ride-alongs and frequent visits to agency units.

- **Use** online surveys to increase buy-in, offer opportunities to be heard, and provide valuable input.

- **Clearly articulate** plans with specific action items that assign individuals for implementation.

- **Convey** strong leadership direction and vision from the outset of initiatives.

- **Engage** with staff at all levels within an organization to develop trust and buy-in.

- **Develop** internal and external accountability through reporting of measurable outputs and outcomes.

- **Conduct** continual evaluation of change efforts and adapt when needed. Celebrate and publicize successes to maintain momentum for organizational changes.

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49. Council on Criminal Justice, "Homicides Continued to Increase in Major U.S. Cities in 2021, but at Slower Pace," press release, January 26, 2022, https://counciloncj.org/2021-year-end-crime-report.

50. "Dallas Violent Crime Update: Fewer Murders, Robberies, Aggravated Assaults Compared to 2020, Department Says," WFAA Dallas-Fort Worth, December 14, 2021, https://www.wfaa.com/article/news/crime/dallas-police-department-reduced-violent-crime-victims-murder-rates/287-f69cbe16-4a17-43a9-b47c-b6a8490864e3.

Eugene (Oregon) Police Department

Change initiative:	Differential Response to Incidents Involving Mentally Ill Persons
Population served:	142,000
Agency staffing:	202 sworn and 136 professional staff

The issue

Law enforcement agencies across the country are being challenged by a growing number of calls for service involving people who have mental health needs. Increasingly, officers are called on to be the first—and often the only— responders to calls involving people experiencing a mental health crisis.[51] Most calls are handled quietly; the officers ensure that the individual is referred to treatment, and they return to service. Some calls, however, become contentious and result in preventable and tragic consequences.

More than 30 years ago, the White Bird Clinic (WBC) in Eugene, Oregon, approached the Eugene Police Department (EPD) and proposed an alternative response to police service calls involving mentally ill individuals. After identifying significant service gaps for homeless, mentally ill, and drug-addicted residents of Eugene, the WBC proposed that a medic and crisis worker team, instead of the EPD, respond to nonviolent behavioral crisis calls.

The alternative response program, called Crisis Assistance Helping Out On The Streets (CAHOOTS), was initiated to provide "person-centered interventions and make referrals to behavioral health supports and services without the uniforms, sirens, and handcuffs that can exacerbate feelings of distress for people in crisis."[52]

> "In 2017, the CAHOOTS teams answered 17 percent of the Eugene Police Department's overall call volume. The program saves the city of Eugene an estimated $8.5 million in public safety spending annually."
>
> — *"What Is CAHOOTS?," White Bird Clinic*

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51. *Police-Mental Health Collaborations: A Framework for Implementing Effective Law Enforcement Responses for People Who Have Mental Health Needs* (New York: The Council of State Governments Justice Center, 2018), https://csgjusticecenter.org/wp-content/uploads/2020/02/Police-Mental-Health-Collaborations-Framework.pdf.

52. "What Is CAHOOTS?," White Bird Clinic, accessed June 14, 2023, https://whitebirdclinic.org/what-is-cahoots/; "Behavioral Health Crisis Interventions | Case Study: Cahoots," Vera Institute of Justice, accessed June 14, 2023, https://www.vera.org/behavioral-health-crisis-alternatives/cahoots.

> "The differential response is a foundational piece of police reform."
>
> — *Chief Chris Skinner, Eugene Police Department*

> "Shared experiences fostered a level of understanding and sympathy that have inextricably bound one group to the other."
>
> — *"What Is CAHOOTS?," White Bird Clinic*

The change process

CAHOOTS employs a differential response[53] to distressed person service calls. At first, community members were concerned that calls for CAHOOTS services must still be engaged through the public safety dispatch center. Through a series of discussions, agreement was reached among stakeholders that the existing dispatch center would provide an efficient and effective use of resources. With the CAHOOTS program embedded in the City of Eugene's communications system, Eugene dispatchers are empowered to use this non-police alternative to handle non-police issues.

EPD officers were initially skeptical about the reallocation of policing funds. In response to these concerns, internal messaging emphasized community wellness as a fundamental public safety responsibility, and in time, reservations dissipated as officers were no longer thrust into situations for which they had little training.

The EPD/WBC service contract sets out specific tasks, methods, and resource expectations for the duration of the agreement.[54] Provisions for monitoring and detailed metrics and key performance measures are specified in the agreement. These data have helped sustain the program for more than 30 years. Historically, the EPD has recovered approximately 6 percent of its patrol time to assign to other essential law enforcement activities.

The result

The EPD Crime Analysis Unit conducts an annual analytic review to measure the CAHOOTS program's impact on the EPD's activity levels.[55] The EPD and CAHOOTS are often jointly dispatched to calls for service to meet community needs. The 2021 analysis revealed CAHOOTS does divert calls from the EPD, but not the 17–20 percent reported by just comparing the total number of CAHOOTS calls to EPD calls.[56] The EPD reported the true divert rate likely falls at approximately 5–8 percent.

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53. Differential response systems use call classification and prioritization techniques while applying a broad range of response strategies to police calls for service. "Differential Police Response – Training Guide," (Garden Grove, CA: Garden Grove Police Department, 1983), https://www.ojp.gov/ncjrs/virtual-library/abstracts/differential-police-response-training-guide.

54. "What Is CAHOOTS?" (see note 52).

55. "CAHOOTS Program Analysis 2021 Update," Eugene Police Department Crime Analysis Unit, last updated May 17, 2022, https://www.eugene-or.gov/DocumentCenter/View/66051/CAHOOTS-program-analysis-2021-update.

56. "CAHOOTS Program Analysis 2021 Update" (see note 55).

According to CAHOOTS, the cost savings are considerable. In 2017, the CAHOOTS teams answered 17 percent of the EPD's overall call volume, and CAHOOTS reported the program saves the City of Eugene an estimated $8.5 million in public safety spending annually.[57]

Change management elements

Strategic Clarity, Resources, Stakeholder Engagement, Communications, Performance Measures, Sustainment

Key takeaways

- **Start** with a service gap assessment.
- **Identify and engage** stakeholders (non-profit community-based organizations, licensed counselors, clinical social workers, physicians, and emergency medical technicians).
- **Build** the alternative response to respond to the needs assessment.
- **Consider** the various models[58] and leverage best practices and lessons learned when standing up the program.

Hawthorne (California) Police Department

Change initiative:	Cultural and Organizational Transformation
Population served:	87,000
Agency staffing:	100 sworn and 50 professional staff

The issue

For decades, the Hawthorne Police Department (HPD) relied on traditional reactive policing methods to serve the community—responding to reports of crime, conducting investigations, and providing patrol services. The HPD's community engagement activities were infrequent and largely impromptu, and the department's community affairs unit was organizationally siloed. That began to change in 2010, when Robert Fager was appointed chief of police for the HPD. Shortly after his appointment, Fager began transitioning the HPD toward a more contemporary community policing model focusing on community engagement, collaborative problem solving, and organizational transformation.

> "No agenda, no speeches, building relationships one coffee at a time."
>
> — *Chief Michael Ishii, Hawthorne Police Department*

57. "CAHOOTS Media Guide 2020," White Bird Clinic, accessed June 14, 2023, https://whitebirdclinic.org/wp-content/uploads/2020/06/CAHOOTS-Media-Guide-20200626.pdf.

58. A summary of mental health response models can be found at Law Enforcement Mental Health Learning Sites, https://bja.ojp.gov/sites/g/files/xyckuh186/files/media/document/Program-Overview-Law-Enforcement-Mental-Health-Learning-Sites.pdf.

