

**WHAT METHODS WILL A MEDIUM SIZED LAW
ENFORCEMENT AGENCY UTILIZE TO REDUCE
LOST HUMAN RESOURCES TIME OF EMPLOYEES
INJURED ON DUTY BY THE YEAR 2003?**

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This Command College Independent Study Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future--creating it, constraining it, adapting to it. A futures study points the way.

The views and conclusions expressed in the Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

**What Methods Will A Medium Sized Law Enforcement Agency Utilize
To Reduce Lost Human Resources Time Of Employees Injured On Duty By
The Year 2003?**

The reality of a depressed economy has resulted in many law enforcement agencies having to lay-off police officers, or in some cases simply loose them through attrition. The days of following the recommended FBI police officer ratio per thousand of population seem to be over forever! Law enforcement leaders must take steps now and into the future to insure they protect the staff allowed to remain on the payroll. This means reducing the incidents of on duty injuries and returning injured employees back to work as soon as appropriate. How this is done and the exact methods employed must remain flexible depending on the agencies existing staff, geographical location, and management resources available to address the issue. The one constant will be to create an organizational climate which discourages fraud and abuse of workers' compensation or disability retirement benefits and rewards injury avoidance and accelerated post injury recovery time.

WHY IS THIS ISSUE IMPORTANT?

When a law enforcement agency is unable to increase staff as crime rates and population increase, it becomes critical for that agency to get the most out of their staff. Many agencies have enlisted the aid of volunteers who are able to carry-out limited functions and act primarily as the eyes and ears to regular police

officers. Some agencies have reduced or eliminated some of the non-emergency calls for service responded to in the past. At the same time most agencies across the country have experienced an increase in violent crime as the proliferation of illegal drugs and gangs appear to be on the rise. Police officers and citizens alike are frustrated as response times to calls for service become longer and longer. As always, law enforcement leaders do the best they can with what they have, or do they?

If asked the question, how many law enforcement managers in your agency would know "how many staff members filed on duty injury reports during the past year?" Make it easy by asking how many injury reports were filed in their section only? If they are able to get past that question without too much embarrassment, try these:

- 1) What do workers' compensation injuries cost this agency in terms of medical expenses? Legal? Rehabilitation? Administrative costs?
- 2) Can you name (if contracted) the agencies third party administrator tasked with administering workers' compensation claims?
- 3) How much lost human resources time did this agency experience last year due to on duty injuries. Agency wide or in your section?

- 4) What did you do personally to address the issue of lost human resource time as a result of on duty injuries? Could you have done more? And if so, what?

- 5) Does this agency have a comprehensive plan which addresses methods to reduce lost human resources time due to on duty injuries? If so, has the plan been communicated and understood at all levels of the organization?

If the response to any of the previous questions was a puzzled look or obvious lack of knowledge, your agency may be in for problems or are already there.

AGENCY IMPACTS

This paper has been written so that command level law enforcement managers may begin the process of asking some important questions concerning the organizational health of their agencies and the most valuable agency commodity - it's human resources. The primary question is: What methods will a medium sized law enforcement agency utilize to reduce lost human resources time to employees injured on-duty by the year 2003?

An examination of the issue question by the author, colleagues, and advisors produced four related sub-issue questions for the study:

- o What will provide better claims management?
- o What will minimize on-duty injuries?
- o What will reduce injury claim abuse and fraud?
- o What will promote claims avoidance and faster injury recovery?

Literature Scan

A scan of the literature related to workers' compensation concerning the issue and sub-issues identified five goals that law enforcement command staff must view as necessary for effective management of lost human resource time due to employees being injured on-duty.

- o Establish a clear, fair policy as related to on-duty injury claims.
- o Develop an organizational mission statement specifically addressing on-duty injuries.
- o Provide programs and incentives that are appropriate to the agency and promote injury avoidance and wellness.
- o Do not relegate total claims adjustment to a third party administrator. Appoint an in-house workers' compensation team to review cases and make recommendations to department heads and other claims management as needed.

- o Maintain open lines of communication with employees and workers' compensation managers that promotes an organizational atmosphere which encourages wellness and claims avoidance, but also protects employee rights, needs and the appropriate use of benefits.

