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AN HISTORICAL COMPARATIVE ANALYSIS  
OF POLICE CHAPLAINCY  
AND A DEVELOPMENT PLAN

MARY HINCKLEY  
PEGGY DENT

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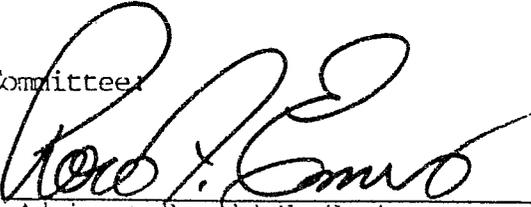
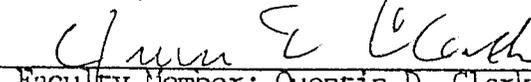
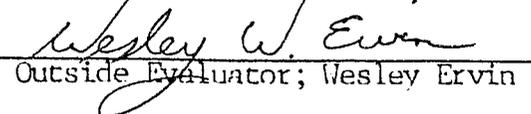
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Students' Names: MARY HINCKLEY  
PEGGY DENT

Thesis Title:

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Thesis Committee:

1.   
Advisor; Ronald F. Ennis
2.   
Faculty Member; Quentin D. Clarkson
3.   
Outside Evaluator; Wesley Ervin

## THE ABSTRACT

### Chapter 1

This paper summarizes research information on the subject of police stress and the need for adequate coping mechanisms in that profession. One suggested coping mechanism is the development of a higher spirituality among officers, through a police chaplains program.

Police chaplaincy is then compared to military, prison, and hospital programs with an emphasis on First Amendment issues. A national overview of various types of police chaplains programs, including their history and organizational structure, is then presented.

### Chapter 2

Finally a new and unique chaplaincy program, called Officer Alive!, is critically evaluated, and a development plan is presented to assist Officer Alive! in identifying its organizational weaknesses, and in establishing its funding base through a business plan.

It is the hope of the authors that this paper will be of value to Officer Alive!, as well as other, yet undeveloped police chaplaincy programs.

## Dedication

This book is humbly dedicated to the memory  
of the men and women  
who have died while faithfully performing  
the duty to which God called them



TABLE OF CONTENTS

(Page 2)

CHAPTER 2     A DEVELOPMENT PLAN 1985-1987

	Page
I.     SAMPLE SELECTION AND METHOD OF COLLECTION .....	94
II.    ORGANIZATIONAL ASSUMPTIONS .....	95
III.   BACKGROUND AND HISTORY .....	96
IV.    UNIQUENESS OF THE PROGRAM .....	102
V.     CURRENT ORGANIZATIONAL STRUCTURE .....	103
VI.    SHORT-TERM GOALS .....	108
VII.   LONG-TERM GOALS .....	109
VIII.  SITUATIONAL AND ENVIRONMENTAL ANALYSIS.....	111
IX.    CLIENT/PROGRAM EVALUATION .....	126
X.     ACTION PLAN .....	126
APPENDICES	
BIBLIOGRAPHY	

APPENDICES

APPENDIX I

Officer Alive! Inc. Board Members

APPENDIX II

Long-Range Planning Committee Members

APPENDIX III

Policy Statement of Board and Management Responsibilities

APPENDIX IV

Policy Statement of Specific Functions of Board and Management

APPENDIX V

Washington County Law Enforcement Agencies

APPENDIX VI

Long-Range Planning Interviewees

APPENDIX VII

Questionnaire - Strategic Development Planning Process

APPENDIX VIII

Letter to the Community (from Police Sergeant and Board Member)

APPENDIX IX

Officer Alive! Budget - Phase 1 through 4

APPENDIX X

Model: Client Evaluation Form

APPENDIX XI

Management Systems Development

APPENDIX XII

Future Facilities Development

APPENDIX XIII

Certificate and Articles of Incorporation

AN HISTORICAL COMPARATIVE ANALYSIS  
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CHAPTER 1

AN HISTORICAL COMPARATIVE ANALYSIS  
OF POLICE CHAPLAINCY

## I. INTRODUCTION

This document is intended to provide broad strategic direction to Officer Alive! Inc. for the next three years with the intention that it should be updated at least annually. To achieve this end, an analysis of its current organizational status is included along with problem identification and recommendations for improved operations. This information was obtained through formal and informal interviews, questionnaires, attendance at meetings, and other pertinent functions and access to corporate files.

## II. THE PLANNING PROCESS

The planning process consisted of a board committee charged with reviewing the immediate past and present of Officer Alive! Inc., considering various developmental alternatives and generating recommendations for the organization's future. Various committee members met from August, 1984 to January, 1985 and reviewed a variety of information generated from surveys, staff interviews, and related material. Members of the committee and participants are identified in Appendix II.

## III. SCOPE AND APPROACH

### Scope

The key issues facing the organization were identified and recommendations were developed towards addressing these issues. All aspects of Officer Alive's! future were purposely not addressed

recognizing time and process limitations. These additional issues should be addressed in succeeding planning cycles and as the organization's progress is evaluated.

Included in this report are general observations of Officer Alive! as well as its background, history, and an organizational analysis of the program. This includes a summary of short and long-range goals, a situational and environmental analysis, and a description of current organizational structure. In addition, personnel are identified along with their scope of responsibility. The current and proposed financial considerations are reviewed and finally, the problems that were identified along with recommendations are included.

The following thesis is written from an "Ecumenical Christian" view point. The given of this perspective is that the statements in both the New and Old Testaments of the Bible are true. Therefore, no attempt will be made to prove (through scientific method or logical arguments) the historic events, the principles, or concepts, quoted or paraphrased from the Bible.

#### Approach

The planning approach was to establish the organization's general philosophy, purpose, roles, and goals, and to analyze the most pressing functional issues which were determined to be:

- \* Basic fund development,
- \* Financial viability,
- \* Standard operating procedures,

- \* Management and organizational systems development,
- \* Ecumenical position,
- \* Chaplain training program development,
- \* Client/program evaluation.

#### IV. DEFINITIONS

##### Christian

Christians are people who substantially believe in the truth as stated in the writing of both the New and Old Testaments of the Bible. Furthermore, Christians believe that Jesus is the risen Lord and savior of the world.

##### Chaplaincy

Chaplaincy and ministry are words used to describe an organized effort to reach a person or persons with ecclesiastical information.

##### Ecclesiastic

Ecclesiastic and ecclesiastical are words which refer to the religious beliefs, doctrines, practices, and organizations of groups of people.

##### Ecumenical

Ecumenical is a word which refers to the whole body, or unified collective, of Christian organizations without regard for denominational doctrine.

##### Government

Governments are defined as any formally organized and recognized body of persons whose primary budgetary support is secured through

the taxing structure of either the state or federal system and whose primary purpose is governing the business of either an individual state, political subdivision thereof, or the United States.

#### Non-Christian

Non-Christians are persons who do not believe in either the New Testament of the Bible or its central figure, Jesus, but rather hold some other form of spirituality or are atheists. Non-Christians would include: members of the Jewish and Islamic faiths, Buddhists, Moslems, and other diverse religious groups.

#### Police Chaplain

A police chaplain is any person whose role, function, or purpose is to provide spiritual information or counseling to members of a police department, the family of personnel, or to assist police officers in dealing with the ecclesiastical needs of the community. Police chaplains are also recognized members, or associates, of the police department they serve. They receive specialized training in counseling, the criminal justice system, and ecumenical issues.

### V. NEEDS ASSESSMENT

#### Introduction

It is the intent of the needs assessment to review and summarize the vast amount of information found in the literature related to the subject of police stress, in an attempt to establish a foundation for the claim that:

- \* Stress is ubiquitous.

- \* It is inherent in the police profession.
- \* It has debilitating physical, social, mental, and emotional side effects.
- \* It often results in harmful coping mechanisms.
- \* There is a need for professional intervention in dealing with sources of, and reactions to, stress.

The needs assessment has been divided into six categories. The first section, The Source of Police Stress, briefly describes stress factors which are common to most occupations but focuses on other factors which are unique to law enforcement.

The second section, The Results Of Stress, describes the manifestation or results of the entire gamut of stressors described in the first section. Isolation and divorce are common social disorders associated with stress overload. Physical reactions include: a variety of health problems, alcoholism, and drug addiction, while suicide, depression, and callousness are mental, and emotional by-products of unresolved stress.

The third section entitled Coping Mechanisms, examines a wide variety of potential stress reduction techniques and resources. Including meditation, physical exercise, formal counseling, informal self help groups, and spirituality.

The following section, Careers in Law Enforcement, gives a biblical explanation of officers' motivations to enter and remain in law enforcement careers. This Biblical perspective is then contrasted to a psychological theory that reduces motivation to a physiological response to adrenalin, known as Job Addiction.

Based on the Biblical foundation established above, the following section is entitled The Role of Spirituality, and describes the impact of working with the dregs of society and repeatedly witnessing mankind's own inhumanity, without the knowledge that there is a higher power. This section then, further establishes the need for a link between God and members of the law enforcement community.

Finally, the sixth section of the needs assessment, The Role of the Police Chaplain, describes; in very general terms, the role of the police chaplain in aiding the development of spirituality among officers. Various types of police chaplains programs will be examined in detail later in Chapter 1.

#### The Source of Police Stress

It is a well established fact that police work is fraught with stress. However, police officers are not unlike other workers when evaluated on the issue of stress in the work place. Some occupations, obviously, have higher stress levels than others, but all jobs produce some form of stress in the worker. One researcher made the distinction between stress and distress; defining stress as normal and beneficial while distress was abnormal and debilitating. (Kroes, 1980).

These distinctions may be important in research which is focused on stress itself, but is beyond the scope of this research. Suffice it to say that occupational "stress" is ubiquitous and that several common causes or "stressors" have been identified within the work

place. Following is a list of those common stressors which police officers share with other occupations as identified by William Kroes, in his research. (Kroes, 1980 p. 66).

- \* Administration
- \* Job conflict
- \* Second jobs
- \* Inactivity
- \* Shift work
- \* Inadequate resources
- \* Inequities in pay and job status
- \* Organizational territoriality
- \* Job overload
- \* Responsibilities for people

It is easy to imagine several occupations which fall into many of these categories. For example, firefighters, nurses, and transit employees do shift work, have responsibility for others, generally have low status, and inequity in pay. Many of these people are employed in second jobs and frequently are involved in labor conflicts over the issues of inadequate resources, job overload, and administrative problems. Inactivity and isolation are common complaints of forest service fire-spotters while census takers, and door to door salespeople suffer from organizational territoriality. However, with the exception of law enforcement, it is difficult to think of any occupation which falls into all of these categories.

In addition to the stressors shared with other occupations, police officers are faced with several job stressors which are unique to their profession. These unique stressors are listed below:

- \* Job ambiguity
- \* Negative public image
- \* Line of duty crisis situations
- \* Police involved shootings
- \* Courts

Of all the shared and unique job stressors found in law enforcement however, the two which have the most pervasive influence are job ambiguity and negative public image.

#### Job Ambiguity

One researcher (Kroes, 1980, p. 90-91) described the impact of job ambiguity as follows;

...the myth that policing draws the psychotic, disturbed personality should be dispelled. As research studies have shown, the mental health, personality makeup, and social concern of police recruits is above average. It is the pressures of the job, the stressors, which cause the young and healthy individual police officer to develop neurotic and maladaptive behavioral patterns. Too much effort, money and attention has been spent in selection and screening measures for police candidates (in hopes of eliminating the potentially psychotic), and too little effort has been expended in considering the organizational and community stressors on police, which turns a good man bad, and means by which these stressors can be eliminated.

Officers usually begin their career with the attitude that they have entered a helping profession. This attitude is reinforced in academy training where they are taught to be "peace officers." They

are also taught the importance of defending individual liberties and the rights and privileges contained in the U.S. Constitution. Additionally, they learn techniques of crisis intervention and emergency medical procedures. This all combines to create a strong personal and professional image of helpers or public servants. Consequently, in the beginning of their careers, officers are often found to be too innocent, too trusting, or too idealistic, but they are seldom faulted for being insensitive, callous, and uncaring.

These recruits are idealists, who have chosen a profession, which they hope will enable them to have a positive impact on society. However, in order to properly perform their jobs they must know in their own minds, and have accepted the responsibility (on a personal level) that they may be called upon to use deadly physical force. Until you personally have made such a decision you can not understand the tremendous weight and responsibility of that decision. This then immediately creates job ambiguity since they see themselves as helpers and peace keepers, but they also know that they may someday have to use deadly physical force. This flies in the face of their helping image. No other profession, including soldiers and executioners combine these two roles into one function, and the uncertainty of which role they may play in the next moment is a problem totally unique to law enforcement.

#### Negative Public Image

Since officers view themselves as helpers, it comes as a rude awakening when they first encounter a hostile, sometimes hateful

public, which maintains and promulgates a contradictory view of them as individuals and as professionals.

Our research into the stress caused by this negative public image has revealed that this is a major area of conflict. It goes hand in hand with the role crisis described earlier, but it creates its own unique kind of stress reaction. To a large extent a negative public image results in the isolation known as the "them and us syndrome" which has a debilitating social impact on officers and their families.

Many officers complain (usually to each other) that their public image causes a great deal of unresolved stress. An officer can be a hero on one call and ten minutes later have half a city block throwing bottles at him or her. Officers complain that constantly going from good guy to bad guy, depending on the type of contact they are having with the community, is frustrating.

Since police work is reactive in nature, the public's view of police officers, as individuals, is dependent more upon the public's behavior and conduct than on the officers. Their image does not relate to how well he or she does, or does not do their job. It depends almost entirely on the communities or individuals' attitudes. Admittedly, officers can have some effect on the public's attitudes through good police community relations, by maintaining a professional manner, and extending general courtesy, whenever possible, but these techniques alone are rarely enough.

Arresting someone for drunken driving, or a municipal warrant, advising a parent that their child has been picked up for shoplifting, delivering a death message, or issuing a traffic citation, are not ways to win popularity contests.

However, if this were simply a matter of some people not liking police officers, the stress would not be nearly as damaging. Unfortunately, some people are more than willing to publicize their feelings and to act upon them in the form of: filing false complaints, suing the department and officer, assaulting the officers and in the worst example, expressing their dislike, hostility, and hatred, by killing the officers.

In a recent study done by the National Institute of Justice (Schmidt, January 1985) the on-duty deaths of 1,365 public safety officers were analyzed. That analysis revealed that, of the 512 law enforcement officers killed by gun shots: 75 of these killings occurred during routine traffic stops; 59 in handling simple disturbances; 32 in investigating suspicious persons or vehicles; 27 while serving a warrant or eviction notice; and 16 while investigating a misdemeanor. These are not the dramatic events of which most prime-time police work is made. Rather they are the day to day common events which make up the bulk of most real police officers routine.

However, they can be and frequently are just as lethal as investigating a person with a gun (34 deaths), handling a robbery (71 deaths), or arresting a felon (49 deaths). The realization that

there are many people who do not look upon police officers as helpers and peace keepers, and who are ready, able, and willing to act out their feelings of hatred is a horrendously stressful, and unique police problem.

August Vollmer (Kroes, 1980, p. 119) summarized the public's image of police officers this way:

"The ideal police officer could possess to his advantage the following: the wisdom of Solomon, the courage of David, the strength of Sampson, the patience of Job, the leadership of Moses, the kindness of the Good Samaritan, the strategy of Alexander, the faith of Daniel, the diplomacy of Lincoln, the tolerance of the Carpenter of Nazareth, and finally an intimate knowledge of every branch of the natural, biological and social sciences. And if he had all this, the public might accept him as a good policeman."

#### Line of Duty Crisis Situations

In addition to the common stressors shared with other occupations and the stressors of job ambiguity and negative public image as described above, there are the problems associated with routinely handling other people's tragedies. Bullard, put it this way;

There are just so many tragedies that anyone of us can face. It makes little difference that the tragedies you deal with as a police officer are the tragedies of other people. You are a member of the human race and as such you cannot help but be effected by what happens to other human beings.... Any person who is required to deal with human tragedies is effected sooner or later. It may be significant that physicians have a higher than average divorce and suicide rate. It is certainly significant that some psychologists and other psychotherapists become so depressed by the problems of their clients that they sometimes change professions. All people in the 'helping' professions who deal with crises run the risk of becoming either callous or depressed. (Bullard, 1980, p.36).

## Police Involved Shootings

Another stressor unique to policing, which relates to job ambiguity and negative public image, is the potential of being involved in a shooting situation. Even though a very small percentage of officers are actually required to use the weapons with which they train so faithfully, the potential is always present. All officers have heard the tales of post shooting trauma, abuses in court, and the many social and emotional side effects of such an event. Although all officers at some point in their careers have had to face the potentiality of this type of situation, very few look forward to it, most dread the thought, and for the typical officer, it is a continuous underlying source of stress.

In describing this stress, one officer who had never been involved in a police shooting, confessed: to repetitive nightmares involving a variety of shooting scenarios all of which were losing battles. These dreams described as terrifying and frequent began almost immediately after being hired and have continued throughout his eight and a half year career. (Information provided in a confidential interview with a Washington County law enforcement officer).

All officers who are involved in a shooting situation are immediately exposed to the psychological trauma of being on the other side of the law enforcement encounter.

"The officer is, in a sense, cut off from his support system. In order for the criminal justice system to work properly, the officer is almost considered guilty until

proven innocent. On the other hand, the perpetrator has the sympathy and support from the public, and the civil right of being innocent until proven guilty, as upheld by the law of the land." (Kroes, 1980, p. 79).

To satisfy the legal requirements of both federal and state statutes, these officers are interviewed and questioned as though they had committed a homicide or felonious assault. Many states, in fact, require the officers to be charged with homicide or assault and leave the legal decision, as to the justification of the action, to the Grand Jury.

To exacerbate the problem these officers are read their Miranda rights, have their weapons confiscated, are suspended from duty, and are isolated from their peers at a time when they need peer support more than ever.

A police shooting no matter how justified always results in press coverage and a great deal of attention. This attention is often very hostile in nature, and is directed toward the involved officer, and unfortunately, this all takes place in the wake of a highly traumatic event.

In this process, it is not uncommon for a Grand Jury to take a week or more to produce a True, or Not True bill, and through it all other officers, administrators, press, and members of the public are speculating about the circumstances surrounding the event. The officer also speculates, and reviews the event over and over again until it has replayed in his or her mind from every imaginable perspective.

Indeed, "The police officer is aware of the ramifications of these principles in police work. Nonetheless, the officer experiences great trauma when he becomes a victim of these circumstances while trying to fulfill his duty in law enforcement." (Kroes, 1980, p. 79).

As an illustration and a parting comment about the stress caused by police involved shootings we offer this editorial statement from Law Enforcement Technology magazine:

Officer Stephen Sullivan of the New York City Police Department Emergency Services Unit has been indicted for second-degree manslaughter in the shotgun shooting of Eleanor Bumpurs, a mentally unstable, knife wielding 66-year-old woman who the unit had been called by the city housing officials to evict. The unit was told that Mrs. Bumpurs had been resisting eviction and might be boiling lye to throw on them. (In a cruel irony, the City was supposed to have been paying her rent but hadn't.)

Officer Sullivan's indictment came in the wake of another grand jury decision not to indict Bernhard Goetz for manslaughter or reckless endangerment in shooting four youths on the subway who asked him for \$5.00. Goetz who received much public support, was indicted instead for illegal possession of a weapon.

'Goetz is virtually exonerated and an officer is indicted for doing his duty,' commented New York PBA president Phil Caruso. It is hard to avoid the conclusion that civilians have been granted a hunting license, while police have been put on notice that their assailant always has the right to first blood. (Neiss, 1985, p. 4).

### Courts

Another source of unique police stress is found in another component of the criminal justice system; i.e. the courts and the corrections division. Police officers take quite seriously, the cases they investigate, since they are never spared exposure to the

worst aspects of the criminal events. Victims are still bloody, injured, in pain, and in shock, when the officers first make contact. Often these people, being injured, frightened, and vulnerable, are in disbelief that such a horrible thing could have happened to them. Even being the victim of a crime as seemingly nonthreatening as a burglary can produce negative physical and psychological reactions in victims, such as vomiting, nightmares, apprehension and generalized fear. (From an HBO film entitled, Victims, 1983). Therefore, as the relationship between officer and victim continues over a period of time, the officer begins to empathize with the victim.

Often however, they are also called upon to justify why the legal system had failed to prevent the crime. The victims dissatisfaction and hostility toward the system in general is often personalized toward the officer since the officer is the visible representation of the whole system. In the mind of the victim, the officer should have prevented the crime or tragedy from occurring. The victim might be thinking it is the officers' responsibility to arrest the drunken drivers before they kill someone, to arrest the burglars before they break in, and to make the streets, parks, and subways safe from rapists and muggers.

When an arrest is made the officer is often exposed to the worst behavior in the person he or she is arresting. The arrest may involve a fair amount of personal risk. It may have taken long and difficult hours to develop leads, write reports, locate the suspect, and finally to make an arrest.

Generally speaking, persons arrested for crimes are often hostile, uncooperative, abusive, accusatory, angry, and threatening, and it is toward the arresting officer that this hostility is directed. These people are often dirty, unkempt, emotionally explosive, physically ill, or suffering from drug or alcohol withdrawal. In short, they are at their absolute worst, but this behavior and appearance will be quite the opposite when they appear in court.

The arrest does not however, conclude an officers' responsibility for the case. The officer, with the help of the prosecuting attorney (and often this is very little help, indeed) must present the investigation to a judge or jury. During this presentation the defendant is not required to utter one word in his or her own behalf. But on the stand, the officer is exposed, to insults and accusations, both personal and professional. The prosecuting attorney may or may not intervene in these attacks depending on the particular strategy upon which the case is being tried. At any rate, if the officer had not taken the case personally before the trial, he or she undoubtedly will feel personally involved in the case by the time it is adjudicated.

On the other hand, when a case is plea bargained or dismissed, it often is the officer who must explain the inner workings of the judicial system to the victim. When defendants receive suspended sentences for third, fourth, and fifth offenses because of overcrowding in the jail, it falls on the officer to try to explain the justice in the justice system.

In addition to the credibility problems created by the courts and correctional divisions, the officers feel as though all their work is for naught. They know that many of the persons placed on probation or parole will return to the same pattern of criminal behavior preceding the arrest and they also know that the cycle of victimization will continue.

If this were a rare or isolated situation an officer might be able to discount it, in jest, as job security, but with its present frequency of occurrence it more closely approximates job overload. Frustration with the courts is continually cited in police stress research as one of the major sources of stress.

#### Summary of the Source of Police Stress

It is clear from the preceding review of the literature that police officers suffer from a variety of stressors. Some of these are common to the work place and others are unique to the law enforcement profession. Of the unique stressors some of the most debilitating have been described in some detail above. However, this is not intended to be an exhaustive list of all stress factors in policing nor is this the primary focus of this research. Let us summarize then, this section on the source of stress with a quote from William Kroes.

Scientific research reveals that law enforcement is one of the country's most stressful occupations in terms of overall impact on the individual officer's physical and mental health, as well as his personal relationships. Strong legal and social pressures to inhibit or control

their emotions, dealing with the immediate image of 'Super Cop' and fear of having signs of internal stress, interpreted as personal weakness, are cited as contributing to the high rate of alcoholism, barbituate and amphetamine use, and suicide among patrol officers. (Kroes, 1980, p. 69).

### The Results of Stress

In the previous section we examined several shared and unique job stressors experienced by police officers. In this section we will describe the reactions to, or results of, this stress. Like the stress itself, many of the reactions are common to other occupations while some are more unique to law enforcement careers. Admittedly, individuals are different and stressors that will produce a dangerous reaction in one person may have little to no effect on another. This section then, takes only a generalized view of a variety of stress reactions without attempting to establish limits or thresholds of individual tolerances.

