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PEER SUPPORT PROGRAMS THAT DEAL WITH TRAUMATIC
FIELD EVENTS IN CALIFORNIA LAW ENFORCEMENT:
WHAT WILL THEY BE BY THE YEAR 1998?

Analysis of futures for Peer Support Programs.
Programs, that provide law enforcement executives
with planning and implementation options.

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Command College Class 7
Peace Officers Standards and Training (P.O.S.T.)
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PEER SUPPORT PROGRAMS THAT DEAL WITH TRAUMATIC FIELD
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BE BY THE YEAR 1998?

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EXECUTIVE SUMMARY

In the course of their careers, public safety workers experience many events that can personally traumatize them. This is particularly true of peace officers who are daily exposed to violence of all types, from shootings to major calamities. Among the practices which police have traditionally used to help personnel cope better with such disturbing field events is the Peer Support Program. To assist law enforcement to improve this approach and analyze alternative strategies, this study was undertaken and began with a review of literature on the subject.

The first objective of this investigation was to analyze the general issue of Police Peer Support Programs by utilization of futures research methodologies. The focus was upon traumatic field events within California Law Enforcement for the next ten years, 1988 to 1998. A variety of methods were utilized in gathering data, such as scanning, interviewing, technique and cross impact analysis. Three possible scenarios were then constructed by the investigator - exploratory (will be), hypothetical (could be), and normative (should be).

The second objective was to develop a strategic plan and management process for influencing the desired future relative to peer support and wellness programs. For this purpose, a case study was developed for a mythical Beach City community and police department. Four principal methods were employed for treating the data collected. They were WOTS-UP Analysis, Strategic Assumption and Surfacing Technique (S.A.S.T.), Mission Statement and Modified Policy Delphi.

The study's third objective centered on creating a transition plan for the model police department that would take them effectively from the status quo to implementation of

necessary changes to broaden the help services available to personnel. The methods utilized included Critical Mass, Diagonal Slice and Responsibility, Approval, Support, Informed (R.A.S.I.).

Among the principal conclusions and recommendations obtained as a result of this project: Peer Support Programs can assist departments in controlling psychological stress. They can be more successful when developed as a component of larger mental health Wellness Programs. One deficiency that the project found in future strategies would appear to be the lack of measurement of impact, either positively or negatively.

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ABSTRACT

This paper consists of three parts: a futures study of where Peer Support Programs that deal with traumatic field events will be by the year 1998; a model strategic plan concerning this future issue, for a mythical Beach City Police Department; a transition management plan to institute the strategic plan into the Beach City Police Department. Following a literature search and interviews of four knowledgeable persons in the field, three futures scenarios were developed. They pointed to potential legislative restriction of stress retirements, development of a non-lethal handgun and a change in managerial interest in employees. The model strategic plan has generic concepts and specific implementation systems. The transition management plan presents a double structure and controlling process for the implementation of the plan. Structured interview questions, forecasting results; graphics and tables in text, with additional data; instruments in appendices; references and bibliography.

PEER SUPPORT PROGRAMS THAT DEAL WITH TRAUMATIC FIELD
EVENTS IN CALIFORNIA LAW ENFORCEMENT: WHAT WILL
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Peer support is a process by which individuals provide emotional support to colleagues who are under work related stress. Law enforcement today is expanding beyond traditional Peer Support Programs and is developing new strategies to help peace officers cope more effectively with traumatic events experienced in the course of their careers. This project will examine current trends in Peer Support Programs. Through this analysis, law enforcement executives may improve their ability to plan for how and when they would use new alternatives in Peer Support Programs.

PROJECT BACKGROUND

INTRODUCTION

Before projecting into the future, it is advisable to review what has happened in the past and what is occurring in the present. With such an examination, support programs in police alternative futures can be developed with greater

accuracy. This section will summarize and provide perspective on this issue so that the possible future of Peer Support Programs may be anticipated.

HISTORY

As Western society underwent a major transition to a post-industrial work culture in the last 25 years, the rapidity and complexities of the changes caused increased tension in the lives of its citizens. In the 1970s and the 1980s, we became more aware of the impact of stress upon the population in general, and police personnel in particular became more noticeable. Research was being done into the causes of stress and what prevents or mitigates it. Law enforcement agencies also reviewed the phenomenon and realized the financial cost of stress upon its individual members and their organizations. Stress is defined as "constraining force or influence, one of bodily or mental tension resulting from factors that tend to alter an existing equilibrium, strain or pressure" (Webster 1166). Simply put, stress puts an additional load on a system, individual or institution. This pressure can have both a positive or negative effect. A traumatic event usually produces a negative effect.

The Random House dictionary (1967), defines "trauma" as a startling experience which has a lasting effect on mental life, or a shock or wound to the system. The Encyclopedia of Human Behavior further elaborates by describing the term as an

injury, either physical or psychological (Goldenson, 1339). A psychological trauma is explained there as a deeply disturbing experience which produces overt or expressed emotional reactions and render the individual vulnerable. Such traumatic events may occur for police personnel in two ways. One source is personal life (e.g., death of a loved one; major illness or surgery for one's self or a family member; divorce, etc.) The second source directly related to occupations demands upon the person (e.g., coping with death, injury, or near death experience of a fellow officer; death or shooting of a citizen by the officer, etc.) Our concern here is for the latter type which is job related. Most agencies currently define a traumatic field event as one in which an officer injures or kills a person, has been injured him/herself or has seen the injury or death of a fellow officer.

The typical police officer is estimated to be exposed to an injured adult three times each month, to a life-threatening bleeding once every three months, dead person once every three months and is the victim of a severe assault once every forty five days. On a global scale, policing is recognized as one of the most stressful occupations.

Even with the above rather frightening view of the world, the negative exposure for the police officer or firefighter is only about 5 percent of their work time. There is an adage in public safety: 95 percent of the work is boredom and 5 percent pure terror. The public safety worker has a unique mix of conditions that just can lead to severe stress. These conditions include shift work, which places greater physical

stresses on the body, as well as psychological stresses that have also been linked to many health problems.

Some of psychological stress for public safety workers seems to be generated by the fear of doing something wrong. This ranges from criticism that is received or thought to be received from peers, supervisors and citizens, to the fear of being investigated and punished, up to and including a jail term for illegal behavior.

In law enforcement, it appears that psychological stress reactions have much more to do with the organizational environment and supervisory conditions than with the officer's personality. The quasi-military command structure of law enforcement reinforces impersonality and severely limits autonomy. The strict and rigid discipline that works well for rapid mobilization and threat response conflicts with the softer, more humane posture that is needed for the officers role as a "human service provider."

An editorial in The Police Chief magazine states the following: "The impact of psychological stress appears to be reaching crisis proportions and manifests itself in forms of behavior ranging from reduced job effectiveness to suicide, an act constituting ultimate loss for the officer's family as well as for the department and the community" (Shook 8).

In California, state and local government employees represent only approximately 13 percent of all workers. Yet, 45 percent of all mental or anxiety reaction stress injuries are suffered by these same public sector workers. The highest three

occupational disease claims are concentrated among teachers, police officers and firefighters (Relations 3B).

Currently, the costs of a stress medical retirement for public safety is very high. Conservative estimates feel that it will cost an employer more than \$700,000 during the retired individual's lifetime. In 1981, the City of Los Angeles estimated that its cumulative costs for 34 psychological disability pensions over the expected life span of the recipients granted that year would total \$63,000,000 (Freedman 3).

The price that law enforcement pays for uncontrolled stress experienced by peace officers has been both monetary and human. Law enforcement personnel affected by stress quit, medically retire or become inefficient; and in some cases they become a liability to their department. As a result, more tax dollars are expended to train new personnel, to pay for early retirements, to hire more personnel to pick up the slack and legally defend the organizations and individuals.

Law enforcement has "reacted" to this situation with a number of different approaches. Primarily there were two types: preventive and reactive (Smodevilla). The preventive programs attempt to prepare law enforcement personnel to cope more effectively with unusual stress. The reactive programs try to help the personnel to deal with the effects of stress. Preventive programs deal with physical fitness, mind preparation and higher levels of training for all phases of law enforcement. These programs are based on a wellness model.

Reactive programs provide professional counseling, medical treatment and peer support. These reactive programs are based on a rehabilitative model.

Peer Support Programs have been a natural progression for police departments since some officers have traditionally searched out one another for assistance when they have a problem. Because of that, Peer Support Programs have been involved in the law enforcement culture for some time. Although they were not labeled Peer Support Programs, they truly were that in effect. These original programs were designed like Alcoholic Anonymous and Alynon. Monthly or weekly meetings were held for law enforcement personnel to provide support to each other in coping with a severe problem. These programs focused on helping people overcome their inappropriate or unacceptable behavioral response to coping with stress. These original Peer Support Programs did not address the inceptive stressful event, but the eventual problems caused by the event.

Employee Assistance Programs (EAP) were developed in the 1970s as a outgrowth of the alcoholism rehabilitation programs that had started in the 1940s. In 1971, the National Institute on Alcohol Abuse and Alcoholism promoted an expansion of existing alcohol rehabilitative programs. This effort resulted in the first referral service for problems that were adversely affecting employees. Employees could now seek help for other personal problems. (Besner 34)

As EAP's expanded, law enforcement began accepting some of the different component programs that they offered.

One of these was the department-sanctioned application of peer support to the post-shooting trauma syndrome in law enforcement. As part of the effort to help an officer deal with the stress of a shooting's, such individuals could attend a monthly meeting to discuss the incident and provide support to one another. These meetings were similar to the monthly alcoholics anonymous meeting.

It was found that the most intense post-shooting stress reactions occurred within the first 48 to 72 hours of the shooting (Nielson 41-43). It seems what most affects adjustment after a severe trauma is the rapidity of treatment, the treatment's effectiveness and the competence of the people who are providing the treatment. Surprisingly, it has been shown that professionals do not achieve higher success rates when dealing with those who need counseling than para-professionals. The results of over 42 research studies comparing professionals vs. para-professionals on counseling effectiveness have shown that minimally trained nonprofessionals did as well as professionals in 29 studies. In 12 other studies on the issue nonprofessionals were rated superior to the professionals (Durlock 80-92).

As a result of these factors, a change has begun to occur with Peer Support Programs. Instead of only waiting to be contacted by someone in law enforcement who needs help, the programs have become more proactive and seek out those in need of help. Peer Support Programs have begun to take the concept of one-on-one support and apply it directly to a traumatic field event.

INNOVATIONS

Some Peer Support Programs are now crossing the line from reactive to preventive in nature. In these new programs, when a traumatic field event occurs, a pre-selected and trained officer will immediately be called to respond. That officer will stay with the affected employee until he or she feels it is right to leave. He or she will even make follow-up contacts. Several advantages are cited for these innovations.

The most frequently noted benefit is that police personnel see themselves as being in a closed society. They are more likely to only respond to help from fellow officers. It is also felt that only another police officer can understand the stress of the incident because they have also "been there." Additionally, police officers generally distrust mental health professionals. This seems to stem from seeing psychologists and psychiatrists provide contradictory "expert" testimony in court.

The peer support team member initially assists an officer through any standard department procedures following an incident. By doing this, the involved person is less likely to feel confused, betrayed, isolated and suspect. The support team will help make a list of the officer's friends. These will be asked to provide assistance in protecting the officer from unwanted inquiries and handling minor duties. This is very important if the involved officer is injured. The peer support team member can also assist and inform other family members of what is going on. Follow-up contacts are also made by the

peer support team member.

At first this type of Peer Support Program was used for officer-involved shootings. This has begun to expand to numerous other types of traumatic field events such as vehicle accidents, plane crashes and suicides.

From all of this there are still many unanswered questions about what the future holds. What will peer support teams be called? Counselors? Paraprofessionals? Where is law enforcement as a field going with Peer Support Programs? Are they an effective and appropriate response for law enforcement? What is their relationship to other police agency programs with counseling and therapy professionals, such as psychologists, psychiatrists and social workers? What training, such as in the "helping relationship," should be given to members of the support team? How will civilian law enforcement employees be involved in future programs?

This project attempts to help find the answers to these questions and provide a better look into the future. To do that, three specific steps follow. The first will identify future trends or events dealing with the issue of Peer Support Programs. From these future trends and events, three futures scenarios will be developed.

In the second step, one of the scenarios will have a strategic policy developed from it. During the development of this policy, particular stakeholders will be identified. In the third and final step, an implementation plan will be designed for the particular strategic policy developed. All three of the steps will be related to a mythical law enforcement department.

OBJECTIVE ONE - FUTURES STUDY

STATEMENT

The first objective is to analyze and study the general issue, using future research methodologies. The general issue of this paper is what Peer Support Programs that deal with traumatic field events in California Law Enforcement will be like by the year 1998. From this in-depth study, three future scenarios will be developed. One of those scenarios will be selected to help guide this project through objective two, Strategic Management Plan and objective three, Transition Management Plan.

With this main issue as the centerpiece, past, present and future sub-issues have been identified. The main issue and sub-issues help guide the methodologies discussed below to form future trends and events. These trends and events will form the backbone of the development of the three future scenarios. This is accomplished by the trends being forecast for their relative strength over a ten-year period. The events at the same time are forecast on their probability of occurrence.

In the selection of the sub-issues, two specific criteria were used: first the degree of relatedness to the main issue; second, the ability to study each sub-issue. These sub-issues helped to develop the boundaries for studying the main issue. No real answers to the sub-issues will be provided in the three objectives. Those answers are to be learned by the objectives collectively and will be provided in the conclusion. All the

sub-issues were developed after scanning the literature on the main issue.

From the past, these five sub-issues were identified:

1. How do the law enforcement problems of trauma and stress in the past differ from the present situation?
2. Why are the problems of stress in law enforcement "reacted" to and not planned for?
3. Have police organizations had policies to deal with job-related trauma experienced by personnel?
4. Why are taxpayers and lawmakers seemingly unconcerned about the large costs associated with occupational stress in law enforcement?
5. Why is there an increase in stress-related disability claims among California Peace Officers?

Five related present sub-issues follow:

1. To what extent is information discussed in Peer Support Programs confidential?
2. What is the legal impact on prosecutions of defendants when Peer Support has been utilized?
3. What selection criteria are used for Peer Support members?
4. Will Peer Support Programs remain reactive or become preventive in nature?
5. What type of traumatic events will Peer Support Programs deal with?

Five future sub-issues were then selected, focusing on the next ten year-period as identified in the main issue:

1. Will Peer Support field response include civilian and sworn personnel?
2. Will P.O.S.T. (Peace Officers Standards and Training) set guidelines for the selection, training and use of Peer Support Programs in California?
3. Will Peer Support Programs be viable for small departments or only available to large departments?
4. Will Health Service organizations take a stand for or against the use of Peer Support Programs?
5. Will the matter of financial liability cause decline in the use of Peer Support Programs?