Subject Matter Experts

The following subject matter experts were of immense help in identifying the diverse aspects effecting the workers' compensation system and related ways in which law enforcement managers can understand it better. The experts are:

Joanne G. Andrews - Workers' Compensation Judge
Sacramento, California

James C. Cuneo - Attorney At Law
Firm of: Cuneo, Black, Ward & Missler
Sacramento, California

Dr. Roland Dart, III - Professor, California State University,
Sacramento, Criminal Justice Department
Sacramento, California
(916) 278-7529

Kirk Evans - Administrative Assistant To The City Manager
Lodi, California
(209) 333-6696

Yale Jones - Attorney At Law
Firm of: Jones, Clifford, Mcdevitt, Naekel & Johnson
Sacramento, California
(916) 443-2284

Marc Marcus - Attorney At Law
Firm of: Marcus & Regalado
Sacramento, California
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The experts generally agree that law enforcement needs to get it's house in order, or face loosing some of the special entitlements such as full pay and benefits up to one year, and tax free benefits, to name only a couple. The attorney experts note the workers' compensation system is currently polarized and many in the medical and legal professions have a great financial interest in keeping it that way. Workers' compensation judge Joanne Andrews described in frustration her concern that state legislation is "not responsive to the people in the trenches".

The judge explained that workers' compensation judges, plaintiffs, employer attorneys, and injured employees all suffer from the confusing forms, need for duplicated information and often times conflicting rules and regulations. She noted that this confusing system has forced many claimants to obtain the services of an attorney to untangle the bureaucratic mess and ensure their compensation rights are protected. She is concerned that this is exactly what the current system is supposed to avoid.

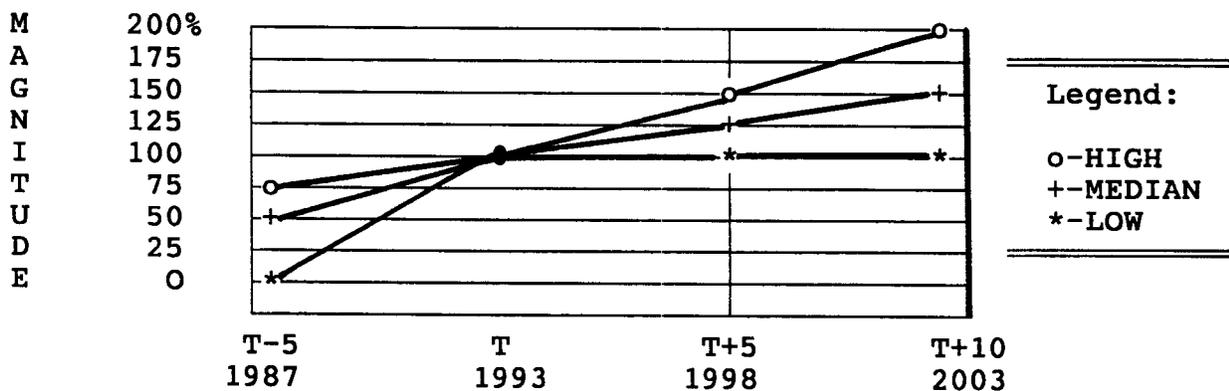
WHAT MAY THE FUTURE HOLD?

In an effort to identify trends and forecast significant events and their most likely future on the topic, the Nominal Group Technique (NGT) was used. A diverse group of individuals were used to facilitate this process.

The Nominal Group Technique requires a group of people to be gathered to: (1) identify elements of a problem situation, (2) identify elements of a possible solution and (3) establish priorities. As the process unfolds, the group discussed the myriad of trends and events that may or may not have impact on the topic.

The following charts are a sampling of what a panel can accomplish as they attempt to forecast the future. It is not always necessary to use such a formalized process, however the Nominal Group Technique (NGT) uses a diverse group, giving the forecaster a greater degree of confidence when working through more complex issues.

