

CRITICAL INCIDENT STRESS DEBRIEFING FOR CALIFORNIA LAW  
ENFORCEMENT OFFICERS - 2001: WHAT IS THE FUTURE FOR  
PSYCHOLOGICAL SERVICES TO LAW ENFORCEMENT?

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AN INDEPENDENT STUDY

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**This Command College Independent Study Project is a FUTURES study on 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.**

**Studying the future differs from studying 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.**

## EXECUTIVE SUMMARY

### CRITICAL INCIDENT STRESS DEBRIEFING FOR CALIFORNIA LAW ENFORCEMENT OFFICERS - 2001: WHAT IS THE FUTURE FOR PSYCHOLOGICAL SERVICES TO LAW ENFORCEMENT?

This study focuses on the future use of critical incident debriefing for law enforcement officers. "Post-trauma stress" has been identified as a major factor in officer performance as well as early medical retirements. Will we be able to continue to respond to this phenomenon with the necessary interventions? What changes will likely occur in legal mandates, court decisions and resource allocation? Are we prepared to deal with large scale critical incidents in California? Are we obtaining the desired results? If so, can we continue to do so? If not, what changes are needed or likely to occur?

These issues were subjected to a futures analysis resulting in three futures scenarios. From these scenarios, a desired future state was selected. A list of recommendations was developed to attain this desired state.

*Recommendation one: That a training program intended to familiarize law enforcement managers with Critical Incident Debriefing as well as other related issues be conducted as soon as possible through California Peace Officers Association and other law enforcement organizations.*

*Recommendation two: That a committee composed of law enforcement managers be formed to evaluate the state of readiness and need for psychological services to law enforcement in California.*

*Recommendation three: That the Office of Emergency Services be engaged to assist the above committee in evaluation of resources and alternative mutual aid possibilities.*

*Recommendation four: That training programs for managers and supervisors focusing on early stress intervention, organizational stresses and mitigation be approved and funded by P.O.S.T.*

*Recommendation five: That standards be adopted regarding the qualifications of psychological service providers and that a methodology be developed to identify providers available for response.*

*Recommendation six: That a model program for debriefing critical incidents be approved and distributed through C.P.O.A.*

*Recommendation seven: That research be funded to continue to seek the causes of early retirement resulting from "cumulative stress" and what actual relationship exists between exposure to "critical incidents" and "cumulative stress".*

*Recommendation eight: Depending upon the outcome of the above research, continued reevaluation of training, model organizational policies and critical incident debriefing to assure that resources are being utilized in the areas where they are likely to have a positive impact.*

Having established the goal, the balance of this project is directed toward strategic planning and implementation. This included negotiation strategies, defining the work, transition management and responsibility charting. The conclusion suggests the need for more research in the area of psychological services applications to law enforcement organizations.

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## PREFACE

*"Seek not to find the answer, but  
to understand the question"*

*Lipo*

What is the future of psychological services to law enforcement? Perhaps a better question is "why ask the question?" In 1964, Dr. Richard Blum wrote the seminal book "Police Selection" in which he identified a number of issues already surfacing surrounding the entire field of psychological selection of law enforcement officers. A number of these issues have not yet been addressed. We have nevertheless, 22 years after these questions were asked, gone ahead with statewide mandated psychological testing. "Post stress trauma" became a universal phrase in law enforcement in the aftermath of the Vietnam War. We have incorporated into our procedures mandated counseling and treatment for officers inflicted with "post stress trauma". Nonetheless, the number of retirements based on "post stress trauma" escalated as rapidly as our procedures for eliminating it. Now, a "new" wave is approaching police psychology: Critical Incident Debriefing.

So, again the question, What is the future of psychological services to law enforcement? The famous philosopher Santayana once observed: "those who forget their history are bound to relive it." The future of psychological services to law enforcement is partly a product of its past

and partly a product of the awareness of law enforcement managers and their ability to direct their own collective destiny. For this reason alone, the question is worth asking and the answers are worth seeking.

The other half of the title is "Critical Incident Debriefing for California Law Enforcement Officers - 2001". Why assume that there will be critical incident debriefing in the year 2001? Why is that important? The answer is because that is what is happening now. Discussing futures that have no available strategic alternatives is an interesting armchair exercise that has little pragmatic utility. Decisions are being made now as to the form and magnitude of this service to law enforcement and the consequences of these decisions will last well into the next century. This is the "why" of this research. "How" and "what" will follow.