Stress reactions can be observed in many aspects of a persons' life. For example, the stress may be manifested in the form of:

- \* Physical reaction or debilitation
- \* Mental disorders
- \* Emotionally maladaptive behaviors
- \* Social problems

Many physical, mental, and emotional stress reactions may not be readily apparent to friends, coworkers, and family. The individual suffering from the stress may even be unaware of its debilitating effects. Quite often the reaction is not produced by one major documentable event but is the result of innumerable factors all

working in tandem to produce an accumulative product of distress. This is one major reason that stress reactions continue to kill or cripple thousands annually.

Libraries are virtually filled with stress research, self help books, and other writings on coping mechanisms while college curriculums and private educators are absolutely bulging with information about this subject. In fact, this subject appears to be the trendy new topic for the eighties along with fitness and diet.

So the reader might ask, if it is so well understood, and widely discussed, why does it continue to debilitate so many victims and in particular, why does it continue to produce such devastating results in police officers? The answer is fairly clear, but the solution is not. As mentioned earlier, if the reaction is a physical one, it may go undetected until it is manifested in the form of a heart attack, high blood pressure, stroke, or diabetes. If it is a social reaction such as, alcoholism, and drug abuse, it may go undetected by everyone except the officers closest associates. If the reaction is emotional or mental it may not be observed even by the sufferer until it causes a breakdown or suicide.

Consider the following statistics about the pervasiveness of police stress and the seriousness of stress reactions:

- \* The incident of mortality due to arteriosclerotic heart disease is 202% higher in police officers than in the overall population. (Kroes, 1980 p. 81).
- \* Police officers have the highest per capita incident of suicides of all professions, and the third highest rate of suicides for all occupations, generally. (Kroes, 1980 p. 81).

- \* Police officers kill themselves twice as often as they are killed by others. (Kroes, 1980 p. 81).
- \* ...the leading cause of Bureau of Compensation claims among police officers in the State of California is cardiovascular disorders and ulcers. (Kroes 1980 p. 82).
- \* ...stress reactions associated to the police profession include: depression; callousness; sleeplessness; overactivity of the adrenalin gland; reduction of productivity; and tendency toward gambling, drinking, divorce, and suicide. (Donovan, 1978, Fall Issue).
- \* Even policemen who were apparently in no trouble, and who are having few problems at home, will surprise everyone by killing themselves. (Rogers, 1983, p. 126).
- \* A 1963 Police Federation study showed that of 1,750 men leaving the force 565 (30%) said they did so for domestic reasons. (Kroes 1980 p. 93).

Before we more closely examine a few of these stress reactions which are uniquely associated to law enforcement careers let us consider one other general aspect of stress reactions. To this point the discussion has focused on personal reactions to stressors; i.e. alcoholism, suicide, and heart attacks. But the suffering and damage is not confined to the personal level. Families, employers, and coworkers are also directly effected by these stress reactions. William Kroes (1980, p.92-93) put it this way;

In considering the effects of job stress on the overall productivity of a police department, one may want to look at the ten CPA's (counterproductive labor activities) identified by (Herrick 1975). The ten CPA's are as follows:

- \* Absenteeism
- \* Accidents
- \* Tardiness

- \* Turnovers
- \* Grievances
- \* Strikes
- \* Inventory shrinkage
- \* Machine repair
- \* Quality below standard
- \* Production under standard

Although, this list is particularly applicable to private industry, it is nonetheless quite appropriate for police work. While strikes are uncommon and in most states illegal, and inventory shrinkage and machine repair are not absolutely applicable to the police setting, the other seven counterproductive activities are well documented in police literature. Three other activities unique to law enforcement could be substituted in this list to read as follows. The ten CPA's of policing are:

- \* Absenteeism
- \* Accidents
- \* Tardiness
- \* Turnovers
- \* Grievances
- \* Taking unnecessary risks
- \* The John Wayne syndrome
- \* Failure to answer the radio
- \* Quality below standard
- \* Production under standard

The point of either list whether, industrial or police, is that stress reactions effect the overall productivity, sensitivity, and work standards of the employee. In the case of the police, this stress reaction is felt by the officer, the police departments, and the community served.

In order to better illustrate the impact of the debilitation of these reactions to the individual, department, family, and the

community, the follow two unique police stress reactions will be further analyzed:

- \* Isolation
- \* Callousness

### Isolation

A great deal has already been said about the pervasiveness of stressors in police work but according to (Bullard, p. 51):

Most police officers have active, enjoyable social lives. Their pursuits are as varied and fascinating as that of any profession. Contrary to the belief of some, police officers are a diverse group of individuals with varying interests and personalities. At the same time, it is true that many come to share some common attitudes and behaviors, but this is also true of other professional groups as well. In law enforcement, the pattern seems to be one of increasing social isolation.

There are seven basic stages of this isolation as described in Coping With Stress. (Bullard, 1980, p. 56). They are:

- \* Increasing loss of faith in the goodness of human nature.
- \* Decreasing contact with old civilian friends.
- \* Increasing social attachment to fellow police officers.
- \* Decreasing religious faith and practice (if previously present).
- \* Increasing suspiciousness about the motives and behavior of civilians.
- \* Decreasing identification with the larger civilian population.
- \* Increasing feelings of being different.

Skolnick described the effect of isolation on the family of police officers as follows:

The whole civilian world watches the policeman. As a result he tends to limit himself and his family to the company of other police officers to whom his identity is not a stimulus to carping normative criticisms....The policeman might survive in his own little world but what of his family that must exist in his world and their everyday one? Their usual friends must often be put off when he is with them. Confusion results for the children, and often resentment from the wife.

As with all other people who are not masochistic, police officers are inclined to gradually eliminate from their social contacts those persons who create stress in relation to occupational duties. They become reluctant to attempt new social affiliations after numerous failures and a long period of adjustment. Only after the prolonged adjustment period do most police officers begin to actively seek new and diverse social contacts with a more mature and more cosmopolitan segment of the society. Many merely retreat to the psychological security of the police subculture. (Kroes, 1980, p. 94).

Police officers and their families feel this isolation in every area of their life. As an example, one officer described the following situation in a community he had just left.

He was a sergeant of a central California department S.W.A.T. team and was called to the scene of a shooting where a young Mexican male had shot a civilian and an officer. When the Sergeant arrived he was confronted with the armed assailant and after he repeatedly told the man to put down the weapon, he shot the youth only after the youth began to raise the weapon and point it at him.

The shooting was processed as all other police shootings and the officer was found to be justified in his actions. The press however, pictured the officer and inflamed an already volatile minority population over the issue of the youth's age.

The sergeant lived with his wife and two preteen boys in the same community where the shooting occurred. Whenever, the officer or his wife were seen, by members of the Mexican subculture, at a store or restaurant they were

subjected to jeers, abusive name calling, and threats. He received numerous threats relating to his family and he lived in fear that someone would avenge the shooting victim by carrying out these threats.

When two children (not his own) were murdered in his sons' grade school he decided he could no longer live and work in this community. At great personal cost both in terms of finances and career development he moved out of state. (A confidential interview with an officer).

The episode above illustrates, in the extreme, what Skolnick meant when he said "As with all other people who are not masochistic, police officers are inclined to gradually eliminate from their social contacts those persons who create stress in relation to occupational duties." (Skolnick, 1967). But the isolation may not be as drastic or sudden as with the S.W.A.T. sergeant. The isolation may come in the form of, "escaping, moving out of your neighborhood, to get away from the seemier side of town..." (Bullard, 1980, p. 54), or it may come in gradual almost undetectably small adjustments in social contacts.

The most prevalent area of police isolation is found in their interpersonal relationships.

"As a defense against the strong negative pressures on them, police officers tend to close in among themselves and they turn to each other for support. By so doing, however, they become isolated and lose their non-police friends." (Kroes, p. 94).

Bullard described one officers experience with interpersonal isolation this way:

[Jensen] faced additional conflicts with his friends. At first both he and they were excited to talk about his police work. Later, [Jensen] began to say and do things he

felt as though his friends could not understand. He sensed that some of his friends would be shocked by knowing what real police work entailed. ... He quickly decided that he was not interested in discussing his work with people who would not understand. As he spent more time with the people in his department, he began to realize that he preferred their company to that of his old friends. He felt pulled in two different directions, as if he had one foot in the world of law enforcement, and the other foot in the civilian world. (Bullard, 1980, p. 53).

As has already been stated police isolation has a deleterious effect on officers' social lives. This drawing in, tends to limit the officers' perspective of the world, "to increase the loss of faith in the goodness of others, to increase suspiciousness about the motives of others, and finally to decrease religious faith and practices." (Bullard 1980, p. 56). The officer's isolation effects his or her family as well, particularly at school and church.

Following is an illustration of the pattern of withdrawal from local parish activities. "He had to work on Sundays, so he could no longer attend church. His wife was very disappointed. She went alone for awhile, and people came to understand and expect her husband's absence, but she felt awkward there without him. Everyone else attended church with their spouse and she stood out as an exception. After a few months she stopped going, too." (Bullard, 1980, p. 53).

Isolation however, is only one type of stress reaction commonly found in police officers. Another equally debilitating but related reaction is callousness.

## Callousness

There is probably no other single issue which has resulted in more criticism, and hostility toward the police, than the complaint that they are insensitive or callous.

Callousness, however, is more than just a reaction to stress like high blood pressure, heart attacks, alcoholism, divorce, and suicide. It is also a coping mechanism, and as such will be discussed in a subsequent section of this chapter. It is sufficient now to deal with the damaging aspects of this stress reaction.

"One of the biggest problems with using callousness as a defense mechanism is that eventually this defense fails." (Bullard, 1980, p. 36). Officers can only view accident and crime victims as objects for so long before they begin to depersonalize other aspects of their professional and personal lives. Initially, an officer may resort to depersonalization to cope with a particularly horrible event, such as, a fatal accident or homicide. But at some time in the future perhaps in a safe place and at a safe distance, with a trusted friend or spouse the officer will have to face the real emotions associated with the event or run the risk of becoming hopelessly embroiled in self deceptions. In its worst case these deceptions effect the officer's relationship with spouse and children as well as their work relationships. "It becomes a habit that is difficult to change. You cannot turn your emotions on and off like a light switch." (Bullard, 1980, p. 53).

As Bullard points out, many people who use this coping mechanism are afraid of expressing their real feelings for fear they will lose all control of their emotions. It's the problem of the broken dam; once the dam is gone there is no way to let out just a little water. It is the sense of emotional and mental vulnerability which perpetuates this stress reaction in officers.

#### Summary of the Results of Stress

It is clear from the preceding sections that police officers suffer from a wide spectrum of stressors and they have an equally diverse number of reactions to this stress. It became clear that these reactions not only effect the officers themselves, but also their families, departments, and communities. Some stress reactions observed in police officers are common to other occupations as well, particularly helping professions such as, nursing, and psychiatry. These common stress reactions run the gamut from alcoholism, to divorce, high blood pressure, heart disease, and suicide.

However, there where two stress reactions which are more uniquely associated to policing. This is not to say that persons employed in other occupations could not suffer from these reactions, but that these reactions are pervasive in police work. These two reactions are isolation and callousness. Both are adaptive behaviors and both have the potential of being socially, mentally, and emotionally, debilitating for the officer and his or her significant others as described in this section.

We have already briefly reviewed the literature regarding the sources and reactions to stress in policing and it has been a rather depressing subject. However, there is a brighter side. There is hope. The next section describes the various coping mechanisms available to police officers and how those coping mechanisms are being used.

### Coping Mechanisms

Whole books have been written on the various methods and techniques for coping with stress. There are authors and experts who argue the best coping technique is meditation, or aerobics, or dietary controls, or who advocate a particular social solution to stress. Some experts argue persuasively that once stressors have taken their toll on an individual, the person will need professional psychiatric or psychological care. Other's argue, as convincingly, that spirituality is the best coping technique for handling stress. It is beyond the scope of this paper however, to scientifically evaluate these conflicting claims and to recommend a definitive answer about the best coping mechanisms.

It is sufficient to list various types of coping mechanisms available to police officers as they attempt to handle the vast number of stressors placed on them by their chosen profession. Some of these methods are more applicable than others for reasons which will be enumerated later in this section. These coping mechanisms however, fall into two broad categories, as follows:

- \* Coping mechanisms found primarily in the community.
- \* Coping resources found within the police department.

### Coping Mechanisms Found Within The Community

There is an almost limitless number of coping resources found outside the police department. Many of these resources are specific stress reduction programs designed for coping with occupational stress. Others are general programs and activities which have, as one of their many benefits, the advantageous effect of reducing stress. Examples of this later type of activity are: weight loss clinics, racquetball clubs, outdoor sports activities, competitive park and recreation leagues, jogging, running, and bicycling clubs, bridge and bunko parties, massages, worship services, church picnics, and spectator sports events. In fact, it is reasonable to say that almost anything people enjoy doing in their leisure time could be viewed as a stress reducing activity in the community.

Aside from this potpourri of recreational activities there are also several programs which specifically target stress reduction as their goal or purpose. These resources include: psychiatrists, psychologists, professional counselors, and therapists. Although its primary purpose may not be stress reduction, another resource which has also been a great help for many people has been the spirituality provided through the church community.

The reader might reasonably ask then, if there are so many coping resources available:

- \* Why are the effects of stress so prevalent?
- \* Why is stress still such a significant problem in this society?

More germane to this discussion are the questions:

- \* Why are police officers still debilitated by stress reactions?
- \* Is there a lack of knowledge about the availability of these resources?

In answer to these questions, we have already discussed the fact that many times the officer suffering from the stress is unaware of its presence or its seriousness. We discussed the dangers of callousness when officers turn off their feelings and refuse to deal with them directly. Both of these conditions contribute to the pervasiveness of stress and are exacerbated by the effects of social isolation as described in the previous section. Police officers are suspicious of all non police people and resources. They may recognize the stress in themselves and they may know that coping resources are available in the community but they are suspicious and fearful of these resources.

To add to this dilemma many of the trained professionals listed above are not trained to handle the unique types of stress reactions as described in previous sections. William Kroes summed up this problem as follows:

Unfortunately, for the stressed police officer most trained professionals are ill-prepared to deal with police personnel, and though they may be of some help to the troubled officer they are handicapped by their lack of familiarity with the nature of police work, the pressures the officer experiences, and their own biases. Further the officer is reluctant to take advantage of these services.

There is a general feeling in our culture that to seek a mental health professional is a sign of weakness; all too often a police officer shares this belief....

This creates a most interesting situation. Two cops may be under the same extreme job stress, but one develops heart trouble and the other some behavioral difficulty. The former is willing to seek medical attention for his problem but the latter is not, that is until his problem finally becomes a physical one. Then our second individual seeks the medic but still only for the now evident physical symptom and not the cause. (Kroes, 1980, p. 115).

In answer to the questions posed earlier then, it appeared the primary reason the officers do not regularly avail themselves of these helping resources, even when they recognize the presence and effects of stress in their lives, is because they do not trust the community resources. Also many of the trained professionals who are available to help police, lack training in the specific problems of law enforcement personnel. There is one other impediment to officers seeking help from within the community which could be added to this list. It directly relates to the stress associated with a police involved shooting and can be described as follows.

Police officers live in fear that someday they will be summoned to the scrutiny of the court to justify a split second decision, such as, a shooting incident or fatal pursuit. They know that any hint of psychological or mental imbalance or instability may be all that is needed to create doubt in the minds of judge or jury. The cause of the professional counseling, and even the subject of the counseling, would most likely be irrelevant testimony, but the mere fact that the officer received psychological assistance could tip the balance in a legal question of a justifiable or unjustifiable procedure.

Fearing and mistrusting the plentiful professional resources found in the community the officers look to their own environment for help. With the recent emphasis on stress awareness, police administrators have become more attuned to the high cost of stress on their employees (both personal and departmental costs). Many have taken positive steps to reduce these negative effects.

#### Coping Mechanisms Found Within The Departments

In recognition of these debilitating personal stress reactions, and the cost of stress to the department as a whole in terms of turnover, absenteeism, accidents, etc.; many departments have implemented a wide variety of stress coping programs. They include:

- \* Wellness programs,
- \* Memberships to athletic clubs,
- \* Fitness equipment in the police departments,
- \* Ride along programs for wives,
- \* Incentive pay for hazardous duty,
- \* Rotation of assignments,
- \* Cooperative shift scheduling,
- \* Participatory management,
- \* Team policing,
- \* Professional staff and clinical psychologists, and
- \* Chaplains.

Kroes suggested departments actively involve themselves in providing coping mechanisms for their officers:

"because of the lack of qualified professionals, knowledgeable about police and the unwillingness of most police officers to seek counseling, it is advisable to have a full-time mental health worker on the police force. This set-up has many advantages. For one, the consultant can become familiar with the workings of the police force and the problems involved. For another, the men [sic] learn to trust him.... To be maximally successful, the therapist must be able to insure complete privacy and confidentiality to his client, the officer. The individual policeman must be able to feel free and safe in taking advantage of the counseling services. Thus the police department must not interfere with the client-therapist relationship. (Kroes, 1980, p. 115-116).

An example of a department implementing a stress coping program is one designed to help alcoholic officers cope with the causes and results of this stress reaction, as described below:

The New York City Police Department's Chaplain established a rehabilitation program for alcoholics in which they employed recovered alcoholic policemen in an Alcoholics Anonymous oriented treatment program and half-way house. They report that follow-up interviews revealed that among those individuals returned to duty, disciplinary actions were reduced to zero and alcohol related other sickness absences were reduced by about 90%. That was a highly successful program for treating alcoholic policemen. (Dunne, June 1973).

Another example is found in Oregon, in Portland's Traumatic Incident Program (TIP), where the department implemented a program to help officers cope with the unique stress caused by a police involved shooting. The need for this program is clearly elucidated in the quote.

All officers were in agreement that those who had been required to shoot someone felt strangely isolated from the rest of the Police Bureau. Fellow officers, in an attempt

to ease the situation, would call such an officer "Killer" in a misguided attempt at humor. It was felt that the need to talk to someone a day or two after the incident was acute. Officers at our session rejected seeing psychiatrist or clinical psychologist at this stage stating that they preferred to share their feelings with another officer who experienced the similar situation. The feeling is summed up in the expression 'Nobody else knows what it's really like.' (Kroes, 1980, p. 115).

#### Summary of Coping Mechanisms

The preceding section described a wide variety of coping mechanisms available to the individual officer either through the community or the police department. Many of these resources are specific programs designed to eliminate or reduce stress. There are untold numbers of trained professional counselors and therapists who are available to aid an officer with social, mental, emotional and even physical stress reactions.

There are also a number of other recommended stress reducers which are not as formal in design and purpose. These include the vast array of recreational and social activities. In addition, Bullard offers the following advice to help avoid socially maladaptive behaviors.

"Face the social pressure squarely; guard against trying to avoid or escape them; learn to deal with the awkward questions tactfully; maintain your ties with your old friends and your community. If you are married, take time out to enjoy your marriage. If you have kids, take time to play with them. If you have a religious faith, practice it. If you have parents, brothers, or sisters, take time to visit them..... It does help to talk about it." (Bullard, 1980, p. 60).

## Careers in Law Enforcement

Now that we have presented a short summary of the role of stress in a police officer's life and discussed some of the unique pressures caused by the job, one might ask what motivation there is for entering a law enforcement career in the first place? Based on the information already presented; the motivation certainly isn't status, high pay, positive recognition, or social support. One might naively surmise that people enter law enforcement careers because they want to help people. This, in fact, is a reason frequently given by police applicants, when asked why they are pursuing a policing career. However, this explanation is insufficient to explain why officers remain in their careers especially when the personal costs are often extreme as demonstrated in the previous sections.

Perhaps the motivation to enter and remain in law enforcement is born in a much deeper realm of the human make-up. Perhaps it can not be clearly understood from a simple evaluation of physical rewards, and creature comforts. Perhaps psychological theories of rewards and punishment are not enough to explain this seemingly contradictory phenomenon, or perhaps they are. The following section examines two theories, one biblical and one psychological, concerning this motivation.

One translation of the Bible says in Romans 13:1-5, that police officers are "called" to their own ministry. Admittedly the Bible has been translated many times, and each new interpretation is

slightly different from the preceding versions. However, the fundamental thought or principle remains the same. Following then are three translations which describe a calling of God.

The oldest version, the Cambridge translation, is the least clear as to who is the subject of the calling. It uses the term "rulers" and says that "he" is a minister of God... and "he" beareth not the sword in vain.

The New American Standard Bible is somewhat more specific as to the subject of the calling by translating rulers as "governing authorities" and says that "it" is a ministry of God... and "it" does not bear the sword for nothing.

The Living Bible (which is a paraphrased version) translates the subject of the calling, (the ruler or governing authority) to read, the policeman. The "policeman" is sent by God... "he" will have you punished. Following then are the three different translations.

Let every soul be subject unto the highest power. For there is no power but of God: and powers that be are ordained from God. Whosoever, therefore, resisteth the power, resisteth the ordinance of God: and they that resist shall receive to themselves damnation. For rulers are not a terror to good workers, but to the evil. Wilt thou then not be afraid of the power? Do that which is good, and thou shalt have praise for the same: For he is a minister of God to thee for good. But if thou do that which is evil, be afraid; for he beareth not the sword in vain: for he is the minister of God, a revenger to execute wrath upon him that doeth evil. (Romans 13: 1-5, The Cambridge Bible).

Let every person be in subjection to the governing authorities. For there is no authority except from God, and those which exist are established by God. Therefore, he who resists authority has opposed the ordinance of God; and they who oppose will receive condemnation upon

themselves. For rulers do not cause a fear for good behavior, but for evil. Do you want to have no fear of authority? Do what is good and you will have praise from the same; for it is a minister of God to you for good. But if you do what is evil, be afraid; for it does not bear the sword for nothing; for it is a minister of God, an avenger who brings wrath upon the one who practices evil. (Romans 13: 1-5, The New American Standard Bible).

Obey the government for God is the one who has put it there. There is no government anywhere that God has not placed in power. So those who refuse to obey laws of the land are refusing to obey God, and punishment will follow. For the policeman does not frighten people who are doing right; but those doing evil will always fear him. So if you don't want to be afraid, keep the laws and you will get along well. The policeman is sent by God to help you. But if you are doing something wrong, of course you should be afraid, for he will have you punished. He is sent by God for that very purpose. Obey the laws, then, for two reasons: first to keep from being punished, and second just because you know you should. (The Living Bible).

Regardless of the specific translation used however, we believe the meaning is apparent; that this scripture specifically states that the calling of God rests on the members of the society with the authority to impose sanctions on behaviors which are "evil." In our current society those people are not rulers or even the governing authority but the representation of authority, the police force. Therefore, we believe the last of the three preceding quotes (from The Living Bible) is the most clear and most applicable to our societal structure.

This calling by God, to do a particular job, creates, in some officers, an inner need which sustains and motivates them. If you ask police officers why they selected a law enforcement career many of them will tell you, "they really don't know."

We have already looked at the ubiquity of stress in this profession and its high cost in terms of health and happiness. A study done by Kroes, Margolis, and Hurrell, indicates that the majority of police officers have a high dissatisfaction level with their jobs, and that their work adversely affects their home and family lives. Following is a summary of these findings: "...seventy nine of eighty one married police officers felt that police work affected their home life. Specific problems mentioned in order of importance were as follows:

- \* Being a police officer retards non-police friendships,
- \* Being unable to plan social events,
- \* Taking the pressure of the job home,
- \* Spouses worrying about the officers safety,
- \* Negative public image affecting children and spouse,
- \* Spouses disliking being alone at night, and
- \* Police work hardening emotions so policemen become less sensitive to their families." (Kroes, Margolis, Hurrell 1974).

Other negative factors of a police career are: unusual shift schedules, days off in the middle of the week or rotating days off, disruption to their social lives, lack of appreciation from the public they serve, and relatively low pay and low status. Yet many feel compelled to continue in the profession by a force they can neither identify or ignore. Although there may, in some cases be economic, political, or social reasons for dissatisfied officers

remaining in their careers, we believe that this compulsion (whether conscious or subconscious) is God's calling.

However, one researcher suggests, that this phenomenon, of staying in the business of policing can be explained by "Job Addiction." That is, the infrequent and irregular rewards of having an adrenalin rush is sufficiently strong to outweigh the value of spouse, children, friends, social support, good health, and personal comfort. (Bullard, 1980).