With the main issue and sub-issues, the development of the future scenarios can now begin, though a few definitions will probably be helpful for the reader. These definitions are listed in Table 1.

TABLE 1

DEFINITIONS/TERMS DEFINED

NOMINAL GROUP TECHNIQUE (NGT) - A structured group process which follows a prescribed sequence of steps such as brainstorming trends and events; prioritizing, voting and establishing levels and directions of trends and events by using a cross-impact analysis system.

PEER SUPPORT PROGRAMS - Individuals from within an organization who are trained to provide emotional support on a one-on-one basis to colleagues under stress.

P.O.R.A.C. - Peace Officers Research Association of California.

P.O.S.T. - Commission Peace Officers Standards and Training for California.

SNAILDARTER - Individual or group that blocks or thwarts the direction of the organization.

STAKEHOLDER(S) - Individuals or groups that have a stake or interest in the outcome of an organization's activities.

STRESS - Constraining force or influence that causes mental or bodily tension that can result in health problems for employees.

TRAUMATIC FIELD EVENTS - Situations occurring that expose persons working in public safety to death, injury and emotional anxiety.

WELLNESS PROGRAM - Many separate programs joined together to try and keep a human being psychologically and physically fit or healthy. These can provide health care, counseling, information, training, exercise, diet, etc.

EMPLOYEE ASSISTANCE PROGRAMS(EAP) - Designed to provide a wide variety of health, social and financial services to employees working for a particular organization or community.

METHODS: IDENTIFICATION

The following six futures research methods were employed in this study for data gathering and analysis:

Scanning. Searching and reviewing recorded information that deals with the main issue and sub-issues: A literature search. This research helps to provide an overall basis of information from which to work.

Interviewing. Semi-structured interviews with knowledgeable people working within the issue area. These interviews are to expand the scope and depth of the written research. Additionally they will provide some direction of what the future might hold for the issue area.

Personal Reflection. Taking the information learned from the written research and interviews and bringing it into a clear focus. Develop potential future trends and events from all the emerging and potential future issues.

Nominal Group Technique (NGT). Evaluating trends and events through the use of a group technique. The trends and events are then placed into a candidate status.

NGT is then used to forecast and evaluate these candidate trends and events, developing their probability and impact.

Cross Impact and Analysis. Through the use of the same NGT group, an examination of the impact of events on events and events on trends is done. This will provide for the ranking of actor and reactor events and trends. A cross-impact matrix is

also developed.

Future Scenarios. With the consolidation of data and its examination, three scenarios will be developed based on the probabilities developed in the NGT and the actor-reactor from the cross-impact analysis. The three scenarios developed will be Exploratory (will be), Normative (should be), and Hypothetical (could be).

METHODS: Implementation

Scanning. This researcher gathered and reviewed literature dealing with Peer Support Programs. The researcher contacted the P.O.S.T. Library in Sacramento, California, and the National Institute of Justice Library in Washington D.C. Through the local community library in Oceanside, California, the researcher had computer inquiries made for available written materials throughout the state and nation.

The amount of written material dealing with Peer Support Programs is not large, though the researcher did find some information in books, magazines, journals, newspapers and published research papers. The accompanying bibliography reflects the results of this reference search (see page 85).

While there was an avalanche of information on "stress" and disability retirements, the information on peer support was only a trickle. The amount of information was the same for both private sector and public safety.

Interviewing. Following the initial scanning, this researcher made arrangements to interview four individuals working within the State of California who have helped develop, implement and run Peer Support Programs for public safety. Three of the individuals were civilians and one was a sworn peace officer. Two are based in the Southern California area, and two in Northern California.

The interviews were semi-structured. This researcher developed a questionnaire containing fifteen questions devised from scanning of the issue area. The questions were future focused, seeking input in areas that the literature did not seem to cover. Since these interviews were semi-structured, the participants were free to make general comments. (For a review of the fifteen questions, see Appendix A.)

A wide range of responses were obtained along with extensive information on peer support. Although it would be too time consuming to list all the responses, the following ten comments highlight the input received:

1. In all cases, the individual interviewed felt that Peer Support Programs would become proactive.
2. Peer Support will not only deal with traumatic incidents, but will be broadened to include other organizational and family crises, etc.
3. More statewide control of peer support is sure to occur because of its quasi-medical nature.
4. Peer support by its informal nature has not been viewed as a professional activity or discipline.

This view will change as the training and peer support itself become more defined.

5. One individual responded to the question dealing with criteria for selection to a Peer Support Program with "Nerds need love too!"
6. Confidentiality should not be a problem if this issue is discussed clearly and is stated in the Policy Manual on General Orders of the Police Department.
7. There has been a change in attitude of today's new law enforcement employees. They want to be able to talk one-on-one and express their feelings.
8. Expand the base of incidents that a peer support team would be called out for, e.g. any stressful event.
9. Respondents were divided on how health organizations will view the continuing development of peer support.
10. Employee Assistance Programs (EAP) will become the umbrella for including Peer Support Programs.

Analysis. From the data gathered about the issue and sub-issues in the scanning and interviewing methodologies, the researcher spent several days formulating and developing future trends and events. When this was completed, fourteen candidate trends and events emerged, so that the Nominal Group Technique could be employed.

Nominal Group Technique (NGT). Nine people were brought together for the NGT process. These individuals were from diverse backgrounds, inside and outside of law enforcement. The basic criteria for selection was having knowledge of people working in organizations. For the makeup of this NGT panel or human relations specialists, see Table 2.

TABLE 2
Nominal Group Technique Members

1. Public Personnel Director
 2. Psychologist
 3. Travel Company Executive
 4. Fire Chief
 5. Police Chief
 6. Newspaper Reporter
 7. Assistant City Manager
 8. High School Principal
 9. Police Community Relations Officer
-

The group then worked in three distinct stages. First, they were asked to reduce the candidate lists of trends and events down to five each. Next, they would forecast and evaluate the critical trends and events. Last, they would provide detailed input on the cross-impact analysis of the selected trends and events.

In the first phase, a questionnaire of the candidate trends and events was prepared (see Appendix B). It was then mailed to each of the NGT group members. The candidate trends and events listed on the questionnaire were the ones developed during the analysis methodology described earlier. The questionnaire provided five similar responses for each trend or event. Those responses were Priceless, Very Helpful, Helpful, Not very Helpful and Worthless. Each of the NGT members were to respond to each trend or event by indicating one of the responses. The indication was based on the following statement.

"For the purpose of top-level strategic planning, how valuable would it be to have a really good long-range forecast of the trend or event?"

Accompanying the questionnaire was a cover letter which invited the NGT group member to provide input on specific trends or events that they might have found significant that were not included. The questionnaires were then returned to the researcher who collated the data, distilling five trends and events from this group input.

The second portion of the NGT group work then began.

Each of the five trends and events were placed on separate evaluation forms. The NGT group was brought together for a meeting and instructed that they must view the trends and events in a central context. The group members must look at these as they affected the main issue, "Peer Support Programs that deal with traumatic field events in California Law Enforcement: What will they be in 1998?"

Next the NGT group individually forecast and evaluated each trend. This was done by using a scale of 100 which represented current status, then a rating of the trend five years ago and ten years into the future. After the rating of the trend levels by the panel, the data was anonymously given back to the group for their review. This resulted in group discussion and some restructuring of individual group trend levels. Once members were satisfied with their individual trend levels, the group's median was obtained for each of the trend levels on the evaluation form (see Table 3).

As the process proceeded, group members were now asked to rate individually the probability for the five events. They first indicated the year that the probability of the event exceeded zero. On a 0-100 scale, they indicated what the probability was for the event to happen in five years, and the same for ten years. Using a negative 10 to positive 10 scale, positive 10 being the best, two additional ratings were obtained. First, what was the impact of the event, if it were to occur on peer support in law enforcement. Second, what was the impact of the event, if it were to occur on law enforcement in general.

Table 3

T R E N D E V A L U A T I O N

T R E N D S T A T E M E N T		L E V E L O F T H E T R E N D (Ratio: Today = 100)			
		5 Years Ago	Today	"Will be" in 10 Years	"Should be" in 10 Years
Managerial interest in the well-being of employees	T1	85	100	100	143
The use of psychological services afforded to public safety	T2	68	100	135	140
Society's emphasis upon proactive or preventative stress programs	T3	60	100	115	130
Formalized peer support programs to reduce organizational liability	T4	45	100	115	130
Relationship of restrictive public funds to the value of programs that reduce costs	T5	110	100	110	110

Note: "Today" = 100 (assumed value)

"Will be" = Level of current forces/decisions continue

"Should be" = Level if the world behaves as responsibly as it would if it really wanted to.

After individually completing this rating, the data was anonymously displayed back to the panel again. Group discussions followed, addressing why certain data might have been displayed. Group members then had the chance to change their individual data; some did. The median of the group's data was then collected and is summarized in Table 4. In the following discussion "T" stands for trend and "E" for event.

The NGT group's forecasting of the trends brought forward some interesting data. As can be seen in reviewing Table 3, T4 "Formalized peer support" trend level five years ago is 55 percent less than it is today. This shows that this trend has increased dramatically in the last five years. This is also illustrated very clearly later in Table 5 (Trend Graphs). T4 also shows a continuing increase into the future.

T1 Managerial interest has the largest gap between what the future of it will be and what it should be. NGT group felt that T1 will be the same in ten years as it is right now but they felt it should increase by 43 percent.

T5 Relationship of restrictive public funds are at first disturbing, but with analysis it is understandable. Five years ago this trend was stronger than it is today. This was the time of Proposition 13 (tax initiative) for those of us in California. Public funds were very tight. Today five years later, things have loosened up somewhat. Ten years from now though, the NGT group felt there will be an increased emphasis on only funding programs that help reduce costs.

The evaluation of the probability of the events also showed several interesting things. El Legislation enacted to severely

Table 4

EVENT EVALUATION

EVENT STATEMENT	PROBABILITY			IMPACT ON THE ISSUE AREA (-10to+10)	IMPACT ON' LAW ENFORCE- MENT (-10to+10)
	Year that Prob. First Exceeds 0	By 1993 (0-100)	By 1998 (0-100)		
(E1) Legislation enacted to severely restrict the use of stress retirements in public safety.	1989	45	58	-7	+4
(E2) Major catastrophic event occurs within the State of California, requiring majority of public safety personnel for at least one week.	1989	23	70	+2	+5
(E3) Weapon is perfected with the range and accuracy of a handgun that totally incapacitates a person, but leaves no injury.	1989	93	100	-6	+6
(E4) Development of a medical cure to alcoholism and drug addiction that permanently eliminates addiction.	1994	0	28	+4	+4
(E5) Statewide guidelines will be set for the selection and training of public safety personnel involved in peer support.	1990	40	85	+8	+4

restrict the use of stress retirements, shows that if this occurs, there will be a negative impact on the main issue area of peer support. E3 Weapon perfected, also shows that if this occurs there will be a very negative impact on the main issue. E3 as seen in Table 4 and its graph in Table 6, has a very strong possibility of occurring according to the NGT group.

E4 Development of medical cure, on the other hand, has a very low probability of occurring. The NGT group felt that its first chance would not even be until 1994. If it did occur though, it would not only have a positive impact on both the main issue, but on law enforcement in general.

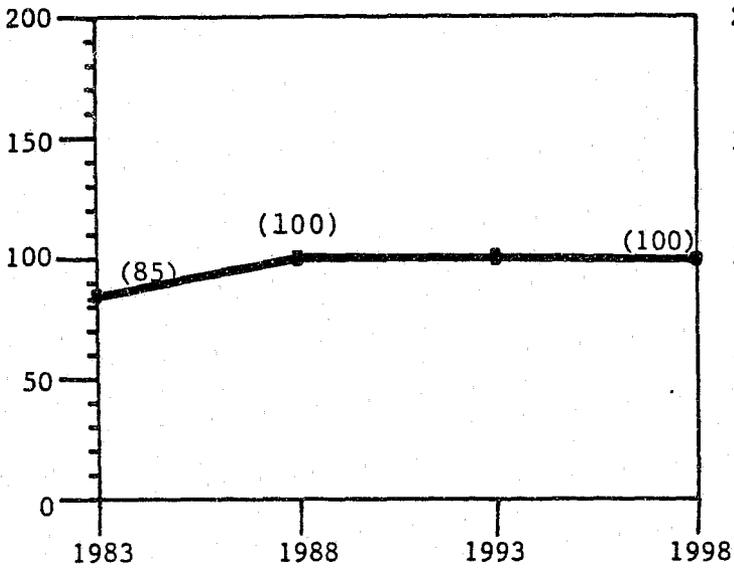
Cross-Impact Analysis. The NGT group completed their contribution with this project by assisting in the construction of a cross-impact analysis of the five trends and events previously developed. Through the use of a matrix, the group compared trends and events to one another. By supposing that one of the events occurred, the question was asked, "How would the other events or trends be impacted?" A scale was used where 1.0 equaled no impact. Anything less than 1.0 would have a negative impact. Anything above 1.0 would represent a positive impact. If the impact was 1.3, there would be a 30 percent increase in the probability or occurrence of the second event or trend. If the event occurred and the impact on the event or trend was .9, there was a 10 percent reduction in the probability of the event or trend occurring.