The change process

Embedding community policing philosophy into the culture and practices of the HPD was the goal. Two different management styles—directive and organic—were used in the change process. By directive, Chief Fager established a community affairs unit, allocated resources, set out increased expectations for community engagement activities, and maintained a vertical chain of command for policing operations.

Organically, the HPD created an environment in which line-level officers were encouraged to bring forth innovative ideas. Approval processes were flattened to reduce concept-to-program implementation times, and any approved program or activity is "owned" by the proposing member and supported by the HPD if the program increases the HPD's value to stakeholders and the Hawthorne community.

The result

Chief Michael Ishii has worked for the HPD for more than 30 years, becoming chief in 2019. In 2011, he and then-Sergeant Chris Cognac (now retired) helped create the national Coffee with a Cop program—the first initiative launched using HPD's incubation bed for innovative community policing. Coffee with a Cop events are now held in all 50 states and 11 countries. Successful as a standalone initiative, the program galvanized innovation and produced more community interaction activities.[59] Additional programs developed by HPD include the following:

- The Ride to Live program was developed following the deaths of two HPD officers in line-of-duty motorcycle crashes. The program is a hands-on safe riding class for motorcycle riders in the community.

- The HPD Youth-Sports Engagement Program hosts youth soccer matches, offering a "safe space" for positive engagement with officers as they play and learn the sport. The HPD partners with the Los Angeles Galaxy Major League Soccer team and the Chevrolet Corporation on this project.

- The Tactical Medicine Program offers first aid classes, based on the HPD Tactical First Aid course, to community members free of charge.

- The HPD Mobile Police Center frequently deploys in neighborhoods, allowing residents to engage, ask questions, and discuss concerns with patrol officers and investigators.

- The Power Project mentorship program, coordinated by HPD officers in partnership with private-sector mentors, provides life-preparedness skills and physical activities such as ice hockey and CrossFit to groups of preteen and teenage girls in weekly sessions.

In addition, the HPD hosts job interview workshops for the greater Hawthorne community, offering practice in professional interview tech-

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59. "Innovating Law Enforcement – Bettering Our Community," Hawthorne Police Department, accessed June 14, 2023. https://hawthornepolice.com/innovations.

niques. By instilling a community policing philosophy into the culture and practices of the agency, the HPD has become recognized as a leader and model in community policing organizations. All these staff-driven programs and others are featured on HPD's innovative website; designed with a goal of strengthening the brand and image of the HPD, the website is attention-grabbing, user-friendly, and informational.

Program data

The HPD collects data on its community engagement activities using computer-aided dispatch (CAD) codes, which allows the HPD to map officers' activities and extract data for analysis. Examples of the types of data collected include frequency of engagement with members of the community or residential visits, number and frequency of business checks conducted, and number of canine unit engagements at schools and businesses.

Change management elements

Leadership, Strategic Clarity, Agency and Task Alignment, Communication, Sustainment

Key takeaways

- **Encourage and empower** innovation; leverage the talents, skills, and experiences of front-line officers.

- **Provide** officers with time to implement innovation.

- **Establish** minimal constraints to stimulate creativity and lead from the back—that is, support informal leaders who lead creative efforts.

- **Flatten** decision processes to reduce concept-to-implementation timelines.

- **Explore and leverage** nontraditional funding streams to support community programs.

- **Promote** programs by investing in websites and marketing materials.

High Point (North Carolina) Police Department

Change initiative:	Procedures and Organizational Change
Population served:	116,000
Agency staffing:	307 sworn and 55 professional staff

The issue

Open-air drug markets are inherently criminogenic; apart from the sale of drugs, they generate a wide range of social harms and are a continuing threat to the safety of communities and officers. Once established, drug markets often appear impervious to conventional law enforcement strategies. Street dealers caught up in buy-bust operations are quickly replaced. Area crackdowns are short-term and risk damage to police-community relations, and dealers quickly return as patrol units are reassigned to other areas.

In 2003, High Point drug markets were entrenched—stubbornly unchanged by street sweeps, reversals, buy-busts, and warrant service. In essence, enforcement actions were "treading water," leaving High Point Police Department (HPPD) leaders frustrated by the ineffectiveness of their efforts and wondering, "What

can we do differently? Because what we are doing now is not working." That question led the department to a partnership with David Kennedy of the John Jay College of Criminal Justice,[60] and work began on a drug market focused-deterrence initiative, the West End Drug Market Intervention (DMI).

Focused deterrence is currently practiced in law enforcement agencies across the United States, but in 2004, it was a hard sell. At the time, it was an unfamiliar, largely untested practice and was, to some extent, controversial because it presented three facts that were hard to hear in policing: (1) that the "war on drugs" was failing to provide public safety, (2) that its tactics were damaging police-community relations, and (3) that policing was not the sole solution to the problem but only a part of it.

The change process

The DMI used a three-pronged strategy: (1) Eliminate a chronic public-space drug market and reduce neighborhood fear through a continuum of actions by law enforcement and government together with public, private, and faith-based services; (2) prosecute and remove high-risk violent offenders; and (3) provide low-risk offenders with alternatives to deter them from reoffending. The areas and offenders to target were determined through detailed examination of data gathered through review of incident reports, crime mapping, and internal surveys.

The strategy was introduced to agency staff through a series of training sessions addressing the questions "What is this?," "Why are we doing it?," and "How will this affect me?" These questions were resolved through discussion of each individual's roles and responsibilities. Leadership demonstrated its commitment throughout the initiative by attending roll calls and by installing a succession process to ensure focused deterrence practices would continue in the event of turnover.

When successfully implemented, focused deterrence is the sum of many parts; its success is largely dependent on how well these parts communicate and collaborate. To this end, the HPPD created a working group composed of law enforcement; crime science scholars; neighborhood residents; and representatives from private, public, and faith-based organizations. This group coordinated the effort, created timelines, and met weekly as a venue for near-constant communication among the partners participating in the initiative.

Stakeholder engagement activities included two additional groups. Enforcement decisions, based largely on offender violence predilection, were made by prosecutors and law enforcement personnel assigned to the Violent Crime Task Force (VCTF). Services for low-risk offenders were coordinated by High Point Community Against Violence (HPCAV),[61] a nonprofit organization working with the VCTF.

The HPPD allocated agency resources to support the initiative, authorizing funds for overtime, undercover drug purchases, and

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60. David Kennedy is now Director of the National Network for Safe Communities, https://nnscommunities.org/.

61. "Our History," High Point Community Against Violence, accessed June 15, 2023, http://www.hpcav.com/about/our-history/.

software upgrades. An HPPD service coordinator position was funded and filled. The local community college offered general educational development training at no cost; High Point city government offered provisional employment to candidates testing drug-free; and HPCAV secured additional grant funds to provide job training and emergency assistance.

The HPPD also adjusted its internal systems and practices to support the initiative. A supervisor was assigned to manage efforts across the two patrol shifts. Informants were incentivized to buy drugs in the target area. Core values, performance measures, and performance evaluations were modified to include focused-deterrence principles and practices.

The result

The outcomes of the West End DMI were measured by number of Uniform Crime Reporting Part 1 offenses and community safety survey results. At the end of the project, the drug market was eradicated, Part 1 offenses were reduced by half, and community surveys reported reduced fear and increased satisfaction with police services.

In 2007, the West End DMI received the Innovations in American Government[62] award from the Ash Center of Harvard University, and the initiative has won several other awards.[63] As of 2023, it has been continued through a succession of six chiefs, while the principles and prac-

tices of focused deterrence have been successfully modified to reduce gang activity and domestic violence.[64]

Change management elements

Leadership, Strategic Clarity, Stakeholder Engagement, Resources, Agency and Task Alignment, Communication, Performance Measurement

Key takeaways

- **Involve** public, private, and faith-based organizations early and continually throughout the initiative's lifecycle.