If however you believe the words of the Bible, as we do, you realize that the inner drive is not merely the result of Pavlovian dogs regularly salivating over irregular rewards but a special calling or order from God. For many officers then, to leave police work, is to ignore God's directing and this causes an inner state of restlessness and conflict. Frequently, police officers who are dissatisfied with their jobs quit, only to find that they cannot get the calling out of their spirits, simply by leaving the profession. Our informal observations of many such individuals have shown that they are trying to get back into law enforcement or they have already been rehired, and many of these officers really don't know why it is so important. For most the cost of returning to the profession is extreme.

For some it means giving up good jobs, and the support of spouse, family, or friends. For others it means they will start at the bottom of the seniority list in a paramilitary organization

where the bottom is not the place to be. But the hardships, difficulties, social ostracism, and costs, are outweighed by their inner drive. Is this an acute need for an adrenalin high? Couldn't an adrenalin rush be produced by racing motorcycles, hanggliding, skydiving, boating, or any of the hundreds of other high risk recreational alternatives available in this country? Is it reasonable to presume a person would give up status, safety, health, financial security, social support, and the admiration and respect of their significant others, for a "Job Addiction" however intense when the addictive substance can be easily obtained through more socially acceptable means?

But how can this inner calling from God be scientifically documented? For the following reasons unfortunately, it cannot be documented. If you talk to police officers who are unfamiliar with God and His ways, they tell you that they are drawn to the field and motivated for reasons which are varied and hard to articulate. If however, you talk to Christian officers who are familiar with Gods directing, and they say they are pursuing a law enforcement career because they are directed by God to do so, then this statement is discounted because these officers are: a) fanatics, b) obviously biased, c) possibly demented, d) certainly narrow-minded, or all of the above. In short, they are said to be looking for life experiences which establish the veracity of their beliefs.

## Summary of Careers in Law Enforcement

The preceding section compared two, very different, theories of why police officers enter and remain in law enforcement careers even when the deleterious effects of stress have taken their toll on the officers and their families. The first explanation is based on the psychological theory of random rewards to produce a persistent behavior. The second theory is based on the belief that police officers, as the agents of the government with the power to enforce sanctions on wrongdoers, are called by God into a special ministry.

These opposing viewpoints are summarized by the following researchers. The theory of Job Addiction in police work can best be summed up by looking at Bullard's comparison of it to gambling. Gamblers continue to gamble,

because the occasional payoffs are enough to get them 'hooked.' Those small payoffs are enough to keep their hopes going, and their adrenalin flowing. Even payoffs won by other people have the same effect.... And so it is with police officers. They may not get exciting calls as often as they would like. Still, the few they do get are enough to get them hooked. They can always hope the next call will be an exciting one. And if it is, it will start the adrenalin flowing again.... It might be referred to as getting high on natural juices. (Bullard, 1980, p. 46-47).

The biblical theory has been appropriately summarized by Chaplain Cunningham of the Indianapolis Police Department when he said:

This writer holds strong convictions regarding the theological implications in the ministering role of many police officers. This is not to say that all police

officers minister with the same amount of faith and understanding of God's will. Indeed, we recognize that some officers have developed the ability to serve the needs of people as part of their professional courtesy. This writer has observed many instances of a special quality of relationship develop between an officer and the injured, ailing, or simply needy individual he was assisting or serving. This is ministry! James A. Wharton makes this observation: 'Ministry to human others is, in the ultimate sense, ministry to God.' (Cunningham, 1982, p. 122).

### Role of Spirituality in Law Enforcement

In talking about the relationship of science and spirituality; Professor Roger Sperry of the California Institute of Technology, a Nobel Prize Winner for his split brain research, says that science ought to become a partner with religion in a joint quest for understanding the mystery of the human being. 'We are now aware that what a person thinks in his heart constitutes by far the most powerful influence upon the body's functioning. To ignore this inner self as if it does not even exist is to be very unscientific.' (Westberg, Fall 1984, p. 5).

We would suggest that this relationship is not confined to science and spirituality but also extends to policing and spirituality. We have already read that some officers are called into a special ministry of God. In addition to this calling there is a real need for spirituality in this profession simply because of the nature of the work. In addition to the stress which officers encounter in their jobs, they also encounter "lethal" doses of anger and hatred.

Other helping professionals work with some aspect of disasters, grief, pain, suffering, and lack, but usually these professionals are not confronted with the totality of all these conditions, bathed in an atmosphere of violence and hatred. To coin a cliché; "Its not a pretty sight," and most certainly it is not. Never has this saying been more applicable than in the world in which officers spend the bulk of their waking hours and unfortunately many of their restful hours, as well.

There are few words to adequately portray the psychological and emotional impact of working within this type of an environment. Many officers suffer from symptoms of "battle fatigue" as the misery, grief, human tragedy, injustice, and hatred begin to take their toll. Because of the horrific experiences encountered in policing, officers and many other helping professionals, in our opinion, need to know that there is a "higher power" working here on earth. We believe, to make sense out the chaotic and meaningless world in which they find themselves, they need to know that there is a God.

In the Old Testament this God had the name: Jehovah-shalom (translated, I am your peace); He was also called, Jehovah-jireh (I am your provider). He was called, Jehovah-nissi (I am your victory), and Jehovah-nakeh (I am the Lord that smiteth). (Ryrie Study Bible, 1978, p. 1,936).

Over the course of recorded history a belief in God has provided a sense of meaning, comfort, and purpose, to many people. The Bible

assures us that the God who was the peace, the provider, the victory, and the avenger, of the old covenant people is the same God that offers these things to His people today. James 1:17 says: "Every good gift and every perfect gift is from above, and cometh down from the Father of lights, with whom is no variableness, neither shadow of turning." (Cambridge Bible). He is the same, yesterday, today, and tomorrow. The God who was peace is peace. The God who was the avenger is the avenger. The Bible gives us reassurance that this God knows all things and has promised divine justice. Even if the police officer does not see justice performed in his presence; he can rest assured that justice will be done.

But what about officers who are not Christians? Jewish officers, for example, have the same promise of divine justice, and peace, as described above, since they worship Jehovah, the God of the old covenant. Other forms of spirituality offer varying degrees of divine intervention in the affairs of mankind, and consequently offer solace and peace to officers who are reaching out to a "higher power", however that is defined.

#### Summary of the Role of Spirituality in Law Enforcement

Regardless of his or her particular spiritual orientation; we believe that some form of worship and spiritual guidance may be a significant help to police officers, particularly in light of the type of environment in which they work. However, because of suspiciousness and isolation, officers are not likely to find the

spiritual relief they seek in the community resources of local parishes and synagogues. This isolation and mistrust then exacerbates the need for spiritual information, guidance, and fellowship to be provided within the police department.

#### Role of the Police Chaplain

A great deal has been written on the impact of stress in policing. Attention has been given to the fact that law enforcement has its own unique problems which community professionals are unprepared to handle. This has been done to establish the need for spirituality in law enforcement and more specifically to establish a relationship between personal coping and the police chaplain.

We believe that this relationship is vital to those agencies which have employed the services of a chaplain, (these agencies and their experiences will be discussed at length later in this and a subsequent chapter.) However, it is appropriate at this time to say that if all other stress coping mechanisms described in previous sections of this chapter were employed by departments and individual officers, and if they were significantly effective to reduce or eliminate stress, it would not alleviate the need for spirituality or chaplains within the police community.

Stress reduction is only one of the by-products of the chaplaincy. The primary purpose and focus of these programs is to bring ecclesiastic enlightenment and understanding to police officers. The purpose is to bring God and his miracle working power into the environment of policing considering the reluctance of

many officers to seek this guidance outside the department. It is also, we believe, a Utopian dream to think that stress in policing will ever be completely eliminated regardless of the sophistication of the coping techniques, since these techniques are reactive, and do little or nothing to alleviate the cause of the stress.

Therefore, based, in part, on the ubiquity of stress in policing; and, in part, on the mentally and emotionally debilitating conditions of the police environment, we have established a need for spirituality within the law enforcement community. We also know that police officers are hesitant to seek professional or spiritual help outside the police environment because they are suspicious and mistrusting of these civilian (as all non-police persons are called) services. As was suggested earlier many of the professional civilian therapists are "ill-prepared" to deal with the unique problems of law enforcement personnel. The feeling is summed up by a member of the Traumatic Incident Program (Portland) in the expression "Nobody else knows what it's really like."

Therefore, it becomes clear that the best way to meet a spiritual need of police officers is from within their own organization. However, like trained therapists, not every priest and pastor is qualified to deal with policing problems. Because a person is a good leader in a local parish does not necessarily mean he or she will be a good chaplain. In the same way, that officers are called to their profession, chaplains are called to their profession.

We have already briefly discussed the role of non-Christian spirituality. Nothing in this research suggests that Christianity is the only acceptable expression of human spiritualism. Christianity is however, the predominant religious belief in this country and as such is the central theme of ecclesiastic discussions and debates in the remainder of this research. This focus is intentionally exclusive of other forms of worship and spiritual expression, for the sake of continuity, and brevity. However, this exclusivity should not be interpreted as judgmental in nature.

Now that we have established the foundation upon which our perspective will be based we need to look at the following aspects of a police Chaplain:

- \* What are the goals of the police chaplaincy?
- \* What characteristics are needed to be an effective chaplain?
- \* What are the duties of the police chaplain?
- \* What are the benefits of having a police chaplain?
- \* What types of chaplain's programs are presently in operation?

### Goals

The best way to describe the goals of police chaplaincy is to examine the goal statements of several established programs. Following then are the written goal statements of the police chaplain's programs of: Albuquerque, New Mexico; Flint, Michigan; Jefferson County, Kentucky; Michigan City, Indiana; and Salt Lake City, Utah. Also, the goals of Officer Alive! will be presented in Chapter 2.

(Albuquerque, New Mexico) Although the Albuquerque Police Chaplaincy is armed with only the Word of God, it stands ready to bear witness to the forgiving love and concern of the Supreme Being for all people, and especially those in sorrow or despair.

(Flint, Michigan) Its purpose is to provide professional guidance to the police and to promote the spiritual, religious, moral, corporate, and personal well-being: of members, of police officers, their families, and other authorized persons by providing the ministries appropriate to their rights and needs...

(Jefferson County, Kentucky) Believing that God is the answer to man's dilemma, the Chaplain stands ready to bear witness to the forgiving love and redeeming power of God to all people confronted with crisis.

(Michigan City, Indiana) The services of the Chaplain are to be available on the basis of need and desire.

(Salt Lake City, Utah) A ministry to the people of Salt Lake City as well as to the police family. (Cunningham, 1982, p. 42-43).

### Characteristics

In response to the question of what characteristics are needed to be an effective chaplain there is a great deal of disagreement. Some people argue that chaplains need prior experience in law enforcement. Others feel that simple training in criminal justice practices and principles is enough. Following are two examples representing both sides of this issue.

Pastor Schulala of the Philadelphia PD chaplaincy, who is also an experienced police officer, strongly maintains that in order to be an effective police chaplain you first must have been a police officer. He says, "You need that common base in order to relate to, and establish a rapport and trust with the officers."

Father Peter Rogers of the New Orleans Police Department, Louisiana; Reverend Wilbert Cunningham of the Indianapolis Police Department, Indiana; and Reverend Edward Stelle, of the Portland Police Bureau, Oregon, (who collectively have over 50 years in the capacity of police chaplain and none has any prior police experience) would however, disagree with the requirement of being an ex-police officer. In fact, their long and successful ministries are a testimony to the contrary.

At any rate the persons who enter the position of police chaplain need to have an understanding of the nature of the profession and a thorough knowledge of the sources and results of police stress. They need to understand the pressure created by the courts, shooting situations, negative public image, and job ambiguity. But more than anything else they must be able to relate to the line of duty crises which officers and chaplains are regularly called upon to resolve. In addition to understanding the environment in which officers work, they must also know how to counsel families suffering from the job related tensions of callousness and isolation. Finally, a police chaplain must become accustomed to the unusual congregation he or she will be serving.

Police chaplains frequently have an office carved out of the chaos of a precinct station or police headquarters building. Their parish does not congregate piously on the front steps of a grand old cathedral every Sunday morning. Rather, they are frantically coming

and going at all hours of the day and night every day of the week. Police chaplains, unlike most of their ecclesiastic counterparts in the community are not routinely scheduled to visit the hospitalized members of the congregation at a set time, but are called to the scene of a police shooting, suicide, homicide, assault, fatal accident, hostage situation or other tragedy. Their counseling facility is often the inside of a police car or coffee shop and they have to share the attention of their listener with the ever present voice of the police radio. They seldom have the pleasure of performing a wedding or baptism but are frequently called upon to administer last rites, perform a funeral ceremony, or deliver a death message. The person called into the ministry of police chaplaincy may not need to have prior police experience but he or she must be willing to work in the police environment, in the same way that missionaries to third world countries must be willing to adjust to the particular hardships of that environment.

It is generally agreed that there are four essential qualities for developing a good police ministry.

- \* The chaplain has to be visible.
- \* The chaplain has to be available.
- \* The chaplain has to be flexible.
- \* The chaplain has to be credible.

(Cunningham, 1981).

There is also a fifth dimension that should be added to this list for the chaplain to be truly effective.

\* The chaplain has to be ecumenical.

As a chaplain, one must respond to the individual in need as a minister of Christ, representing Christ to that individual, regardless of dogma or religious preferences. Being a para-military organization, the chaplain's responsibility to the department personnel is not too much different than that of a military chaplain. The chaplain is expected to be an emissary of God whose calling is to help with matters of spiritual import, regardless of the religious views cherished by the officer or the chaplain. It is extremely difficult for some pastors and priests to function comfortably under these circumstances. (Cunningham, 1980, p. 136).

#### Duties of the Police Chaplain

As has been stated elsewhere in this research the duties of a police chaplain are primarily to counsel police officers and their families. They also assist officers with situations encountered in the community where the services of an ecclesiastic are deemed to be of value; such as, at the scene of a suicide, fatal accident, or hostage situation. Following are several quotes representing the wide range of chaplain responsibilities from around the country:

Lexington County Sheriff's Department, South Carolina, uses local ministers as volunteers to provide counseling to employees and inmates. These volunteer chaplains undergo special training in criminal justice, law, and police work. They provide counseling to employees and their families suffering from stress related disturbances, and serve as mediators in grievance cases. They intervene in domestic disturbances and assist rape victims or juveniles in trouble with the law. (Metts, 1982).

With family support being so important, it is small wonder that time and time again researchers find that the factor correlating highest with police performance is the stability of the officers home life.... Some police departments have established more formal programs, such as seminars for the wives on the problems they will face. A few have even initiated joint husband and wife counseling programs. Whatever the approach, this is a most important area; it should not be overlooked. (Kroes, 1980, p. 118).

The Niederhoffer's report that many of their police wife respondents indicated that they were hopefully looking in the direction of the police department for guidance and direction. They were pleading for orientation and training to help them cope with their problems. (Niederhoffer, 1967).

...if his department has hired a trustworthy psychologist, chaplain or other type of counselor [Jensen] might try that person. The pain of a tragedy is much easier to accept and manage if it does not have to be kept secret. The most helpful thing [Jensen] can do for himself is to share his experience. (Bullard, 1980, p. 38).

Regarding police involved shootings... The chaplain's ability to minister to the family and here referring to the family of the person shot, is tested in these situations. At the same time, this is part of the uniqueness of the police chaplain's ministry. (Cunningham, 1982, p. 78).

#### Benefits of a Police Chaplain Program

There are several notable benefits to the police department, to the officers, and to the community, in having a chaplain working with the local law enforcement agency. These specially trained ecclesiastics, as stated earlier are available to counsel police officers, and their families. They are able to help officers vent their frustration, anger, fear, hatred, hostility, anxiety, or other troubling emotion which can become internalized when people use callousness and isolation as defense mechanisms. Many officers suffer from military-like battle fatigue and carry the emotional scars of having been confronted with horrific, frightening, or threatening situations.

By appropriately venting these emotions, officers are less susceptible to the debilitating effects of daily stress. The home

environment of the officer is also improved through family counseling. Several chaplains programs have specific programs for the spouses of police officers. These programs help husbands and wives understand the dynamics of police stress and suggest methods of helping spouses and officers to cope.

Also by understanding the police environment and by being available to provide ecclesiastical support at the scene of a community tragedy or to victims of criminal violence, gives reassurance to the officer that he or she will not need to be as involved in the emotional needs of the victim. Police officers are usually called to scenes to perform a professional law enforcement function and need the time and emotional freedom to accomplish that task. If they also must deal with the grief, pain, fear, and questions of the victims, they are frustrated and less efficient. For example, as minutes pass while the officer consoles the victim of a rape, or stabbing, evidence can become contaminated, witnesses may become afraid and leave the scene, suspects may increase their distance, and other officers wait for further reports. Knowing that a chaplain is available to assist with the victims' searching questions is a tremendous investigative aid.

Generally speaking then, we have found through our research that a police chaplain can help reduce stress in officers, can improve the efficiency of the department, and can help counteract the ten CPA's (counterproductive activities) of the department in the

following ways: fewer sick days, accidents, suicides, citizen complaints, and greater harmony within the ranks of the officers, and improved police community relations.

J. Nursey described the benefits of a police chaplain's program in Police Chief Magazine, (Oct. 1973) this way:

After a years experience with the program, members of the department pointed to several benefits and advantages. It serves as a boost to morale, can reduce the occurrence of separation and divorce among department members and their spouses. It results in more compassionate and efficient performance of certain duties, such as death or serious illness notification.

#### Types of Police Chaplains Programs

The various types of police chaplain's programs will be discussed at length in other sections of this research. Therefore, it is sufficient to say that there are basically two types of programs presently in operation in the United States. The first type is the volunteer chaplains corp which is the oldest and most prevalent. This type is made up of local parish pastors and priests who volunteer a specified minimum number of hours per month to the chaplain's program. Although this seems simple enough, there are diverse variations on the theme of the volunteer chaplain and these will be covered in a following section. They also represent a broad spectrum of efficiency and acceptance within the department and community.

The second type of chaplaincy is the full-time chaplain's corp of which there are approximately 50 in the country. They have as

much diversity as the volunteers because they represent varying ecumenical and ecclesiastical positions. Many of these programs are modeled after the military chaplains as described later.

The chaplains assist the officers, police department, and community to produce benefits in varying degrees as previously stated. They are a vital, necessary, and unique ministry of God and as such are a blessing to those whom they serve.

#### Summary of The Role of The Chaplain

In conclusion, we have examined various aspects of police chaplaincy, including the goals of a variety of programs from around the country. Our research also identified the characteristics that are necessary to be an effective police chaplain. These characteristics can be summarized into five categories; available, visible, credible, accountable, and ecumenical.

We also discussed the duties of the chaplain and the benefits of having this type of program functioning within the local law enforcement agencies. Lastly, we briefly described two basic types of police chaplaincy programs.

Although the following quote was written about the church community in general, it is particularly true for the unique ministry of police chaplains. The book, Megatrends, points out that the higher a technology in a society, the greater the need for high touch.

Says Haney, 'I see the church as uniquely qualified in helping to provide that, in helping to lift up the person

in realizing what it is to be an individual and realizing his or her own humanity. A person is not just a machine.' (Anderson, Fall 1984, p. 18).

### Conclusion Of The Needs Assessment

The purpose of the needs assessment was to take a critical look at the stress producing aspects of the police profession, the effects of this stress, and various forms of coping mechanisms available to the police officer to help reduce the debilitating effects of this stress.

The motivation to enter and remain in a law enforcement career in spite of the potential hazard was evaluated from the standpoint of both a psychological and a biblical viewpoint. The role of spirituality in law enforcement was then related to the role of the chaplain.

In the last section of the needs assessment, we discussed the dimensions necessary for effective chaplaincy and the benefits to be gained from employing this vital resource. The following comparative analysis will discuss other types of chaplaincy programs with police chaplains. Finally, the last section of Chapter 1 will describe in greater detail the various types of police chaplains programs presently operating in the United States. All of the analysis in Chapter 1, including the needs assessment, the comparative analysis, and the national overview of chaplaincy is presented to establish the foundation for the business plan which follows in Chapter 2.

## VI. COMPARATIVE ANALYSIS

### Introduction

The needs assessment has already discussed the role of a chaplain within the law enforcement community and the types of benefits to be expected from an effective chaplaincy program. At this time, we would like to briefly compare the police chaplaincy with other types of chaplains employed in different settings throughout the country. There are three other types of chaplains programs with which we will be concerned:

- \* Prison Chaplaincy
- \* Military Chaplaincy
- \* Hospital Chaplaincy

Central to the idea of chaplains programs is the role of the Constitution and the First Amendment in the implementation and operational procedures of these programs. It is the First Amendment which has been the foundation of legal debate over religious issues in this country for many years. In order to fully understand the development and/or limitations of these chaplaincys, it is important to first look at the religious controversies brought about by the First Amendment. The Amendment is presented below for your convenience.

### First Amendment to the United States Constitution:

Congress shall make no law respecting an establishment of religion, or prohibit the free exercise thereof; or abridging the

freedom of speech, or the press; or the right of the people peaceably to assemble, and to petition the Government for a redress of grievances.

#### Religious Issues in the First Amendment

The constitutional controversy is usually referred to as an issue of the "Separation of Church and State." This is however, only partially accurate since there are two clauses in this amendment which deal with religious questions.

The first clause is referred to the "establishment clause" and reads as follows, "Congress shall make no law respecting an establishment of religion." This is the foundation for most of the litigation surrounding prayer in schools, tax exemption for children enrolled in private religious schools, and the use of tax revenues for the purpose of promoting any form of religious endeavor. Although this clause has received the bulk of attention, it is only the first of two relevant clauses related to religious controversies.

The second clause is called the "free exercise clause" and reads as follows; "or prohibiting the free exercise thereof." As will be discussed at length later, this is the foundation upon which religious programs have been established in both prisons and military installations.

We see that it is not enough that the government simply remain uninvolved in religious matters. Rather the government must find the balance between establishment and free exercise. They cannot

use tax revenue to support religious activity except where there is a population in the government's control, who could not exercise their freedom of religion unless the governing body which is responsible for their care and custody made available to them some form of spiritual resource. As an example consider the ministry of prison chaplains.

### Prison Chaplaincy

It is the purpose of this section to carefully review the research related to the development of prison chaplains since their development paralleled the development of police chaplaincy. In fact, many police chaplaincy programs throughout the country are associated with, or are one and the same as the jail/prison ministry. Additionally, the prison ministry has a long and well documented history and clearly illustrates the government's responsibility to provide spirituality to a controlled population through the free exercise clause of the First Amendment. This section will cover the following aspects of prison chaplaincy.

- \* Constitutionality
- \* History
- \* Contemporary Development
- \* Relationship to the Community
- \* Ecumenical Nature
- \* Alternatives to Governmental Funding
- \* Future of Prison Chaplaincy

## Constitutionality of Prison Chaplaincy

Prison chaplaincy is a somewhat different constitutional issue than police chaplaincy. In prisons the clientele are institutionalized and therefore unable to seek out their own spiritual resources and fulfillment. For the government to provide no spiritual information or support to this population, it would be a violation of the free exercise clause rather than the establishment clause.

If the government who is responsible for their confinement did not arrange for the dissemination of religious information within the prison how could the population exercise their freedom of choice? The choice however does not have to be between a large number of different denominational philosophies but rather the choice may be between spirituality versus non-spirituality. The choice may be between accepting God, (however He is presented) or not accepting God. (Cunningham, 1984 an interview).

## History of Prison Chaplaincy

Historically, this ministry was not established as a proactive response to the governments' recognition of its responsibilities, as delineated in the free exercise clause of the First Amendment. Rather it evolved as an act of mercy in the church community. This ministry was originally provided by Christian volunteers who were acting in obedience to the following Biblical passage regarding God's judgement and good works; found in Matthew 25: 34-40.

Then the King will say to those on His right hand, 'Come, you who are blessed of my Father, inherit the kingdom prepared for you from the foundation of the world.