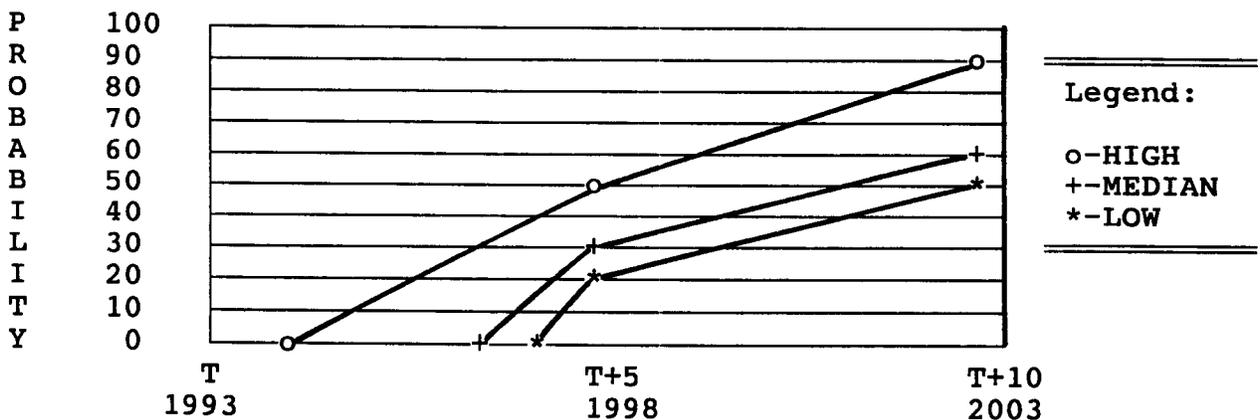
TREND: IMPACTS OF PREVENTATIVE AND INCENTIVE PROGRAMS MORE PREVALENT



The group seemed very interested in proactive measures designed to prevent on-duty injuries and provide positive incentives for those who avoided reportable injuries that resulted in a claim. Physical fitness and wellness programs again came up as preventative measures to avoid injuries and promote the acceptance of wellness plans.

The group also forecast certain events that may occur, one example was:

EVENT: CITIES REQUIRED TO DEVELOP FITNESS STANDARDS AND WELLNESS PLAN IN ORDER TO RECEIVE STATE REVENUE SHARING FUNDS



It was commonly held that most law enforcement agencies were absent any viable fitness and wellness standards which could be a positive deterrent to injury claims. A possible turning point would be a State requirement that tied State revenue sharing funds to such standards.

Normally the panel is asked to discuss several trends and events and eventually the list is narrowed to ten of each. Law enforcement leaders must not be afraid to make the panel as diverse as possible, bringing in opposing opinions and professional disciplines. It is through this process that meaningful discussion and debate illuminate the issue from all sides.

SUMMARY

Law enforcement leaders have determined this issue of how they can reduce lost human resources time of employees injured on duty by the year 2003 to be important. The challenge now will be how to develop a comprehensive strategic plan to address the agency's needs. The people necessary to implement a plan and the people the plan will affect all must have a part in the plan formulation.

Management will doom all efforts by simply sending a memo or directive informing all personnel of a "new program". There must be top to bottom involvement and buy-in to accomplish a systemic change in the organization which will encompass several programs and methods all designed to reduce lost human resources time due to on duty injuries. The time period of ten years (year 2003) is necessary to fully implement programs and administrative methods necessary to influence the total organizational climate.

DEVELOPING A FUTURES SCENARIO

Given the panels forecasts of various trends and events the study was directed toward formulating a futures scenario. The scenario is based on the premise of a mid-sized law enforcement agency in the Central Valley of California. This scenario is the framework for later discussion on developing a strategy for change.

The City of Lodi, California, has been selected as the location for the scenario. The Lodi Police Department is responsible for general law enforcement within the jurisdictional boundaries of the City of Lodi.

The City has a population of approximately 53,000. The Lodi area is composed primarily of agricultural related businesses (predominately wine) and is base for the west coast operations of the General Mills Corporation. Lodi is also bordered by the Interstate 5 and Highway 99 corridors between Southern California and metropolitan Sacramento.

The Lodi Police Department has a total of 107 personnel, including 71 sworn police officers. The department is service orientated and has maintained a good reputation in the community and neighboring areas for many years. Lodi is a general law city operation under a Council-Manager form of government.