- **Start** with analysis; determine the who, the when, the where, and the why.

- **Turn** the short-term wins into long-term results with continuing maintenance activities.

- **Obtain** buy-in from critical stakeholders prior to implementation.

- **Assign** specific individuals to oversee and supervise implementation efforts.

- **Provide** sufficient resources for program implementation at the outset to increase the chances for successful implementation.

- **Establish** a process early for collection and maintenance of key data points and performance measures.

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62. "Award: Overt Drug Market Strategy," Ash Center for Democratic Governance and Innovation, accessed June 15, 2023, https://ash.harvard.edu/news/overt-drug-market-strategy.

63. "The High Point Police Department Has Been Recognized for the Following Awards Stemming from the Drug Market Initiative Strategy," High Point Police Department, accessed June 15, 2023, https://www.highpointnc.gov/DocumentCenter/View/1181/Award-Winning-PDF?bidId=.

64. COPS Office publications on the DMI model include National Network for Safe Communities, *Drug Market Intervention: An Implementation Guide* (Washington, DC: Office of Community Oriented Policing Services, 2015), https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-P303 and David M. Kennedy and Sue-Lin Wong, *The High Point Drug Market Intervention Strategy* (Washington, DC: Office of Community Oriented Policing Services, 2012), https://portal.cops.usdoj.gov/resourcecenter/Home.aspx?page=detail&id=COPS-P166.

New Orleans (Louisiana) Police Department

Change initiative:	Organizational and Policing Practice
Population served:	400,000
Agency staffing:	1,250 sworn officers and 293 professional staff

The issue

Determined to provide quality policing services and improve police-community relations, a self-organized group of New Orleans Police Department (NOPD) officers—notably from all levels of the agency—engaged social scientists and community activists to ask, "Why are officers so quick to risk their lives for their peers but so slow to stop them before they do something that may end their career?"[65] Answers to that question and others that followed, found by researching the practices of industries unrelated to law enforcement, were the basis of the Ethical Policing Is Courageous (EPIC) program.

EPIC is based on years of bystander research[66] and modeled on peer intervention practices in the airline, medical, and education industries. In 1988, the Federal Aviation Administration clarified the "sterile cockpit rule," which forbids non-essential activities in the cockpit during critical flight phases, to ensure that flight attendants made emergency notifications during these critical periods. Nurses are similarly authorized to intervene when observing unsafe medical procedures being performed by other nurses, technicians or doctors, and active bystander intervention is credited with the reduction of sexual assaults on campuses.[67]

> "Designing the program was the easy part; the implementation phase was much more difficult."
>
> —*Former Deputy Superintendent Paul Noel, New Orleans Police Department*

65. Jonathan Aronie, "A Look at NOPD's Innovative and Career-Saving Peer Intervention Program," Police Executive Research Forum newsletter *Subject to Debate* 30, No. 2 (July – September 2016): 1–3, https://www.policeforum.org/assets/docs/Subject_to_Debate/Debate2016/debate_2016_julsep.pdf.

66. Ervin Staub, "Promoting Healing and Reconciliation in Rwanda, and Generating Active Bystandership by Police to Stop Unnecessary Harm by Fellow Officers," *Perspectives on Psychological Science*14, no. 1 (2019), https://doi.org/10.1177/1745691618809384.

67. Keith Hautala, "'Green Dot' Effective at Reducing Sexual Violence," *University of Kentucky News*, September 10, 2014, https://uknow.uky.edu/research/green-dot-effective-reducing-sexual-violence.

In the EPIC program, all NOPD ranks are considered equivalent; when involved in potential misconduct circumstances, EPIC officers agree to intervene or to accept intervention as needed, regardless of rank. In brief, EPIC is an "officer survival program, a community safety program, and a job satisfaction program."[68]

The change process

The EPIC program was established in response to a federal consent decree which mandated NOPD institute reforms to correct a history of civil rights abuses. In implementing the EPIC program in 2015, NOPD leadership made the need for change clear to all NOPD employees by describing the program's anticipated outcomes: enhancing police-community relations, increasing job satisfaction, and delivering quality policing services to the neighborhoods and businesses of New Orleans. These goals informed the selection of key metrics: number of community complaints; number of internal disciplinary actions; number of use of force incidents; and instances of use of officer wellness services.

The NOPD took seriously the importance of engaging stakeholders throughout the department to ensure that EPIC's program messaging was conveyed consistently. EPIC began by creating an implementation working group of officers, nonsworn members, supervisors, command staff, academic representatives, and community members drawn from neighborhoods historically distrustful of law enforcement. Experienced, well-respected informal leaders in the department were enlisted to exemplify EPIC values in the conduct of the department's daily operations. Most

important, participation was not compulsory. While all NOPD members received training to address the need for change, participation in EPIC was voluntary.

The NOPD recognized that resource shortfalls could easily forestall EPIC implementation, so it ensured that sufficient resources were allocated to the program. Staff and time resources were specifically allocated to plan and maintain the initiative. A respected, experienced patrol officer was assigned as a full-time EPIC coordinator. The range of officer wellness services was expanded and strengthened, and these services were made more readily available. Funding and substantial staff time were committed for EPIC training sessions.

The NOPD also ensured that resources were appropriately aligned to implement and sustain the initiative. Specifically, field training officers received specialized training to ensure that they would impart EPIC values to recruits at a critical stage of their careers; discipline policies were amended to authorize penalty mitigation when an officer accepted an intervention; and the NOPD promulgated a clear anti-retaliation policy. In addition, an EPIC coordinator was assigned to the training academy to develop recruit and in-service training materials.

From the outset, agency leadership tangibly supported the EPIC initiative by attending training sessions, wearing EPIC pins, promoting EPIC at daily patrol roll calls, and allocating staff time and expenditures of funds. EPIC output and outcome metrics—for example, civilian complaints and use of force reports—were included in NOPD performance management processes.

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68. "NOPD Consent Decree," New Orleans Police Department, last updated June 12, 2023, https://www.nola.gov/nopd/nopd-consent-decree/.

Intentional and sustained communication using a variety of approaches was a critical element of EPIC's success. Authorizing the display of EPIC pins on uniforms helped market the program, served as a symbol of achievement, and created a sense of belonging among the participating officers. The NOPD also established an EPIC website, hosted on nola.gov, and command staff conducted impromptu roll call drop-ins to discuss the merits of EPIC and its relevance to delivering quality policing services.

Change management elements

Leadership, Strategic Clarity, Stakeholder Engagement, Resources, Agency and Task Alignment, Communication, Performance Measurement

Key takeaways

- **Involve** officers, community members, and command staff in the development and rollout of the program. EPIC involved the individuals most affected and most capable of achieving the anticipated outcomes at the onset of the program.

- **Apply** social science research and relevant best practices from other industries to law enforcement functions.

- **Incorporate** informal work leaders to introduce and personify the program.

- **Align** specific policies and procedures to support program adoption.

- **Devote** staffing, time, and funding resources to program maintenance.

- **Infuse** the program into all aspects of the agency to ensure sustained success.