For I was hungry, and you gave Me something to eat; I was thirsty, and you gave Me drink, I was a stranger, and you invited Me in; naked, and you clothed Me; I was sick, and you visited Me; I was in prison, and you came to Me.

Then the righteous will answer Him, saying, when did we see You hungry, and feed You, or thirsty, and gave You drink? And when did we see You a stranger, and invited You in, or naked, and clothed You? And when did we see

You sick or in prison, and come to You? And the King will answer and say to them, Truly I say to you, to the extent that you did it to one of the least of them, you did it to Me. (Ryrie Study Bible, New American Standard Translation).

According to R.H. Bloom however, this ministry was not always the shining example of Christian love and selflessness that God apparently had in mind in Matthew 25, as the following quotation illustrates.

Prison chaplains or prison ministries evolved from incompetent clergymen who had failed in parish ministry and were subsequently transferred to prison ministries and that incompetence has evolved into a highly specialized program of contemporary prison chaplains, who are trained in a highly specialized program. (Bloom, 1975).

A. Roberts has a different perspective of the historical development of prison chaplaincy, as can be seen from the following:

Traditionally, the only educational training that was provided within the prison came from the chaplain, who attempted to teach prisoners to read so they could read the Bible. That has evolved into a highly specialized academic and vocational education program. (Roberts, 1973).

#### Contemporary Development of Prison Chaplaincy

Whatever the motivation for the early prison ministry, it has evolved into a valuable and specialized area of ministry as both authors above recognize. Pace wrote in Religion and Offender Rehabilitation, the following about prison chaplaincy.

...religious programs provide a unique contribution to offender rehabilitation by offering the spiritual resources of religious faith, divine power received through prayer, ethical direction based in scripture, and the support of

loving professional and volunteer representatives of the faith. Some critical issues in religious programs for offenders are whether the government has a constitutional right to employ chaplains. The Court has continually upheld this right. (Pace, 1982).

#### Relationship of the Prison Chaplaincy to the Community

Although the government cannot prohibit the free exercise of religion per the First Amendment, "A 1972 LEAA [Law Enforcement Assistance Administration] study indicated that 42% of local jails had no religious services of any kind, and that while most state prisons provide religious services, several of them did not." (Pederson, 1979).

Hundreds of organizations assist in the legal and welfare needs of the prisoners, but relatively few groups attend to the prisoners' spiritual needs. The committed Christian volunteer has a vital role to play in correctional systems, especially in participating in vital studies and classes, and in administrative work for the official chaplain, and serving as a liaison with prisoners' families, and parole boards. Therefore, "prison chaplains should concern themselves with their co-religionists outside the prison in order to arouse their sympathies for those within." (Oliver, March 1972).

Now that we have looked at the constitutionality of prison chaplaincy, the historical development, and the need for this service, let us turn our attention to the contemporary development and the future of prison chaplains. One researcher, (Toch, 1981)

says the prison chaplain is extremely important as a treatment agent since the chaplain enjoys diplomatic immunity. He also offers confidentiality, and his primary loyalties can remain with the prisoner. Another researcher (Stolz, 1978) told the 108th Annual Congress Of Corrections that in order to be maximally effective, prison chaplains will find it necessary to secure broad based community support. Such cooperation can best be achieved by ecumenical cooperation among the various religious groups.

Prisoners do not need detailed information so much as they need friendship. The Christian prison volunteer ought to approach a counseling session as though he or she were meeting a friend for a cup of coffee. Part of being a friend is just helping people through their hard times, or helping them deal with things they may never have confronted before. (Pederson 1979).

#### Ecumenical Nature of Prison Chaplaincy

According to (Lowery, Wilkinson, & Crosby, 1980) the optimum chaplain /inmate ratio is 1 to 150. When more than one chaplain is required in an institution, both Catholic and Protestant faiths should be represented. Consideration should also be given to Jewish inmates and less traditional forms of spirituality. In prisons where the population has a large percentage of non-Christian inmates, such as Golath Prison, Louisiana, there are three full-time and four part-time chaplains, and one Moslem chaplain.

A Christian chaplain can however, minister to the needs of these non-Christian prisoners if he or she carefully maintains an

ecumenical position. For example, in dealing with Jewish prisoners, the focus is on the fact that they are children of God with the potential for growth and love, rather than the fact that they are born with the original sin. (Bloom, 1975).

#### Alternatives to Governmentally Funded Prison Chaplaincy

As an example of a broad-based, community supported national prison chaplaincy, consider the ministry of Chuck Colson, one of the Watergate conspirators. His ministry is called, Prison Fellowship and is a national prison ministry organization consisting of 60 staff members, 6,000 volunteers, and is supported by contributions from 45,000 people. Although his organization is primarily supported by private donations, his prison ministry is a supplement to governmentally funded chaplaincy programs in over 200 prisons. (Rideau & Sinclair, 1981, unpublished prison newsletter).

#### Future of Prison Chaplaincy

The constitutionality of this issue is already well established as is the need for these services. The biggest challenge then for prison administrators and the community alike is to find the funds necessary to support these programs and to find the qualified ecumenical personnel who are called to this specialized field of ministry. A possible future threat however, to these programs is the replacement of the ecclesiastic with a non-ordained lay person as is illustrated by Taft in his article "Whatever Happened To That Oldtime Prison Chaplain." (Taft, 1978). It is noted that at one

time religious training was the only rehabilitation program offered at many prisons, with chaplains enjoying center stage as the only treatment staff. Chaplains have expressed concern that they will be replaced by religious service coordinators, an idea that is being considered by federal and state correctional systems. The coordinators would be non-ordained lay persons who would arrange religious programming in prisons, calling in clergy from the outside, as needed.

#### Summary of Prison Chaplaincy

In the preceding pages, we have reviewed a great deal of relevant research regarding prison chaplaincy. From the literature, it is obvious that prison chaplaincy is a well established form of specialized ministry. The foundation for this type of ministry is found in the Biblical reference describing God's desire for us to do a good work here on earth. We also looked at the constitutionality of governmentally funded chaplaincy programs as well as alternative types of programs which utilize community volunteers.

The continuance of prison ministry seems certain. However, with the increase of Islamic, Moslem, and other non-Christian inmates, the "oldtime prison chaplain" may be replaced with a religious services coordinator who would coordinate religious programming in prisons.

#### Military Chaplaincy

The second of the three chaplaincy programs to be evaluated is the military chaplaincy. They, like the prison chaplaincy are

covered under the free exercise clause to the First Amendment to the Constitution. Instead of the government being prohibited from, "establishment of a religion" within the military as might be expected, quite the opposite is true.

Since military personnel are the property of the U.S. Government and the lives and activities of these people are substantially controlled by the government, the burden rests on the government to provide military personnel with the opportunity to exercise their spirituality.

The military chaplaincy however, provides ecclesiastically denominational services based on the number of persons within a given denomination in the general population: i.e. for every 100,000 people in the United States population who are members of a particular denomination, the military allocates one chaplain's position for that denomination. If however, that particular denomination chooses not to fill the position, it can be filled by any other denomination. Some denominations such as: The Friends and Latter Day Saints, who oppose conscription and military service do not fill their quota of positions, therefore these positions can be filled by other denominations such as; Catholics, Baptists, or Rajneesh.

#### Similarities to Prison Chaplaincy

This system is also based on a principle of non-solicitation or non-initiation so that ecclesiastic services are provided to the

members of the military, but personnel are not compelled to participate nor do individual denominations seek converts. As mentioned earlier this system does not conflict with the free exercise clause because all denominations are represented in proportion to the general population.

In many ways the military chaplaincy and the prison chaplaincy are similar.

- \* Both serve a confined population.
- \* The government controls the population served.
- \* The legal basis for their existence is found in the free exercise clause.
- \* They have a long and established history.
- \* The need for these services is well established.
- \* There is a great likelihood of their future continuance.
- \* Both programs are in danger of losing their ecclesiastical approach.

#### Differences Between Prison and Military Chaplaincy Programs

The military chaplaincy is however, fundamentally different from the prison chaplaincy. First, as has already been stated, the military chaplaincy is denominational in design. It has a vast pool of specially trained pastors, priests, and rabbis, who serve in every military installation both locally and abroad. As was discussed earlier, approximately 42% of prison and jail inmates have no access to the ecclesiastic services of a chaplain, where as, all military personnel have this access.

A second way in which these programs differ is in the relationship of the two programs to the community. The military does not utilize volunteer chaplains, nor rely on the community resources to bring spirituality to its confined population. This is partially due to the greater access to financial support in the military and it is partly due to the greater access of skilled and willing chaplains to serve in this capacity. (Hughes, 1978).

There is one other area where prison and military chaplaincy differ, and that is in the area of alternative funding sources. This issue is related to the previous discussion in that there does not appear to be a need on the part of the military to cultivate these alternatives. However, suffice it to say that there is no military counterpart of Chuck Colson's "Prison Ministry" which relies on the private donations of thousands of civilian supporters.

The final area where these two programs differ is in the area of research. Because the military chaplaincy is a self contained and self sufficient system not relying on its interrelationship with the civilian co-religionists, much less has been written about these programs. Also, they have not been the subject of large numbers of psychological and sociological research projects as have the prison chaplains and their parishioners. Consequently the bulk of the research information presented herein concerning military chaplaincy was accumulated through a series of interviews as follows:

- \* Retired military Chaplain, Reverend Jerry Hefty;

- \* Military reserve Chaplain Steve Fry;
- \* Military reserve Chaplain John South;
- \* Historian for the International Conference of Police Chaplains, Reverend Lowell Lawson; and,
- \* Noted author in the area of police chaplaincy, Chaplain Wilbert Cunningham.

#### Summary of Military Chaplaincy

In summary, we have evaluated both the prison and military chaplaincy programs which are akin to one another through the free exercise clause of the First Amendment. We compared their similarities and their dissimilarities. It was shown that both programs are free to use tax revenues for the development and promulgation of Christian and non-Christian spirituality to their controlled populations. In fact, failing to do so is constitutionally prohibited.

However, a final chaplaincy program remains to be evaluated to complete the comparative analysis section of this research. That program is the hospital chaplaincy. You may ask what an evaluation of hospital chaplaincy has to do with police chaplaincy research? The connection however, will become more apparent in the following evaluation.

#### Hospital Chaplaincy

Although hospitals are often private sector businesses, they are frequently and in some cases heavily subsidized by federal, or state

funding. This is particularly true with the reliance on federally paid health care for the elderly. Before hospitals became recipients of tax revenues in the form of these subsidies, they were free to employ ecclesiastical services at their will.

However, now that most hospitals receive federal or state subsidies, there does not appear to be a controversy over the presence of these ecclesiastics within the hospital environment. This is remarkable since these services continue to be provided by full-time paid hospital staff during a time when the slightest hint of spirituality in a public school send parents rushing off to the courts.

Perhaps to better understand this apparent inconsistency, we need to review the history of hospitals. The first hospitals in this country were founded as a part of the merciful ministry of a church. "The church has given unusually competent leadership in developing modern health care institutions and methods of treatment." (Westberg, Fall 1984, p. 6).

#### Scriptural Foundation of Hospital Chaplaincy

The Bible says that God ministers to the sick as well as those in prison, as the following scripture illustrates.

For I was hungry, and you gave Me something to eat; I was thirsty, and you gave Me drink, I was a stranger, and you invited Me in; naked, and you clothed Me; I was sick, and you visited Me; I was in prison, and you came to Me. (Matthew 25: 35-36, The New American Standard Translation).

The Bible also states that God promised divine intervention in the area of physical health. In fact, health and healing are part of the redemptive promise of God. Based on this foundation, most hospitals evolved out of a compassionate ministry of Christian organizations. Following is the scriptural foundation for this divine intervention. Isaiah 53:4-5 tells us that God secured healing for his people at the same time he secured peace of mind and eternal salvation.

Surely our griefs He Himself bore, and our sorrows He carried; Yet we ourselves esteemed Him stricken, smitten of God, and afflicted. But He was pierced through for our transgressions, He was crushed for our inequities; the chastening for our well-being fell upon Him, and by His scourging we are healed. (Ryrie Study Bible).

All three gifts of mercy occurred when Jesus was crucified and resurrected, and all of these gifts can be claimed by anyone who accepts God, by believing in his Son, Jesus. It was this link between healing and salvation which originally prompted the creation of hospitals as part of a merciful ministry.

Therefore, chaplaincy was not an attachment to hospitals, but hospitals were an attachment to Christian churches. The recognition of this link seems to have prevented legal controversy over the separation of church and state. The open involvement of priests, pastors, and rabbis within the hospital confines is not a violation of the establishment, or free exercise clause.

#### Science and Spirituality in the Hospital Ministry

Recognition of this relationship continues today in the hospital industry even though medicine is considered to be one of the "hard

sciences." Westberg (Westberg, Fall 1984, p. 6) expressed this awareness as follows:

So there is this new interest in relating science and religion, science and faith, and science and spirituality. How does this effect the modern church related Christian hospital. It immediately calls us to a new awareness of the Christian philosophy, which underlines the establishment of thousands of such church related hospitals around the world. The Christian faith, at its best, through the centuries, has had a special interest in the whole person; body, mind and spirit. It knows that the person is a unity and cannot live a fragmented style of life... Christ's ministry was always to the whole person. A large part of the four gospels focused on the healing ministry of Christ.

Another example of the the hospital's recognition of the role of spirituality in the health care business is portrayed in the following discussion about the Bio-Ethical Committee at Emanuel Hospital in Portland, Oregon. (Koop, Fall 1984, p. 18).

We are going to realize that healing is as much an art as a science, and that belief systems play a role in the healing of a person as a whole individual. It is the duty of Christians to participate in the healing process, and I see involvement with Emanuel as being part of the Christian mission.... Hospitals in western culture are the product of the church and its concern and caring for people, according to Reverend Jerry Ferguson, Chairperson of the Bio-ethical and Spiritual Affairs Committee. He sees the church's involvement in the Bio-ethical Committee as being the extension of that concern for people. The church is one of the institutions that is concerned with ethics and values. One of the roles of the church, as I see it, is to humanize a culture that is rapidly being taken over by machinery and technology.

#### Duties of the Hospital Chaplain

Following is an example of a contemporary hospital chaplains duties, as described by Granger Westberg, professor of

Preventive-Medicine at the College of Medicine, University of Illinois at Chicago:

It is the church related hospital's desire that patients see the interconnectedness of the work of the doctor, nurse, pastor, and all other staff people. While all of them have their own areas of specialization, they all know that healing is a combined effort of many skills and spiritual gifts. It is in that spirit that we acknowledge the need for a whole person approach to health care. Chaplaincy participation with Emanuel's Medical staff and the clinical units enables the chaplains to take into account the whole person. Attending scheduled team meetings with physicians, nurses, therapists, social workers, and other allied health professionals enables the chaplains to plan, organize, and implement an effective program of pastoral care. (Westberg, Fall 1984, p. 7).

Generally, hospital chaplains must maintain an ecumenical ministry within the hospital since their parishioners represent a cross section of religious denominations. These chaplains like their police counterparts consult and cooperate with community clergypersons on an ongoing basis. They perform daily services, offer solace to patients and family members who are frightened or grief stricken, provide ecclesiastic counseling, and perform a variety of rites such as weddings, funerals, baptisms, and communion. Also, like police chaplains, they work with people who are the victims of trauma and tragedies.

#### Summary of Hospital Chaplaincy

In summary, let us review the development and current role of hospital chaplaincy programs. Even though hospital clientele do not fit the confined population theory as did the prison and military populations and thereby fall under the free exercise clause of the

First Amendment, hospitals still openly maintain highly visible ecclesiastic services within their facilities without provoking First Amendment litigation.

The best way to understand this is to look at the history and foundation of most major hospitals in the United States. We saw from our research that these hospitals were originally an attachment to the churches; not the churches an attachment to the hospitals.

We also compared the similarities of the police chaplaincy programs and the hospital chaplaincy, particularly in the type of ministry they are called upon to provide. The greatest dissimilarity between the police chaplain and their hospital counterpart is that, with the police chaplain, more time and attention is given to the staff rather than the public or patient.

#### Summary of the Comparative Analysis

In summary, we offer this quote written over 200 years ago the Reverend John Wesley. We feel this statement relates to all four fields of chaplaincy thus far discussed; police, prison, military, and hospital.

A person who can face each day, no matter how badly things are going, and still find moments here and there to express thanks, is the person who stands a better chance of handling life's stresses in ways that are not debilitating. This is not a Pollyanna philosophy. It is very realistic, for such an attitude telegraphs to the body that things are under control because the person has a relationship to a power greater than himself. There is a spiritual world. There is a God who cares about us. There is available to every human being the avenue of prayer. There is a spiritual dimension to all of life. Such a person is cognizant of his connectedness with the source of all beings. (Westberg, Fall 1984, p. 6).

## VII. NATIONAL OVERVIEW OF POLICE CHAPLAINCY

### Introduction To The Overview

In Section V of Chapter 1 a detailed description of the role of police chaplain within the department was presented. However, this section specifically dealt with the role of the chaplain as it related to coping mechanisms within the police department, contrasted to the coping resources available within the community. This section delineated the goals of police chaplaincy programs, the characteristics necessary to be an effective chaplain, the duties of the chaplain, and the benefits of these programs.

However, the focus of this earlier description dealt with the general qualities of chaplains and their programs. Now that we have the comparative foundation of three other types of chaplaincy programs i.e. prison, military, and hospital; it is appropriate to look closer at specific police programs throughout the country. Therefore, the last section of Chapter 1 is a national overview of police chaplaincy programs.

The primary focus of this overview is to compare and contrast specific types of programs around the country. We will compare volunteer to paid, part-time to full-time programs, and look at the advantages and disadvantages of both.

### History of Chaplaincy

Our research in both private and public police archives has revealed that the early history of the chaplaincy was not preserved

in written form. Therefore any historical information presented in this work was gleaned from oral interviews with present and retired chaplains from a variety of police departments.

This sketchy information indicated that the first full-time departmentally funded police chaplain began serving in 1950 in Portland, Oregon. He operated a fully ecclesiastic counseling service which was formally identified as a personal counseling service rather than a police chaplaincy. The reasons for, and disadvantages of, this distinction will be discussed in a latter section of this overview. The first paid full-time departmentally funded chaplain was Chaplain Edward Stelle of the Portland Police Bureau, who has since retired, but is working part-time for the Multnomah County Sheriffs Office. (Information provided in an interview with Chaplain Stelle).

Although Portland was the first department to employ this vital service on a full-time basis, there were innumerable chaplains programs already functioning within other departments throughout the country. These chaplains however, were volunteer pastors and priests from local parishes who worked with the police departments to provide a wide range of ecumenical services.

The exact date, and location of the beginning of police chaplaincy is not recorded so we can only conclude that they began sometime before 1950. Our research revealed that the primary focus of the earliest chaplains programs was to provide ecclesiastic service to the community through the police department. (Several chaplaincy programs still have this basic focus). However, with the

implementation of the Portland program the focus shifted to a ministry for police officers rather than merely an extension of community service.

As an example of the development of one large police department's chaplaincy program, Bob Schulala, of the Philadelphia Police Chaplaincy program, stated in an interview that his agency had a strong police chaplaincy during the late 60's and early 70's. He attributed this partly to the growing social unrest in the inner cities, but also to the fact that the program hired a professional and capable staff with a strong commitment to the program.

As the program evolved, it employed additional police officers who were ordained. However, many of these ordinations were questionable in terms of the training and knowledge they represented. In addition to the questionable credentials, the officers were using police time to perform religious functions, such as funerals and weddings. This created a conflict of interest and undermined the integrity of the program. As a result of the changing times and the problems encountered with the chaplaincy corp, they now have only three full-time chaplains who are ordained ministers and ex-police officers. These three men provide counseling and ecumenical support to the officers as well as to the community. They also maintain a good working relationship with the administration of the department.

## Different Types of Police Chaplaincy Programs

The first is a totally volunteer chaplains corp and includes both full and part-time chaplains. This is probably the oldest and most common system. The second type includes all paid chaplains and they fall into two general categories; paid counselors, such as, the chaplain in Portland, Oregon; or a strong ecclesiastic, such as, the full-time chaplain in Old Saybrook, Connecticut.

### Volunteer Chaplaincy

Most volunteer chaplains are part-time, unpaid, departmental staff, who are generally members of a community parish and as such, are made up of denominational pastors, priests, and rabbis. Although this type of organization is the most common in the United States (mostly due to the predominance of small agencies); these programs are extremely diverse in their scope and function. They range from informal, unchartered, and poorly motivated groups of pastors who perform ceremonial rites at police functions to the highly organized and defined programs, such as the ones in Indianapolis, Indiana, and New Orleans, Louisiana.

In addition, to handling the duties associated with their parish congregations, they provide ecclesiastical support to the police department by counseling police officers, conducting weddings and funerals, and assisting with death messages or other tragedies.

Also included in the duties of the volunteer chaplain are "ride alongs" with officers. The "ride along" improves communication, cultivates trust, and establishes credibility with department

personnel. These duties are very similar throughout the police chaplaincy, whether they are volunteers or full-time staff. However, in a voluntary organization the chaplains must first be committed to their primary parish. Their second priority is to the police department. They receive moderate monetary or material compensation for their efforts and time in the police service. (This does not imply that volunteer chaplains lack commitment or that any chaplain's primary motivation in his or her ministry is monetary reward). In reality, most chaplains are sincerely interested in their police ministry and for their efforts, they most likely will receive: camaraderie, recognition, admiration, personal growth, and satisfaction in helping others.

#### Positive Aspects of Volunteer Chaplaincy

One of the advantages of the volunteer agency, from the standpoint of the police department, is the low cost of maintaining a chaplains program. This is an absolutely essential consideration for very small agencies who would like to provide this type of service to their staff and to the community, but are simply too small to justify the personnel expenditure of a full-time chaplain. For this type of police department, the benefits of having even a part-time chaplain can easily justify the minimal operational costs of insurance, supplies, etc.

As has already been established, the services of a chaplain can produce positive effects, such as more emotionally stable, healthy, and reliable police personnel. In addition to these benefits, the

volunteer police chaplain provides an important link between the police department and the community it serves. Since police departments are often accused of operating in a vacuum, this link is vital in helping to keep the lines of communication open. Every viable police-community link helps to break down those barriers.

#### Negative Aspects of Volunteer Chaplaincy

The negative aspect of volunteer chaplains is that they may not have the level of understanding of police problems, comparable to the full-time or staff chaplain. Our research indicates that most volunteer chaplains have not previously been police officers (or received adequate criminal justice system training) and are likely to share many of the misconceptions and biases commonly perpetuated by the media. Many of them are well intentioned, but lack the necessary skills to develop credibility with the officers.

Another major problem with volunteer programs is their lack of time. As has already been established, the effective chaplain must be visible, available, credible, and flexible. In order to establish credibility the chaplain must maintain high visibility. Volunteer chaplains who have full-time responsibilities to their congregations simply do not have the time to attend briefings, counsel officers, accompany officers on duty, and be available to respond to the many community tragedies encountered by the officer.

Even though volunteer chaplains may find the time to occasionally ride with officers, few experience the full extent of the community hatred and prejudice "that has turned above average

idealists into callous and unfeeling law enforcers," (Kroes 1980) and therefore, it is difficult for them to relate to the problems this hatred produces.

Volunteer chaplains for the most part are considered outsiders and it is much more difficult for outsiders to penetrate the inner sanctum of the "brotherhood" of police officers.

Why can't any pastor function effectively as a volunteer police chaplain? Cunningham offers the following list of shortcomings, (Cunningham, 1980, p. 124).

- \* Insufficient educational background to evaluate objectively;
- \* Insufficient pastoral experience to empathize;
- \* Insufficient personal maturity to handle his or her emotions;
- \* Prejudices and limitations; and
- \* Insufficient personal faith and conviction to comfortably function ecumenically in interdisciplinary situations.