In this scenario, current Chief of Police Larry Hansen has been chief for ten years. When Chief Hansen was promoted to the position of chief back in 1993, he had not forecast a ten year tenure as chief. His plans had called for about four to six years and then maybe a move out of state and lots of sea cruises! Some changes in the retirement system made an extra four years worth the aggravation and besides that he had a great staff and finally a congenial city council.

As the day begins, Chief Hansen (preparing for retirement) receives his morning hologram-voice-mail from the city manager, Janet Creator (fictional). Janet announces "Chief, I need to see you as soon as possible. I just received word from the league of cities that legislation has passed and is on the governor's desk that will require cities to have fitness, wellness, and injury avoidance strategies in place in order to receive state revenue sharing funds! Chief, I know you have been doing something in that area for a long time, but where do we stand?"

Turning the hologram off, the Chief smiles and thinks back ten years ago when a newly graduated Command College Captain approached him with a plan. Captain Bevis (fictional) wanted to begin a systemic organizational change to

incorporate a comprehensive fitness, wellness, and incentive program to reduce lost human resources time due to on duty injuries.

The plan included administrative changes, program measurements, and results oriented methods to accomplish new departmental goals and mission. As the Chief takes the people mover over to the City Manager's office, he chuckles to himself "boy this is going to be an easy one". The chief thinks back and ten years ago seems like only yesterday. In late 1993 Captain Bevis provides some of the background history bearing on the issue.

Bevis:

California Governor Pete Wilson continues his battle during 1993 and 1994 for Workers' Compensation reform with limited success to date. Political debate and indecision plague this abused and burdensome system.

In an effort to keep the workers' compensation system solvent it is forecast that injury claims will have an increased threshold to obtain workers' compensation benefits, lump-sum settlements will be eliminated, tax free benefits will be eliminated, and all but extreme stress cases will no longer be a claim option.

We are now at a cross roads and the stage for Workers' Compensation system reform has been set. The events described are the most likely to occur, given the research forecasts.

Our agency has no formalized policy or mission statement concerning how this organization will manage on-duty injury workers' compensation claims, usually writing them off as the price of doing business, or simply relegating the responsibility for oversight to another city department or third party administrator. This agency requires stringent fitness testing and psychological screening of basic recruits through validated pre-employment standards, and reasoned beliefs that good physical and mental faculties make for better police officers. After the officer is hired no fitness or psychological testing of any type is required as a regular course of employment.

We as the command staff need to monitor on-duty injuries and assist the employee in obtaining benefits or returning to work as soon as possible. This lack of an agency-wide plan to address on-duty injuries is a major contributor to unnecessarily lost human resource time to the this agency. Chief someday the state or even worse the feds are going to require us to have preventative programs and a departmental plan to address this issue. This department has prided itself on being proactive and in this area we have not been.

Chief:

How will we manage claims of employees injured on duty, and reduce lost human resource time by the year 2003?

Bevis:

We will need to create a system of claims avoidance, a safe work environment, positive incentives to claim free employees, an agency acceptable cadre of wellness and fitness programs designed to anticipate and reduce injury claims, and agency involvement in the workers' compensations claims of it's employees which goes much further than merely completing necessary forms.

The accumulated forecasts all clearly show an underlying trend of continued increase in workers compensation claims, short term political deadlock to solve the workers' compensation system problem, and increased violence against Police and increased stress.

The real positive answers expressed in research noted concern and considerable consensus that attention be given to employee fitness and wellness programs, which are included in innovative preventative and incentive programs. The real message seemed to be to develop an agency plan which best meets the needs of your organization and staff. There are numerous wellness and fitness plans already formulated and ready for review. The real difference is putting them all together in a strategic plan. The command staff along with an agency representative committee can develop a plan which takes into account not only fitness and wellness, but also preventative, incentive and administrative strategies. The agency must ensure measurements are in place to ensure it's plan accomplishes the goal of reducing lost human resource time as a result of on-duty injuries.

Chief:

How long would it take to institute a comprehensive program and how much would it cost?