Oklahoma City (Oklahoma) Police Department

Change initiative:	Internal Culture and Breaking Down Interdepartmental Information Silos
Population served:	655,067
Agency staffing:	1,237 sworn officers and 300 professional staff

The issue

An increase in violent crime in Oklahoma City coupled with lack of information sharing, repetitive intelligence breakdowns, and siloed investigative functions in the Oklahoma City Police Department (OCPD) catalyzed agency leaders to restructure the department's violent crime response. The efforts of the gang unit had been isolated from the rest of the department, and its enforcement actions created a disproportionate number of the OCPD's use of force incidents and community complaints. Intelligence analysts were not fully utilized throughout the department, nor was the intelligence they produced trusted by investigative personnel, and there was little collaboration among the gang unit, patrol, and investigations.

> "Don't be afraid to make drastic changes, create a forward-looking police department, and continue to evolve by improving change to maintain a better department."
>
> — *Major Jason Samuel, Oklahoma City Police Department*

The change process

The OCPD resolved to reduce violent crime by improving interagency collaboration and information sharing. Chief Wade Gourley recognized the need for a cultural change and began by disbanding the existing gang unit, morphing the criminal intelligence function into Special Operations, and creating the Violent Crime Apprehension Team (VCAT). A group of officers and supervisors was assigned to build the foundational processes for the task force, refocus collaboration, and improve communication. This group was guided by three major focal points for improvement: (1) responding to emergent violent crime and assisting with identifying and apprehending assailants, (2) conducting fugitive investigations, and (3) deterring criminal violent conduct with intelligence-led policing practices.

Using a collaborative "top-down, bottom-up" approach, Chief Gourley and OCPD executive staff provided goals and anticipated outcomes to investigative units and the patrol division to reduce crime and improve inter- and intra-agency intelligence sharing. VCAT members were drawn from specialized units including patrol, tactical, street crime, and the disbanded gang unit. Selected officers signed a membership agreement acknowledging the VCAT mission, objectives, and standards as well as—in

a provision negotiated with the union—their understanding that they were serving in "at will" positions.

Focusing on the three identified VCAT focal points ensures that VCAT actions provide a multifunctional complement to larger OCPD violent crime responses. On-duty VCAT officers assist line units working felony scenes, target violent offenders and groups for enforcement actions, and apprehend suspects wanted on felony warrants. Intelligence analysts provide real-time investigative support during on-scene preliminary investigations and audit daily OCPD investigation briefings to develop actionable intelligence products. Daily crime bulletins are disseminated throughout the agency; open and restricted data sources are exploited to further investigations and to apprehend offenders wanted on felony warrants. The collaboration has become a 24-hour watch operation.

As a part of this effort, the OCPD revitalized its partnerships with local and federal law enforcement agencies and assigned task force officers to the Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF); the Federal Bureau of Investigation (FBI); Homeland Security Investigations (HSI); the Oklahoma County Sheriff's Office; the U.S. Drug Enforcement Administration (DEA); and the U.S. Marshals Service (USMS).

The result

The OCPD restructuring has been productive. The results of VCAT actions since the team's inception are detailed in table 2 on page 36. OCPD command staff report that collaboration within the department has continued to grow and communication among all units is stronger than it ever has been, including their collaboration with federal partners. Moreover, use of force incidents and community complaints

decreased significantly from the previous gang unit's in the VCAT's first year and have continued to decrease even though VCAT is dealing with violent offenders.

Change management elements

Leadership, Strategic Clarity, Stakeholder Engagement, Resources, Agency and Task Alignment, Communication

Key takeaways

- **Support** outside-the-box thinking and provide opportunities for innovative solutions and data-driven improvements.

- **Integrate** leadership training and lessons learned into the change initiative—trust officers' decision-making and enable them to perform.

- **Foster** culture change through communication and collaboration.

- **Identify and cultivate** officers who buy in to the department's vision, mission, and culture, and include them in specific ways in implementation efforts.

- **Encourage** leadership from a top-down and bottom-up approach.

- **Establish** mission and goals through written documents and agreements.

- **Collaborate** with union leadership to support officer buy-in and acceptance.

Table 2. VCAT activity, March 2020 – September 2022

	Year 1 March 2020 – March 2021	Year 2 April 2021 – March 2022	Year 3 April – September 2022	Total as of September 22, 2022
Felony arrests	883	840	418	2,141
Misdemeanor arrests	183	135	135	453
Firearms seized	328	439	248	1,015
Cash seized	$907,721	$282,888	$31,041	$1,221,650
Narcotics seized	1,606 lbs.	45 lbs.	12 lbs.	1,663 lbs.
Search warrants executed	98	64	42	204

Rapid City (South Dakota) Police Department

Change initiative: Trauma-Informed Policing

Population served: 80,000

Agency staffing: 140 sworn officers and 40 professional staff

The issue

Confronted with upticks in serious offenses—including assaults and gun crimes—involving younger and younger juvenile suspects, the Rapid City Police Department (RCPD) asked, "What do we know about these young offenders; did we miss opportunities to intervene; and how can we intervene earlier and more effectively with at-risk youth?"

To answer these questions, the RCPD reviewed the personal histories of the involved youth and found that prior to their engagement in serious offenses, nearly all had suffered adverse childhood experiences (ACE)[69] such as divorce or domestic violence in the home. This finding, which is consistent with research linking childhood trauma and antisocial behavior,[70] energized the RCPD's intervention and prevention efforts and led to its adoption of the Handle With Care (HWC) program.[71] Working in close partnership with the Pennington County Sheriff's Office and the Rapid City Area Schools, the RCPD implemented the program in 2021. Starting with the call for service, first responders identify a child at the scene of a crisis and confidentially notify key individuals at the child's school, letting them know the child may need special care in the days following the traumatic incident.[72]

The change process

The RCPD recognized that it needed to provide at-risk youth with earlier, comprehensive interventions to minimize long-term effects of trauma and was motivated to identify and implement a solution. This clarity of purpose helped reduce internal resistance and encouraged buy-in from crucial service providers in the community. Within the RCPD, leadership introduced HWC by attending roll calls, department briefings, and face-to-face meetings to emphasize the long-term impacts of the program and how it would help officers do their jobs better.

69. Mary C. Marsiglio, Krista M. Chronister, Brandon Gibson, and Leslie D. Leve, "Examining the Link Between Traumatic Events and Delinquency Among Juvenile Delinquent Girls: A Longitudinal Study," *Journal of Child Adolescent Trauma* 7 (2014), 217–225 , https://doi.org/10.1007/s40653-014-0029-5.

70. Phelan Wyrick and Kadee Atkinson, *Examining the Relationship Between Childhood Trauma and Involvement in the Juvenile Justice System* (Washington, DC: National Institute of Justice, 2021), https://nij.ojp.gov/topics/articles/examining-relationship-between-childhood-trauma-and-involvement-justice-system.

71. "Handle With Care for Law Enforcement," West Virginia Center for Children's Justice, accessed June 16, 2023, http://www.handlewithcarewv.org/law-enforcement-protocol.php.

72. "RCAS | Handle With Care," YouTube, Robert Sharp Associates, accessed June 16, 2023, https://www.youtube.com/watch?v=QyC6hSi3qUc.

> "We want to make every response a trauma-informed response."
>
> *— Handle With Care program personnel, Rapid City Police Department*

A series of meetings and focus groups involving representatives from education, social services, public safety, nonprofit, faith-based, and criminal justice organizations, as well as tribal leaders and health care providers, helped inventory and organize existing resources, identify data points and ways to enhance processes, recognize gaps and shortfalls, and provide valuable input that guided the successful implementation of the HWC program.

Patrol personnel took part in the focus groups and received ACE and HWC training. Designed to answer the "whys," this training focused on increasing trauma-informed policing knowledge and emphasized that officers had latitude in noting possible trauma-related incidents.