#### Full-Time Chaplaincy

In contrast to the part-time or volunteer chaplains described above, there are approximately 50 full-time, paid chaplaincy programs throughout the United States. (International Conference of Police Chaplaincy, roster of members, 1984). These programs also represent a wide range of functional responsibility and organizational structures.

There appears to be two underlying philosophies upon which these programs are founded and two basic types of organizational structures being utilized by the various police departments who employ full-time chaplains. The two philosophies are; 1) the counselor chaplain, and 2) the strong ecclesiastic. The two structures are; 1) departmentally funded programs and 2) community supported chaplains. All four of these variations will be discussed and described in the following text.

#### Counselor Chaplain

There are a limited number of chaplain's programs who employ chaplains identified as personal counselors rather than as chaplains. The Portland, Oregon police chaplaincy program is an example of one such program. The purpose of this distinction is that the trained counselor as chaplain completely side steps the issue of first amendment violations. Portland was the first agency to employ the services of a chaplain full-time. He was specifically hired to focus on the unique needs of the law enforcement staff. This structural definition was adopted to avoid any possible legal controversy over the use of tax revenues for the purpose of "establishing a religion." (Interview with retired Captain of the Portland Police Bureau, Father James Harvey).

This avoidance of the ecclesiastic position is not necessary as we will see in our discussion of the strong ecclesiastic. For some agencies, it is simply easier to avoid anything which might be construed as a constitutional violation.

### Advantages of the Counselor Chaplain

Legal battles are painful and costly, and to be avoided whenever possible. In these programs the chaplains are counselors instead of ministers, and they represent varying degrees of church affiliation or spirituality. This type of program allows for a great deal of latitude in organizational design and philosophy.

### Disadvantage of the Counselor Chaplain

The problem of defining a chaplains program in this manner is that it is easy to lose the ministerial focus of the program and end up with a non-Christian, non religious counseling service. Some of these programs are even hostile to Christian concepts. This is not to imply that a non secular counseling service would be of no benefit. However, these services are currently available within the departments as discussed in the Needs Assessment. Therefore, turning the chaplains position into another counseling service eliminates the ecumenical resource many officers seek.

This was the ensuing result in Portland, Oregon when Chaplain Stelle retired. During the formative years of the Portland Chaplaincy, the police administration attempted to safeguard the program from constitutional questions by defining the chaplains duties as professional counseling. Chaplain Stelle was a devoted Christian chaplain and the formal definition of his responsibilities simply stated that he was a counseling resource. He took that counseling responsibility one step further and provided full ecumenical services to the members of his agency, surrounding police

agencies, and to the community at large. However, when he retired from his ministry at the Portland Police Bureau, the vacancy was open to anyone who qualified as a counselor. Subsequently, the ecclesiastical support which he had assured throughout his thirty-five years of ministry was lost in the agency. Chaplain Stelle's replacement is either unwilling or not able to provide the needed spiritual guidance to departmental personnel. The underlying Christian principles of the program have completely eroded away. (Interviews with the Chaplains Assistant, Officer Roger Rothwell; Father James Harvey; Chaplain Edward Stelle).

#### Strong Ecclesiastical Program

Pastor Wilbert Cunningham of the Indianapolis Police Department is a full-time, paid Chaplain who has a strong Christian emphasis in his program. He has been able to successfully avoid conflict with the separation of church and state issue by modeling his ministry after the military model of chaplaincy. Specifically, he does not recruit or solicit converts. He makes Christian services available upon request, but does not actively seek to initiate or promote those beliefs to persons who have not expressed an interest in them. He counsels police officers both Christian and non-Christian and provides a variety of support services to the department.

In this agency more attention is given to finding Chaplains with at least three years recognized parish experience than in finding a Chaplain with prior police experience or police training. Additional qualifications include a Graduate Degree in Theology,

training in clinical, pastoral education or equivalent experience and a minimum of three years in the resident pastorate. The Indianapolis program has undergone several policy changes and organizational upheavals since its inception, but it has never wavered on its ecclesiastic stance. (Cunningham, 1980).

#### Advantages of the Strong Ecclesiastic Chaplain

The primary advantage is that the program philosophy is well defined and the departmental resources provided by the program meet the spiritual needs of members of the department. This inside verses outside resource has already been shown to be a tremendous advantage when dealing with the isolation and potential callousness of police personnel.

#### Disadvantage of the Strong Ecclesiastic Chaplain

These persons are required to function in an ecumenical fashion within the department and to provide counseling and service to both Christian and non-Christian personnel. As was stated earlier, this is often difficult for pastors and priests who maintain a strong ecclesiastic outlook. There is, we believe, a tendency to proselytize non-Christian officers. The program example cited above however, is modeled after the military model and therefore confines its ecclesiastic counseling services to those who specifically request it.

Even with these precautions there remains the possibility that the First Amendment issue will be raised related to their organizations.

### Departmentally Funded Programs

We have already discussed the two philosophies of chaplaincy programs. However, either one of these philosophies can operate successfully with either of the two organizational structures described below. There are chaplains programs which are totally supported by departmental funds, such as the Portland, Oregon counselor-chaplain program, and Indianapolis' strong ecclesiastic program. Both organizations are totally funded by the organization they serve, and employ full-time, paid staff chaplains. Also in both cases, these chaplains serve only one organization.

### Advantages of the Departmentally Funded Chaplaincy

Funding is not a major obstacle. As long as a department maintains a commitment to the chaplaincy, it will make the necessary funds available to support it. If however, the organization loses interest in the chaplaincy due to underutilization or unestablished success then the chaplains program should be discontinued. The continued availability of funds then reflects the departments attitude about its chaplains program.

This makes the chaplains more sensitive to the organizations they serve and enhances quality control. One of the fundamental principles of any chaplaincy is that it can only successfully operate where it is needed and used by the officers, or where the chaplains are able to positively effect change and be of value. When these conditions no longer exist in an agency or jurisdiction

then the program must be abolished. Because the departmentally funded chaplain is sensitive to the department which funds him or her and participates in a working relationship with administration, developmental problems can be detected and corrected before they undermine the effectiveness of the program.

#### Negative Aspects of the Departmentally Funded Chaplaincy

One negative aspect of the departmentally funded chaplaincy is that it may be subjected to considerable pressure to compromise its ecclesiastic position to avoid controversy over its constitutionality. Secondly, being a part of the department exposes the chaplaincy to the internal personality clashes which are constantly in operation in any police organization. These programs can undergo subtle changes over time to accommodate expectations and thereby lose their original vision of ministry. Lastly, departmentally funded programs do not establish a link into the community.

#### Privately Supported Programs

Both of the previously mentioned types of chaplaincies are affiliated with and supported by a single department. Another type would be a paid, full-time chaplain which is supported by community funds through churches, foundations, and individual donations. In this type of organization, the First Amendment issues are again avoided because the chaplains are not supported by government funds. Although this type of organizational structure is rare among chaplains programs, an example of a successful program structured in this way can be found in Sacramento, California. This program was

established several years ago and was developed around the idea of being independently funded from the police department. This concept assures freedom in policy development and autonomy from governmental budget fluctuations. The Sacramento Police Chaplain is funded through officer's contributions and through an annual "Pig Bowl" benefit. The uniqueness of this program is that it is an ecclesiastic ministry affiliated with a single agency and totally funded through non governmental sources.

#### Positive Aspects of the Privately Supported Chaplaincy

The positive aspect of the ministries which are supported by public funds, such as Sacramento's and Officer Alive! in Portland, Oregon, is that they are not hampered in any way by the constitutional issue of separation of church and state. Since they receive no funding from the government, they are completely free to develop an ecclesiastical ministry. They are also less sensitive to political pressures from within the agency.

#### Negative Aspects of the Privately Funded Chaplaincy

However, the negative aspect is that their funding sources may not be as stable as programs funded directly by the agency. Also, chaplains programs which develop independently of the police departments may lose touch with what is needed within the agency while they seek their own self enlargement. There are fewer controls on these types of programs and unless they are directly responsible to some governing body, they have the potential of using the police affiliation for personal benefit. An example of an

independent police chaplaincy that has no departmental controls is the privately funded counseling service which serves any and all Oregon police officers. This program (although founded with the best of intentions) has as its primary purpose the generation of sufficient funds to continue operations. This has become the end and not the means and in the process of struggling to maintain its viability, the counseling service has lost touch with the needs of the agencies it claims to serve. It continues, however, to use its police affiliation to attempt to secure additional foundation support.

#### Interagency Publicly Supported Programs

Although several different types of chaplaincy programs are described above, they all have in common the following: all are paid full-time chaplaincies and all serve a single agency. There is yet another type of full-time, paid chaplaincy which has just recently been developed within a group of police agencies in Washington County, Oregon. Like Sacramento, it is funded by charitable donations from the community. Like Indianapolis, one of its central developmental philosophies is its commitment and devotion to an uncompromising ecclesiastic stance.

But unlike any other chaplaincy throughout the country or for that matter throughout the world, (International Conference of Police Chaplains, 1982, unpublished), it is a full-time, paid program which serves more than one police jurisdiction. This chaplaincy is entitled Officer Alive! Inc. and is presently located

in the western suburbs of Portland, where it serves eleven police agencies ranging in size from a five officer agency to a 214 officer sheriffs department. There are approximately 600 persons directly served by this ministry.

According to Chief Mosca of Old Saybrook, Connecticut, most departments in the United States consist of small agencies ranging in size from five to eighty personnel. Yet the citizens in each jurisdiction expect the agencies to provide a full range of police services modeled after the images created in the media. One resource, he maintains, is available in every jurisdiction, and that is the police chaplain. (unpublished letter by Mosca) What he fails to note however, is that most of the small agencies throughout the country must depend on volunteer part-time chaplains and they lack adequate administrative control of these services. That is what makes Officer Alive! so unique. It serves small agencies on a full-time basis and is fully accountable to the joint governing body of those agencies, (the Washington County Law Enforcement Council). Its growth ambitions are to eventually serve all of the agencies located in the general Portland metropolitan area.

#### Advantages of the Interagency Community Supported Chaplaincy

The advantages to this type of program is that it can provide high quality, trained, dedicated, and full-time chaplains to agency personnel who would otherwise have no such service or at best, only part-time volunteer service. These organizations are also free to

develop complete ecclesiastic programs without being hampered by any First Amendment issues.

#### Disadvantages of the Interagency Community Supported Chaplaincy

The disadvantages of an interagency chaplaincy such as Officer Alive! is that there can be a lack of continuity of policy among agencies. The chaplain may find himself serving one agency more than another because of demand or because of the expectations of the administration, while not serving the members of another department because of administrative resistance to the program.

#### Summary of the National Overview

As described above, there are police officers who have expressed an interest in, and a need for, ecclesiastic counseling. In response to this need, highly specialized police ministries have evolved under a variety of philosophies and structures as shown. They may be supported by their departments, or the community. They may be full-time or part-time programs. They may be an interagency, publicly supported chaplaincy such as, Officer Alive! Inc, but they all respond to the unique needs of police officers and their families as well as communities suffering from criminal violence, and grief.

CHAPTER 2

A DEVELOPMENT PLAN

1985-1987

## I. DESCRIPTION OF SAMPLE SELECTION AND

### METHODS OF COLLECTING DATA

#### Open Ended Mail Survey

An open ended mail survey was sent to all board members of Officer Alive! involved in the planning process as it was determined that:

- \* The questions could be answered quickly, easily, and carefully.
- \* The people that have the desired information were willing and able to respond through the mail (survey resulted in 71% compliance).
- \* The population was composed of a relatively homogeneous group of persons with similar interests, education, economic, and social background.
- \* This was the most economical method of obtaining the desired information.
- \* Sufficient time could be allowed for replies from respondents.
- \* The interviewer was not present to bias answers or to make mistakes in recording the information.
- \* Certain information might be more readily given in an unsigned questionnaire.

#### Personal Interviews

Personal interviews were used: When the quantity and/or quality

of information needed required personal interviews to be used, and as a result of the population being located in areas geographically compact.

## II. ORGANIZATIONAL ASSUMPTIONS

### Law Enforcement Personnel

- \* The number of law enforcement personnel will remain constant during this planning period.
- \* Clients will be drawn from a larger geographical area than at present.
- \* Personnel will feel more strongly that the counseling program of Officer Alive! is a job benefit.

### Financial Resources

- \* Officer Alive! will continue to be supported by business and private foundations with a smaller proportion of funding coming from private donations.
- \* There will be minimal financial support from area churches and from the law enforcement community for the immediate future.
- \* Larger budgets for projected staff and program expansion will be needed.
- \* Increased reliance on private foundations and grant resources will be necessary to maintain, improve, and expand program quality.

### Physical Resources

- \* Increased maintenance will be needed to expand and repair the physical plants.
- \* Adequate private counseling space will be a requirement.

### III. BACKGROUND AND HISTORY OF OFFICER ALIVE!

#### Background

Washington County incorporates eleven different law enforcement agencies. This involves over 350 police persons plus reserves and cadets. Currently, the only formally recognized and county funded counseling program for these officers is the Washington County Stress and Traumatic Incidents Counseling Team. This program provides counseling to law enforcement officers only if they have been involved in a 'traumatic incident' such as a shooting or a brutal situation.

Ten years ago, according to Sergeant Chuck Straughan (Kuechle, 1984), head of the Washington County Stress and Traumatic Incidents Counseling Team, there was no recognition that post-shooting trauma was a serious problem. The officers were expected to contain their emotions and if it took more than a few weeks to compose themselves and put the incident behind them, their peers began to question their ability to do their job. By the mid-1970's, post-shooting trauma was recognized as a normal reaction to exceptional stress and formal counseling services were organized. Washington County,

Multnomah County, and the Portland Police Bureau have initiated these services and the Eugene Police Department has a peer support group. But in the highly stressful work environment of law enforcement, there is no training or counseling available for the psychological or emotional aspects of day-to-day situations or personal crises.

Approximately one year ago, a program entitled "Officer Alive!" was conceived to help meet the life needs of officers and their families in Washington County. They began operating under the auspice of Alive Ministries of Portland. Officer Alive! is a police chaplaincy program composed of trained police chaplains and officers who provide the following services (from unpublished brochure):

#### Primary Services

- \* The chaplain will be available for counseling on a daily basis, including 24 hour a day emergency service. He will be personally available in times of any bereavement or any family crisis.
- \* The chaplain will provide hospital and home visitation in times of illness or emergency situations.
- \* The chaplain will provide seminars concerning marriage and the family, stress, and traumatic incidents.
- \* The chaplain will be available to assist officers with community related emergencies such as crib deaths, suicides, or death notifications.
- \* The chaplain will develop a team of clergy from Washington County, counselors, and other professionals tailored to meet the needs of officers and their families.

#### Additional Services

- \* Coordinate counseling services and referrals as required (psychological, mental health, marriage, alcohol, drug related, etc.).

- \* Provide pre-retirement counseling as requested.
- \* Assist in developing trauma teams as requested.
- \* Perform weddings on an individual basis following premarital counseling.
- \* Perform funeral services as requested.
- \* Develop spouse support groups including spouse orientation and resource information.
- \* Represent agencies at various community functions as requested.
- \* Offer social functions for officers and their families.

These chaplain services are made available without cost to all officers and their families, including retired personnel, reserve officers, and all law enforcement personnel.

We have already established in Chapter 1 that a full-time police chaplain is a vital part of a law enforcement agency. As such, the chaplain is able to understand the daily situations that officers face and can give appropriate counsel when needed. See Appendix VIII.

A member of the international association of Chiefs of Police (Nursey, 1973) wrote that the Orlando, Florida Police Department has arranged to provide volunteer chaplains from virtually every major religious denomination for counseling and assistance services for police officers. After a year's experience with the program, members of the department point to several benefits and advantages. It serves as a boost to morale. It can reduce the occurrence of separation and divorce among department members and their spouses.

It results in more compassionate and efficient performance of certain duties, such as death or serious illness notification.

The Law Enforcement Council of Washington County has given unanimous approval to Officer Alive! to provide a police chaplaincy program to all their departmental personnel. This means they are willing to accept and acknowledge the need for nondenominational spiritual support and counseling approached from a biblical basis for anyone, regardless of race, sex, or religion.

Quite recently Officer Alive! filed with the State of Oregon to incorporate and is now in the process of filing with the federal authorities to receive nonprofit, tax exempt status. The organization is currently being supported by contributions from individuals, churches, charitable foundations, civic groups, police associations, and the business community. Officer Alive! does not receive funding from any tax base source in accordance with the governmental separation of church and state.

Currently there is one full-time police chaplain. Without significant marketing of the program, they are handling a caseload which would more reasonably be divided among at least three full-time police chaplains. Examples of the types of involvements of the chaplain are as follows:

- \* Counseling a family about the meaning of life and death as it particularly pertained to their eight year old son who was sustained on life support systems after a tragic accident.

- \* Counseling a fifteen year old child and her family after she had been diagnosed as having leukemia.
- \* Counseling numerous couples who are having marital problems.
- \* Counseling an officer who has used deadly physical force upon another human being.
- \* Counseling members of the community at the scene of a death and/or suicide.
- \* Visiting injured or recovering officers in the hospital or at home following accidents and/or surgery.
- \* Attending and conducting police funerals, weddings, and baptisms.
- \* Making follow-up phone contacts with crime victims.

Eventually, when the eleven different law enforcement agencies of Washington County are asked to submit their desired level of response and participation by the chaplains program staff, there is little doubt that the demand for their services will greatly increase.

### History

Officer Alive! was initiated in Washington County after approximately one year of planning and preparation when a formal proposal was presented to the Law Enforcement Council of Washington County. After some discussion regarding initial funding and the program's structure, the proposal was adopted and implementation began on January 15, 1984.

The Law Enforcement Council directed the Board of Directors of Officer Alive! to document the need for this type of program, and to raise funds sufficient to cover the minimal salary expense of the chaplain for a period of one year. At that time, the Law Enforcement Council agreed to fully endorse and support the program. The Council set a deadline of May 1, 1984 for those conditions to be met.

By May 1, 1984, through individual gifts and pledges, along with business, church, civic, and police association support, the salary expenses were met, as required. In addition to fund raising activities, the chaplains immediately began to respond to requests for counseling services. As word of the program spread through police ranks, the demand for counseling grew rapidly and has continued to do so at an ever increasing rate.

Through the demonstration of personal need, and community support, the Law Enforcement Council of Washington County officially endorsed the program. The Council then wrote a letter of support and acknowledgement, as did the individual Police Chiefs and Sheriff of Washington County. Local police agencies support the program through every means possible, by making available surplus goods and services. For example, they have provided support in terms of capital equipment, such as police radio, paging system, phone system, mileage reimbursement, group health rates, and office furnishings and equipment.

#### IV. UNIQUENESS OF THE PROGRAM

Officer Alive! is a unique program even though there are numerous chaplain programs throughout the United States including prison chaplains, hospital and military chaplains, and police chaplains. There are approximately five hundred registered chaplains in the International Conference of Police Chaplains, but none of the programs represented by these persons are like Officer Alive! Inc.

Of the Police Chaplain's programs found in this country, there are two basic types. As described in Chapter 1, the first are the volunteer organizations. These types of programs utilize pastors and priests from local community churches who perform the duties of a police chaplain on a part-time basis as time allows. The second type of chaplaincy program is the paid departmental chaplain, of which there are only approximately fifty in the country. These paid, full-time chaplains, however, are generally staff psychologists and cannot have a spiritual emphasis in their programs because of the constitutional restraints mentioned earlier.

More important than the issues of full-time versus part-time, or pastor versus psychologist, is the question of training. Neither type of chaplaincy program described above utilizes Christian pastors trained in the special needs of police officers. No school, college, or seminary, in the United States has a training program specifically tailored to the unique problems confronted by police chaplains.

Officer Alive! on the other hand, is a multi-jurisdictional organization utilizing a full-time, sworn, paid, and licensed chaplain who was a police officer for approximately thirteen years and who had completed four years of individually tailored seminary training specifically targeting the needs of the law enforcement community. Chaplain John South received this individual training from Western Seminary in Portland.

As a result of developing this specialized program and in recognition of the larger need for appropriate and specialized training Western Seminary, in conjunction with Officer Alive!, has agreed to develop a nondenominational police chaplaincy training program. It would be aimed at producing ordained ministers and chaplains equipped with the knowledge and skills necessary to cope with the special problems of law enforcement officers.

#### V. CURRENT ORGANIZATIONAL STRUCTURE

##### Legal

Officer Alive! had its beginning in Alive Ministries. This parent organization is a nondenominational, evangelical organization which sought to develop and promote specialized outreach ministries. Other subunits of Alive Ministries include Disciple Alive, Ambassador Alive, and Youth Alive. Although separately organized and managed, each evangelical group used the federal tax exempt status and corporate autonomy of Alive Ministries. The primary purpose of developing Officer Alive! within the legal

framework of an established organization was to enable it to immediately begin receiving donations and charitable support and other financial benefits while it sought to develop its own administrative, financial, and organizational structure. In addition to the financial benefits, Officer Alive! also profited from the association with a recognized, stable and established ministry in terms of legitimacy, public acceptance, and recognition.

Although this arrangement worked well in the early days of Officer Alive's development, it appears to be a burden to continue to maintain separate but associated boards, finances, and organizations. By mutual agreement, Officer Alive! has chosen to incorporate separately and to seek its own federal tax exempt status. At present, the State Incorporation is complete (see Appendix XI) and the federal tax status is pending approval.

#### Financial

Presently Officer Alive! is operating on approximately 25% of its organizational budget. The moneys received come from a variety of sources as follows: 45% from individual gifts and pledges, 19% from businesses, 10% from foundation grants, 7% from Police Associations, 14% from church support, and 5% from miscellaneous sources. The total monthly income average is approximately \$2,500.

The chaplain's salary is presently \$2,000 per month with minimal fringe benefits. However, the budget calls for two chaplains both making \$2,000 monthly with 20% fringe benefits plus approximately \$2,300 monthly expenses for materials, services, and capital

outlay. Because the monthly income is significantly less than the proposed budget, Officer Alive! has been forced to reduce services (to use one rather than two chaplains) and to economize in the area of capital expenditures.

Much of the noted financial limitations of this organization are due in part to the newness of the organization, the lack of an adequate marketing plan and to a lack of an established and stable funding base. The financial problem and recommendations will be addressed in other areas of this report.

### Political

In addition to its political relationship with Alive Ministries, Officer Alive! functions within a highly political environment; the environment of the law enforcement community. The political overtones of Officer Alive! are amplified by the fact that the organization serves eleven different law enforcement agencies all of whom are separate political entities with their own operating procedures and guidelines. To further complicate this already complex interrelationship, Officer Alive! is officially independent of each of these organizations, but must function within each one.

The chaplaincy cannot officially be a part of any police agency and still maintain its focused Christian orientation. It cannot receive financial support nor be a budget item of any police department. Therefore, it must remain autonomous while still providing a service to the individual officers within these political subdivisions.

In an effort to bring a sense of order to the chaos of operating in eleven different agencies without conflict, jealousy, rivalry, or sabotage, one of the first steps for the organization was to seek and receive approval to operate from the Law Enforcement Council of Washington County. This political body is made up of top administration and mid-managers from every law enforcement agency in the county. This group reviewed the program design and gave its approval as was stated in the historical statement. However, approval from the Law Enforcement Council does not provide operational guidelines to Officer Alive! As the chaplain became more involved with individuals from various agencies, it was apparent that the program was in need of some broad operating guidelines that would be acceptable to all of the agencies.

Therefore, an advisory board, the Washington County Chaplains Advisory Board was established to formulate a universal standard operating procedure (SOP) for the chaplains program. It has been endorsed by the members of the Law Enforcement Council and serves as an overall guide to operation. The purpose of the SOP is to clarify the position, service, and responsibility of the chaplain. It also helps define the Police Administration's expectations of the chaplains program and the chaplains expectations of the Police Departments. The individual members of the Washington County Chaplains Advisory Board also serve in a liaison capacity for the agencies they represent.