The group then individually worked the matrix. Their responses were then anonymously displayed and discussed. Changes

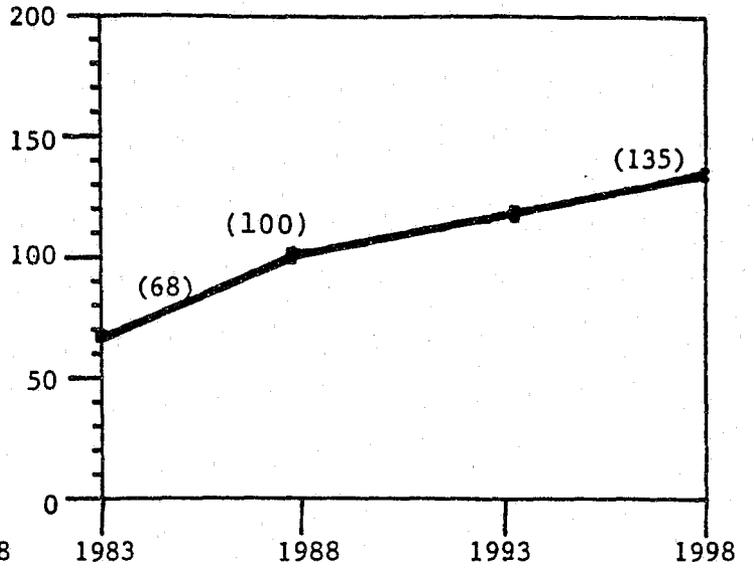
Table 5

PAST AND FUTURE PLOT: TRENDS

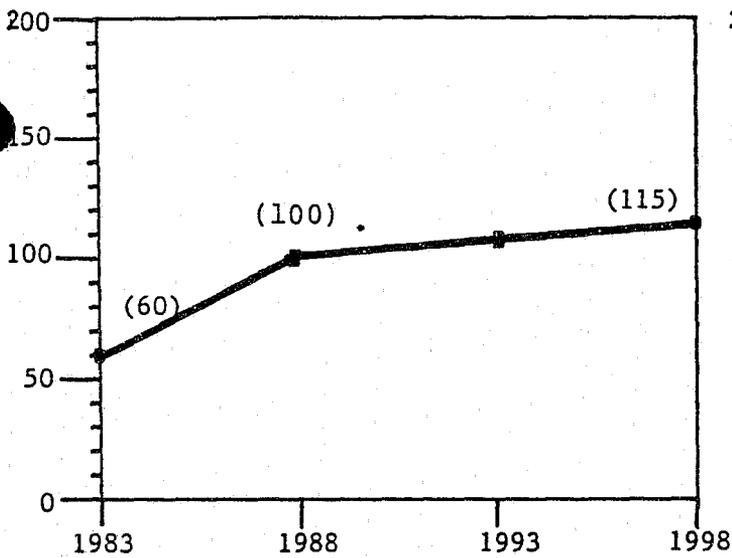
T1



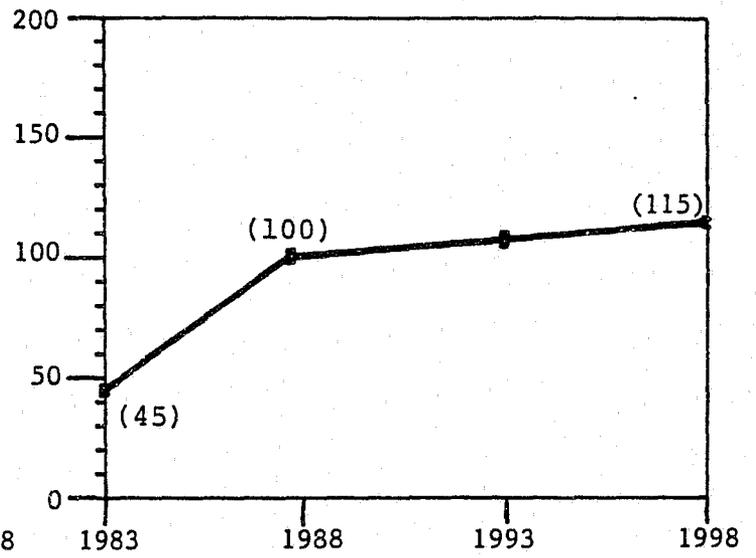
T2



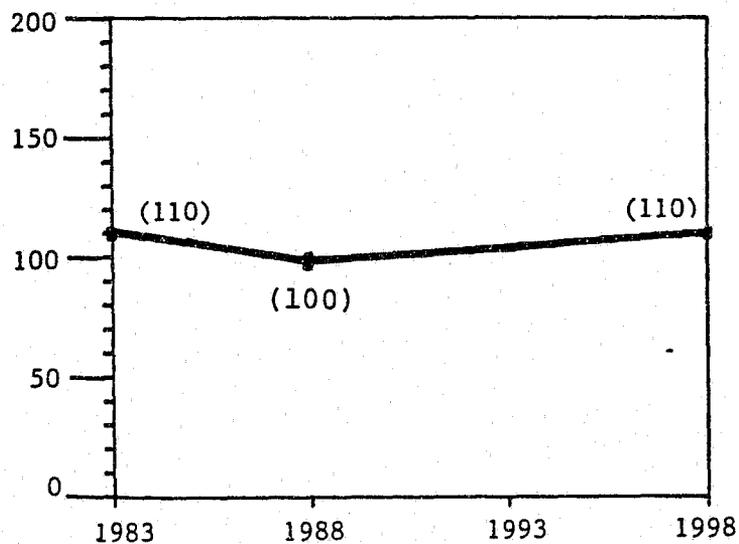
T3



T4



T5



if needed were then done. The median for the group responses is displayed in Table 7.

The key data that is obtained from the cross-impact analysis is the discovery of "actors" and "reactors." By adding the columns of the matrix horizontally, it can be determined which of the events are the key "actors." Any box with a number higher or lower than 1.0 was counted. This resulted in E1 being the top "actor." E3 original occurrence would have the greatest impact on other events and trends, positive or negative.

By adding the columns of the matrix vertically, it can be determined which events or trends are the key "reactors." These are events or trends which would respond positively or negatively to other events happening. T1 was the top "reactor".

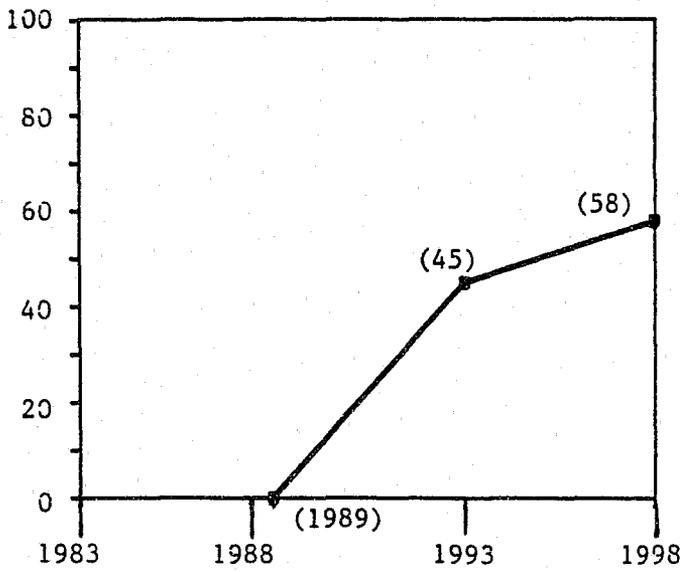
The importance of the cross-impact analysis is the discovery of the "actors" and "reactors." By knowing them, one is able to direct the efforts of an organization or know where to put organizational energies to make a policy/strategy occur. In addition, by knowing the "actors" and "reactors," one can influence an event to occur thus causing other events or trends to increase their positive impact on an organization. Likewise, by knowing which events will decrease or have a greater negative impact on other events or trends that affect one's organization, the change agent in the organization can work to prevent or delay their occurrence.

From the data in Table 7, if one's organization can work towards getting E1 to occur as soon as possible, it would increase the positive impacts on the main issue. Thus any

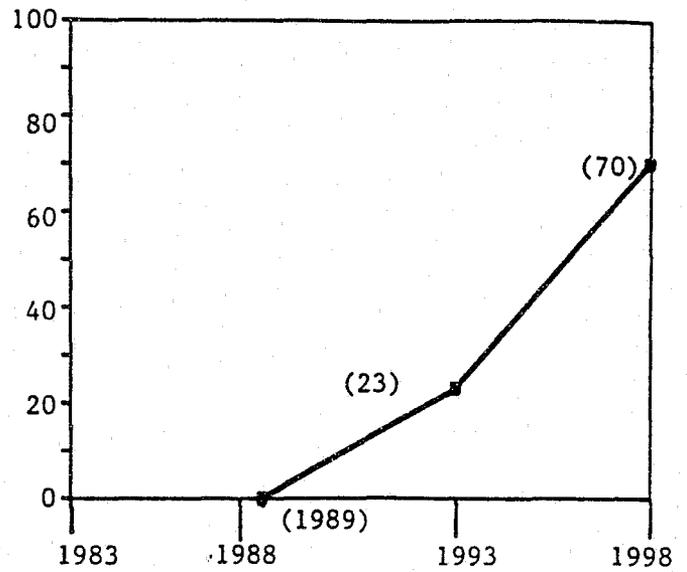
Table 6

PAST AND FUTURE PLOT: EVENTS

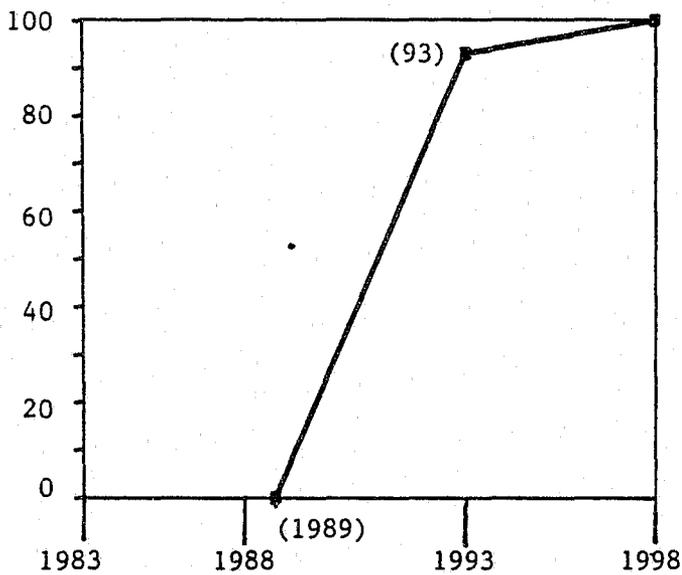
E1



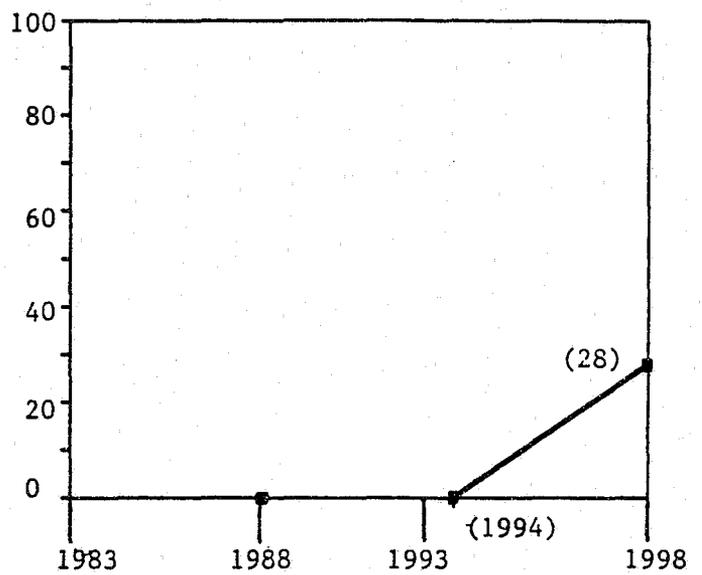
E2



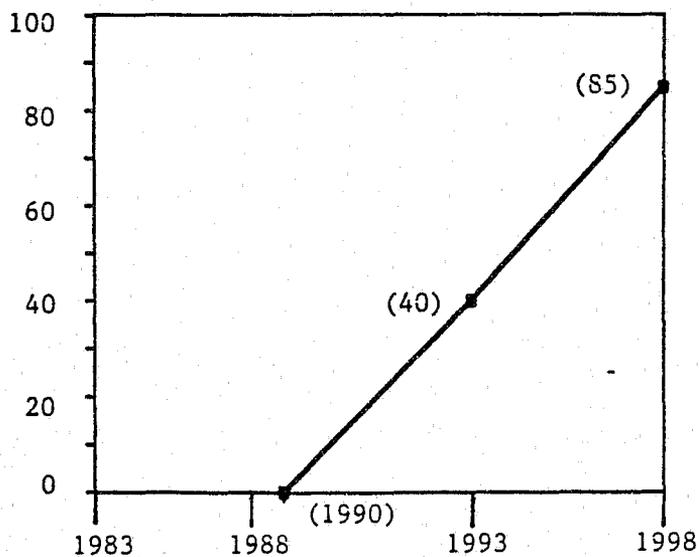
E3



E4



E5



strategy/policy should take this into account and work towards it.

The matrix also shows that if E3 occurs, it could negatively affect T2. E4 occurring could negatively affect E5, T1, T3 and T4. Decisions will need to be made whether to try and prevent or delay these events, or that when they occur, attempt to modify their possible negative effects.

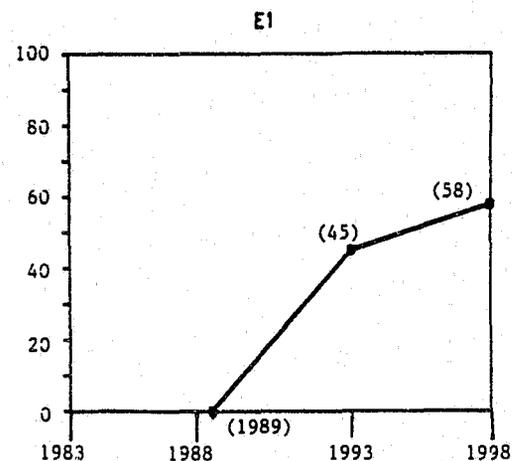
Scenarios. From the NGT data, three separate scenarios have been developed that display how public safety or law enforcement might anticipate its future to be during the next ten years as it relates to Peer Support Programs. The three scenarios are "Exploratory" (will be), "Normative" (should be) and "Hypothetical" (could be). The hypothetical in this case is the "worst case" scenario.

The scenarios are written as if a historian were looking back over a specific ten year time frame. That historian is dealing with the main issue as it relates to California law enforcement. The graphs of the NGT driven trends and events are incorporated into each of the scenarios. The page is split vertically, with the scenario on the left and the graph or data on the right.

PEER SUPPORT PROGRAMS, 1988-1998
"Exploratory" Scenario
(Will Be)

Peer Support Programs in California law enforcement had come a long way by the year 1998. Changes in how California law enforcement looked at the whole "wellness" programs began back in the 1970s. A change in attitude was detected among new applicants coming into law enforcement. Where law enforcement personnel were expected to have a macho-type bearing, or display "John Wayne" attributes in the past, the expression of softer feelings began to be accepted. This occurred as the result of larger number of females coming into law enforcement, as well as society's overall acceptance of men being able to express their feelings.