The RCPD also aligned functions and agency resources to support the policy and procedural changes. Leveraging existing resources, the RCPD assigned one professional staff member and three officers to a full-time intervention team; the officers work in street clothes to coordinate services and to ensure that intervention opportunities are not missed. Policies and field reporting forms were modified to document traumatic incidents involving juveniles.

The RCPD partnered with the University of Cincinnati to assist with data analysis and program outcomes. Program input and output measures are collected to monitor progress and inform program modifications if needed. School attendance data and runaway frequency will be collected as an interim, intermediate outcome measure.

Change management elements

Leadership, Strategic Clarity, Stakeholder Engagement, Resources, Agency and Task Alignment, Communication

Key takeaways

- **Leverage** and adapt existing programs and best practices to address policing challenges.
- **Inventory** existing resources and services to identify assets and shortfalls and eliminate redundancies.
- **Establish** partnerships with private, public, nonprofit, and faith-based organizations to deliver prevention services.
- **Increase** officer buy-in by engaging them early in the effort, providing information regarding the program purpose and goals, and obtaining input and feedback regarding the implementation process.
- **Identify** a research partner to assist in collecting metrics and evaluating program goals.
- **Clearly define** goals and objectives to ensure that staff and activities are aligned with the mission objectives.

San Francisco (California) Police Department

Change initiative: Implementing Reform Recommendations

Population served: 875,000

Agency staffing: 2,300 sworn and 400 professional staff

The issue

In 2015 and 2016, the San Francisco Police Department (SFPD) was involved in a series of high-profile incidents that gained national attention, including several officer-involved shootings as well as instances of officers exchanging racist and homophobic texts during criminal investigations. San Francisco community members questioned the SFPD's policies and practices and demanded change. In response, then–Chief of Police Greg Suhr and then-Mayor Edwin Lee contacted the COPS Office and requested an independent assessment of SFPD policies, procedures, and practices. In February 2016, a COPS Office Collaborative Reform Initiative team began examining five areas: (1) use of force policies and practices; (2) policies, practices, and training to address issues of bias in policing; (3) community policing strategies and protocols; (4) policies and practices regarding complaint and disciplinary processes; and (5) recruitment, hiring, and personnel practices. The team's six-month assessment, released in October 2016, produced 94 findings and 272 recommendations.[73] Chief William Scott was appointed on January 23, 2017, to lead the SFPD change initiative.[74]

The change process

The strategy—provide quality policing services, reduce use of force incidents, and improve police-community relations—was clear and thoroughly documented and touched nearly every unit and department function.

From his prior work experience with the Los Angeles Police Department while under a consent decree,[75] Chief Scott understood that the participation of active SFPD employees—the people most involved and likely to influence the outcome—was essential to reaching the outcomes recommended in the COPS Office report. To energize participation, Scott centered his communication and implementation strategies on Kim and Mauborgne's Blue Ocean organizational change principles of engagement, explanation, and expectation clarity.[76]

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73. COPS Office, *An Assessment of the San Francisco Police Department*, Collaborative Reform Initiative (Washington, DC: Office of Community Oriented Policing Services, 2016), https://portal.cops.usdoj.gov/resourcecenter?item=cops-w0817.

74. Of Chief Scott's 27 years with the Los Angeles Police Department, 12 took place while the agency was working to comply with a U.S. Department of Justice consent decree. In announcing the appointment, then-Mayor Edwin Lee specifically referred to Scott's agency reform experience, saying, "Bill knows firsthand what it takes to not only implement a series of reforms but also the effort it takes to transform a department."

75. The Los Angeles Police Department entered into a consent decree agreement on November 2, 2000, and exited on May 16, 2013. During the consent period, Chief Scott held ranks from sergeant to deputy chief.

76. For more information, visit https://www.blueoceanstrategy.com/blue-ocean-strategy-book/.

> "You never get over the finish line in terms of sustainment."
>
> — *Chief William Scott, San Francisco Police Department*

Engagement and explanation actions employed a mixture of warm and cold messaging. Cold communications consisted of emails, agency orders, and a requirement that SFPD personnel read the COPS Office report. Warm communications involved frequent roll-call visits to answer important "why and how" questions from front-line staff and one-on-one meetings with every unit and area commander in which Chief Scott explained the need for change, set out expectations, and asked, "What do you need to be successful?"

Five cross-functional teams were tasked to propose agency actions that responded to the report recommendations. Each team—one for each of the five focus areas—was led by an executive sponsor from the SFPD leadership team and staffed with personnel of differing ranks and duty assignments to ensure that action proposals were informed by a wide range of agency experiences and points of view. Progress-monitoring meetings were held biweekly by the chief and the five executive sponsors responsible for leading the action proposal teams.

In addition, agency functions, authorities, and responsibilities were adjusted to support change implementation activities. In addition to the five focus teams, a Field Tactics and Force Options Team, staffed by a lieutenant, two sergeants, and one officer, was created to review use of force incidents and identify any necessary training or policy and procedural enhancements. Additional positions addressing government affairs, budget management, and labor relations were staffed by civilians. Promotion exams included testing on the COPS Office assessment report materials, and candidate change orientation became a key consideration in command position assignments. All agency policies were slated for review every five years to verify their currency and relevance to the operating environment of the department.

The result

As a result of the activities undertaken to support implementation of the reform recommendations, the SFPD has accomplished significant transformation.[77] Working collaboratively with the California Department of Justice, Chief Scott proposed creating clearly delineated compliance measures for each of the recommendations made by the COPS Office. As of November 2019, the SFPD had experienced a 24 percent decrease in use of force since 2018 and a 47 percent decline since 2016.[78] Hailed by the *New York Times* as a major city department "where police reform has worked,"[79] the SFPD continues its efforts to institutionalize reform recommendations.

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77. "Phase 1 – Initial Progress Report Highlights SFPD's Progress on Collaborative Reform 19-057," press release, San Francisco Police Department, May 16, 2019, https://www.sanfranciscopolice.org/news/phase-1-initial-progress-report-highlights-sfpds-progress.

78. Kirsten Moran, "SFPD Reports Show a Decline in Use of Force," *KRON4 News,* November 9, 2019, https://www.kron4.com/news/sfpd-reports-show-a-decline-in-use-of-force/.

79. David Leonhardt, "Where Police Reform Has Worked and What Else You Need to Know," *New York Times,* June 5, 2020, https://www.nytimes.com/2020/06/05/briefing/george-floyd-buffalo-coronavirus-your-friday-briefing.html.

Change management elements

Leadership, Strategic Clarity, Stakeholder Engagement, Resources, Agency and Task Alignment, Communication, Performance Measurement

Key takeaways

- **Recognize** that organizational change does not occur overnight. Change takes time and effort and might take agency restructuring.

- **Employ** multiple cold and warm communication techniques frequently to convey desired changes or outcomes.

- **Ensure** that different ranks are deeply embedded in the change process.

- **Develop** systems and processes to support sustainment of change initiatives.

- **Expect** the unexpected; know what you do not know and when to get assistance.

- **Ensure** that the time, talent, and energy resources of the agency are assigned to the change initiative.

St. Anthony (Minnesota) Police Department

Change initiative:	Organizational and Policing Practices
Population served:	8,500
Agency staffing:	20 sworn and 3 professional staff

The issue

In July 2016, a St. Anthony Police Department (SAPD) officer shot and killed an African American man during a traffic stop. The incident captured nationwide attention after a passenger in the car live-streamed the aftermath of the shooting. The circumstances of the shooting quickly became a flashpoint issue, galvanizing street protests, damaging SAPD police-community relations, and leading to increased scrutiny of police use of force practices. Shortly thereafter, SAPD Chief Jon Mangseth contacted the COPS Office and requested an independent assessment of SAPD policies, practices, and procedures.