## Administrative

From the standpoint of structure, this aspect of the organization is the easiest to describe. Essentially, there is no hierarchical administrative structure. The organization consists of twelve board members. One member holds the title of Chairman of the Board, one is the paid Police Chaplain, two are adjunct members, and the rest are board members. All members have voting privileges. One of the board members also leads the planning and finance committee and one member leads the building and facilities committee.

All members have equal voting privilege although several of the board members plus the adjunct board members do not attend board meetings. This then leaves the decision making responsibility in the hands of the few board members who regularly attend meetings. In addition to the problems that are formally presented at meetings for discussion and action, several major decisions have been made in a very informal way. They concerned the acquisition of equipment and the chaplains salary. This process involved making numerous calls between a few board members who verbally agreed to accept the proposals, take action, and in one case to raise the salary of the chaplain. All board members were polled. However, in polling the board members, there does not seem to be any hostility or resentment about the process at this time.

There is a tremendous amount of unity and agreement among the board members which is due to several factors:

- \* The small size of the group.
- \* The relative newness of the organization.
- \* The Christian orientation of the members.
- \* The similar law enforcement background of much of the board.

Reliance on these amiable feelings for future development however, could have disastrous consequences. See Appendix I for a list of board members and their scope of responsibility.

## VI. SHORT-TERM GOALS

### Step I

The purpose of Phase I is to establish a fully functional Police Chaplaincy Program in Washington County. This includes the staff necessary to address the counseling needs of the officers and their families, to obtain necessary staff for the office, and to act as an advisory board or committee in developing chaplains programs in other counties or geographical areas.

The goal of this phase is to have the Washington County program receive at least 80% of its funding from police officers, police associations, or from community support. One possible method is through the implementation of payroll deductions.

The budget for this phase of development is approximately \$64,500, which includes one full-time chaplain, one full-time secretary, and a receptionist. (See Appendix IX).

## Step II

Once the Washington County program is established, the second phase of the development of Officer Alive! is to expand the Washington County program into Clackamas County.

At the time Step II is fully developed, the budget will be approximately \$75,180. To function properly the program will need three full-time chaplains, and one additional clerical support staff.

## VII. LONG-TERM GOALS

### Step I

At this point the program would expand to encompass Washington, Multnomah, Clackamas, and Clark County, Washington. The expansion into Multnomah County would, however, depend upon the ability to coordinate with, and be accepted by, the two existing chaplains programs at the Portland Police Bureau and the Multnomah County Sheriff's Office. It is not the purpose or intent of Officer Alive! to duplicate or replace any existing program. At the time of this expansion into the other metro counties, Officer Alive! would act as a type of mission board to help coordinate the overall program. This mission board would also be available to advise other developing programs in counties, such as: Yamhill County and several southern Oregon counties who have already expressed an interest in the program.

The budget for this phase will be approximately \$90,360, with the addition of two or more full-time chaplains and two more receptionists. There would be a counseling site for each of the four counties being served.

### Step II

In conjunction with Western Seminary, Officer Alive! will create a new Masters of Divinity degree program especially aimed at meeting the training needs of police chaplains. This would be the first such program developed anywhere in the country. The intern chaplains would receive field training by working with the various metro area chaplains. Training curriculum would also be developed for the Police Academy to increase police officer awareness of work related stresses and potential sources of coping aids. The chaplains would be involved in formal training at both the academy and the seminary and would contribute their time as working interns in the field.

Officer Alive! will provide guidelines, technical and expert advice, and documentation of program development techniques to any agency, county, or jurisdiction wishing to establish a similar program.

An executive director will be hired to coordinate office activities, fund raising, and all other necessary management activities. One full-time secretary and one additional receptionist would be required. This would increase the annual budget by \$76,500.

If Step II involved a considerable amount of consultation or field work in program development in other parts of the country, it is possible that Officer Alive! would need a team of program consultants. If on the other hand, there were only occasional requests for information, those requests could be handled by the existing staff. It is not feasible at this time to determine the exact budget impact of this phase of planning. These program and budgetary phases cover a period of three to four years.

#### VIII. SITUATIONAL AND ENVIRONMENTAL ANALYSIS

The overall aim of a situational and environmental analysis is to examine the organization, from conceptual to operational, to determine the exact status of the business or program at present. Benefits of developing a situational and environmental analysis include:

- \* Identification of the major threats and opportunities facing the organization.
- \* Evaluation of current strengths and weaknesses.
- \* Identification of resources available to develop long-range plans.
- \* Provision of support for the development of feasible long-range goals and development of tentative solutions or alternative tactics to achieve these goals.
- \* Establishment of background for implementing, tracking, and monitoring of the long-range plans.

Officer Alive! is the only interagency biblically based chaplaincy program in the country. Its major organizational strengths are as follows:

- \* A highly educated empathetic and dedicated full-time chaplain.
- \* Adequate facilities (for the current phase of program development); and
- \* A successful track record and reputation since inception.

However, our research identified the following organizational weaknesses as discussed in the subsequent sections:

- \* Lack of basic fund development and financial stability guidelines;
- \* A need to develop a standard operating procedure;
- \* A need to develop and refine the management system, board structure and guidelines, and communication channels;
- \* Lack of a defined ecumenical position; and
- \* A need for trained and available chaplains.

#### Environmental Assessment

##### Establish Basic Fund Development and Financial Stability Guidelines

#### Problem

As a nondenominational police chaplaincy service organization, Officer Alive! Inc. operates within a political, social, and economic environment that directly impacts its ability to survive. This environment has placed programs such as Officer Alive! under extreme financial constraints for the foreseeable future.

Growth may not be the immediate issue; rather, it may be survival. The existing financial base is not nearly enough to fund the program at its current level of service beyond May, 1985. An additional complicating factor is that at this time funding sources are unpredictable: funding levels vary from month to month.

In our opinion, since the 1930's the social service agency support has shifted from private philanthropic support to an almost complete dependence on government funding services. One alternative for private organizations is to seek only private contributions to fund the existing program base. This should be viewed with very cautious optimism. Many organizations will be turning increasingly to private philanthropy. However, it appears for the foreseeable future that private foundations will be hard pressed to meet all their demands.

It is imperative that Officer Alive! develop strong case statements necessary to attract private funds. The critical factor then becomes priority setting to ensure that the most pressing needs are met first and that short-term needs are accommodated while long-term resource needs are cultivated.

#### Recommendation - Basic Fund Development

One possibility is to propose a basic fund development program for the Board of Officer Alive! Inc. to consider as they look at the agency's financial needs. Based on this research, it is suggested that three basic elements be adopted as the organization reviews its fund development ideas and experiences.

### Basic Organization

- \* Commitment - The Board must support the organization.
- \* Strategic Plan/Mission Statement - Organization goals and objectives.
- \* Vehicle - Design fund raising approach.
- \* Leadership - That which you cannot do without.

### Public Awareness

- \* The public must know about the agency.

### Stewardship

- \* Fund Raising - development.

These basic elements combined with others, can be the "springboard" for the agency's fund raising activities.

The purpose of a fund development program is to promote the growth and vitality of Officer Alive! by generating funds for the operating capital and special financial needs of the organization.

Fund development should be organized so that:

- \* The purpose, programs, and plans of Officer Alive! are made known;
- \* Fund development activities are organized; and
- \* The contribution of funds are actively solicited.

### Specific Functions of Fund Development Program

- \* Individual Gifts and Donor Recognition  
Identify methods and procedures for memorials, tributes, and gifts including donor recognition as well as cultivation of such funding sources.

\* Special Gifts Acquisition

Creation and operation of systems to identify persons of wealth and the systematic involvement of these individuals in the activities of Officer Alive!

\* Community Relations/Promotions Activities

Convey programs to the public and promote special events which may ultimately lead to philanthropic support.

\* Estate and Planned Gift Acquisition

Establish policy and general direction to a Planned Gift Program including identification of prospects and development of planned gift opportunities.

\* Foundation and Corporate Gifts Acquisition

Systematic cultivation of foundations and the corporate community for philanthropic support and annual corporate giving.

To achieve a greater degree of financial stability through:

- \* Increased fund development activities;
- \* More timely decision making on program funding levels;
- \* Determining current and future funding needs; and,
- \* Increased support from Washington County Law Enforcement agencies.

The specifics can be determined at a later time.

Develop a Standard Operating Procedure for Officer Alive!

Problem

As was stated earlier in this report, one of the areas which makes the chaplain's program unique is the fact that it is an

interagency chaplaincy program. This aspect of its uniqueness, however, is also one of its major external problems. The fact that the chaplain must operate within the guidelines and policies of eleven different agencies causes confusion for the chaplain and misgivings or unrealistic expectations on the part of the agency administrators.

#### Recommendation - Develop S.O.P. for Officer Alive!

The chaplains program is well aware of this problem and has initiated steps to correct it. Wes Ervin, Sergeant, Beaverton Police Department, is organizing the Washington County Chaplains Advisory Board whose purpose is to write a standard operating procedure (SOP). This procedure will then be presented to the Law Enforcement Council for their initial review.

After the Law Enforcement Council has tentatively approved the SOP, it will be presented to the Board of Officer Alive! Once both organizations agree with the content of the SOP, it will become the operations manual for the chaplain. It is further recommended that the SOP be reviewed and updated biannually by the Washington County Chaplains Advisory Board.

#### Situational Analysis

#### Develop and Refine the Management System, Board Structure and Guidelines, and Communication Channels

#### Problem

After discussing these issues with many of the interviewees, it became glaringly apparent that none currently affiliated with

Officer Alive! has the necessary leadership skills or time to plan, organize, lead, and control the organization. John South, the full-time chaplain and Steve Fry, part-time chaplain and board chairman, appoint people to the board without apparent consideration as to what skills they have to offer, or whether or not they are stacking the deck with conservative pastors or with police officers from one particular agency. The one criteria is that they be Christian.

Anyone who appears interested in the program and is a Christian can almost automatically become a board member. There is however only one female board member. Not all board members are involved in the decision making process and only a small clique are consulted regularly. Some board members are considered to be adjunct members and do not attend board meetings or receive minutes (there were none taken until November, 1984). Timely distribution of the minutes to all board members is still a problem.

Officer Alive! has a great need for an executive director who can in a turnabout help set up guidelines for board membership, tenure and responsibilities as well as tend to day-to-day operations. (See Appendix IX)

Recommendation - Improve the Effectiveness of the Program by Developing and Refining its Management System, Board Structure and Guidelines and Communication Channels; including:

- \* A formal system of communications that ensures the board and management of timely information exchanges;

- \* A system of annual evaluations of board and management and staff (when hired) performance;
- \* A description of board/management responsibilities;
- \* A description of board structure, bylaws, rules, and regulations; and
- \* Hiring an executive director.

The ability of Officer Alive! Inc. to make sound decisions can be improved by the development of a mutual understanding between board members and their respective functions and roles. The members of the board have diverse personal and professional backgrounds and interests. This can often make it difficult to achieve a consensus about organizational operation.

Both the Board and management, whatever their difference, must recognize a conceptual framework that allows for the carrying out of their respective roles and functions. Only through this mutual recognition and understanding can the organization agree on its tasks and accomplish them effectively and efficiently. A policy on the functions, duties and responsibilities of the Executive Director and the Board must be developed.

#### The Board and Its Structure

At present, board membership is permanent. The custom of the vast majority of nonprofit organizations is to limit a member's term of service to two, three year terms.

The reason for limiting terms is to allow new members with new input to be brought in on a periodic basis. New ideas and new perspectives increase the Board's creative capabilities.

The board should start by seeking to replace three board members beginning at the first annual meeting. Three resignations would have to be asked for and will, hopefully, be voluntarily tendered. One possible way to select the three members to resign would be to select the three with the longest tenure. The next year, and four years thereafter, the process should be repeated until the automatic tenure termination policy takes over in the sixth year.

Through what tasks can the Board accomplish its responsibilities?

- \* The Board should receive information monthly from the chairman of the Board and the chaplain as to any developments related to its efforts to assure that the goals of the organization are being met.
- \* The Board should receive summarized, semiannual reports on the accomplishment of the prescribed objectives for the organization.
- \* The Board should receive written justification on all capital equipment over \$50 if not specifically allowed for in the current year's capital budget. (This dollar amount was approved by the Board in 1984.)
- \* The Board should receive monthly and year-to-date financial reports relating actual performance to budget forecasts.

The Board needs a system for delegating certain specific activities in a timely and thorough fashion. It is not practical with a volunteer membership to expect the full board to meet the number of times necessary, to carry on lengthy discussions, and collect source input on all of its areas of responsibility.

The recommended subcommittee structure is as follows:

- \* The Planning Committee would be the Board's primary source of written advice and council on the following matters:
  - \*\* Investigating and completing feasibility studies for any new services or changes of services.
  - \*\* Updating of the Master Development Plan.
  - \*\* Developing suggested institutional goals and objectives.
  - \*\* Developing annual priority lists of capital expenditures to be used in the budget.
  
- \* The function of the Finance Committee should include those activities necessary for monitoring and coordinating a budget system for the organization. Suggested activities for this committee, with the assistance of the Executive Director, would be:
  - \*\* Combine operational (labor, supplies, minor equipment, etc.) and strategic (major new program costs, equipment, etc.) planning considerations and translate them into annual and monthly budgets. The operational budget is basically a fiscal quantification of expected expenditures for routine items over a twelve month period.

This information is prepared by the Executive Director and then recommended to the Finance Committee.
  - \*\* Review and recommend organizational financial policies.

- \*\* Determine how, where, and from what source funds should be obtained.
- \*\* Review and make recommendations concerning salary, and wages of all employees.
- \* A Management System Audit Committee should be established to review the overall effectiveness of the organization. This committee would primarily determine to what degree the predetermined goals and objectives set by the organization had been met. Possible additional or corrective course of action to bring performance in line with expectations would be received by this committee and the Board. In all probability this committee would only meet semiannually.
- \* An External Relations Committee would be of beneficial assistance to the Board and would be charged with the following responsibilities:
  - \*\* Assisting the Executive Director in developing and maintaining an effective public relations program.
  - \*\* Providing primary impetus for effective fund development at Officer Alive!
  - \*\* Keeping abreast of possible external opportunities or occurrences in the areas that are of importance to the organization. In response to these opportunities or occurrences, the committee would recommend courses of action to the Board.

## Develop an Ecumenical Position

### Problem

By its own description, Officer Alive! Inc. is a nondenominational, tax exempt, Christian organization. Its purpose, as stated earlier, is to provide a Christian based counseling and support service to police officers and their families. Philosophically this is an acceptable and even commendable organization statement. In reality, however, it appears that it is more a statement than belief since the Chairman of the Board, Chaplain, and several of the Board members are all conservative Baptists. Four of the Board members are graduates of Western Conservative Baptist Seminary. Comments have been made about maintaining a strictly conservative, fundamental Christian approach in their service delivery and excluding any "liberal" or "humanistic" Christians from board positions. This organization, however, serves a "congregation" of over 350 police persons plus their families. The theological beliefs of this congregation range from Atheist to Catholic, Jewish to Full Gospel and all the possibilities in between. The problem then is that the chaplains program, up to this point, has not been able to truly adopt an ecumenical position.

### Recommendation - Develop an Ecumenical Position

Because this organization is seeking financial support from individual police officers, police associations, businesses, churches, and charitable trusts who represent a wide variety of

Christian beliefs, it is recommended that the Board write and adopt a broad ecumenical stance. It is also recommended that as Board members leave, they be replaced with representatives of other church denominations. Lastly, it is recommended that if the organization simply cannot broaden its doctrine to include beliefs other than those embraced by the Conservative Baptist Church, they should so indicate in their literature and solicitations. In other words, Officer Alive! must become by statement and action truly ecumenical (nondenominational as their literature states), or they must redefine themselves as strictly a conservative Christian organization. They must as a group search their hearts to determine what nondenominational really means.

#### Need for Trained and Available Chaplains

##### Problem

The immediate impact of this problem is the lack of sufficient chaplain person hours to handle the growing volume of service needs. At present, the chaplain works six days a week and often finds his duties extended late into the night. Several months ago, Chaplain South took a week long vacation to California, and while he was away, he received two emergency calls from clients. The response from the police officers and their families far exceeded the organization's estimate of need. Although the chaplain has more counseling appointments than he has time, he has also had to fill the administrative gap by contacting funding sources, responding to correspondence and other non-counseling activities. Because

Chaplain South is the only paid staff member in the organization, he is saddled with the greatest responsibility. The other board members have conflicting work schedules and contribute significantly less to the program.

If sufficient funds were available for personnel expenses, the Chairman of the Board, Steve Fry, could immediately assume the role of the second full-time chaplain thereby reducing the counseling workload of Chaplain South. Chaplain Fry could then share in the administrative responsibilities until an Executive Director can be hired. The immediate problem of a lack of available and trained chaplains is more of a financial matter than a training problem.

However, there is another more expansive element to this problem which is; no school, college, seminary, or other training facility offers courses specifically aimed at the unique training needs of Police Chaplains.

Many organizations train hospital, prison and military chaplains, but these programs do not adequately address law enforcement needs. Therefore, as Officer Alive! grows and expands into other counties and becomes a model for other jurisdictions, the lack of adequately trained personnel could become a serious impediment to growth.

Recommendation - Increase the Number of Trained and Available Police Chaplains

Presently Chaplain South and Pastor Fry are working with Western Seminary to develop a complete curriculum for a police chaplain training program. One of the goals of this program is to provide

on-the-job training for students who are nearing completion of their Masters of Divinity degree. These students would be assigned to a field training chaplain and would work closely with that chaplain on actual counseling cases. Availability of student hours might help relieve some of the burden for the chaplains. At any rate, it is recommended that:

- \* Some institution develop a complete curriculum for police chaplains to include field training as one of its requirements.
- \* Standard operating procedures should be developed for volunteer chaplains riding with police officers.
- \* The seminary rely heavily on the instructional skills of working or retired chaplains such as John South and Ed Stelle, a chaplain with the Multnomah County Sheriff's Office.
- \* The curriculum include instruction from police officers, police administrators and others knowledgeable in the area of stress reactions and resolutions.

#### Conclusion

If Officer Alive! Inc. is to grow and achieve its stated goals, it will have to recognize and overcome the problems identified in this report plus, undoubtedly, others yet unidentified. These problems are not insurmountable and the Board already acknowledges the need for change.

## IX. CLIENT/PROGRAM EVALUATION

Final recommendations to Officer Alive! is that they: one, remain flexible and introspective; and two, that they develop a method of evaluating client satisfaction. This will enable them to remain in touch with the needs of the congregation they serve, and can be used as a measurement of levels of accomplishment and possible revisions. A client evaluation form is included in Appendix X to serve as a model if needed.

## X. ACTION PLAN

Each of the goals must be reduced to a number of discreet action steps that are prioritized and scheduled with the person responsible so indicated. This enables board and management to identify key tasks in an understandable format that allows measurement and evaluation of the organization's progress.

While action steps can be generated with the assistance of the Board, management is ultimately responsible/accountable for identifying, prioritizing, scheduling, and accomplishing them. This ensures that the Board can fulfill its role by setting the overall strategic direction of the organization while enabling management to fulfill its role as operational implementor.

APPENDICES

APPENDIX I

OFFICER ALIVE! INC.

Board Members  
1984-1985

Stephen Fry	Chairman of Board
John South	Police Chaplain
Peggy Dent	Planning & Finance Committee
Wesley Ervin	Board Member
Roger Rothwell	Board Member
Jerry Gaidos	Building & Facility Committee
Steve VanHorn	Board Member
John Hagen	Board Member
Bill Lewis	Board Member
Steve Ober	Board Member
Ed Stelle	Adjunct Board Member, Field Advisor
Dr. Earl Radmacher	Adjunct Ecumenical Advisor

APPENDIX II

OFFICER ALIVE! INC.

Long-Range Planning Committee Members  
1984-1985

Chairman

Steve Fry

Members

Wesley Erwin  
Peggy Dent  
Jerry Gaidos  
Steve VanHorn  
Roger Rothwell  
John South

Staff

Mary Hinckley

## APPENDIX III

### OFFICER ALIVE! INC.

#### Policy Statement on Board and Management Responsibilities

##### A. ROLE OF THE GOVERNING BOARD

The ultimate legal and fiduciary responsibility for the quality and efficiency of services provided by Officer Alive! is vested in the Governing Board. The fundamental role of the Governing Board is to maintain surveillance and ultimate control over the performance of the organization and all activities within it. The Board is accountable for the fulfillment of this role to the community which Officer Alive! Inc. serves.

In accomplishing this role, the Board defines the organization's basic purpose and provides overall direction. The Board delegates certain responsibilities and functions to management and controls the performance of such responsibilities by holding management and the Board accountable through reporting procedures which the Board establishes. The Board also delineates those areas for which it retains decision-making authority, in the interest of assuring effective management and control.

##### B. ROLE OF MANAGEMENT

The management of Officer Alive! carries out the functions of planning, leading, organizing, and controlling the affairs of Officer Alive! for the governing body. To direct this management function, the Board designates the Executive Director as Chief Executive Officer, whose fundamental role is to act as the agent of the Governing Board in expediting overall management of the corporation. The Executive Director is given the necessary authority and flexibility to perform this function subject to the policies and directives of the Board, and is accountable to the Board for such performance. Through appropriate delegation of responsibility, the Executive Director develops the organizational system to implement established policies, and accomplish Officer Alive!'s purpose and goals.

## APPENDIX IV

### OFFICER ALIVE! INC.

#### Policy Statement on Specific Functions of Board and Management

##### A. SPECIFIC FUNCTION OF THE GOVERNING BOARD

1. Select the Executive Director who will serve as the Chief Executive Officer of the Corporation and delegate to him the responsibility and authority to direct and manage the overall operation of the organization.
2. Establish the overall purpose and role of the organization including scope of services and basic strategies. Adopt institutional goals and policies.
3. Adopt a written long-range plan which is reviewed and updated annually.
4. Review and approve an annual action plan which is related to the long-range plan.
5. Review and approve significant projects such as: provision of a major new service, major contracts, acquisition or sale of major assets such as another facility. A major asset is defined by Officer Alive! as one valued at \$50.00 or more; expenditures of less than \$50.00 which have been included in the current approved annual budget may be made without specific review and approval of the Board. In the case of expenditures not included in the current approved annual budget, the Executive Director is authorized to approve any expenditure of not more than \$50.00 without Board review or approval.
6. Organize the Board in a manner which facilitates expedient performance of its responsibilities. Establish bylaws outlining committee structure, tenure and succession of board members, and sound procedures for conducting the business of the Board.
7. Promote standards of competence in services by establishing procedures for monitoring quality.
8. Monitor and evaluate organizational performance using management information systems. Assistance in this activity will be provided through an operational audit activity.

## APPENDIX IV

### Policy Statement on Specific Functions of Board and Management (cont.)

- a. Identify the Board's need for information and receive documented reports on a regular and timely basis.
  - b. Monitor organizational performances against purposes, policies, goals, and plans.
  - c. Receive, on request, periodic audits concerning conformance to major corporate organizational policies.
  - d. Inquire into causes of deviations from desired standards.
9. Monitor, review, and appraise staff.
- a. Approve the duties and authorities of the Chief Executive Officer (Executive Director).
  - b. Establish performance expectations for the Chief Executive Officer. Evaluate performance based on stated expectations and provide appropriate counsel.
  - c. Review and approve the Officer Alive's! overall organization structure and major authority delegation patterns.
  - d. Approve plan of staff compensation.
  - e. Authorize any management staff to sign various written instruments and to take final action.
  - f. If required, approve selection of primary outside legal counsel.
10. Provide for long-term financial stability and safeguard the organization's assets.
- a. Review and approve annual budgets for capital projects and equipment. Monitor financial performance against budget on periodic basis.
  - b. Approve capital expenditures outside of capital budget, in accordance with policies established by the Board.
  - c. Determine the Officer Alive's! policies concerning borrowing, leasing, or other methods of financing.

APPENDIX IV  
Policy Statement on Specific Functions  
of Board and Management (cont.)