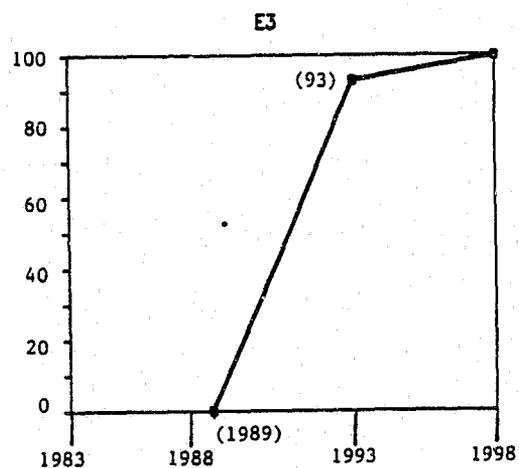
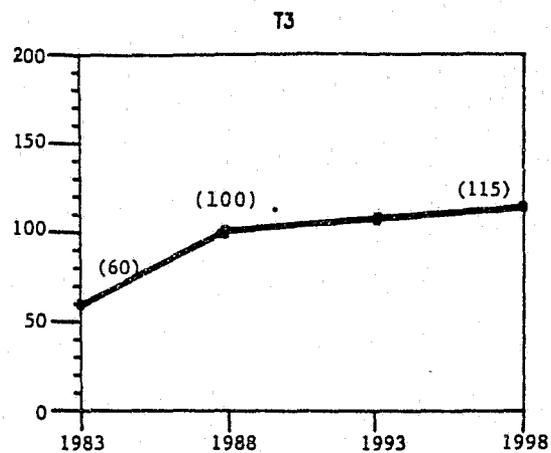
In late 1988 and 1989, the fiscal conservative trend for public programs continued. California's Legislature passed laws to restrict medical stress retirements. This required more and more law enforcement agencies and managers to support only



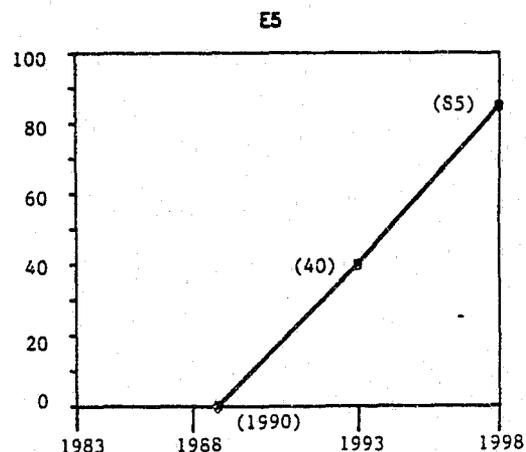
programs that were proactive in their cost effectiveness. Since Peer Support Programs had the potential to save officers from having to take early medical retirements and subsequently saved departments hundreds of thousands of dollars in replacements costs, they were supported. In late 1989, the insurance industries also came out in full support of Peer Support Programs. This resulted from the cost reductions which the insurance industry provided law enforcement agencies for liability insurance. These cost reductions were a result of a fewer number of stress retirements.

In 1990 an event occurred that was beneficial to society in general, but which weakened the support that had been developed for Peer Support Programs by the management of law enforcement agencies. That event was the development of a nonlethal handgun.

This handgun had the range and accuracy of contemporary firearms used

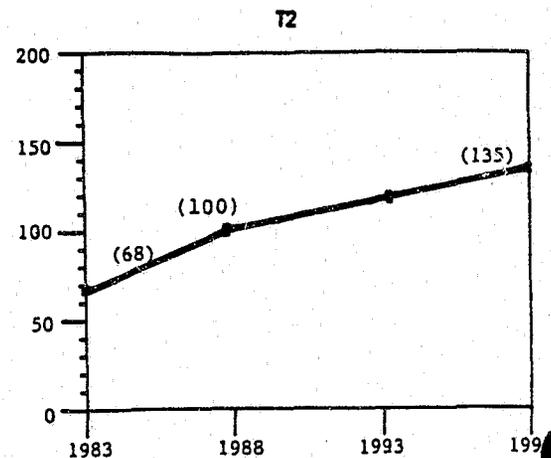
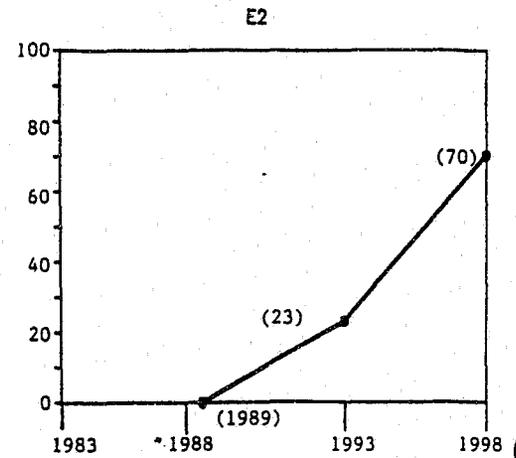


by law enforcement in 1988, but it caused no permanent injury to the person who was hit by the projectile. Up to the time of the development of this handgun, one-third of all officers who were involved in the fatal shooting of a subject, had retired or left law enforcement. With the introduction of the new nonlethal handgun, this changed dramatically; with less trauma, management's support for Peer Support Programs eroded. At this same time, California's Commission on Peace Officers Standards and Training (P.O.S.T.) came out with set selection and training criteria for participants in Peer Support Programs. The selection criteria included a four-year minimum experience level for those becoming peer support members. Additionally, P.O.S.T. suggested that Peer Support Teams only provide that support from peer to peer, (e.g., officer to officer or dispatcher to dispatcher etc.) This involvement of regulation



caused mixed feelings among the agencies within California. Some liked the standardization where others wanted to be able to respond to their local and regional needs and not be controlled by statewide regulations.

However, a major catastrophic earthquake occurred in California in 1995 and was the main turning point in the expansion of Peer Support Programs. The majority of public safety personnel throughout California were involved with this catastrophe for one week. The ensuing massive psychological problems experienced by police officers, firefighters, hospital workers, lifeguards, etc., forced jurisdictions to develop comprehensive Peer Support Programs. The larger agencies were able to make peer support part of their overall stress-reduction program. These were more holistic programs that were designed with peer support just as one facet. They included entry-level psychological review, follow-up stress reduction training, fitness for duty

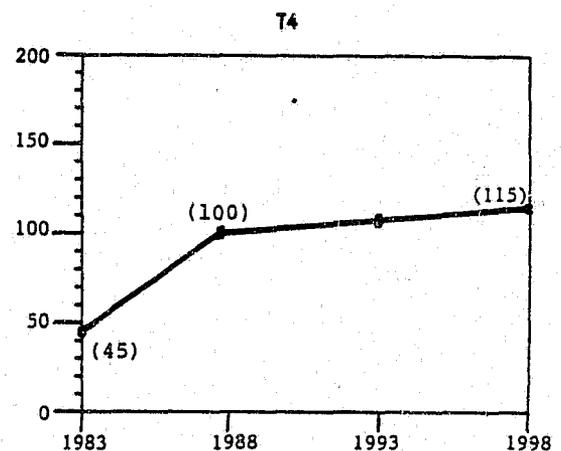
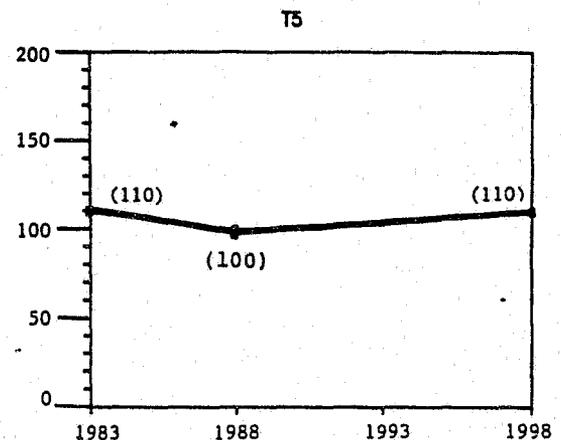


reviews following any traumatic incident, free counseling whenever needed by an employee, and finally Peer Support Programs of an individual and group nature. These holistic programs developed the attitude that the psychologist was just another member of the department and could provide training in the helping relationship so that more officers could assist their peers.

The smaller agencies, because of the cost involved in holistic programs, had to share psychological services and utilize networking among peers to provide peer support.

As a result of the major earthquake, Peer Support Programs spread to all civilians within public safety, as well as hospital workers and lifeguards. Peer support began being used in anything that could be considered a stressful event.

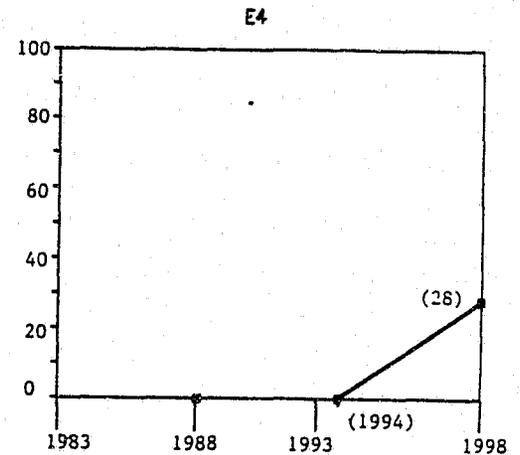
On the other hand, two events did occur in 1997 which lessened the enthusiasm for Peer Support Programs.



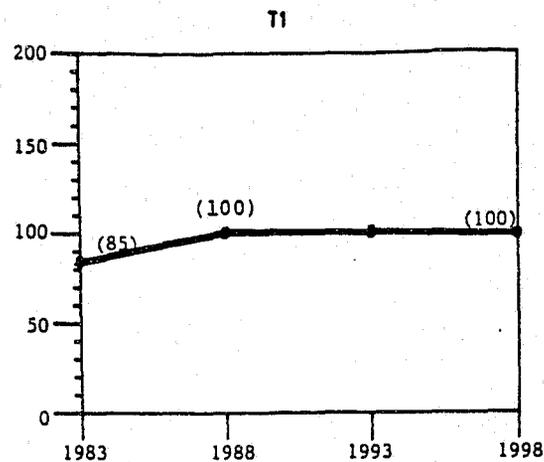
With the effectiveness of Peer Support Programs in helping to reduce stress and stress retirements, the medical industry became concerned. They began lobbying for greater control and restrictions over how and when peer support could be used.

The second event was the 1997 development of a medical breakthrough in the treatment of alcoholism and drug addiction. This new therapy reduced or eliminated the addiction. This again had an impact on the managers involved in law enforcement. They wondered what the need was for the extensive use of Peer Support Programs when one of the biggest problems associated with stress and traumatic events, namely that of alcohol or drug abuse, was no longer a real concern.

As 1998 ended, however, this short-term lack of support for Peer Support Programs had had no real impact. This was due mainly because of the attitude of personnel in all ranks of law enforcement within



California. The decade from 1988 to 1998 had shown the increased need for law enforcement personnel to have greater technical skills. This resulted in large increases in the salaries paid to those working in the law enforcement field. Both of these factors resulted in numerous amounts of high-quality, well-educated individuals. Joining law enforcement these individuals saw the full benefits of peer support and a helping relationship among personnel, who then refused to allow those programs to be pushed aside.



PEER SUPPORT PROGRAMS 1988-1998

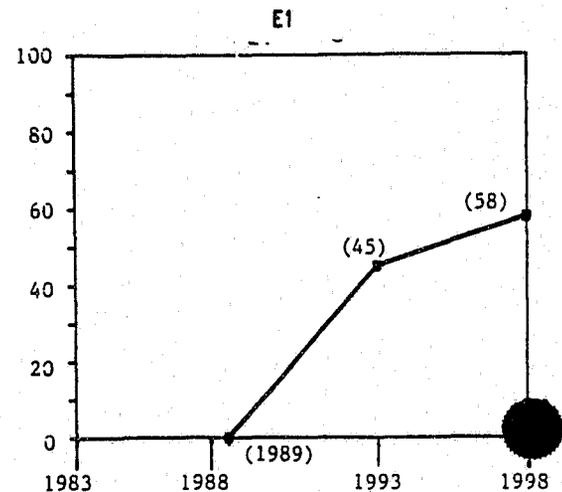
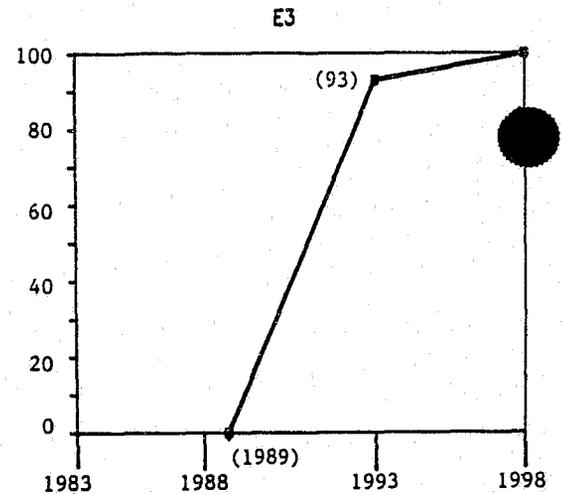
"Normative" Scenario

(Should Be)

Looking back from 1998, one can see how California law enforcement developed Peer Support Programs into just one small component of a holistic wellness program for all public safety workers. The expansion began to take shape in 1988 with the increased use of civilians in public safety. With greater exposure to traumatic incidents, civilian peer support teams expanded. Members were made part of police agencies Peer Support Groups.

The 1989 development of a nonlethal handgun used by law enforcement, although beneficial to law enforcement in general, was not seen as strengthening the need for Peer Support Groups.