Bevis:

If we begin to take action now, within the foreseeable future (5 to 10 years) we can have a positive impact to Workers Compensation costs within our agency. This process will best work in an incremental manner with a well thought strategic implementation plan. The anticipated first year costs would be nothing other than staff time. The second year costs would be \$8,000 for training. Third year costs for medical services would be \$10,000. Fourth year costs would include gym equipment at \$10,000, and incentives at \$9,000, totaling \$19,000. After the first four years the total budget is forecast to be \$20,000 annually to maintain wellness check-ups, training, and incentives.

Chief:

What do workers' compensation claims currently cost our agency?

Bevis:

Workers' compensation claims currently cost approximately \$165,000 annually. That cost is only for medical, legal, and administrative totals, and do not include overtime costs needed to replace absent employees. There is an additional cost which is not monetary and includes decreased morale when employees work short-handed and loss of productivity due to staff shortages.

Chief:

I agree that this issue is too important not to begin the process of developing a departmental strategic plan to address the issue. I will authorize the formation of a workers' compensation committee.

At this point the appointed project manager convenes a committee of representative groups of the agency to begin discussions on how command staff can better manage on-duty injury claims, prevent injuries from occurring, and reduce injury recovery time to accomplish the mission of the organization.

The committee will have the specific direction to provide recommendations concerning injury prevention, administrative responsibilities, fitness programs, incentive programs, and tracking and measurement instruments. The committee will have one year to complete it's tasks which will also include implementation timeliness and cost projections.

The Chief's Goal:

The project goal will be to cut workers' compensation costs by 20 percent within five years, and 40 percent within ten years.

As the Chief enters the City Manager's office he sees the Public Works and Parks Director nervously standing by the door.

The Parks Director, Ron Willienillie says " Larry, have you heard about this new injury prevention program from the state! It's just great! We don't do anything like that. Do we?". Larry smiles.

Can this scenario occur? Several subject matter experts in the field of workers' compensation believe it is possible and even probable. Future forecasts should not be ignored on the possibility that they may not occur. A statute that requires law enforcement leaders to provide injury preventative programs should not be the driving force behind action now. Law enforcement

leaders have a responsibility to the organization and taxpayers to make the best use of resources provided them, this is one way to begin.

MISSION STATEMENT TO SET THE STAGE

A macro statement which represents the organization's overall mission, and a micro statement concerning its commitment to the staff of the organization as related to on-duty injuries.

Macro - The Lodi Police Department is committed to providing the best possible law enforcement services. We recognize the extreme importance our staff, the community, and elected officials play in the accomplishment of our mission. We will consistently provide professional, courteous, and impartial enforcement of laws, ordinances, and services we are asked to perform. Through the aid of community oriented policing and a well trained staff we stand with our community.

Micro - The Lodi Police Department is committed to safeguarding the physical and mental well-being of our public safety staff. This organization recognizes the extreme demands placed on public safety employees and as a result, management is committed to providing an organizational environment which promotes safety. All staff will strive to eliminate unnecessary risk. We will offer continuing training and support to staff and their families in recognized physical and mental programs. We are committed to a healthy work place and work force.

We will collectively institute innovative programs which promote our goal of providing the best possible work environment to our most important commodity - Our People.

Mission statements do not define the programs or methods of accomplishing the goals, but they do set the tone. Staff need to realize the importance placed on reducing injuries, and the message needs to be part of the fabric of the organization. To that end, the mission statement accomplished it's goal.

ALTERNATIVE STRATEGIES

After a rating process the top three strategies were chosen to assist the Lodi Police Department in achieving it's micro mission. A panel of colleagues analyzed the departments external environment and organizational capabilities. Stakeholders who would be involved in decision making or themselves impacted by decisions were identified and their probable assumptions concerning the issue were discussed. Policy development and considerations were also considered based upon implementation of the hypothetical scenario to obtain the desired future. The policies were designed by the author to promote the reduction of lost human resource time by employees due to injury/illness by the year 2003.