- d. Approve all methods of financing, both short-term and long-term.
  - e. Assist in acquisition of external capital and philanthropic resources.
  - f. Determine policies for fiscal management and cash utilization.
  - g. Oversee the administration of investment or trust funds.
  - h. Select and retain outside financial auditors, if necessary.
11. Facilitate liaison with community organizations, agencies, and general public so as to promote a good public understanding of the organization's goals, programs, and performance; and encourage community input. Approve broad organizational policies concerning relationships with external groups and concerning matters of public policy. Approve any major reports that are directed to the public and other interested parties.
11. Assure that an appropriate personnel program is in effect, covering overall personnel policies and procedures, competitive compensation and benefit plans, and performance evaluations.

B. SPECIFIC FUNCTIONS OF MANAGEMENT

- 1. Develop and recommend policies regarding Officer Alive's! organization and operation. Implement policies established by the Governing Board. Develop and implement administrative procedures in support of these policies. Advise the Board of significant trends which enable it to carry out its policy formulation functions, and of conditions in the organization which may require action by the Board.
- 2. Develop long-range and short-range institutional plans for approval by the Board.
- 3. Establish operational goals and measureable objectives; regularly review performance based on objectives and report results to the Board, establish specific action programs for accomplishing targeted objectives within stipulated budgets.

APPENDIX IV  
Policy Statement on Specific Functions  
of Board and Management (cont.)

4. Direct the preparation of annual financial forecasts and budgets, both capital and operating, and recommend budgets to the Board for approval. Establish financial information systems to measure budgets against actual performance for purposes of internal management as well as reporting to the Board.
5. Expend monies as needed within the approved operating budget, and make expenditures for capital items as approved by the Board or within policy guidelines. Direct cash flow management to ensure that funds are collected and expended to the best possible advantage of Officer Alive! Inc.
6. Require that the organization complies with national, state, and local laws, as well as standards and requirements of licensure authorities and accreditation bodies as needed.
7. Ensure that adequate programs exist for staff training, including technical in-service education and management development.

APPENDIX V

WASHINGTON COUNTY LAW ENFORCEMENT AGENCIES

<u>*Police Departments</u>	<u># of Officers</u>	<u>Total Staff</u>
Banks	2	2
Beaverton	47	59
Cornelius	9	10
Forest Grove	16	22
Gaston	1	1
Hillsboro	35	39
North Plains	2	2
OR State Police	36	38
Sherwood	5	6
Tigard	22	29
WA County Sheriff	<u>108</u>	<u>141</u>
TOTAL	<u>286</u>	<u>352</u>

\* 1983 - latest figures

APPENDIX VI

INTERVIEWEES

Byrd, James	Lieutenant, Beaverton Police Department, Oregon
Cunningham, Wilbert	Chaplain, Indianapolis Police Department, Indiana
Danko, Paul	Captain, Beaverton Police Department, Oregon
Dent, Peggy	Officer, Beaverton Police Department, Oregon
Ervin, Wesley	Sergeant, Beaverton Police Department, Oregon
Fry, Stephen	Assistant Pastor, Hinson Memorial Baptist Church, Portland Oregon; part-time Chaplain, Officer Alive!; Chairman of Board, Officer Alive!
Gaidos, Jerry	Community Services Officer, Portland Police Bureau, Oregon
Harvey, James	Ex-captain Portland Police Bureau, Portland Oregon; Priest, Orange County California
Lawson, Lowell	Chaplain, Detroit Police Department, Michigan
Newell, Don	Chief of Police, Beaverton, Oregon
Phillips, Craig	Chief of Police, Gaston, Oregon
Rothwell, Roger	Ex-assistant to the Chaplain, Portland Police Bureau; Officer, Portland Police Bureau, Oregon
Schulala, Bob	Chaplain, Philadelphia Police Department, Pennsylvania
South, John	Chaplain, Officer Alive! Hillsboro, Oregon
Stelle, Edward	Ex-chaplain Portland Police Bureau; Chaplain, Multnomah County Sheriffs Office, Oregon
Straughan, Chuck	Sergeant, Washington County Sheriffs Office; Coordinator, Stress and Traumatic Incident Counseling Team, Hillsboro, Oregon
VanHorn, Steve	Pastor, Faith Bible Church, Wilsonville, Oregon

OFFICER ALIVE! INC.

STRATEGIC DEVELOPMENT PLANNING PROCESS

I. PREFACE

This document is intended to provide a basis for a strategic development planning activity for Officer Alive! Inc. The planning approach suggested is intended to be one that provides an initial process that can be revised and refined in succeeding years. Strategic planning is an organization-wide process requiring at least three (3) years of evolution to become truly effective. The first step in this process will be difficult. Strategic planning is not easy. The constructive analysis and debating of conflicting views are encouraged in an effort to develop an organizational consensus on future directions. It is with these thoughts in mind that this document suggests a course of action to begin the planning process.

II. THE TRADITIONAL APPROACH VS THE SUGGESTED APPROACH

To begin the strategic planning process, one usually amasses a large amount of data for a planning committee (or Board) to consider in its deliberations. This is usually a very direct approach that is most appropriate when all committee members and the researcher have a common knowledge base and there is ready access to descriptive data concerning the type of organization to be planned for. Officer Alive! has a number of characteristics that would limit the success of this more traditional approach. For example:

- o The organization has a history that primarily exists in oral form as opposed to written. It would take a large number of personal interviews by a knowledgeable researcher to provide a useful background document on the first try.
- o The non-government supported, Christian focused police chaplaincy program is quite new when it comes to a body of specifically relevant information to be used for planning purposes. This kind of program is "wide open" and there appears to be few, if any, very applicable role models to analyze and possibly adopt. Translation: The opinions and attitudes of Officer Alive! Board members are as good a planning guide as anything to be found in the literature.

- o A traditional directive approach assumes a consensus exists in the leadership concerning a few desirable and feasible strategic development alternatives. This means that the Board would accept them as conventional wisdom. Consensus of this type is probably not the case at Officer Alive!
- o The organization is not in a "fine tuning" phase. The strategic development options have yet to be fully identified, documented, communicated, and understood by all major participants in the Officer Alive! structure. Translation: We are all coming from a number of different directions and our primary concern is economic survival. At this gut level phase, time consuming iteration and study of numerous smaller issues will be largely unproductive.

For these reasons, I would like to suggest we implement a more limited approach that will address the true macro issues. Fine tuning can come in later planning cycles.

I suggest we try another planning model that may prove more appropriate to our needs. This process is called the Nominative Group Processing Planning Model.

### III. BEGINNING THE PROCESS

To start the strategic planning process, the Board (Long-Range Planning Committee) needs a candid assessment of the organizations strengths and weaknesses. Specific categories are included under which you may write your assessment clearly.

This is not a very quick process, but the organization will get out of it what you put into it. Please be complete in your analysis. Use extra paper if need be.

The questions for analysis are attached.

Please keep in mind that strengths and weaknesses relate more to internal considerations necessary to formulate goals and strategies, and the threats and opportunities are intended to look more at external factors that shape goals and strategies.

When we put the two analyses together, there should be a fairly good view of those aspects that should be addressed in order to progress most efficiently.

No attempt is, or will be made, to identify individual responses. The interest lies in the aggregate responses.

OFFICER ALIVE! INC.

STRATEGIC PLAN DEVELOPMENT PROCESS

(to be completed by all Board members of  
Officer Alive! Inc.)

I. What do you think the organization's primary purpose(s) are?  
Are they different from what should be?

II. What do you think the organization's major goal(s) should be?

III. Please identify the organization's major strengths and weaknesses under the following categories and comment.

A. Management

B. Organizational Structure and Operations

C. Marketing

D. Financial Structure and Policies

E. Lines of Services Offered (appropriateness of type,  
comprehensiveness)

F. Geographic Area Served

G. Operational Policies

H. Information/Communication System (between Board members and to and from law enforcement agencies of Washington County)

IV. What are the major issues/threats/opportunities that face Officer Alive! Inc. over the next one - three years?

V. What is your long-range vision for the program? (Beyond three years)

VI. Other Comments:

APPENDIX VIII

LETTER TO THE COMMUNITY FROM POLICE SERGEANT AND  
OFFICER ALIVE! BOARD MEMBER

September 1, 1984

Dear Citizen:

While few citizens would argue that a police officers job is a dangerous one, most would perceive those dangers to be physical in nature. Though it is true that police work is physically dangerous, other occupations such as mining, farming, and fire-fighting exceed police work for job related injuries and death.

As a police supervisor and officer with over eight years of experience, I would suggest that the physical hazards of the job pose less risk than the psychological dangers. While it is "fashionable" today to boast about the amount of stress one experiences in his or her occupation, evidence obtained from research conducted by psychologists and psychiatrists over the years have lead them to conclude that police work is an extremely stressful occupation -- POLICE OFFICERS EXCEED OTHER OCCUPATIONAL GROUPS IN STRESS RELATED ILLNESS, DIVORCE, SUICIDE, AND ALCOHOLISM.

Law enforcement has been referred to as the "blue pressure cooker" by many of my colleagues. When the stressors related to the job are not put in proper perspective, many officers are unable to cope. The inability to deal with the day-to-day pressures experienced by those in law enforcement impacts the officer, his or her family, and the community in a very adverse manner.

Because it would be impossible to briefly identify the stressors commonly experienced by today's law enforcement officer, this letter may be a little long. None the less, I feel that it is important to address the sources of stress regularly experienced by those of us in the field to enable you to evaluate the need for a program such as OFFICER ALIVE! For the sake of ease, I refer to a study recently completed by the national institute for occupational safety and health. Though the study sampled the Cincinnati Police Force, I believe the concerns expressed in this research are universal to the law enforcement profession. The sources of psychological stress were discussed and classified into the following categories:

## APPENDIX VIII

### Letter to the Community from Police Sergeant and Officer Alive! Board Member (cont.)

#### A. INTRA-ORGANIZATIONAL PRACTICES AND CHARACTERISTICS

1. Poor supervision. The actions and attitudes of police supervisors can either increase or help alleviate the stress of the job.
2. Lack of career opportunities. The promotional process is frequently viewed as being limited and unfair, causing frustration among officers.
3. Inadequate rewards. Recognition for a job well done is rare; however, criticism for mistakes is frequent.
4. Offensive policies. Many<sup>2</sup> departmental requirements are viewed as threatening or unreasonable.
5. Excessive paper work. The need for duplicate forms of every police transaction is often questioned.
6. Poor equipment. An officer's well being may depend upon his equipment. This is a significant area of anxiety.
7. Lack of career development. In most police departments there is little room for advancement regardless of the performance of the officer.
8. Jurisdictional isolationism. There is an unfortunate lack of cooperation between neighboring jurisdictions. Sometimes an unhealthy competitive relationship exists.

#### B. CRIMINAL JUSTICE SYSTEM PRACTICES AND CHARACTERISTICS

1. Ineffectiveness of the corrections system. Officers are alarmed by the recidivism rate of criminals who seem to be perpetually "on the street".
2. Unfavorable court decisions. Many court decisions are viewed by officers as increasing unfairly the difficulty of police work.
3. Misunderstood judicial procedure. Officers find the adversary system difficult to adjust to, particularly when they give testimony and are challenged.
4. Inefficient courtroom management. Delays, continuances, and inconvenient scheduling make courtroom appearances a frustrating experience.

## APPENDIX VIII

### Letter to the Community from Police Sergeant and Officer Alive! Board Member (cont.)

5. Preoccupation with street crime. The police officer must focus on street crime often committed by disadvantaged people; yet the officer knows that "white collar" crime among businesses and in politics flourishes.
6. Distorted press accounts. Reports of incidents are often inaccurate and perceived as derogatory by officers, whether or not the inaccuracy is intentional.
7. Unfavorable minority attitudes. The police are frequently accused of brutality and racism.
8. Unfavorable majority attitudes. The police are often accused of being incompetent by large segments of society.
9. Criticism from neighbors. The criticisms of neighbors, relatives, or acquaintances about the police profession are felt deeply by police officers.
10. Adverse local government decisions. Issues of local importance such as budgetary restrictions or police-citizen hearing boards may impact police officers.
11. Ineffectiveness of referral agencies. The lack or ineffectiveness of social service agencies often frustrates the officer who views these agencies as the only viable source of assistance.

#### C. POLICE WORK ITSELF

1. Role conflict. Officers often experience conflict, for example, attempting to apprehend a criminal yet ensuring that none of his rights are abridged.
2. Irregular work schedule. Shift work is disruptive to the personal lives of most officers.
3. Fear and danger. The police profession contains many elements of danger that affect officers.
4. Sense of uselessness. The inability to effectively function and successfully deal with people's problems confronts the police officer daily.
5. Absence of closure. Much of police work is fragmented and opportunities for follow up on a case commitment is even greater than most professions.

## APPENDIX VIII

### Letter to the Community from Police Sergeant and Officer Alive! Board Member (cont.)

Being a police officer is not easy. Daily, we are exposed to the worst that society has to offer. In no other occupation can one more vividly witness man's inhumanity to man.

By nature, we as police officers must remain in a constant state of readiness. One can go for days and not be involved in a crisis, but you are always waiting for it to happen. Officers tend to always be thinking about what the next call may bring or that bad guy around the corner. Those who let their guard down and fail to remain alert are likely to be killed or injured. Since criminal activity is committed by persons of all different races and physical descriptions, one never knows whom he can trust, other than a fellow police officer. An "us against them" mentality can easily emerge when an officer fails to keep a proper perspective.

This is compounded by the fact that many citizens fail to view the police in a manner consistent with our self concept as trained professionals who provide vital services to the community. A good percentage of society views us merely as a necessary evil while others see us as the enemy. New officers are always surprised by the icy stares they receive from strangers on the street. Seldom does an officer go on a call where all the parties are pleased by his presence. The officer frequently endures substantial hostility expressed by the very public he is sworn to protect and rarely receives a thank you.

Yet somehow, we must remain "professional". We must not show emotion, grief, pain, or anger. We must suppress these feelings and rise above that which the average person would not be able to cope with. Because of this, an officer's emotions may begin to erode. To protect themselves, it is not uncommon for an officer to become emotionally calloused, overly serious, cynical and withdrawn. Frequently, an officer is afraid to communicate with their spouse about their own feelings, as the officer doesn't want to upset or frighten their spouse. Reduced communication in ones marriage frequently jeopardizes the officer's family relationship and compounds the officer's frustrations. Divorce, alcoholism, depression and stress related illness are common in these situations. These tend to further isolate the troubled officer, generating additional social and psychological problems. If left unchecked, these problems may cost the officer his or her career.

Officers going through these type of problems and experiences such as being forced to take the life of another human being, need help. They must confront their problems and communicate with them as the first step towards putting things in the proper

APPENDIX VIII

Letter to the Community from Police Sergeant and  
Officer Alive! Board Member (cont.)

perspective. Because officers are reluctant to open up to just anyone, a resource such as Officer Alive! makes a tremendous difference. Chaplain John South has been a real asset to the law enforcement community in Washington County. John is a friend, someone the officers can confide in and turn to 24 hours a day. Because of John's training and his lengthy exposure to law enforcement, he has tremendous credibility with the officers he serves and is most insightful. Without a question, Chaplain South is a strong Christian who leads his life in an exemplary manner which clearly demonstrates his life for the Lord. Doubtless, some of the officers that John has assisted, had careers and marriages which were in jeopardy prior to the counseling they received through Officer Alive!

Because of John's openness about his faith and willingness to put God first, many of us have found the strength to be more public about our Christian beliefs, something almost unthinkable in the "macho" police environment which exists within the law enforcement community. As Christian police officers have continued to come forward (largely due to the encouragement and spiritual leadership provided by John and the Officer Alive! team), there has been significant Christian growth within the police community. Officers of this county are for the first time meeting periodically to share in the Word and enjoy some Christian fellowship. I cannot help but believe this will have a very positive impact upon my fellow officers and the citizens we serve.

I sincerely hope that the police chaplaincy ministry of Officer Alive! will be able to expand to other jurisdictions. This type of ministry is an inspiration and does make a tremendous difference for those of us who carry a badge.

Respectfully,

Wes Ervin  
Sergeant

OFFICER ALIVE! INC. BUDGET  
BY INCREMENTAL LEVELS OF SERVICE

Definition of the Phases of Development

Phase 1: At this level of service Officer Alive! Inc. will offer a full range of support services to the Officers of Washington County only. They will also initially engage in administrative tasks associated with the organization and growth of the program.

Phase 2: At the second level of service the program will be extended into Clackamas County where Officers from both counties (Washington and Clackamas) will have access to the counseling and support service of the program. The program will operate out of two counseling sites and will employ three full time chaplains.

Phase 3: At this level of service the program will be extended to a four county area encompassing the entire Portland/Vancouver metropolitan area. Services will be available to Washington, Clackamas, Clark, and Multnomah Counties and will operate out of four counseling sites. Each office will be centrally located within the county it primarily serves, and will be staffed with a chaplain and receptionist. In addition there will be a relief chaplain (as mentioned in Phase 2) and secretary (Phase 1) employed by the program to assist with organizational and administrative functions.

Phase 4: In the final development phase of the program Officer Alive! Inc. will assume the role of a mission board and will establish the administrative office for the metropolitan wide chaplaincy program and for the world vision outreach ministry of Police Chaplains. This administrative function of the program will also be responsible for coordinating with Western Seminary on seminary instruction and field training of intern chaplains.

\*Capital expense items are defined as any physical property with a value of over \$50.00 and a useful life of more than one year. The capital items listed will be used to establish five separate offices. Four of these offices will be reception/counseling areas, located centrally within the counties they are established to service. The fifth office is the administrative headquarters for the Officer Alive Mission Board.

\*\*Operating Expenses are defined as those ongoing expenses necessary for the continued operation of the program. Operating expenses plus personnel expenses are generally considered to be the actual cost of doing business on a year to year basis.

Personnel Costs

<u>Budget Item</u>	<u>Phase 1</u>	<u>Phase 2</u>	<u>Phase 3</u>	<u>Phase 4</u>	<u>Total</u>
Administrator				\$ 35,000 (1)	\$ 35,000 (1)
Admin. Personnel Benefits				\$ 7,000 (1)	\$ 7,000 (1)
Police Chaplain	\$ 25,000 (1)	\$ 50,000 (2)	\$ 50,000 (2)		\$125,000 (5)
Chap. Personnel Benefits	\$ 5,000 (1)	\$ 10,000 (2)	\$ 10,000 (2)		\$ 25,000 (5)
Secretary	\$ 16,800 (1)			\$ 16,800 (1)	\$ 33,600 (2)
Sec. Personnel Benefits	\$ 2,520 (1)			\$ 2,520 (1)	\$ 5,040 (2)
Receptionist	\$ 13,200 (1)	\$ 13,200 (1)	\$ 26,400 (2)	\$ 13,200 (1)	\$ 66,000 (5)
Rec. Personnel Benefits	1,980 (1)	\$ 1,980 (1)	\$ 3,960 (2)	\$ 1,980 (1)	\$ 9,900 (5)
 Personnel Total	 \$ 64,500	 \$ 75,180	 \$ 90,360	 \$ 76,500	 \$306,540

Capital Expense \*

<u>Budget Item</u>	<u>Phase 1</u>	<u>Phase 2</u>	<u>Phase 3</u>	<u>Phase 4</u>	<u>Total</u>
Desks	\$ 600 (3)	\$ 400 (2)	\$ 800 (4)	\$ 800 (4)	\$ 2,600 (13)
Desk Chairs	\$ 450 (3)	\$ 300 (2)	\$ 600 (4)	\$ 600 (4)	\$ 1,950 (13)
Side Chairs	\$ 150 (2)	\$ 75 (1)	\$ 150 (2)	\$ 250 (3)	\$ 625 (8)
Chairs, Reception Area	\$ 200 (2)	\$ 200 (2)	\$ 400 (4)	\$ 300 (3)	\$ 1,100 (11)
Counseling Loveseat	\$ 350 (1)	\$ 350 (1)	\$ 700 (2)		\$ 1,400 (4)
Upholstered Couns. Chairs	\$ 400 (2)	\$ 400 (2)	\$ 800 (4)		\$ 1,600 (8)
Tables; Reception & Couns.	\$ 140 (2)	\$ 140 (2)	\$ 280 (4)	\$ 70 (1)	\$ 630 (9)
Room Dividers	\$ 1,200 (12)	\$ 1,200 (12)	\$ 2,400 (24)	\$ 1,600 (16)	\$ 6,400 (64)
File Cabinets	\$ 140 (2)	\$ 140 (2)	\$ 280 (4)	\$ 210 (3)	\$ 770 (11)
Typewriter	\$ 700 (1)	\$ 700 (1)	\$ 1,400 (2)	\$ 1,400 (2)	\$ 4,200 (6)
Computer & Printer	\$ 3,800 (1)				\$ 3,800 (1)
Copy Machine & Maintenance				\$ 6,000 (1)	\$ 6,000 (1)
Telephones Installation	\$ 600 (3)	\$ 600 (3)	\$ 1,200 (6)	\$ 800 (4)	\$ 3,200 (16)
Telephone Recorder	\$ 80 (1)	\$ 80 (1)	\$ 160 (2)	\$ 80 (1)	\$ 400 (5)
Tone Voice Pager	\$ 350 (1)	\$ 700 (2)	\$ 700 (2)	\$ 350 (1)	\$ 2,100 (6)
Dress Uniform	\$ 280 (1)	\$ 560 (2)	\$ 560 (2)		\$ 1,400 (5)
 Total Capital Expense	 \$ 9,440	 \$ 5,865	 \$ 10,430	 \$ 12,460	 \$ 38,195

Operating Expense \*\*

<u>Budget Item</u>	<u>Phase 1</u>	<u>Phase 2</u>	<u>Phase 3</u>	<u>Phase 4</u>	<u>Total</u>
Office Lease	\$ 8,000 (1)	\$ 8,000 (1)	\$ 16,000 (2)	\$ 10,000 (1)	\$ 42,000 (5)
Maintenance & Cleaning	\$ 450	\$ 450	\$ 900	\$ 450	\$ 2,250
Office Liability Insurance	\$ 240	\$ 240	\$ 480	\$ 240	\$ 1,200
Counseling Malpractice Ins.	\$ 240	\$ 240	\$ 480		\$ 960
Utilities	\$ 4,800	\$ 4,800	\$ 9,600	\$ 4,800	\$ 24,000
Monthly Telephone	\$ 1,200	\$ 1,200	\$ 2,400	\$ 1,800	\$ 6,600
Mileage Reimbursement	\$ 2,460	\$ 4,920	\$ 4,920	\$ 1,230	\$ 13,530
Printing & Graphics	\$ 3,000	\$ 3,000	\$ 6,000	\$ 6,000	\$ 18,000
Postage & Shipping	\$ 1,200	\$ 1,200	\$ 2,400	\$ 1,800	\$ 6,600
Office Supplies	\$ 1,200	\$ 1,200	\$ 2,400	\$ 1,800	\$ 6,600
Professional Training	\$ 1,200	\$ 1,200	\$ 2,400	\$ 2,000	\$ 6,800
Professional Dues	\$ 300	\$ 300	\$ 600	\$ 300	\$ 1,500
Books & Periodicals	\$ 200	\$ 200	\$ 400	\$ 300	\$ 1,100
Counseling Aids	\$ 600	\$ 600	\$ 1,200		\$ 2,400
Clothing Allowance	\$ 800	\$ 1,600	\$ 1,600	\$ 1,000	\$ 5,000
Miscellaneous Expense	\$ 600	\$ 600	\$ 1,200	\$ 600	\$ 3,000
<b>Total Operating Expenses</b>	<b>\$ 26,490</b>	<b>\$ 29,750</b>	<b>\$ 52,980</b>	<b>\$ 32,320</b>	<b>\$141,540</b>
<b>Total Personnel (p 1)</b>	<b>\$ 64,500</b>	<b>\$ 75,180</b>	<b>\$ 90,360</b>	<b>\$ 76,500</b>	<b>\$306,540</b>
<b>Total Capital Expense (p 2)</b>	<b>\$ 9,440</b>	<b>\$ 5,865</b>	<b>\$ 10,430</b>	<b>\$ 12,460</b>	<b>\$ 38,195</b>
<b>Grand Total</b>	<b>\$100,430</b>	<b>\$110,795</b>	<b>\$153,770</b>	<b>\$121,280</b>	<b>\$486,275</b>

APPENDIX X

MODEL: CLIENT EVALUATION FORM

1. Are you employed by a police department?      yes     no   
If so, how long have you been in Law Enforcement? \_\_\_\_\_
2. Is a member of your family employed by a police department?      yes     no   
If so, how long? \_\_\_\_\_
3. Is this your first contact with Officer Alive!?
- yes     no
- If not, how many times have you utilized the service?
- 1-5     5-10   
10 or more
4. Is the nature of this visit related to previous visits?      yes     no
5. Are you a member of or do you attend a church?      yes     no   
If so, what denomination? \_\_\_\_\_
6. Were you satisfied with the service you received?      yes     no   
If not, what could be done to improve it. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

## APPENDIX XI

### MANAGEMENT SYSTEMS DEVELOPMENT

Experience in industrial as well as nonindustrial settings has shown that performance and effectiveness of organizations is significantly influenced by certain management system variables. Of particular importance among these are organizational structure and coordinative/integrative mechanisms employed within the organization. This is not to suggest that there is any "one best" type of management system; but rather that each industry or organization has its own "best way."