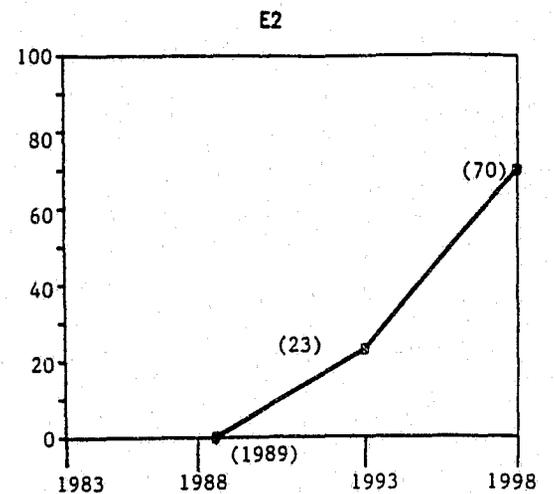
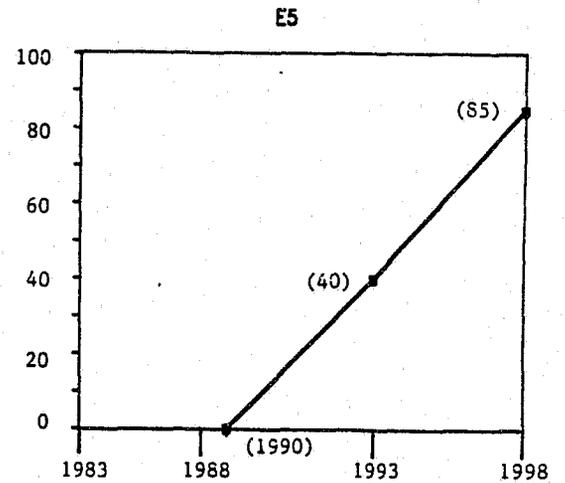
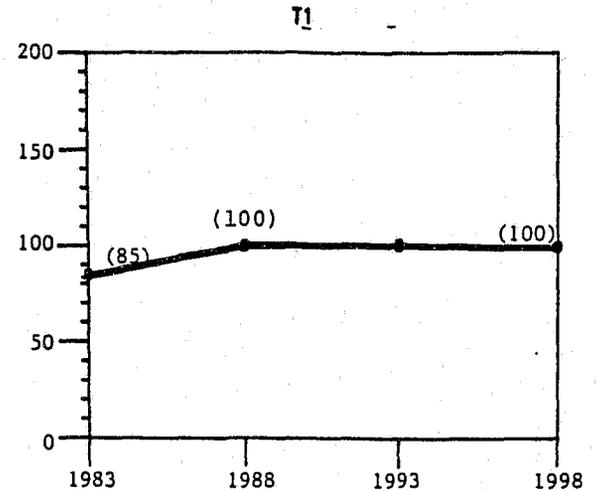
This was followed shortly in 1990 by the California Legislature's action to restrict stress retirements. This developed an



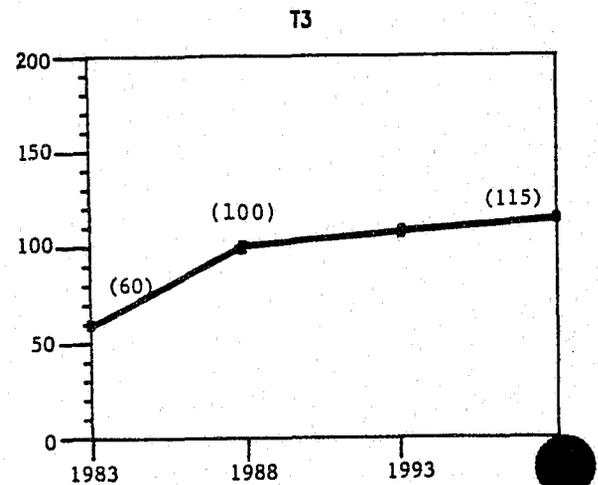
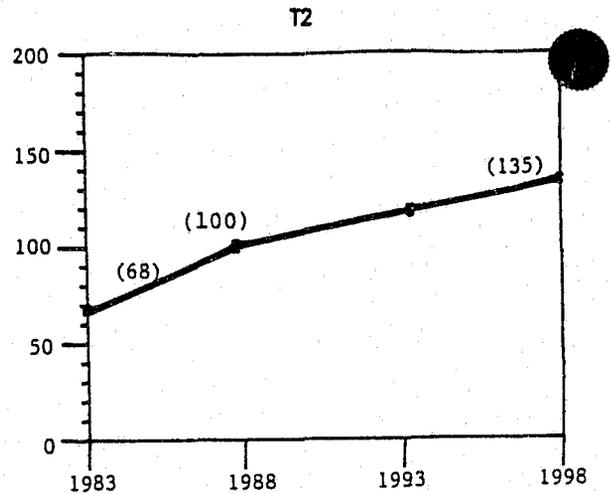
attitude among some California law enforcement administrators that there was not a strong need for Peer Support Programs. Things began to change, however, in 1991 when P.O.R.A.C. sponsored legislation requiring law enforcement agencies to provide proactive intervention to reduce stress. This was shortly followed up by insurance and health companies advocating utilization of Peer Support Programs because of the benefits to public safety workers.

The major catastrophe that decimated large parts of California in 1995 was the true turning point. With the majority of public safety workers being committed to this catastrophe for a full week and then experiencing numerous problems following it, it was obvious that something needed to be done.

In 1996 it was common to see holistics programs in public safety that stressed total wellness of the employees. These programs developed psychologists as just another member



of the public safety organization. These holistic programs had the same psychological teams involved in pre-employment screening, stress training, peer support group formation and training, counseling, and fitness for duty reviews. Peer Support Groups provided assistance to the spouses and families of employees who experienced major trauma. Peer Support Groups even got involved in helping those who were feeling stress over promotions. Managerial interest in the well being of their employees in public safety was at an all-time high. Intragenic damage control specialists were used by departments. "Psychological triage for emergency workers," was one of the buzz phrases used in public safety. Even medical specialists were identified to be called out for immediate response when a public safety worker was injured. These medical specialists were considered to be the best in their fields and would be called upon whenever a public safety worker was injured to take

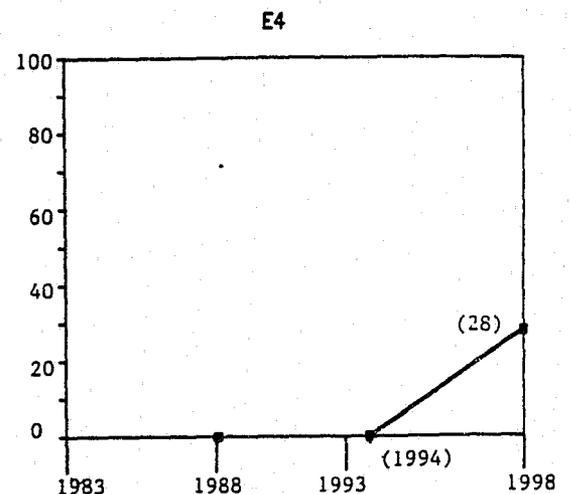
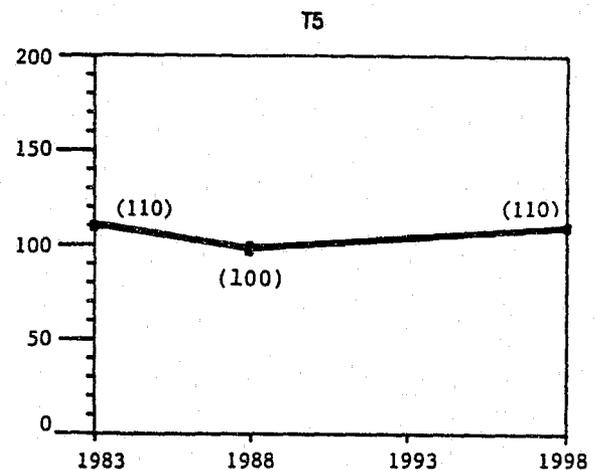
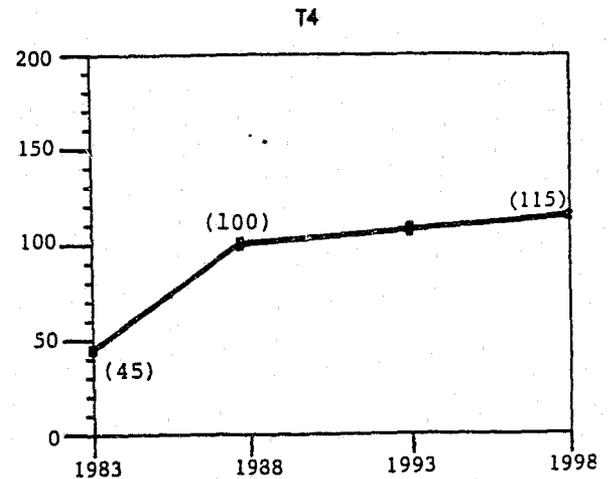


control of that particular case and to provide the best treatment possible.

A list of peer support skills were identified and shared by agencies to network peer support groups. Smaller agencies came together and coordinated their resources involving successful peer support strategies.

By 1997, all public safety workers were combined in these holistic programs, which included not only police officers and firefighters, but also hospital workers and lifeguards. There was an interagency support of skilled trauma teams.

Two final developments in 1998 were the final boon to improved wellness for public safety workers. The first was the development of a medical cure for alcoholism and drug addiction that reduced or eliminated the addiction. The second development was the American Medical Association's ability to define stress and the treatment that was needed to prevent its occurrence.



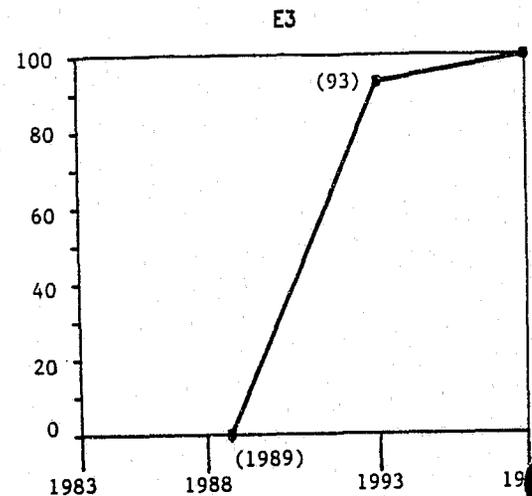
PEER SUPPORT PROGRAMS 1988-1998

"Hypothetical" Scenario

(Could Be or Worst Case)

The beginning of this decade looked quite promising for law enforcement in California. This was brought about by the development of a nonlethal weapon to replace the standard handgun that was used by law enforcement. What looked like a positive development, though, became entangled in years of litigation and negotiation. Not only did the major police unions fight the use of these nonlethal weapons, but also the National Rifle Association (NRA) got involved. The police unions felt they lessened the safety of their officers and the NRA felt that it was another step in taking away citizens rights to bear arms.

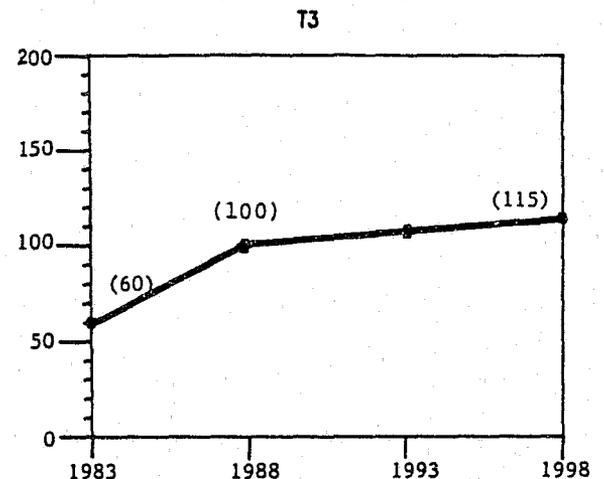
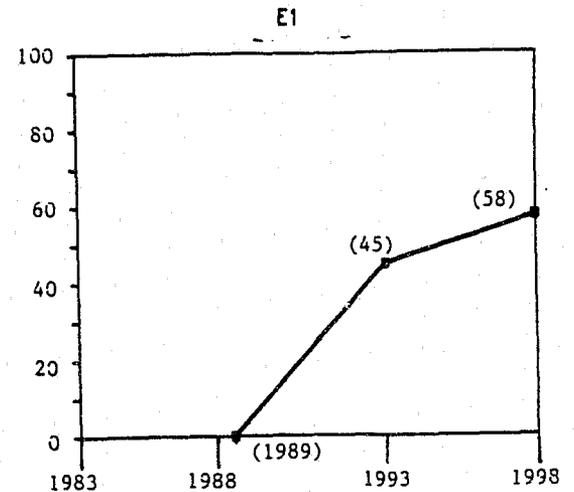
Then the California Legislature enacted legislation to limit stress retirements. This was the result of the continuing trend of medical



retirements in public safety. Since the cost of each of these retirements had grown to \$750,000 to \$800,000 per employee, the public outcry had become great. This legislation was, however, soon thrown out by the courts.

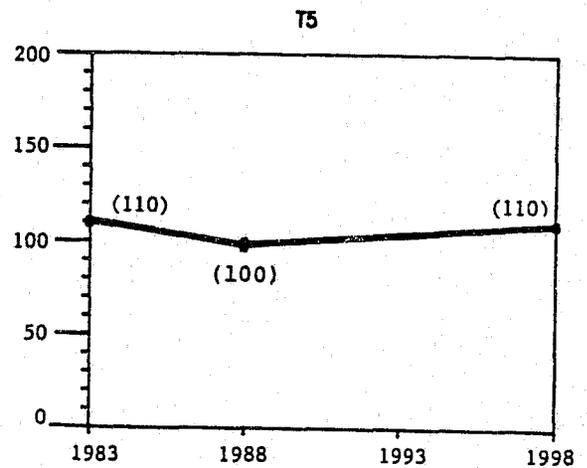
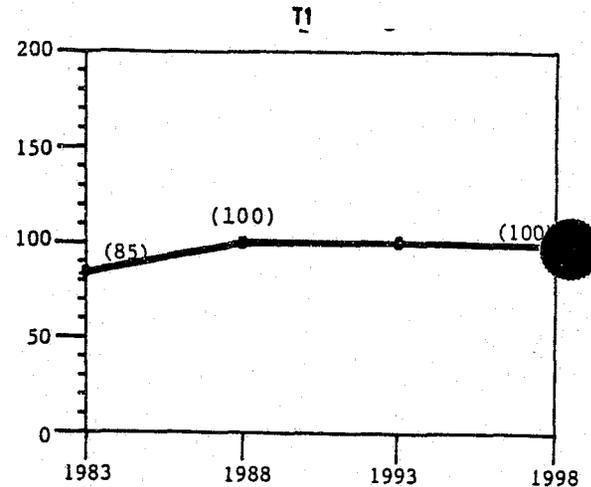
The California courts then prohibited any confidentiality of information learned by any law enforcement employee. This had a drastic impact on the support of Peer Support Programs within law enforcement agencies because no one would confide to another peer.

With law enforcement's inability to control the importation and use of illegal drugs, pleasure enhancing drugs achieved a level of social acceptability. This caused many problems for law enforcement and how its personnel reacted to stress. Officers began abusing many of these pleasure-enhancing drugs to relieve their stress. Police Officer candidates who had not used drugs were almost impossible to find.



The courts quickly struck again by ruling that winning parties to any lawsuit could collect attorney fees from the losing party. This at first reduced the number of stress retirement claims that went to litigation. But when it was seen that most of the court rulings were in favor of the employee, the numbers dramatically increased.