In 2017, a Collaborative Reform Initiative for Technical Assistance (CRI-TA) assessment team initiated the review by conducting multiple listening sessions with community members, city leaders, and other stakeholders. Shortly after identifying priority focus areas to target for review, such as the SAPD's use of force policy and practices, the COPS Office CRI-TA program transitioned from conducting comprehensive assessments to providing targeted technical assistance tailored to local law enforcement agencies' identified needs and requests. In January 2018, the SAPD requested targeted technical assistance to support the creation and implementation of an agency strategic plan.[80]

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80. "St. Anthony Police Department 2018 Strategic Plan," City of St. Anthony Village, accessed June 20, 2023, https://www.savmn.com/DocumentCenter/View/1078/St-Anthony-Police-Department-2018-Strategic-Plan.

The change process

Leveraging information learned during the initial CRI-TA assessment efforts, the SAPD's strategic plan focused on nine key areas:

1. Increasing community partnerships and inclusiveness

2. Reviewing and updating principles and practices

3. Enhancing training both internally and externally

4. Shifting focus of training from traffic enforcement to traffic safety

5. Enhancing focus on crime prevention, intervention, and suppression

6. Enhancing employee wellness programs

7. Restructuring the professional development process

8. Evaluating accountability processes

9. Strengthening recruiting, hiring, and retention

In addition to supporting these focus areas, the COPS Office tailored technical assistance was designed to assist the SAPD with enhancing its internal capacity to conduct activities such as policy development and data analysis.

Working collaboratively with the training and technical assistance (TTA) team, the SAPD prepared for change. Mission and vision statements were rewritten to express the SAPD's commitment to community policing values and practices, and in a "top-down, bottom-up" review, the SAPD ensured that its policies and procedures were consistent with the new mission and vision statements. Command staff attended roll calls to answer questions such as *why are we doing this?* and *how will this affect me?*, and patrol officers participated in monthly meetings with the TTA team to review progress in the nine focus areas. Training was provided to expose officers to the concepts of fair and impartial policing and procedural justice, which aided in creating officer buy-in.
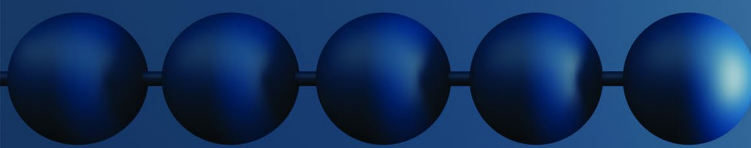
To address its traffic enforcement activities, the SAPD questioned and reviewed the purpose of the traffic stops, what types of violations were issued, and whether their current traffic enforcement activities showed or created perceptions of bias. The review resulted in an emphasis on moving violations—driver inattention, impaired driving, excessive speed, lane departures, seatbelt use—that presented a clear risk to public safety. Officers received Minnesota Toward Zero Deaths[81] training to support this policy adjustment, while the SAPD created reports to document the times, dates, locations, circumstances, and driver demographics of traffic stops. The data collected from these reports are reviewed monthly for compliance.

The SAPD also committed staff time and expended funds to support the change initiative. Practical information from peer exchanges with similarly sized law enforcement agencies helped inform the SAPD's change process. Working with police departments from Pasco,

> "Be ready to be challenged by others and challenge yourself."
>
> — *Chief Jon Mangseth, St. Anthony Police Department*

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81. The Minnesota Toward Zero Death program is "an interdisciplinary approach to reducing roadway deaths and serious injuries." "Traffic Engineering," Minnesota Department of Transportation, accessed June 21, 2023, http://www.dot.state.mn.us/trafficeng/safety/shsp/.

Washington, and Hawthorne, California, the SAPD enhanced its community outreach efforts and commitment to transparency through the use of social media such as Facebook and virtual ride-alongs on Twitter.

Agency staff attended a national body-worn camera conference and, in partnership with neighboring agencies, developed common policies, procedures, and data storage methods. Pole-mounted traffic data collection equipment was purchased to measure traffic speed and volume. These data were used to assign patrol resources to areas of higher traffic risk.

The result

The SAPD change initiative, in a manner consistent with other change experiences, has been incremental. Chief Mangseth reported that SAPD members conducted extensive work to implement the agency's strategic plan and solicited input from the community. According to the chief, the strategic plan is the guiding document that defines every action the department takes both as individual officers and as an agency. Having a clear mission, vision, and strategic plan supports accountability and procedural justice by fostering a culture and mindset that the department is there to serve the community and every call for service is a community engagement opportunity.

Change management elements

Leadership, Strategic Clarity, Stakeholder Engagement, Resources, Agency and Task Alignment, Communication

Key takeaways

- **Use** peer exchanges to collect input for planning and implementing change initiatives.

- **Anticipate** limitations of existing record management systems and plan accordingly: Making data-driven decisions requires the ability to identify, access, and retrieve data and format them into useful products.

- **Expose** officers to external subject matter experts and model agencies to encourage officer buy-in, foster open communication, and increase trust among the TTA team and agency personnel.

- **Prepare** leadership to answer "how" and "why" questions from officers and provide multiple opportunities for communication exchanges.

- **Prepare** agency leaders and staff to identify and engage external stakeholders.

- **Conduct** listening sessions to obtain feedback from internal members and external stakeholders and groups prior to implementation of change efforts.

- **Leverage** social media to enhance transparency and community outreach efforts.

- **Identify** opportunities for training in concepts as well as skills to further the process.

- **Create** key points in the agency's policy manual that clearly identify department mission, vision, strategic goals, and objectives (e.g., accountability, transparency, fairness, voice, impartiality) and post on the department website for all to access.

- **Invest** in your number one resource—your people.

Tucson (Arizona) Police Department

Change initiative:	Officer Wellness and Resiliency
Population served:	542,629
Agency staffing:	800 sworn and 300 professional staff

The issue

In a 2017 Pew Research Center survey of more than 8,000 police officers, 93 percent reported that they had become more concerned about their safety, and 72 percent that they had become more reluctant about engaging suspicious individuals in proactive activities.[82] The physical dangers of policing have always been acknowledged and widely understood. Less understood and more common is the increased risk law enforcement officers face of post-traumatic stress disorder (PTSD) resulting from encountering violent or traumatic circumstances while carrying out their duties. Studies estimate that 15 to 35 percent of the officers in the United States experience PTSD symptoms.[83] These symptoms as described are "inability to sleep, nightmares, intrusive memories that don't fade in intensity, physical reactions to places or other things associated with the event, the feeling of always being on guard or, by contrast, feeling numb."[84] Left unaddressed, these symptoms can degrade critical thinking, harm interactions with community members, increase absentee rates, and, in the most tragic circumstances, end in suicide. All of this takes place within public safety's deep-rooted culture of burying feelings, stigmatizing mental illness, and ignoring the effects of trauma. The Tucson Police Department (TPD) is working to transform its culture by collaborating with experts in the field to implement innovative trainings and to better support its department members by fundamentally transforming how they think, feel, and act about stress, struggle, and trauma. The agency has concluded that trauma exposure is unavoidable in the policing profession and has moved to a "post-traumatic growth" philosophy. This philosophy is behind the successful creation and launch of the annual physical examination and wellness check program.

> "Stigma is a four-letter word in the Tucson Police Department."
>
> — *Assistant Chief Kevin Hall, Tucson Police Department*

82. Rich Morin et al., "Behind the Badge," Pew Research Center, January 11, 2017, https://www.pewresearch.org/social-trends/2017/01/11/behind-the-badge/#similarities-and-differences-between-police-and-public-views.