#### Ongoing Organizational Planning Process

##### Reason for Planning

The essence of long-range planning is to evaluate and create the organization's future, in light of a real appreciation of the changing environment in which it will have to operate. It is concerned with the organization's mission and role, its services, and the effective management of its resources.

Peter Drucker (Drucker, 1970, p. 109) defines strategic planning as:

The continuous process of making present decisions systematically and with the greatest knowledge of their future consequences, organizing systematically the efforts needed to carry out these decisions, and measuring the results of these decisions against the expectations through organized, systematic feedback.

In other words, planning is advance thinking as a basis for doing. Advanced thinking as a basis for doing can be visualized as having three elements:

- \* Goal setting -- Thinking about what to do. This involves assessment of the organization's environment, its internal strengths and weaknesses, and the role which the organization should fulfill, and what it wants to accomplish.
- \* Programming -- Deciding how to achieve these goals within the limits of available resources, development of alternative courses of action, selection of an alternative, and implementation of chosen alternatives.
- \* Reevaluation -- Continuous thinking as the programming proceeds, as to whether the goals are appropriate and the methods of accomplishing them are effective.

Planning is action oriented, aimed at dealing with the future implications of present decisions. Appropriate questions are: What do we have to do today in order to be in some particular place tomorrow? Or, what will not get done if we do not commit the right resources to it today?

#### Objectives of the Planning Process

A formal planning process is necessary to:

- \* Increase communication and coordination between all sections of the organization and, as a result, create

greater understanding and consensus of major issues facing Officer Alive! The leadership component of the organization needs to have a formal means by which ideas are discussed, conclusions are reached, alternative actions are considered, and priorities are agreed upon.

- \* Maximize the use of resources. Achieving the "best mix" of resource commitments requires careful analysis of the relative merits of different alternative uses. Implicit in this process is the activity of compromise and trade-offs.
- \* Increase awareness of the benefit and need for planning throughout the organization and the community.

#### Organization of the Planning Process

The following are some principals that have proved useful in organizing the planning process.

- \* The Board is responsible for establishing policies that support the planning process.
- \* The Chief Executive Officer (Executive Director) should be the central focal point for the planning task.
- \* Staff needs to be sufficient to support the planning task with appropriate information and analysis.
- \* Planning should be a permanent, integral part of the organization. Planning is an action-oriented process that enables the institution to cope with change.

## Functions of the Planning Process

Basic functions or products of the planning process are outlined below. Some of the components are found in this Development Plan. The Development Plan represents only a starting point, or groundwork, for future planning at Officer Alive! Planning is a constant process because the organization and its environment both change, and with increasing rapidity. For this reason, planning is one of the most fundamental elements of the management task. Below are some examples of planning process activities.

- \* Analysis of external factors that may create both opportunities and problems of Officer Alive! Gather, review, and disseminate, as appropriate, information on environmental trends, change in demography of referral base, and competitive environment.
- \* Identify those external influences that are of primary relevance. Determine the particular groups associated with each influence, and assess their goals and interrelationships. Establish strategies for dealing with these.
- \* Internal analysis of Officer Alive! activities, client origin, internal organization and resources and anticipated space needs.
- \* Continually reevaluate Officer Alive's! long-range plans to make sure that current and future projects are

consistent with institutional purpose and policies. Long-range plans should be reviewed and updated annually, with emphasis on reevaluation of the organization's basic mission and role, assumptions, and overall goals.

- \* Identify and analyze issues, problems, and opportunities that are important and should be addressed.
- \* Coordinate the study and development of new services or programs, and follow-up evaluations when implemented.
- \* Coordinate the annual process of setting specific institutional objectives, and action plans. Objective setting is described more fully in next section on "Management by Objectives."
- \* Provide for education about the planning process to individuals who should be involved in planning activities, including board members, management personnel, and members of appropriate law enforcement agencies.

Officer Alive's! plans for development, including services, facilities, and organizational systems will change. Each year there will be new tasks and objectives which Officer Alive! wishes to accomplish. Internal strengths will shift. Environmental trends will continue to change requiring constant monitoring and new strategies for dealing with them.

#### Management by Objectives

Management by objectives systems have been used extensively in many organizations. Since objective setting is a fundamental part

of the planning function, management by objectives is closely linked with the planning process. The emphasis here is on extending overall organizational goals and objectives to the various levels of the organization where work is performed in order to accomplish the organization's objectives.

The advantages of such a system are considerable. It increases board, management and staff understanding of what is to be accomplished by the institution as a whole. It encourages personnel to view their intended actions in a broader context than they might otherwise. It also provides a measurement tool for monitoring and evaluating the extent to which desired goals are being achieved.

A few definitions are in order:

#### Purpose

This is the organization's basic mission or reason for existence. It is a broad customer-oriented concept of what the organization's business is about. A police chaplaincy program's purpose is based on improving the mental and spiritual health of persons who require direct and indirect personal services.

#### Goals

These are the most important end results that the organization is trying to achieve, which contribute to accomplishment of the purpose. They represent criteria by which management evaluates the organization's progress or success.

## Objectives

Specific, measurable, time-limited results, which measure progress towards reaching goals. Objectives are short-term (usually not more than one year in time frame). Accomplishments of a successive number of objectives should ensure the overall accomplishment of the organization's goals.

A basic assumption of this system is that it must have a foundation from which to operate: a basic statement of the organization's overall purpose and goals. From this, specific objectives are established at the Board level.

After overall organizational goals and objectives have been established, the Executive Director is responsible for seeing that supporting goals and objectives are established on a program-by-program basis. The time frame for objectives may extend over a three to five year period, but primary focus is on the upcoming year. Administrative goals are also established. These are goals which are not broad enough to be classified as organizational. They clearly require administrative attention to be accomplished.

In addition to establishing specific objectives, a program has been devised for accomplishing objectives which includes:

- \* An action plan indicating what will be done to accomplish the desired results.

- \* Identification of problems or barriers that will need to be overcome to accomplish the desired results.
- \* The need for coordination between all participating staff to accomplish certain objectives, any new procedure that will be required, etc.

After all organizational objectives have been approved, operational and capital budgets can be prepared. (The budgeting process is described further in the next part of this section). After objectives and budgets are integrated, the result is an action plan with specific standards for accomplishments, both financial and nonfinancial. The objectives and standards are then used as a basis for accountability and performance evaluation.

### Financial Management Systems

#### Budgeting

Budgeting has long been regarded in business as a crucial tool for financial planning and control. While its application at Officer Alive! is still less refined than in many organizations with comparable resource commitments, some form of operational and capital budgeting system is common practice in most organizations today.

#### Objectives and Rationale of a Budgeting Process

The basic objectives of a budget program are to:

- \* Provide a written expression, in quantitative terms, of the policies and plans of the organization;

- \* Provide a basis for the evaluation of financial performance in accordance with the financial plans;
- \* Provide a useful tool for the control of costs;
- \* Create cost awareness throughout the organization.

A complete budget program benefits both the organization and its users.

- \* It provides assistance in establishing fiscal goals and setting policies that will influence the attainment of the goals;
- \* It aids in coordinating activities and responsibilities of everyone in the organization;
- \* It provides a standard for comparison of actual results with estimates, which will assist in intelligent evaluation of the cost of activities and provides a means to evaluate performance;
- \* It stimulates cost consciousness throughout the organization;
- \* It assists management in anticipating working capital needs so that financial arrangements may be made in advance; and
- \* It provides a means by which the organization can respond to government regulations and control.

#### Prerequisites of a Budget Program

Prerequisites necessary to establishment of a budget system includes:

- \* A set of well-defined policies and objectives;
- \* Involvement by all key elements of the organization;
- \* A functionally classified accounting system, incorporating responsibility accounting techniques;
- \* Accumulation of adequate statistical data including knowledge of various trends and economic factors;
- \* An established fiscal period, usually one year; and
- \* A formal reporting program (Management Information System).

Perhaps the most important point is that of responsibility accounting. At the heart of budgetary control is accountability by someone for each aspect of operation. The accounting system needs to be constructed so that information on "actual" results is accumulated and reported regularly, along with comparisons with "budgeted" results.

Expenses must be reported on the basis of where they were incurred, and who had responsibility for them.

#### Types of Budgets

The total budget program contains three major budgets:

- \* Operating budget;
- \* Cash budget;
- \* Capital budget (equipment and plant).

The operating budget consists of three separate parts: (1) estimates of volume of activities expressed in units of service (statistics); (2) projected operating expenses (labor hours and

payroll, supplies, and other expenses); (3) estimate of operating revenue.

The cash budget is an estimate of future cash needs. It consists of the beginning cash balance, estimates of cash receipts and disbursements, and estimated ending balances for appropriate time intervals. The cash budget estimates the amounts and timing of cash to be received from all sources, and matches these with planned disbursements necessary to meet obligations as they come due. It is desirable, for convenience sake, to separate cash required for operations, capital assets, and long-term obligations which are then combined in a summary of overall requirements for the organization.

The capital budget consists of estimates of the costs and determination of sources of funds for replacements, improvements, and additions in plant and equipment. It also schedules retirement for fixed assets, including estimates of salvage value.

#### Organization of Budget Process

The major organization components of the budget process are:

- \* Board of Directors -- Approves organization goals and objectives as basis for budget process. Carefully reviews, and gives final approval to the overall proposed budget.
- \* Finance Committee -- The Finance Committee is the key focal point for the budget preparation process. It reviews in detail the budget requests and makes adjustments and revisions as deemed appropriate in light of priorities and

availability of resources. The final revisions that result from this work will be the basis for the finalized budget proposal to be reviewed and approved by the Board. The Finance Committee should be so configured as to assure broad, integrated, representation and expertise. The committee would include board members and when hired, the Executive Director. Ideally, there should be some continuity of membership from year-to-year. About one-third of the committee should be rotated each year with the average term per member being three consecutive years.

\* Executive Director -- The Executive Director has ultimate line responsibility for formulation of budget proposals, and execution of the approved budget. He/she reviews budgetary requests, and is responsible for submission of a budget to the Finance Committee; serves as a member of the Finance Committee; and provides staff assistance to the committee in its review and revision of budget proposals. Once the final budget is completed and approved by the Board, he/she maintains accountability for conformance with the budgets.

#### Steps in the Budget Process

An example of the steps in preparing the budget are shown on the following page.

## STEPS IN BUDGET PREPARATION

### STEP

### PARTICIPANTS

Approve overall institutional goals and objectives for the year and budget policies; review of budget calendar; and discussion of necessary assumptions for consideration in development of statistical projections.	Board of Directors
Review budget calendar, finalize statement of assumptions, goals and budget policies.	Finance Committee
Technical assistance given to anyone involved in development of first draft of budget.	Executive Director
Prepare and revise master budget for review by Board of Directors.	Executive Director
Review and approve final proposed budget, make any revisions as necessary.	Board of Directors

Communicate final budget details to  
appropriate persons for management  
and control purposes.

Executive Director

Begin operations under budget.

All Participants

### Development

\* Community Relations

In our opinion, Officer Alive! should continue to increase its community involvement, so as to reinforce public awareness and commitment to its roles and services. Specifically, community relations programs serve two basic purposes: marketing and fund raising. Such programs constitute one of the best tools Officer Alive! has available to directly communicate its message to people in the service areas. Moreover, fund raising effectiveness is definitely enhanced by strong direct links between the law enforcement community and Officer Alive!

Specific community-oriented activities that Officer Alive! can engage in include:

- \*\* Public communications about Officer Alive! intended to inform the service area about the organization.
- \*\* Opinion surveys.

## Public Communications

### \* Speakers Bureau

In our experience, this is generally a presentation about the organization's services (with slides if appropriate) made by a board member or the Executive Director to service organizations such as Kiwanis, Lions, Rotary Club, etc. Keeping those groups informed will benefit later fund raising activities. Officer Alive! should also indicate to various groups that it can provide speakers to address a variety of subjects in addition to just a general presentation about the organization.

### \* Volunteers

The volunteer or auxiliary activity of any nonprofit organization is very necessary for effective fund raising. A viable and growing auxiliary membership is important. New members must be recruited. Officer Alive! staff should assign a high priority to working with the volunteers to ensure they work in the best interests of the organization. Bake sales, social events, car washes, inspirational Christian musical recording tapes, fund raising affairs, etc. can be easily planned by this group.

### \* Opinion Surveys

Our experience indicates that, Officer Alive! should utilize opinion sampling methods aimed at the law

enforcement community of Washington County (initially) to assess the needs, expectations, and degree of satisfaction on the part of these constituent groups. A common approach is to conduct a comprehensive and detailed survey every two or three years; and routinely solicit comments through less detailed survey questionnaires. The results serve three useful purposes for the organization:

- \*\* Direct information is obtained which enables the program to know its customers better and adapt its services accordingly.
- \*\* It provides a measuring device for objectively evaluating various aspects of performance.
- \*\* It provides a base line from which to design a public relations program for Officer Alive!

#### Fund Development

We have observed that, careful planning is required to ensure that good fund raising projects are also needed projects and ones that will not significantly be altered or eliminated in a three year period.

Officer Alive: has some constraints that require its fund raising and planning process to be well integrated.

- \* Competition for philanthropic dollars is very keen.
- \* Foundations, and the public, are used to the pleading for more and better human service programs. Where there is an

identifiable constituency, fund raising is easier (e.g., the only program that services the life needs of law enforcement personnel).

A two pronged fund raising program is recommended. One for general fund raising from the constituents of the service area; the other for grant funds from various foundations and area churches.

The organization of the fund raising activity should be clear and simple. The existing Board should act as overall coordinator of the fund raising activity.

The main concern is to have fund raising projects that are noteworthy to the community and to foundations. The outcome of planning activities should produce these. It is suggested that primary emphasis for fund raising be for major facility expansion or project development.

#### Financial Information System

The objective of the Financial Management System is to provide the staff and board members that need to know with financial reports to assist in budget planning, and control activities. Two basic types of reporting activities are required: (1) projected financial statements prepared for submission as part of the master budget documents, and (2) periodic reports, including cost reporting to the Executive Director as well as financial reporting to the Executive Director and Board.

The primary function of projected financial statements is to provide a condensed view of the financial consequences of the plans if events transpire as estimated.

Periodic reporting provides the necessary tools for evaluation of the budget performances of an organization. These reports involve an after-the-fact comparison of actual results with planned budget results, including analysis of significant deviations.

The type of information reported corresponds with key components of the organizations budget, such as salaries, hours worked, productive versus nonproductive hours, supply expenses incurred, and so on.

FUTURE FACILITY DEVELOPMENT

Growth Assumptions

In our opinion, the best way is to adopt an expansion program and generate solid community support for it. This program would include:

- \* Estimate the current market penetration of the program for a given geographical service area, and;
- \* Project the population growth (of law enforcement personnel) to be expected in the area and apply the percentage of market penetration to it. This will give a conservative estimate of the number of people that can reasonably be expected to utilize the services of the program. From this figure, future facility needs can be extrapolated.

This simple approach is basically designed to assure other agencies and programs that the planned expansion will not deprive them of the existing utilization. At the same time it assures Officer Alive! that the needs of its community will be met.

# State of Oregon

## Department of Commerce Corporation Division

### Certificate of Incorporation

OF

OFFICER ALIVE!, INCORPORATED

The undersigned, as Corporation Commissioner of the State of Oregon, hereby certifies that one original and one true copy of Articles of Incorporation, duly signed and verified pursuant to the provisions of the Oregon NONPROFIT Corporation Act, have been received in this office and are found to conform to law.

Accordingly, the undersigned, as such Corporation Commissioner, and by virtue of the authority vested in her by law, hereby issues this Certificate of Incorporation, and attaches hereto a true copy of the Articles of Incorporation.

In Testimony Whereof, I have hereunto set my hand and affixed hereto the seal of the Corporation Division of the Department of Commerce of the State of Oregon this  
10TH day of MAY, 19 84



Jane Edwards  
Corporation Commissioner

By Shirley Smith  
Chief Clerk



*Department of Commerce*  
CORPORATION DIVISION  
COMMERCE BUILDING, SALEM, OREGON 97310

MAY 18, 1984

OFFICER ALIVE!  
3283 NE 85TH AV  
PORTLAND, OR 97220

ATTENTION: J DEVINE

RE: OFFICER ALIVE!, INCORPORATED  
(Your file no. is 175638 )

Enclosed find CERTIFICATE OF INCORPORATION for the subject-named corporation. Your cancelled check is your receipt for the license and/or filing fees.

In the case of articles of incorporation or amendment or restated articles, authorizing the initial or additional issue of securities, this will advise you that before stock, bonds, debentures, notes or other securities may be sold by any person or corporation, such securities must first be registered under the provisions of the Oregon Securities Law (ORS Chapter 59), unless designated as exempt therein. You should consult your attorney in this regard. Forms and information for registration purposes will be furnished upon request.

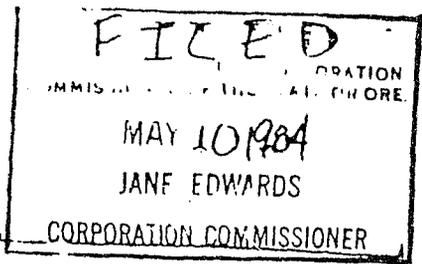
Sincerely,

SHIRLEY SMITH  
CORPORATE FILING SECTION

By: Karla Garrett

STATE OF OREGON  
DEPARTMENT OF COMMERCE  
CORPORATION DIVISION

Submit one original  
and one true copy  
Filing Fee (831.106) \$11.00  
Payment made by:  
Name OFFICER ALIVE!  
Address 3283 NE 85th  
PORTLAND OR 97220



Nonprofit

### Articles of Incorporation

The undersigned natural person(s) of the age of eighteen years or more, a domestic or foreign corporation, a partnership or an association acting as incorporators under the Oregon Nonprofit Corporation Law, adopt the following Articles of Incorporation:

ARTICLE I The name of this corporation is Officer Alive!, Incorporated

(The corporate Name cannot contain any word or phrase which indicates or implies that it is organized for any purpose other than one or more of the purposes contained in its articles of incorporation; and cannot contain the word "cooperative". See ORS 61.071.)

and its duration shall be perpetual unless limited perpetual

ARTICLE II The purpose or purposes for which the corporation is organized are:

Said corporation is organized exclusively for charitable, religious, educational and scientific purposes as defined under section 501(c)(3) of the Internal Revenue Code of 1954 (or the corresponding provision of any future United States Internal Revenue Law), including the making of distributions to organizations that qualify as exempt organizations under section 501(c)(3) of the Internal Revenue code of 1954 (or the corresponding provision of any future United States Internal Revenue Law).. The corporation may engage in any lawful activity, none of which is for profit, for which corporations (It is not necessary to set forth in the articles any of the corporate powers enumerated in ORS 61.061. It is sufficient to state, either alone or with other purposes, "That the corporation may engage in any lawful activity, none of which is for profit, for which corporations may be organized under ORS Chapter 61"; however, it is desirable to state the primary purpose of the corporation in conjunction with such statement.) may be organized under ORS Chapter 41.

ARTICLE III The address of the initial registered office of the corporation is \_\_\_\_\_

3283 N.E. 85th Avenue Portland, Oregon 97220  
(Street and Number) (City and State) (Zip)

and the name of its initial registered agent at such address is James D. Devine, Jr.

ARTICLE IV The number of directors constituting the initial board of directors of the corporation is 3

(At least three)

and the names and addresses of the persons who are to serve as directors until the first annual meeting or until their successors are elected and shall qualify are:

<u>Name</u>	<u>Address</u>	
	(Street and Number)	(City and State) (Zip)
<u>James D. Devine</u>	<u>3551 N.E. 7th Ct.</u>	<u>Gresham, Oregon 97030</u>
<u>John J. South</u>	<u>2036 SE 54th St.</u>	<u>Portland, Oregon 97215</u>
<u>Stephen D. Fry</u>	<u>3283 N.E. 85th Ave.</u>	<u>Portland, Oregon 97220</u>
_____	_____	_____
_____	_____	_____

ARTICLE V The name and address of each incorporator is:

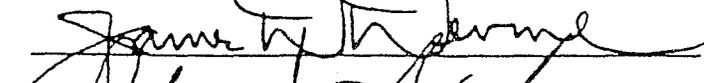
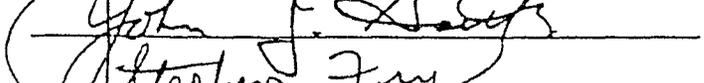
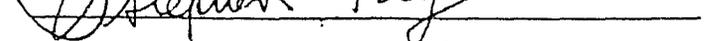
Name	(Street and Number)		Address	(Zip)
			(City and State)	
James D. Devine	3551 NE 7th Ct.		Gresham, Oregon	97030
John J. South	2036 SE 54th St.		Portland, Oregon	97215
Stephen D. Fry	3283 NE 85th Ave.		Portland, Oregon	97220

ARTICLE VI The provisions for the distribution of assets on dissolution or final liquidation are:

Upon the dissolution of the corporation, the Board of Directors shall, after paying or making provision for the payment of all of the liabilities of the corporation, dispose of all of the assets of the corporation exclusively for the purposes of the corporation in such manner, or to such organization or organizations organized and operated exclusively for charitable, educational, religious, or scientific purposes as shall at the time qualify as an exempt organization or organizations under section 501(c)(3) of the Internal Revenue Code of 1954 (Or the corresponding provision of any future United States Internal Revenue Law) as the Board of Directors shall determine. Any such assets not so disposed of shall be disposed of by the Court of Common Pleas in the county in which the principle office of the corporation is then located, exclusively for such purposes or to such organization or organizations, as the Court shall determine, which are organized and operated exclusively for such purposes.

ARTICLE VII (Optional provisions for the regulation of the internal affairs of the corporation as may be appropriate. If none, leave blank.) No part of the net earnings of the corporation shall inure to the benefit of, or be distributable to, its members, directors, officers, or other private persons, except that the corporation shall be authorized and empowered to pay reasonable compensation for services rendered and to make payments and distributions in furtherance of the purposes set forth in Article II hereof. No substantial part of the activities of the corporation shall be the carrying on of propoganda, or otherwise attempting to influence legislation, and the corporation shall not participate in, or intervene in (including the publishing or distribution of statements) any political campaign on behalf of any candidate for public office. Notwithstanding any other provision of these articles, the corporation shall not carry on any other activities not permitted to be carried on (a) by a corporation exempt from Federal income tax under section 501(c)(3) of the Internal Revenue Code of 1954 (or the corresponding provision of any future United States Internal Revenue Law) or (b) by a corporation, contributions to which are deductible under section 170(c)(2) of the Internal Revenue Code of 1954 (or the corresponding provision of any future United States Internal Revenue Law).

We, the undersigned incorporators, declare under penalties of perjury that we have examined the foregoing and to the best of our knowledge and belief, it is true, correct and complete.

Dated May 3, 1984

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