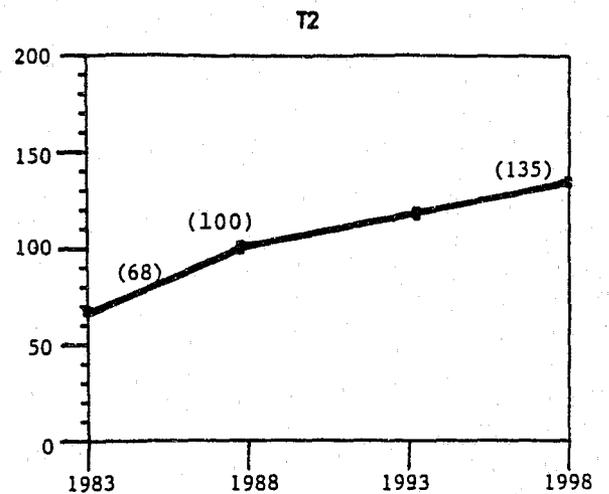
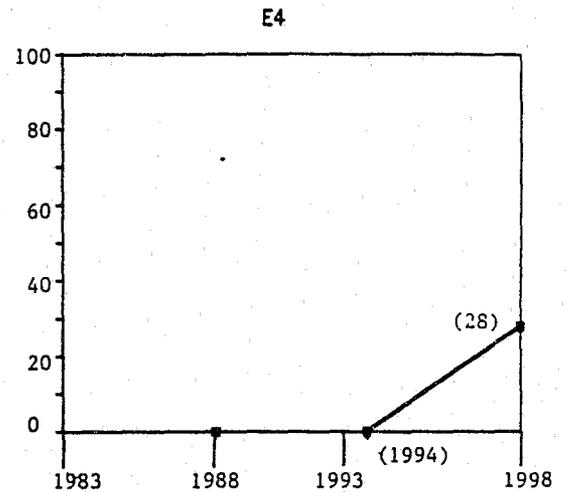
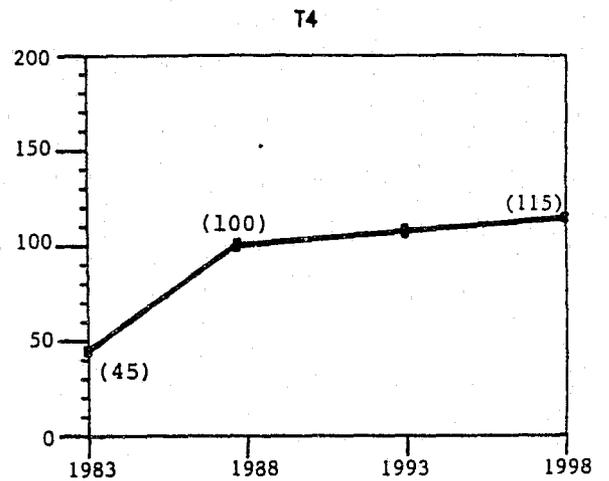
Because of continued complaints that law enforcement was not responsive to citizens' needs, the California Legislature passed some controlling legislation. It required law enforcement managers to make decisions that strictly benefitted citizens and not to consider the impact on law enforcement employees or the ability to deliver service. This action by the California Legislature only increased the continual rank and file problems being experienced in Law Enforcement. These problems were now so bad as to even include the refusal of police union and association



members to participate in Peer Support Programs unless they were compensated in pay.

Towards the end of the decade, the development of a cure for alcoholism and drug addiction lessened management interest even more in their employees' well being. This led to an even further reduction in preventative programs to lessen the impact of stress on public safety employees.

By the end of the decade, the massive immigrations had increased the cultural differences to such a level that it was hard to find someone in law enforcement who felt they could be someone else's peer, unless they came from the same cultural background. Peer Support Programs became almost completely underground. They were being used mostly by individual officers who would seek out another member of the organization who was known to have good listening skills and able to provide valuable advice.



OBJECTIVE TWO - STRATEGIC MANAGEMENT PLAN

STATEMENT

The second objective is to develop a strategic planning and management process for a mid-size law enforcement agency. This strategic planning will focus on the development of a policy that will shape a Peer Support Program for such a law enforcement agency. It will examine the organizational situation, mission, and policy development.

METHODS: IDENTIFICATION

The following four methods of futures research were utilized:

WOTS-UP Analysis (Weakness, Opportunities, Threats, Strength). An examination of both the external and internal environment of an organization is undertaken. Specifically, this will examine how the issue of peer support would affect organizational environment. Special focus will be placed on any threats or opportunities as they relate to the Peer Support Programs and the mythical law enforcement organization created for case analysis.

S.A.S.T. (Strategies Assumption and Surfacing Technique). Also called Stakeholder Analysis. S.A.S.T. will surface assumptions about stakeholders during a group analysis. It is important to achieve a consensus about the stakeholders so that

their potential impact on the peer support issue can be positively focused.

Mission Statement. A mission statement provides the parameters in which an organization works. It gives it a guiding principle or ideal. The mission statements were developed by the investigator.

Modified Policy Delphi. This is a group process designed to examine and develop sound policy/strategy that can be applied to the issue of peer support groups. In the development of this policy/strategy the group will focus on the strategies showing the most significant desirability and feasibility.

METHODS: IMPLEMENTATION

WOTS-UP Analysis. The first aspect of WOTS-UP is the development of the internal and external environment for the community and law enforcement organization used in this case study. The internal and external environment described is based on the model case developed from the "Normative" scenario described in objective one.

THE CASE STUDY: Beach City Police Department

The community in this case study has a population of 110,000. It is located in a temperate climate on the Pacific coast. It has a blend of business/commercial and residential areas. Since it is close to the ocean and has a pleasure harbor, it has always been a popular resort area.

This target community is bounded by two similarly sized communities and a large military base. A substantial part of its small business economy is geared to serving the military personnel assigned to this base. Because of the large amount of young males (18-25 years old) residing on the military base, violent crimes are much higher than the county average.

The community is also one of the transit centers for the county within which it is located. It has intersecting freeways, train lines, and bus routes. The military base is the key reason the community has developed into one of the county's transit centers.

The case community has a city manager form of government, with a mayor and four council members. It has been experiencing rapid residential development that is being hotly debated throughout the community. Support of controlled growth has tended to make the city government more fiscally conservative.

The police department consists of 145 sworn officers and 95 civilians. The department is based upon a traditional,

quasi-military organizational model. It projects a service approach to its duties, providing a large amount of contact with citizens. With shrinking resources, the department has begun to use large numbers of Community Service Officers (civilians), so that even minor reports can be taken in person. This is designed to save the department personnel costs, while keeping as much citizen contact as possible.

The police department's main focus is on its uniformed patrol division. This ties back into the department's service approach. It has a large canine contingent, as well as a large traffic section. Other areas of the department provide support and assistance to the patrol division. For purposes of this project, the community will be called Beach City and the law enforcement organization, Beach City Police Department.

With the above context set for the community and the agency, threats and opportunities will now be examined. They will be looked at in the context of earlier developed trends and events and any other environmental factors as they externally affect the organization. Special focus is on the organization's ability to respond to the strategic issue (peer support).

- I. Legislation is enacted to severely restrict the use of stress retirements in public safety.

Threat - less support from outside sources to fund stress-prevention programs.

Opportunity - increased need for peers to work with those exposed to traumatic incidents to prevent the stressor's negative effect.

II. A major catastrophic event occurs within the State of California requiring participation by majority of public safety personnel for at least one week.

Threat - lack of manpower available within community for its protection.

Opportunity - graphic need for peer support programs - additional money set aside for more manpower.

III. A weapon is perfected with the range and accuracy of a handgun; it can totally incapacitate a person but leaves no injury.

Threat - perceived lessening of need for programs to deal with public safety stress.

Opportunity - reduce trauma to officers who would have killed someone.

- raise the esteem of police in the eyes of society by not having questionable killings; a better public image of peace officer emerges.

IV. There is a development of a medical cure to alcoholism and drug addiction that permanently eliminates addiction.

Threat - attitude that job stress will no longer have negative impacts.

Opportunity - productive lives for millions of people.

- reduced criminal activity.

V. Statewide guidelines will be set for the selection and training of public safety personnel involved in peer support.

Threat - mandated policy that does not serve a local jurisdiction.

Opportunity - lessening of risk from improperly run program, and increased effectiveness in helping skills.

VI. Managerial interest in the well-being of employees causes several impacts to appear.

1. Less city and county support for programs to help employees.

Threat - reduction in funds for peer support.

Opportunity - increased informal assistance.

2. Studies to determine what managerial style gets the most productivity.

Threat - loss of motivated people to work in law enforcement.

Opportunity - more efficient operation; organization is developed.

VII. The use of psychological services afforded to public safety presents several implications.

1. More psychological testing of public safety candidates.

Threat - fewer numbers of people applying for and passing tests.

Opportunity - higher-quality candidates. Able to take more pressure, stress.

2. Psychological personnel become accepted members of public safety.

Threat - agencies unable to afford services.

Opportunity - greater use of psychological services by public safety.

VIII. Society's emphasis upon proactive or preventative stress programs.

1. Increased demand for effective approaches.

Threat - lack of funds to pay for them.

Opportunity - attract qualified personnel to progressive agency.

2. Decrease serious problems.

Threat - less support for additional law enforcement personnel.

Opportunity - keep majority of people working at full potential.

IX. Formalized Peer Support Programs to reduce organizational liability.

1. Funds available for crime suppression.

Threat - increased population with lowered crime rates and higher standard of living.

Opportunity - to reduce suffering of innocent victims; to be able to fulfill original mission.

2. Expand entire wellness program.

Threat - creation of more administrators to oversee expanded program will cause less funds for line-level personnel.

Opportunity - more productive employees.

X. Restrictive growth of community.

1. Cuts in monies available to public safety.

Threat - loss of nonessential programs like peer support.

Opportunity - those programs that save money will be retained and supported.

2. Social service programs reduced.

Threat - more unstable persons on the street to confront public safety officers.

Opportunity - Volunteer groups get more involved in assisting those in need.

XI. Large military buildup

1. More crime-prone people in community.

Threat - increase in crime; chance of violent confrontations go up.

Opportunity - more support from citizens for law enforcement.

2. More tax dollars spent in community.

Threat - influx of criminals looking for victims.

Opportunity - expansion of all public safety services, money for nonessential programs.

The Beach City Police Department's internal strengths and weaknesses were then examined. To do this, a survey form was given to a group of individuals inside and outside of law enforcement. The make up of this group included; Police Chief, Fire Chief, City Personnel Director, Training Manager, City Council member, Police Officer, Newspaper Reporter and Local Businessman. They were made familiar with the case organization described above. Their responses were averaged together and are reflected on the capability analysis survey forms in Appendix C.

The capability analysis survey forms, in addition to looking at the case organizations strengths and weaknesses, also looked at how readily the organization initiates or reacts to change. As can be seen in Table 8, the strengths of the organization are much more focused in capabilities than resources. The weaknesses

TABLE 8

ORGANIZATIONAL STRENGTHS AND WEAKNESSES

<u>Less Than Average</u>		<u>More Than Average</u>	
<u>Resources</u>	<u>Capabilities</u>	<u>Resources</u>	<u>Capabilities</u>
Manpower	Flexibility	Turnover	Training
Technology		Community Support	Growth
Calls For Service		Complaints Received	Potential
Facility			Skills
			Attitudes
			Image
			Council
			Support
			Sworn/
			Non-Sworn
			ratio

of the organization are greater in the area of resources. The organization has great amounts of talent and potential but has not been able to either acquire or use the resources in a beneficial way. The unfortunate finding is that with the organization somewhat short in resources, it has not demonstrated a flexibility in being able to overcome this. The organization is somewhat "bogged down" in tradition.

The second rating form displayed in Appendix C supports this tradition-bound theory. Top managers' mentality/personality reject change. They also reject changes in the culture or norms of the organization. There is not one rating for any category in the area of "Seeks Related Change" or "Seeks Novel Change".

If this weakness is not overcome, it does not bode well for this organization to effect a new policy or strategy. Even with high ratings in the capabilities area, until the managers and climate embrace change, any new policy or strategy will be difficult to implement. Both forms again correspond in the area of flexibility with the organization being rated below average in flexibility.

S.A.S.T. (Stakeholders).

A group of eight individuals were asked to look at the idea of stakeholders. There were five sworn and three civilian members. A Police Commander, two Police Sergeants, two Police Officers, Police Records Supervisor, Police Dispatcher and a Clerk. The group was told that a stakeholder was any group of people or person who would affect or be affected by Peer

Support Programs in law enforcement during the next 10 years. The group was asked to look closely for any group that could be "Snaildarters". This is any group that at first would not appear to have any significant impact, but in reality could totally change the way that a person or organization must operate. An initial list of 22 stakeholders was developed.

This list was then reduced to identify only those stakeholders that would have the greatest impact on the issue area. A consensus was reached on those stakeholders listed in Table 9.

TABLE 9

PEER SUPPORT STAKEHOLDERS

1. Courts
 2. Law Enforcement Management
 3. Legislature
 4. Police Labor Unions
 5. City or Local Management
 6. Medical Associations
 7. Police Officer
 8. Insurance Companies
 9. Taxpayers
 10. Local Elected Officials
-

The group then developed an assumption for each of the stakeholders in relation to the Peer Support Program issue.

STAKEHOLDER ASSUMPTIONS

1. Courts will feel defendants are more important than the confidentiality of conversations between police personnel.
2. Law Enforcement Management will be interested in their personnel, but not going to let anything interfere with the operation of the department.
3. Legislature is not concerned because the voters have no strong interest in the issue, so they will allow local control.
4. Police Labor Unions will feel not enough is being done for their "members" to protect them from the stressors of the job.
5. City or Local Management will support any program that will help in the reduction of costs.
6. Medical Associations could potentially work against peer support programs because such programs might infringe on their territory.
7. Police Officers want to maintain their health, but really unsure how effective Peer Support Programs will be.
8. Insurance Programs will support any person or program that shows the potential to reduce their liabilities.

9. Taxpayers fully support law enforcement and what is best for police officers but are not willing to pay additional costs.
10. Local Elected Officials will be very supportive of programs that deal with public safety. Will want local control of programs.

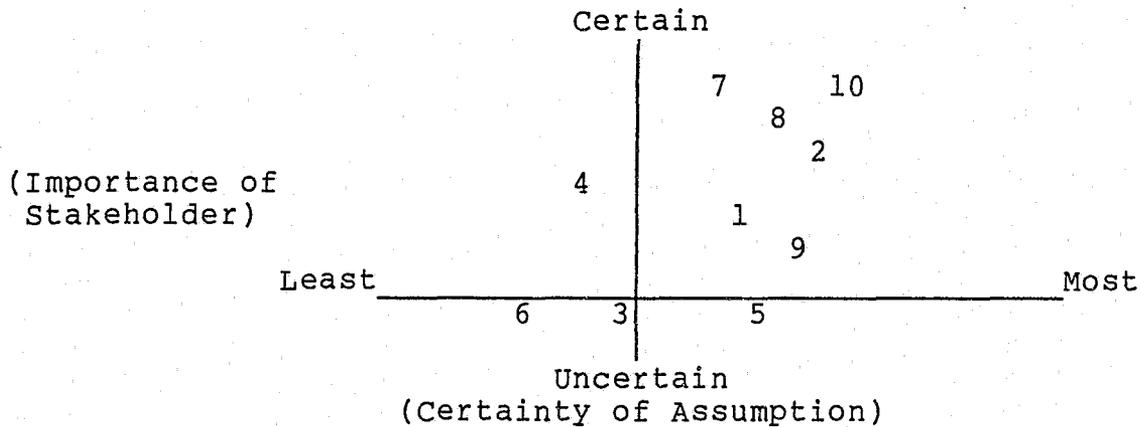
Based on these assumptions, the critical groups were identified as Courts, Law Enforcement Managers, and Local Elected Officials. It was felt that the Medical Associations could be a "Snaildarter." If they became upset with any developments, they could create a large amount of disruptive pressure. Any policy/strategy developed would have to look closely at how it will affect the medical profession, trying to ensure they will not oppose it.