It will be the policy of this agency to:

- o Provide a working environment which reduces the risk of injury / illness where ever possible
- o Provide on-going staff training in injury/illness prevention

- o Provide command level training to insure managers are knowledgeable and current with workers' compensation law and innovative method to prevent and reduce lost human resource time due to on-duty injuries.
- o Provide creative incentives for injury/illness avoidance.
- o Be able to measure effectiveness of management efforts to reduce lost human resources time due to on-duty illness or injury

PREFERRED STRATEGY

The strategy selected for implementation makes the most comprehensive effort to address the issue and sub-issues. It should be noted that the incremental approach to implementation is advantageous to total program success. Some present day programs contain elements of fitness, wellness, and incentive programs to reduce on-duty injuries. The concept of mid-sized law enforcement agencies adopting comprehensive strategic plans which include all elements of these methods will be a growing trend by the year 2003. The ability of agencies to effectively combine innovative methods and measure their accomplishments is critical to the difference between merely having a program and changing the future of how law enforcement managers obtain the most from their most valuable human resources.

IMPLEMENTATION STRATEGY

Once the direction has been charted the author and three colleagues using the modified delphi technique determined the strategy for reaching the final destination. Two key factors are predictability and resistance. The identified key stakeholders must be consulted and brought into the planning process early-on.

They must support and be key players in the final outcomes. This process can take many forms, but most accurately is described as a method of negotiations. The Win-Win model of negotiations must be a goal to a successful outcome. The incremental approach may be most valuable in stakeholder buy-in. The selected strategy involves stakeholders that all have something to gain or something to lose. The steps to implementation are as follows:

1) The Chief will appoint a program advisory committee to be comprised of formal and in-formal departmental leaders. He will also ask members of the city manager's staff responsible for workers' compensation management and representatives of the city's third party administrator to join the committee, with the city manager's approval. The committee is tasked with evaluating the issue and sub-issue with emphasis on implementation strategies for the selected preferred strategy.

The committee will be given six months to discuss the issue and return to the Chief with it's draft recommendations. The committee report will be presented to the Chief during the normally scheduled staff meeting, August 10, 1994. No costs are anticipated for this phase other than staff time required to meet.

2) The Chief appoints a management team to begin the process of implementation of the selected strategy, after the committee report is tendered and staff debate has followed. It is critical to give staff members the opportunity to vent, to disagree, and at varying levels express their opinions.

No program can be created in a vacuum and often lively debate produces the best results that are later supported and successful. The team also knows that it is tasked with implementing the preferred strategy, however it is important to gain as much input and discussion as necessary.

No costs are associated for this phase other than normal staff time. The Chief will give the management team until February 10, 1995 (one year), to complete it's findings and submit it's recommendations.

- 3) The management team will meet and discuss the final recommendations. They will then, as a group, present the final strategy to the organization during the first scheduled monthly training meeting. The Chief will show his support for the project by pledging his total participation in all aspects, as with everyone else.

By this point, the Chief has already had discussions with the City Manager and council to gain approval for funds necessary to start the project for one year. As the president of the Police Officers Association is a team member adequate time and previous discussions for meet and confer requirements will have already occurred and the Memorandum of Understanding (MOU) requirements been met.

The anticipated funding is as follows:

- o \$__- 0 -__ First year funding will be nothing other than staff time. 1994-1995 budget year.
- o \$8,000 Second year funding for wellness, fitness, and injury reduction training. 1995-1996 budget year.
- o \$10,000 Third year funding for wellness check-ups annually. 1996-1997 budget year.
- o \$29,000 Fourth year funding for purchase of departmental gym equipment (10,000), and injury avoidance incentives (9,000). Continued wellness check-ups (10,000). 1997-1998 budget year
- o \$19,000 Fifth year funding for continuation of wellness check-ups and injury avoidance incentives. 1998-1999 budget year.
- o 66,000.00 Total program cost first five years.

- 4) Organizational follow-up and measurements are designed to determine program effectiveness as it relates to cost analysis and compliance to law. A program that works for agency A, may be totally ineffectual in agency B. However, it is crucial that both agency A and B have follow-up and measurement devices in place to evaluate the effectiveness or non-effectiveness of a program.

During the projects first five years, the management team will meet quarterly in order to:

- o Assess effectiveness of the program by comparing pre-program statistics for on-duty injury costs and recovery time as compared to first year results.
- o Replace team vacancies as they occur.
- o Determine if additional in-house training is needed.