## Objective One: Background

### Statement

The first objective is to factor and study the general issue, utilizing futures research methodologies. The outcome will be three futures scenarios. The general issue is stated as follows: "what is the future of psychological services to law enforcement in California?" The secondary issue is the future of "Critical Incident Debriefing". This study will focus specifically on Critical Incident Debriefing as a "megatrend" in the future of psychological services to law enforcement.

Three related issues have been identified from the past. They were:

1. What psychological services have been provided in the past?
2. How did these services develop?
3. What have been the consequences of not providing these services?

Related issues emerging in the present were identified by nominal group technique and by personal interviews with practitioners in the field. The issues were then subjected to a preliminary screening, as an approach to structuring the general issue for research. The criterion was a judgement concerning degree of relatedness. The result was a list of four issues, that, when considered together, essentially define the parameters of the general issue being studied:

1. What standards, if any, apply or should be applied to psychological service providers?
2. What is the capacity of California psychological service providers to meet the demands?
3. What mutual aid provisions are there and can they be applied for this purpose?
4. What liabilities exist to law enforcement agencies for failure to provide these services or for providing substandard levels of service?

Consideration was given to related issues that might emerge by the year 2001. Future issues were judged to be relevant on the basis of potential impact upon possible future scenarios. The initial selection was:

1. What types of critical incidents can we anticipate that would require psychological debriefing?
2. What effect will legislation have on early stress related retirements or on mandated critical incident debriefing?
3. What future case decisions might occur to increase or decrease public agency liabilities?
4. Can psychological service providers meet the future demand of California law enforcement?

For purposes of clarity, certain definitions are appropriate:

Critical Incident: An incident involving:

1. Serious injury, death or suicide of a fellow co-worker.
2. Any shooting or other serious threat to life of

- department members.
3. Serious injury or death of a civilian resulting from emergency service operation.
  4. Rescue situations where it's impossible to reach the victim.
  5. Loss of life of a patient following extraordinary and/ or prolonged expenditures of physical and emotional energy during rescue efforts by emergency service personnel.
  6. Any incident in which the circumstances are so unusual or the sights and sounds so distressing as to produce a high level of immediate or delayed emotional reaction.
  7. Any catastrophic event or major disaster.
  8. Rescuing the victim where pain and suffering is obvious.
  9. Mass casualty incidents.
  10. Any unexpected event.
  11. Knowing the victims.
  12. Death or serious injury of a child.
  13. Incidents that attract extremely unusual or derogatory news media coverage.

California law enforcement:

1. Peace officers directly involved in operations
2. Communications personnel assigning officers
3. Command level peace officers directly involved
4. Special units including:
  - a. Coroner personnel
  - b. Aero squadron
  - c. Graphics personnel
  - d. Photography team
  - e. Public information/media personnel
  - f. Other support personnel on scene
5. Volunteers including Explorers, Reserves, etc.
6. Outside agencies assisting

**Methods: Identification**

The following methods were employed to develop and evaluate the information related to the issue:

1. Literature scan (STEEP)
2. Nominal Group Technique (NGT)
3. Subcommittee meetings of California Peace Officers Association Psychological Services Committee
4. Meetings with the Office of Emergency Services.
5. Futures Wheel
6. Event and Trend forecasting
7. Modified delphi
8. Cross impact matrix of events and trends
9. Development of futures scenarios

## Methods: Implementation

### California Peace Officers Association

In November, 1986, the California Peace Officers Association met in Monterey, California. At the Psychological Services Committee and the Employee Assistance Subcommittee meetings, it was resolved that a training effort would be conducted on the area of Critical Incident Debriefing. The training conference to be held in November, 1987 was targeted for this effort. The California Peace Officers Association again met in May, 1987 in Los Angeles and the central focus of the subcommittee on Employee Assistance Programs was the presentation of the training program and Critical Incident Debriefing. At this time, I was able to obtain the assistance of Margaret Kilpatrick, author of "Coping With Survival: Aircraft Disasters and Emergencies: Guidelines for Psycho-Emotional Recovery" (Kilpatrick,1985) Mrs. Kilpatrick attended the conference and assisted with a nominal group on this topic to be discussed later.

### Literature Scan

An extensive literature search was conducted through the use of "IQuest" on the topic of psychological debriefing of disasters and post stress trauma. The results of this search was conclusive in the reported positive results from timely intervention and debriefing of survivors, rescue workers, law enforcement personnel and the like (Shore, Tatum and Vollmer, 1986; McFarlane,1986; Cohen and Ahearn,1980; Cherniss, 1980;

Mitchell, 1983; Maslach and Jackson, 1979; Selye, 1973).