In Table 10, a plotting based on each stakeholder's perceived certainty of his/her assumption and the perceived importance of the stakeholder is shown.

Mission Statement. Two types of mission statements were developed to help guide strategy/policy that was developed for peer support groups in law enforcement. The first mission statement covers the "Macro" mission of the law enforcement organization. The second deals with the "Micro" mission of the law enforcement organization. Both of these deal with the development and implementation of the strategic plan involving Peer Support Groups.

TABLE 10

STRATEGIC ASSUMPTION SURFACING PLOT



GENERAL TO LAW ENFORCEMENT

The general objective is to provide law enforcement service and protection to all citizens by maintaining the general welfare, upholding law and order, and apprehending criminals to maintain a safe living environment.

POLICE DEPARTMENT

The police department will maintain a level of police service for the citizens and visitors of this community that will ensure their safety. The police department will strive to enforce all laws and ordinances fairly, making sure that the spirit as well as the letter of the law is honored. Remember that the people are the police, and the police are the people; we will treat each with dignity.

Modified Policy Delphi. Eight individuals were brought together and asked to assist in the research study with the

development of policies/strategies that could be applied to Peer Support Programs in law enforcement. These eight individuals formed a mixture of police personnel and nonpolice personnel. After being given a review of Peer Support Programs that Deal with Traumatic Events, they were each asked to write a paragraph outlining a policy/strategy statement on the issue. This statement was to look at the issue over the next ten year period. The following eight statements came from this process:

1. With 94 percent of police budgets going to personnel costs, police agencies need to expend more of their time and money to protect these personnel.
2. Professionals need to be trained to work at improving organizational health. Too many of an organization's own policies and procedures cause stress for those who work them.
3. More attention needs to be placed on newly hired police officers. With a heavier work load, specialization, and legal requirements, departments must be sure new hires can handle the stress.
4. Peer support needs to be a part of an overall mental health program for law enforcement.
5. Police departments should join with fire, hospital and other emergency responders to form a peer support network. This could consolidate training programs and reduce costs.

6. Both formal and informal peer support must be recognized by the department. Informal support occurs without a program and will continue after one is started. Departments must recognize and legitimize this.
7. Departments should encourage P.O.S.T. to develop training standards and confidentiality guidelines for peer support. This could help prevent misuse of a program that could result in legal restrictions for all programs.
8. Law enforcement agencies need to sponsor legislation to require all California police agencies to have Peer Support Programs. Funding would be included to pay for the training of personnel and the services of psychologists.

Each member of the group was then given a rating form. With this form, each examined the feasibility and desirability of the policies proposed. These rating forms were then averaged and transferred to a master rating form (See Appendix D).

Looking at the rating forms for policy delphi, the following three alternatives were chosen based on the two highest scores and the one most polarized.

Alternative 4: Peer support part of overall departmental health program (6 points).

Alternative 7: P.O.S.T. should develop training standards and confidentiality guidelines for peer support (5 points).

Alternative 1: Police agencies need to spend more of their own time and money protecting their own personnel (Polarized).

The eight group members were then asked to look at the earlier listed stakeholders and their assumptions in relation to the above three listed policy/strategies (See Table 11).

TABLE 11

Stakeholder Policy Comparison

Stakeholder	Policy/Strategy		
	4	7	1
1. Courts	F	N	A
2. Law Enforcement Management	F	S	S
3. Legislature	N	F	A
4. Police Labor Unions	F	A	F
5. City or Local Management	N	A	A
6. Medical Associations	S	F	N
7. Police Officers	F	S	F
8. Insurance Companies	F	F	A
9. Taxpayers	S	N	A
10. Local Elected Officials	F	A	S

Legend: For = F
 Against = A
 Split = S
 Neutral = N

An examination of this comparison definitely shows that alternative #1 is "polarized." Five of the stakeholders judged against it, while the remaining were either "for," "split," or "neutral." This does not show the strong support needed to proceed with this as a policy/strategy. Therefore it is rejected.

Alternative #7 does not have any of the three most critical stakeholders in support of it. The courts were indicated as neutral, law enforcement managers are split, and local elected officials against. The "snaildarter" Medical Associations is indicated for this alternative. It was felt that this was a reflection of the associations wanting Peer Support Programs to be controlled so as not to be a threat.

Alternative #4, "Peer Support Programs need to be a part of an overall mental health program for law enforcement," is the recommended policy/strategy to take into the next ten years. The three critical stakeholders are in support of the alternative. No stakeholder was against. One stakeholder's (city or local management) neutral position is uncertain. This position will need to be verified along with the legislature's neutral position. If they were to be against this policy/strategy, it could be very difficult to implement it.

As a policy Alternative #4 has support in the proposed law enforcement agency's mission statement to treat people with dignity. This strategy would also allow for the most professional development of a Peer Support Program. It would have legitimate support from professionals in the mental health

field who would provide proper support and guidance to ensure that the programs are properly operated.

There would also be short- and long-term benefits. Peer support will be provided as soon as possible to the line-level personnel who will use it and gain from it. As time passes and the program becomes part of an overall framework, the psychologist or mental health professional will be more accepted by law enforcement personnel. The practitioner will become part of the agency. The larger mental health "wellness program" that develops will give those in law enforcement an increased level of protection from the stress of their jobs.

From objective two, a specific policy has been developed. "Peer Support Programs need to be a part of an overall mental health program for law enforcement." Along with this policy, three key stakeholders were identified who could play an important part in determining if the policy could be implemented. The Beach City Police Department will now have to develop an implementation plan from the information collected in objectives one and two.

OBJECTIVE THREE - TRANSITION MANAGEMENT PLAN

STATEMENT

In this objective, a transition process will be developed to implement a new peer support strategy. This process will ensure that the plan that culminates from the numerous objectives is strategically managed to produce the future normative scenario that was considered most desirable.

The Beach City Police Department wishes to develop a plan to create a Peer Support Program and have it as a part of a larger mental health wellness program for its department. To accomplish this, the police department will have to try and influence certain events that have earlier been identified. It will then have to structure how it is going to deal with certain key players of its organization. While doing this, the department will have to make sure its actions are in keeping with its Mission Statement. The transition process is geared to assist the department in doing this.

METHODS: IDENTIFICATION

CRITICAL MASS is made up of a minimum number of key individuals or groups associated with an organization. The critical mass is not normally composed of one exclusive group, e.g.. Captains, but should be made up of influences.

The influence of these individuals or groups will

determine the success or failure of the organizations plan. If they support the change, success is then likely; if they oppose it, failure may follow. By determining the present positions of these key actors, it will be known which ones will require their position to be modified.

DIAGONAL SLICE. Individuals from within a department representing different ranks and working areas, are brought together. They will discuss implementation and will reach consensus on the proper approach. They will also provide input on responsibilities, policies, and management structure for the plan based on who the critical players are.

RASI (Responsibility, Approval, Support, Informed). Using a data-gathering instrument, two or more people who manage interdependent groups develop a list of actions, decisions, or activities (e.g. form budget, allocate personnel, assign facility), and record it on the instrument's vertical axis.

Working individually, actors in the organization are identified who have some involvement or role concerning each action or decision. They are then identified on the instrument's horizontal axis.

While still working alone, the required behavior of an actor towards a particular activity is charted using these classifications:

- R - Responsibility to see that decisions or actions occur.
- A - Approval of actions or decisions with right to veto.
- S - Support of actions or decisions by provision of resources but with no right to veto.
- I - Informed of action or decision but with no right to veto.

Those who have developed the list of actors and actions now combine their individual work. This is then presented to a group. The group comes to a consensus of the appropriate responsibility chart. All differences must be examined and resolved to get a true picture of how the plan can be implemented. No more than one "Responsibility" can be assigned to an activity.

The benefit of responsibility charting is that it not only defines who has responsibility in implementing a plan, but it also creates an understanding and appreciation of different people's roles and their attitudes towards them.

METHODS: IMPLEMENTATION

CRITICAL MASS . Essentially, this is an analysis of the driving and resisting forces to the proposed changes. Those who could make or break the strategic plan of the Beach City

Police Department were identified as the following fictitious individuals:

- John Howard, Captain, Patrol Division
- Nancy Johnson, Assistant City Manager
- Don Fitz, Chief of Police
- William Allen, Mayor, Beach City
- Philip Stewart, Risk Manager, Beach City
- Michael Earp, Sergeant, Patrol Operations

The chart in Table 12 indicates the perceived current level of commitment each of the critical mass players has toward the strategy to create a Peer Support Program within a larger mental wellness program. The chart also plots the commitment desired of each critical mass player to make the strategy work.

TABLE 12

COMMITMENT ANALYSIS

CRITICAL MASS PLAYERS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
HOWARD		X		O
JOHNSON	X	O		
FITZ			O	X
ALLEN		X	O	
STEWART	X	O		
EARP			XO	

X=Present Position

O=Desired Position

Following is an overview of each of the player's commitment, along with an analysis of why that commitment might need to be shifted.

FITZ Recently appointed Chief of the Beach City Police Department, Fitz was selected from outside the department. His previous experience was as a Deputy Chief of a large metropolitan agency. So far during his short tenure, he has exhibited a tendency to get involved in the inner workings of programs. He has also made several major program changes within the department. There has begun to be some subtle resistance to his many changes. Fitz supports the plan because of his futures orientation. With the start of resistance being shown, however, it will be much more beneficial if he just helped this change to occur.

HOWARD John Howard has been with the Beach City Police Department for twenty-five years. He competed for the Chief of Police job acquired by Don Fitz. Howard's position during the competition for that job was that no real improvements were needed for the police department; it has been fine for the last five to ten years. Howard approaches his job running the patrol division with the following guiding principle: "If something is meant to happen, it will, and that's okay. If it is not meant to happen, it won't, and that's okay too." Howard has no desire

to implement the plan. Since the police department is focused on its patrol division, and most of the personnel to be affected are there, it appears that Howard will be a major player. He is not opposed to the plan; he is just not interested. It appears his commitment level will need to be moved to "make change happen" to really make the plan viable.

JOHNSON

Nancy Johnson has been the new assistant city manager for three months. Activities at the police department are her responsibility as they come to the attention of the city manager's office. It is suspected that her instructions are to bring the cost of public safety in Beach City under control. In her first three months, she has squashed two new police safety programs that needed additional city funds. Since it appears that she will attempt to block the Peer Support Program it needs to be presented to her so that she fully understands the program. Chief Fitz should informally present the facts of the plan and demonstrate that it has the potential to save the department/city enormous amounts of money. Johnson's commitment must be changed to the "let change happen." If it is not, the plan will not be able to move forward.

ALLEN

William Allen has been the Mayor for the last two terms. He has extensive experience in the Beach City environment, holding the city manager's position in

the past. He is very concerned about the fiscal position of the city. He will support any program that has the potential to save money or control costs. With respect to public safety, he generally lets the departments and the city manager "run the show." His influence on the council is evident. When he supports something, the council will generally support it. Allen, like Johnson, will have to be shown informally the benefits of the plan. When this has been done, he will step forward to encourage its implementation.

STEWART

Philip Stewart is an ex-police officer and has been the city's risk manager for ten years. He has demonstrated the attitude that today's cops are no longer mentally tough and wouldn't have been able to handle the job when he was a cop. He feels that all cops who claim a stress retirement are phonies just trying to make a buck from the city because they no longer like what they do. Stewart was instrumental five years ago in having a psychologist retained by the city. This psychologist is available to any city employee for counseling at no charge for the first three visits. The employee may see the psychologist for any reason and the visit is entirely confidential, and Stewart feels that no more services are required for City workers, including public safety. Police officers will not go to use this

psychologist because they distrust him, and Stewart admits that very few police employees use this city service. Stewart needs to be convinced to allow the change to occur. He might be convinced by learning of the cost savings by not having to have police on the psychologist's city retainer fee, and by showing him how the program has the potential to decrease his work load by reducing stress and other related public safety retirements. Stewart will need to change his blocking position for the city manager to accept the plan.

EARP

Michael Earp is a highly motivated police professional. As a sergeant, he is responsible for the Operations section of the Patrol Division. It is logical that the Peer Support Program might reside here. Earp is committed to making the department better. He will support any programs that make the department more professional and improve the capabilities of the personnel. Earp is highly respected by many in the organization. If he supports a program, others will also. Earp is already in the "Help" category and can be expected to do just that. He is the only one in the "critical mass" that will not have to have their commitment level changed.

DIAGONAL SLICE. To successfully implement the Beach City Police Department strategy, the Chief of Police realizes that he must have the best plan possible. To do this while keeping in mind the critical mass commitment needed of the chief, he forms a "diagonal slice" group within the department. This group slices clear across the department, comprising sworn and nonsworn personnel, along with managers, supervisors and line personnel. The chief directs this task force of ten to recommend to him a total plan for implementing a Peer Support Program as part of a total mental health wellness program for the department.

Because the overall implementation plan will be formed by a diagonal slice task force there should be greater participation by all organization members. Since the diagonal slice group is loosely structured, the members should feel free to discuss different approaches. Without any formalized leadership, however, the chief will have to exert some control to keep the task force focused to maintain momentum.

The task force, sliced across the department, should be free from traditional group thinking. As long as the people on the task force are selected because they have individual thinking skills and have the best interests of the department in mind, there should be very little protectionist attitudes. The department plan will not be developed protecting or excluding certain groups within the agency. Instead it will be developed with the best needs of the entire organization in mind.

Through meetings, interviews, and discussions, the task force reaches a consensus on what type of detailed implementation plan the department should have for this policy/strategy. This plan takes into account the five future trends and events, the cross impact of those trends and events, those that should be encouraged, and those that should be discouraged, based on their "actor," or "reactor" status. The task force also incorporates the weaknesses, opportunities, threats and strengths of the Beach City Police Department into the overall plan. Those key stakeholders and the "snaildarter" are addressed in the plan along with ensuring that it meets the department's mission statement. The diagonal slice group then prepares targeted goals and objectives along with time lines for implementation. The plan is then presented to the Chief of Police for his/her acceptance and implementation, modification, or requests for further refinement.

RASI (Responsibility, Approval, Support, Informed). The Beach City Police Chief, upon accepting the detailed implementation plan, assigned two individuals from his staff to develop a RASI instrument. This instrument, and the process associated with it when completed, will provide the control needed within the organization to implement the detailed plan.

The RASI instrument (See Table 13), upon being completed by the two staff members, was presented to the entire management staff of the police department. The particular example in Table 13 is not a complete instrument but only a partial list for identification and information. They then came to a consensus on the entire instrument that is seen.