- o Meet with city hall workers' compensation management team to continual to up-date and exchange information on progress or set-backs.
- o Explore alternative sources of funding to enable the program to be self sufficient and not dependant on general fund expenditure.

During the second five years the management team will intensify the programs measurements to insure that departmental goals are being met. During this time the management team will be looking specifically at program modification, elimination, or continued progress. The emphasis is not to become married to any one program which may not be performing to expectations.

MANAGEMENT STRUCTURE AND CONFLICT MEDIATION

The following organization chart illustrates how the management team can be structured.

Chairman (project manager/facilitator)

3 Operations Division Reps.	3 Services Division Reps.
1 Research and Planning Rep.	1 City Workers'Comp. Rep.

Mediating conflict between groups with opposing priorities and agendas can be a difficult task. It will be critical to this project that conflict mediation skills are discussed and understood. In order to accomplish organizational change input will be obtained from stakeholders operating in a group decision making form. It is important that the participants should come to see themselves as working side by side, attacking the problem, not each other.

Hence the first proposition to separate the people from the problem, then focus on interests, not positions, and the difficulty of designing optimal solutions while under pressure.¹ Communication is critical to mediating conflicts. In order to avoid problems in communication, it is necessary to listen actively and acknowledge what is being said, speak to be understood, speak about yourself not them, and speak for purpose.²

In the text, *The Leadership Challenge*, the five fundamental practices that enable leaders to get extraordinary things done are challenge the process, inspire a shared vision, enable others to act, model the way, and encourage the heart.³ Conflict resolution can work given a framework set early that encourages debate and mutual respect. The issue is the problem to solve, not personal attacks on the participants.

TECHNOLOGIES AND METHODS

During the process of organizational change resistance and apprehension should be anticipated and not viewed initially as an attack on departmental goals. A transitional period normally will occur which requires communication, training, and interactive participation in various elements of decision making. It is critical to implementation success that a comprehensive effort such as this, not be viewed as "the Chief's baby", or "Captain so-and-so's new program of the week". Technologies and varied methods can be valuable in accomplishing this goal.

These technologies and methods include:

- o Training seminars with inside agency and outside agency instructors.
- o Regular briefings by selected management team members to keep staff informed of their progress.
- o Departmental survey and small steering committee groups at all levels to promote involvement in suggesting program direction.
- o Demonstrations of the latest technologies pertaining to fitness, wellness, and injury avoidance equipment and strategies.

CONCLUSIONS AND RECOMMENDATIONS

Some may conclude that the adoption of a fitness, wellness, or injury avoidance program is nothing new and in their separate parts this would be a correct conclusion. However, if the past has taught law enforcement leaders anything it is that disjointed programs without a comprehensive plan to tie them together and continually monitor and measure their performance are often doomed to failure. Mid-sized law enforcement agencies are viewed by some as not having the resources to institute a comprehensive injury/workers' compensation plan such as this. That thesis is simply not true! Mid-sized law enforcement leaders can look to the future and see that they can change future forecasts of rising injury costs and lost human resources time if they begin strategic planning to implement a comprehensive plan, not just another program.

In the book, *The Leadership Challenge* is said that innovation means change and change requires leadership.⁴ Law enforcement has no shortage of leaders to implement meaningful change.

As put by Joe J. Sparagna, Vice-President Elsin Corporation "Leadership requires changing the business-as-usual environment".⁵ Mid-sized law enforcement agency leaders can change the business as usual climate to reduce lost human resources time as a result of on duty injuries.

As aptly noted in the book Reinventing Government, the entrepreneurial government searches for more efficient and effective ways of managing. It is willing to abandon old programs and methods. It is innovative and imaginative and creative. It takes risks. It turns city functions into money makers rather than budget busters. It eschews traditional alternatives that offer only life-support systems. It works with the private sector. It employs solid business sense. It privatizes. It creates enterprises and revenue generating operations. It is market orientated. It focuses on performance measurement. It rewards merit. It says "Let's make this work", and it is unafraid to dream the great dream.⁶

ENDNOTES

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2. Ibid., p. 34, 35, 36.
3. James M. Kouzes and Barry Posnes, The Leadership Challenge., 1991, p. 7,8.
4. Ibid., p. 37.
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