83. John Violanti, "PTSD Among Police Officers: Impact on Critical Decision Making," *Community Policing Dispatch* 11, no. 5 (May 2018), https://cops.usdoj.gov/html/dispatch/05-2018/PTSD.html.

84. "Trauma on the Job: Post-Traumatic Stress Disorder in Law Enforcement Officers," Lexipol, February 12, 2016, https://www.lexipol.com/resources/blog/post-traumatic-stress-disorder-law-enforcement-officers/.

The change process

The TPD leadership recognized that to expand department wellness services, they would need to bring in the bargaining unit early in the process. The collaboration bolstered the rank-and-file perception of agency goodwill in developing the wellness program. Substantial work prior to launch was also required to meet the requirements of the City of Tucson Human Resources department regarding confidentiality and protection of employee rights and to update insurance carrier billing processes to allow insurance providers to bill for the wellness visits.

Then-Chief Chris Magnus introduced the program in a virtual town hall, discussed the "whys" and importance of the initiative, and was the first to go through the physical examination and mental health screening. Mental health screenings are confidential and designed to provide a safe place for conversations around life, family, finances, drinking, and similar topics. Program messaging emphasized that there was no stigma attached to needing wellness and resiliency services, reinforcing that it was okay to not be okay.

The reaction of agency members was initially mixed. One group of officers felt the program services were unduly intrusive and beyond the scope of TPD authority. Others understood the need and appreciated the support offered by the program. Widespread recognition and progress of the program was initially slow, but the deaths by suicide of two well-respected department members created a sense of urgency that significantly improved wellness program acceptance and engagement.

Officer input was taken into account in developing logistical processes for the program; as a result of questions such as *Where does the appointment take place?* and *Will overtime be provided for the annual physical examinations and the mental health screenings?*, officers receive five hours of on-duty time for each physical examination and wellness screening session.

In December 2021, Chad Kasmar became the chief of the TPD. The new leadership team continued the work former Chief Magnus had started, realizing that expanding internal mental health and wellness services could only be actualized through a large agency reorganization with a newly created Wellness Division, including increased full-time commissioned and professional staff agency wellness resources.

The result

Currently, participation in the wellness program is voluntary except for special units such as SWAT, Child Sex, Homicide, and Office of Professional Standards, who have mandatory quarterly wellness check-ins with the department's Behavior Science Unit. Next steps include developing an internal active-listening referral program and devising performance metrics that protect confidentiality while providing useful information to monitor all aspects of department wellness program functionality.

"As chiefs, we must first invest in our people before we ask them to invest in our communities; it all starts with a foundation of connection and trust."

— *Chief Chad Kasmar, Tucson Police Department*

Change management elements

Strategic Clarity, Leadership, Stakeholder Engagement, Resources, Communication, Sustainment

Key takeaways

- **Involve and obtain** buy-in from labor groups early in change processes.

- **Explain** the "whys" and the "how" of organizational change efforts through multiple formats in multiple settings.

- **Identify and specifically address** concerns regarding change efforts prior to implementation, such as this initiative's confidentiality concerns.

- **Anticipate** resistance and be prepared to reset messaging, identify program champions, and incorporate feedback.

- **Adjust** communication strategies for a culture that prizes toughness and resilience to explain why wellness programs are essential to organizational health.

- **Provide** overtime to incentivize participation in wellness and resiliency programs.

Agency to Watch: Philadelphia (Pennsylvania) Police Department

Change initiative:	Integrating Evidence-Based and Community-Oriented Policing into Agency Operations
Population served:	1.6 million
Agency staffing:	6,500 sworn officers and 600 professional staff

The issues

On February 10, 2020, Danielle Outlaw was appointed commissioner of the Philadelphia Police Department (PPD). In June 2020, the PPD released the *Crime Prevention and Violence Reduction Action Plan* (CPVRAP). With an overarching goal to comprehensively address violent crime—especially gun crime—

in the city, the plan established three foundational pillars to guide PPD strategies and efforts: (1) Organizational Excellence, (2) Crime Prevention and Violence Reduction, and (3) Community Engagement and Inclusion. The CPVRAP was announced publicly, placed on the PPD website, and disseminated throughout the agency.[85]

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85. Crime *Prevention & Violence Reduction Action Plan,* Philadelphia Police Department, June 2020, https://www.phillypolice.com/assets/programs-and-services/CrimePrevention ViolenceReductionActionPlan62020.pdf.

> "We will work collaboratively with internal and external stakeholders, build upon existing technologies, and maintain a sound, data-driven, intelligence-led approach to accomplishing our mission."
>
> — Crime Prevention and Violence Reduction Plan

A total of 54 deliverables—documented in a "who does what by when"[86] table—were linked to the organizational pillars.

The 25 Organizational Excellence deliverables include installing a unified computer-aided dispatch system, developing an employee health and wellness program, revitalizing academic partnerships, and obtaining accreditation from the Commission on Accreditation for Law Enforcement Agencies (https://www.calea.org).

The 16 Crime Prevention and Violence Reduction deliverables include starting a group violence initiative program with the John Jay College of Criminal Justice, improving the speed and quality of crime gun processing, and restructuring performance management processes of the PPD's CompStat and Shoot Reviews.

The 13 Community Engagement and Inclusion deliverables include orienting social media programing toward "younger community members," participating in the Pennsylvania Innocence Project, collecting citizen input with biannual surveys, establishing a Youth Commission / Advisory Council, and expanding the Neighborhood Policing Initiative throughout the city. Specific units were assigned implementation responsibility for every deliverable, with key performance indicators (both inputs and outputs) that were specific, measurable, achievable, relevant, and time-bound (SMART).

Although PPD units are assigned to every deliverable, the Operating Model Redesign in the CPVRAP recognizes that "no one entity or group can reduce violence on their own" and provides a broad band of partners in its crime prevention and violence reduction efforts. Academic organizations include the Drexel University Department of Psychology, the Temple University Department of Criminal Justice, the Saint Joseph's University Department of Criminal Justice, and the University of Pennsylvania Department of Criminology. Federal participating partners include the ATF, the Drug Enforcement Administration (DEA); the FBI, the U.S. Attorney's Office for the Eastern District of Pennsylvania; and the USMS. Commonwealth and city agencies (parole, education, recreation, public health) are also participating in the effort.

Change efforts of this magnitude move slowly, and benefits do not immediately materialize. Organizational change comprises many interdependent parts and demands substantial expenditures of agency time, talent, energy, and resources. The PPD initiative is well worth watching. It attacks issues common to policing and offers guidance to law enforcement executives as they prepare their agencies to meet the demands of 21st century policing.

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86. Tom Hanson and Birgit Zacher Hansen, *Who Will Do What by When? How to Improve Performance, Accountability, and Trust with Integrity* (Longwood, FL: Power Publications, 2005).

Change management elements

Leadership, Strategic Clarity, Communication, Stakeholder Engagement, Resources, Agency and Task Alignment, Performance Measurement

Key takeaways

- **Ensure** that key elements of the initiative are clearly and consistently communicated internally and externally. Use both warm and cold communication methods and employ every agency messaging system to convey the strategies, actions, and anticipated outcomes.

- **Establish and monitor** performance metrics to ensure that change activities meet timeline projections. Link specific actions to change outcome projections.

- **Enlist** partner expertise and knowledge in the change management process.

Appendix A. Roundtable Participants

This list reflects participants' titles at the time of the roundtable; titles may have changed.