The management staff has provided for control of the plan. They have agreed on who has the responsibility to perform certain functions to ensure that the plan occurs. As an example of this responsibility, part of the plan calls for letters to be generated to California legislators and law enforcement organizations. These letters ask for support of modifying laws providing medical retirement benefits and that nothing be done to make it more difficult to obtain a justified stress retirement. This has been designated the responsibility of Lt. Adam. Her current assignment is to run the Personnel section of the department. Both Captain Jones, who runs the Services Division which Personnel is part of, and Captain Howard would need to be informed about the letters. Chief Fitz will have to approve the content of the letters and sign them prior to sending them out.

Another example of responsibility, is the peer support training. The R.A.S.I. discussions by the management team of the Police Department placed the control for the peer support segment under Patrol. This gives Captain Howard, who runs the Patrol Division, the responsibility to make sure the proper training occurs for the personnel involved. It also places the need for approving any training regarding peer support on Lt. Snow and Sgt. Earp. Lt. Snow is the patrol operations lieutenant and Sgt. Earp is the operations sergeant in Patrol. Since officers who are "peers" will report directly to Sgt. Earp, he will have to approve their training agenda. Lt. Snow will also have to approve this agenda because of Earp's

reporting relationship to him. Chief Fitz will need to be informed of the training agenda as part of his overall control function.

This R.A.S.I. instrument allows the Department to control the plan. Additionally, it places accountability upon individuals within the department-not so much accountable by name, but accountable by position. This is important for ensuring that not only is this plan given the proper start but also that the department has a commitment to follow-through.

CONCLUSION AND FURTHER IMPLICATIONS

The intent of this project was to try and provide the law enforcement executive with different options and possibilities. At the start of the project, these were focused in the area of Peer Support Programs as they related to traumatic field events. As the project developed in Objective One, the investigator began to see that Peer Support Programs should not be viewed as just isolated programs, but should be considered within a larger context and strategy.

The intent of Objective One was to develop three futures scenarios. Once that was done, the researcher concluded that the "Normative" scenario was the one that would be taken forward in the project. In this forecast, Peer Support Programs at first continued to grow in use in the next decade. There were then set backs in management commitment caused by legislation and other new developments. This all turned around with the major California disaster midway into the decade. From that point on, holistic wellness programs were put in place for public safety employees. Peer Support Programs expanded into many areas beyond traumatic field incidents but remained just one part of an integrated wellness and rehabilitative program.

Objective Two developed a strategic plan for the Beach City Police Department. "Peer Support Programs need to be a part of an overall mental health program for law enforcement." Along with that plan, several policy considerations concerned with

the position of two of the stakeholders were developed. These stakeholders positions would have to be verified and cemented into place. If those stakeholders, city or local management and legislature were not fixed into place, the plan developed in Objective Two could be severely threatened.

Objective Three provided the process for developing and managing an implementation plan for the strategy. The steps used were critical mass (identification of key power bases and their commitment), diagonal slice (plan development), and Responsibility Charting (control).

To have a successful program, the data from this project would suggest that Peer Support Programs in public safety agencies should be incorporated into larger mental health or wellness program. The wellness program would be similar to an Employee Assistance Program. It would provide a list of human services to employees who experience trauma or crises on their jobs. What will be different is wellness programs will combine both preventive and reactive or rehabilitative methods. There must be diversity of techniques and programs, allowing personal choice in selecting those most appropriate for each individual.

One projection that was collected through the NGT process is questionable. That data had to do with E3 (Event 3) "Weapon is perfected with the range and accuracy of a handgun that totally incapacitates a person, but leaves no injury." In Table 7, it shows a -6 in the impact of the issue area. This was the consensus of the NGT process. The investigator questions

whether a weapon that does not kill people would negatively impact Peer Support Programs that deal with traumatic field events. Just the opposite would appear to be the outcome. No longer would an officer suffer that terrible emotional trauma of having taken someone else's life. Thus, peers would just have one less area in which to focus.

One may argue that a lot of what Peer Support Programs deal with would no longer be there under these circumstances. There would be no more cops killing people and dealing with the psychological stress through the help of peers. It is hard to believe that this would have an overwhelming negative affect. Obviously, other stressors or calamities in public safety would still exist and losing one is not going to negatively affect this area.

It must be remembered that the most important component of public safety is the people who work there. When they face severe crises they need to have peers who are available to hear their problems and provide support to overcome any stressful event. The loss of weapons that kill will not change that overall need.

An area that seemed to fail in being brought out in this study was the rating of success or failure. It was never really addressed about how a department would determine if its Peer Support Program was succeeding or not. A future strategy was developed, but how would the Beach City Police Department know if it succeeded or not? Some of the ways that this might be accomplished is to monitor absenteeism before and during intervals of the program. Another way to do this would be to

look for any changes in measurable productivity.

So what implications does the study bring out for the issue area? A major portion of the "Normative" scenario is likely to happen. There will eventually be a major disaster in California. Peer Support Programs will be sub-parts of larger mental health wellness programs or EAP'S. These programs will combine both preventive and reactive services. They will also involve all public safety workers, not just sworn peace officers. Larger agencies and cities will have self sufficient programs, but smaller communities will have to share and merge to get a complete wellness program.

Based on this study, the researcher would recommend the following actions be taken by any public safety agency involved in Peer Support Programs:

1. Select a name for your program that does not use "counselor" in it. To this researcher it appears that use of "counselor" can lead to a belief that the program is supplanting professionals instead of providing one-on-one help and listening.
2. Training for those involved in Peer Support Programs is critical. Special emphasis must be placed on the helping relationship of those who are a part of Peer Support Programs and the development of skills to give that help.
3. A mental health professional must be involved in Peer Support Programs. That involvement should include the selection of trauma team members, initial training, and follow-up training and review.

4. Peer Support Programs should be used in the widest number of situations possible. If there is any chance of trauma to the employee, the program should go into effect.
5. Make sure that written policies regarding Peer Support Programs state what is confidential and what is not. Police are sworn to uphold the law, so management cannot allow everything to be confidential. Clearly stated policy in this area will prevent many misunderstandings.
6. Agencies should look to combine public safety personnel into peer support trauma teams. In the event of a major disaster, there will be a need to cut across agency lines to provide help. Through preparation and cross training now, this can be easily achieved when the need arises. This would not only work for inter-jurisdictional public safety workers (i.e. Peace Officers, Firefighters, Hospital Workers, etc.) but also regional cooperation.

There are several areas where the researcher believes that further study would benefit the development of Peer Support Programs and give a better understanding to their application:

1. How do Firefighters, Paramedics, and Hospital Workers cope with trauma?

2. What are the financial benefits to an organization in having a complete wellness program?
3. What situations should a mental health professional come out into the field to work with a peer support or trauma team?

To paraphrase an Afro-American folksong, "the balm for all of our injuries will be found when we reach the City of Gildea." Peer Support Programs are not the mythical City of Gildea. They can make the work place more healthy and productive. They can cut into the unbelievably high costs of medical retirements and benefits, they will not cut all costs or overcome all the disabilities that stress produces.

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APPENDIX A

The following is a list of questions dealing with Peer Support Programs. These are programs made up of Public Safety workers, who as a consequence of major work - related trauma, assist fellow workers in dealing with the impact of these incidents. As a respondent, I am asking you to look at your answers in a futures context. Set your thoughts to answer these questions on what the make up of peer support will be by the year 1998.

1. In the decade ahead, do you think police agencies in California will increase or decrease the use of Peer Support Programs to assist officers to cope with major trauma experiences?
2. Why do you think the use of the peer support strategy will increase or decrease in California law enforcement by the year 1998?
3. Will peer support programs remain reactive or become preventive in nature?
4. What type of work-related events or incidents are likely to result in the use of police peer support programs in the decade ahead?
5. What will be the most likely composition of future peer support teams in California police agencies?
6. What selection criteria do you expect to prevail by 1998 for members of police peer support teams?
7. What training requirements do you expect might be required by 1998 for members of police peer support teams?
8. Do you expect larger "official" agencies (e.g., Federal, State, or County government, or Criminal Justice Associations) to establish guidelines for the selection, training, and use of Peer Support Programs in the next ten years?
9. Do you envision by 1998 that health agencies, medical associations, or insurance groups will be taking a position for or against the use of police Peer Support Programs?
10. What external factors (e.g., legal rulings on issues of confidentiality or financial liability) will impact the use of police Peer Support Programs by 1998?

11. Will stress related disability claims for public safety workers continue to increase?
12. What agency innovations do you anticipate by 1998 to help public safety workers in California cope with major trauma experienced while on the job? (e.g., Smaller communities developing a combined peer support team for all public safety workers - police, fire, paramedics, health trauma teams, etc.)
13. What size agencies will be involved in Peer Support Programs in the year 1998?
14. How do you see Peer Support Programs fitting into the whole concept of Stress Management and Wellness Programs in 1998?
15. To what extent do you think the private sector will become involved?

TREND SCREENING FORM

CANDIDATE TREND	For the purpose of top-level strategic planning, how valuable would it be to have a really good long-range forecast of the TREND?			
	Very Priceless	Very Helpful	Not Very Helpful	Worthless
Stress related retirements from law enforcement jobs.				
Interest in physical fitness and its relationship to an individuals total being.				
Automation as a controlling force.				
Managerial interest in the well being of employees.				
Citizen demands for public services.				
Personal lawsuits against institutions and their personnel.				
The use of psychological services afforded to public safety.				
Societies emphasis upon proactive or preventative stress programs.				
Management/Rank and file problems or disputes in law enforcement organizations.				
Formalized peer support programs to reduce organizational copeability.				
Cultural differences that influence how individuals view each other as peers.				
Relationship of restrictive public safety funds to the value of programs that reduce costs.				
The public safety medical retirements related to costs.				
Relationship of non-sworn personnel in law enforcement to the impact of job stressers.				

EVENT SCREENING FORM

CANDIDATE EVENT

For purposes of top-level strategic planning
how valuable would it be to have a really
good long-range forecast of the EVENT?

Very Not Very
Priceless Helpful Helpful Worthless

Legislation enacted to severely
restrict the use of stress
retirements in public safety.

All 18 year olds are required to
provide at least two years
service to the government, either
in military or public safety.

California sales tax increased
2% with increase going to public
safety programs.

Labor Unions agree to tie
benefits to worker productivity.

An effective chemical treatment
for stress is found.

Major catastrophic event occurs
within the State of California,
requiring majority of public
safety personnel for at least
one week.

The American Medical Association
approves criteria defining the
symptoms of stress and the
treatment needed.

Weapon is perfected with the
range and accuracy of a handgun
that totally incapacitates a
person, but leaves no injury.

Laws requiring binding
arbitration for public safety
are enacted throughout California.

EVENT SCREENING FORM

CANDIDATE EVENT

For purposes of top-level strategic planning, how valuable would it be to have a really good long-range forecast of the EVENT?

Very Not Very
Priceless Helpful Helpful Worthless

Pleasure enhancing and addictive drugs achieve a level of social acceptability, comparable to that of alcoholic beverages.

Development of a medical cure to alcoholism and drug addiction that permanently eliminates addiction.

US Courts allow winning parties to collect attorney's fees from losing plaintiffs in civil litigation.

State of California court decision prohibiting any confidentiality for information learned by law enforcement employees.

Statewide guidelines will be set for the selection and training of public safety personnel involved in peer support.

CAPABILITY ANALYSIS: RATING 1

Instructions

Evaluate for each item, as appropriate, on the basis of the following criteria:

- I Superior. Better than anyone else. Beyond present need.
- II Better than average. Suitable performance. No problems.
- III Average. Acceptable. Equal to competition. Not good, not bad.
- IV Problems here. Not as good as it should be. Deteriorating. Must be improved.
- V Real cause for concern. Situation bad. Crisis. Must take action to improve.

Category	I	II	III	IV	V
manpower				XX	
technology				XX	
equipment			XX		
facility					XX
money			XX		
calls for service				XX	
supplies			XX		
management skills			XX		
P.O. skills		XX			
supervisory skills		XX			
training			XX		
attitudes		XX			
image		XX			
council support		XX			
C.M. support			XX		
growth potential	XX				
specialties			XX		
mgnt. flexibility				XX	
sworn/non-sworn ratio		XX			
pay scale			XX		
benefits			XX		
turnover		XX			
community support		XX			
complaints received		XX			
enforcement index			XX		

CAPABILITY ANALYSIS: RATING 2

Instructions

Evaluate each item for your AGENCY as to what type of activity it encourages:

- I Custodial - Rejects Change
- II Production - Adapts to Minor Changes
- III Marketing - Seeks Familiar Change
- IV Strategic - Seeks Related Change
- V Flexible - Seeks Novel Change

Category

TOP MANAGERS:	I	II	III	IV	V
Mentality Personality	XX				
Skills/Talents		XX			
Knowledge/Education			XX		
ORGANIZATION CLIMATE:					
Culture /Norms	XX				
Rewards/Incentives			XX		
Power Structure		XX			
ORGANIZATION COMPETENCE:					
Structure		XX			
Resources		XX			
Middle Management		XX			
Line Personnel			XX		

RATING FORM FOR POLICY DELPHI

Alternative 1: Police agencies need to spend more of their time and money protecting their own personnel.

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	Score=3
Desirability	VD (3)	D (2)	U (1)	VU (0)	

Alternative 2: Professionals need to improve organizations. Police organization's own policies and procedures cause stress.

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	Score=3
Desirability	VD (3)	D (2)	U (1)	VU (0)	

Alternative 3: New hired police officers need to have ability to handle stress.

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	Score=4
Desirability	VD (3)	D (2)	U (1)	VU (0)	

Alternative 4: Peer support part of overall department mental health program.

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	Score=6
Desirability	VD (3)	D (2)	U (1)	VU (0)	

Alternative 5: Joint emergency responder peer support network. Help with training and costs.

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	Score=3
Desirability	VD (3)	D (2)	U (1)	VU (0)	

Alternative 6: Department must recognize informal peer support.

Feasibility	DF (3)	PF (2)	PI (1)	DI (1)	Score=4
Desirability	VD (3)	D (2)	U (1)	VU (0)	

Alternative 7: P.O.S.T. should develop training standards and confidentiality guidelines for peer support.

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	Score=5
Desirability	VD (3)	D (2)	U (1)	VU (0)	

Alternative 8: Legislation requiring and paying for peer support programs for law enforcement.

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	Score=3
Desirability	VD (3)	D (2)	U (1)	VU (0)	

Feasibility:

- Definitely Feasible no hindrance to implementation
no R&D required
no political roadblocks
acceptable to the public
- Possibly Feasible indication this is implementable
some R&D still required
further consideration to be given to
political or public reaction
- Possibly Infeasible some indication unworkable
significant unanswered questions
- Definitely Infeasible all indication unworkable
unworkable
cannot be implemented

Desirability:

- Very Desirable will have positive effect and little or
no negative effect
extremely beneficial
justifiable on its own merits
- Desirable will have positive effect, negative
effects minor
- Undesirable will have a negative effect
harmful
may be justified only as a by-product
of a very desirable item
- Very Undesirable will have a major negative effect
extremely harmful