Law enforcement participants

Lonzo Anderson
Executive Assistant Chief
Dallas (Texas) Police Department

Leo Daniels
Deputy Chief
Arlington (Texas) Police Department

Denise Flaherty
Acting Assistant Chief
San Francisco (California) Police Department

Mike Ishii
Chief of Police
Hawthorne (California) Police Department

Chad Kasmar
Chief of Police
Tucson (Arizona) Police Department

Jon Mangseth
Chief of Police
St. Anthony (Minnesota) Police Department

Clint Nichols
Chief of Police
Commerce City (Colorado) Police Department

Danielle Outlaw
Police Commissioner
Philadelphia (Pennsylvania) Police Department

Jason Samuel
Major
Oklahoma City (Oklahoma) Police Department

Scott Sitts
Assistant Chief
Rapid City (South Dakota) Police Department

Gerald Smith
Chief of Police
Richmond (Virginia) Police Department

U.S. Department of Justice participants

Brett Chapman, PhD
Social Science Analyst
National Institute of Justice

Robert Chapman
Acting Director
Office of Community Oriented
  Policing Services

Nicole Pruss
Social Science Analyst
Office of Community Oriented
  Policing Services

Matthew Scheider, PhD
Assistant Director
Office of Community Oriented
  Policing Services

Presenters, facilitators, and staff

Patty Dobbs Hodges
Senior Vice President
Institute for Intergovernmental Research

Michael Medaris
Law Enforcement Subject Matter Expert
Institute for Intergovernmental Research

Mary Kate Murphy
Senior Program Specialist
Institute for Intergovernmental Research

Diane Ragans
Senior Research Associate
Institute for Intergovernmental Research

Rachel B. Santos, PhD
Professor of Criminal Justice
Radford University

Appendix B. Recommended Reading List

Arussy, Lior. 2018. *Next Is Now: 5 Steps for Embracing Change—Building a Business that Thrives into the Future.* New York: Simon & Schuster.

Bevan, Richard. 2011. *Changemaking: Tactics and Resources for Managing Organizational Change.* Seattle, WA: Changestart Press.

Bridges, William. 2016. *Managing Transitions: Making the Most of Change.* Boston: Da Capo Press.

Coyle, Daniel. 2018. *The Culture Code: The Secrets of Highly Successful Groups.* New York: Bantam Books.

Harvard Business Review. 2011. *On Change Management: HBR's 10 Must Reads.* Boston: Harvard Business Review Press.

Kim, W. Chan, and Renee Mauborgne. 1994. *Blue Ocean Strategy.* Boston: Harvard Business Review Press.

Kotter, John. 1996. *Leading Change.* Boston: Harvard Business Review Press.

Johnson, Michelle. 2022. *The Seismic Shift in Leadership: How to Thrive in a New Era of Connection.* Charleston, SC: Advantage Media Group.

Lewis, Chris, and Pippa Malmgren. 2018. *The Leadership Lab: Understanding Leadership in the 21st Century.* London: Kogan Page.

Mautz, Scott. 2021. *Leading From the Middle: A Playbook for Mangers to Influence Up, Down, and Across the Organization.* Hoboken, NJ: Wiley.

Maxwell, John C. 2019. *Leadershift: The 11 Essential Changes Every Leader Must Embrace.* New York: HarperCollins.

Morrison, Edward, Scott Hutcheson, Elizabeth Nilsen, Janyce Fadden, and Nancy Franklin. 2019. *Strategic Doing: Ten Skills for Agile Leadership.* Hoboken, NJ: Wiley.

Page, Scott. 2007. *The Difference: How the Power of Diversity Creates Better Groups, Firms, Schools, and Societies.* Princeton, NJ: Princeton University Press.

Sinek, Simon. 2011. *Start With Why: How Great Leaders Inspire Everyone to Take Action.* New York: Penguin Random House.

Stroh, David Peter. 2015. *Systems Thinking for Social Change: A Practical Guide to Solving Complex Problems, Avoiding Unintended Consequences, and Achieving Lasting Results.* White River Junction, VT: Chelsea Green Publishing.

Surowiecki, James. 2004. *The Wisdom of Crowds: Why Many Are Smarter Than the Few and How Collective Wisdom Shapes Business, Economies, Societies, and Nations.* New York: Random House.

VandeHei, Jim, Mike Allen, and Roy Schwartz. 2022. *Smart Brevity: The Power of Saying More With Less.* New York: Workman.

About IIR

The **Institute for Intergovernmental Research (IIR)** is a Florida-based not-for-profit corporation specializing in research, training, and technical assistance for criminal justice, homeland security, and juvenile justice issues. IIR has a proven history of successful service delivery of federal programs to state, local, and tribal law enforcement agencies and homeland security partners. With emphasis on intergovernmental collaboration, IIR offers expertise and an extraordinary track record in management and organization, operations, information systems, planning, research, technical assistance, program evaluation, curriculum development, training, and policy development and implementation.

IIR has long-standing, trusted relationships with federal, state, local, and tribal law enforcement agencies as well as partnerships with national organizations dedicated to advancing the field of criminal justice. In addition to IIR's experienced and resourceful staff of more than 200 employees, IIR partners with a cadre of more than 170 highly experienced criminal justice professionals, law enforcement practitioners, and academic researchers—many of whom are nationally and internationally recognized—in the delivery of federal programs.

To learn more about IIR, visit www.iir.com.

About the COPS Office

The **Office of Community Oriented Policing Services (COPS Office)** is the component of the U.S. Department of Justice responsible for advancing the practice of community policing by the nation's state, local, territorial, and tribal law enforcement agencies through information and grant resources.

Community policing begins with a commitment to building trust and mutual respect between police and communities. It supports public safety by encouraging all stakeholders to work together to address our nation's crime challenges. When police and communities collaborate, they more effectively address underlying issues, change negative behavioral patterns, and allocate resources.

Rather than simply responding to crime, community policing focuses on preventing it through strategic problem-solving approaches based on collaboration. The COPS Office awards grants to hire community policing officers and support the development and testing of innovative policing strategies. COPS Office funding also provides training and technical assistance to community members and local government leaders, as well as all levels of law enforcement.

Since 1994, the COPS Office has been appropriated more than $20 billion to add community policing officers to the nation's streets, enhance crime fighting technology, support crime prevention initiatives, and provide training and technical assistance to help advance community policing. Other achievements include the following:

- To date, the COPS Office has funded the hiring of approximately 136,000 additional officers by more than 13,000 of the nation's 18,000 law enforcement agencies in both small and large jurisdictions.

- More than 800,000 law enforcement personnel, community members, and government leaders have been trained through COPS Office–funded training organizations and the COPS Training Portal.

- Almost 800 agencies have received customized advice and peer-led technical assistance through the COPS Office Collaborative Reform Initiative Technical Assistance Center.

- To date, the COPS Office has distributed more than eight million topic-specific publications, training curricula, white papers, and resource CDs and flash drives.

The COPS Office also sponsors conferences, roundtables, and other forums focused on issues critical to law enforcement. COPS Office information resources, covering a wide range of community policing topics such as school and campus safety, violent crime, and officer safety and wellness, can be downloaded via the COPS Office's home page, https://cops.usdoj.gov.

Change management has long been studied in the business community, and many models of organizational change have been proposed with applicability to public-sector organizations such as law enforcement agencies. This publication, *Implementing Change in an Ever-Evolving World: Law Enforcement's Innovative Responses to a Constantly Changing Landscape*, provides brief case studies of 13 U.S. law enforcement agencies, large and small, which have successfully managed changes in their policies, practices, and goals. Each case study considers the actions of leadership in light of principles of change management such as strategic clarity, stakeholder engagement, and performance measurement. Insights are included from a September 2022 roundtable of executives from some of the agencies profiled.