I then focused my attention on Critical Incident Debriefing. The term "Critical Incident Debriefing" was introduced by Jeffrey Mitchell, University of Maryland Emergency Health Services Program. Mr. Mitchell was interviewed by telephone and I was able to determine the magnitude and scope of this concept. Although there have been extensive prior applications of this type of intervention, Mr. Mitchell has developed a standard model for application (Mitchell, 1983). This model is as follows:

A. Introductory phase. The facilitator begins by introducing himself or herself. The rules of the process are then described. The need for absolute confidentiality is carefully explained especially any details which could be associated with any particular individual. Participants in a debriefing need to be assured that the open discussion of their feelings will in no way be utilized against them under any circumstances.

B. The fact phase. Most facilitators begin this phase by asking the participants to describe some facts about themselves, the incident and their activities during the critical incident. They are asked to state who they are, their rank, where they were, what they heard, saw, smelled and did as they worked in and around the incident. Each person takes a turn adding in the details to make the whole incident come to life again in the CISD room.

C. The feeling phase. Once all participants have shared sufficient factual information to bring the incident into vivid memory, the facilitator begins to ask feeling oriented questions. People will most often discuss their fears, anxieties, concerns, feelings of guilt, frustration, anger and ambivalence. All of their feelings, positive or negative, big or small, are important and need to be listened to.

D. The symptom phase. This phase of the debriefing concerns itself most with answering the questions, "What unusual things did you experience at the time of the incident?" "What unusual things are you experiencing now?" "Has your life changed in any way since the incident?" The participants are urged to discuss what is going on now in their homes and in their jobs as a result of their experiences. In other words, they are describing their own versions of stress response syndromes.

E. The teaching phase. The facilitator takes this opportunity to teach the group something about the stress response syndromes. The emphasis is on describing how normal and natural it is for emergency service people to experience a variety of signs, symptoms, and emotional reactions to the critical incident they have lived through.

F. The re-entry phase. This final phase seeks to wrap up loose ends, answer outstanding questions, provide final reassurances and make a plan of action. All six segments of the CISD usually take three to five hours to complete.

Through interviewing Mr. Mitchell, I found that the CID method has been introduced widely throughout the United States as well as foreign countries. He has provided consultation to both local agencies and state agencies. There are currently two states that have implemented regional teams of trained facilitators. Mr. Mitchell has recently conducted CID facilitator training for Los Angeles County.

Although I found no practitioners who were directly opposed to the CID concept, at least one experienced law enforcement psychologist remains skeptical. His experience is that CID is neither new nor is it necessarily the most effective use of resources. He pointed out that debriefing very similar to CID was used as early as the 1940's "Coconut Grove" fire. He further fails to be convinced that post stress trauma is the major factor in law enforcement stress retirements. His experience is that factors such as "job burnout", organizational stresses, lack of promotion, boredom, family problems, drugs and alcohol, and generally poor emotional fitness contribute more significantly than the more dramatic "critical incidents". He added that the so-called "critical incidents" contribute to the excitement of being in law enforcement and most officers suffer few

repercussions from their exposure to them. He would prefer to see the same interest and commitment of resources in areas designed to improve training, provide for more input into organizational policies, promote emotional wellness and provide better career alternatives for line officers. With his input, I developed the following relevance tree to put CID in perspective with other psychological services:

Psychological Services to Law Enforcement

- A. Selection
  - 1. Pre-employment
  - 2. Assignment
- B. Field Services
  - 1. Hostage negotiations
  - 2. Counseling
  - 3. Criminal investigations
- C. Training
  - 1. Supervisory and Management training
  - 2. Job "burnout"
  - 3. Emotional well being
  - 4. Peer counseling
- D. Organization Development
  - 1. Team building
  - 2. Transition counseling
- E. Management
  - 1. Policy review
  - 2. Legal issues and counseling
  - 3. Employee fitness evaluation
- F. Employee Assistance Programs
  - 1. Drug and alcohol counseling
  - 2. Marriage and family counseling
  - 3. Career counseling
- G. Critical Incident Debriefing
  - 1. On scene assessment
  - 2. Debriefing
  - 3. Follow-up post stress counseling

Although the specific focus of this study is on "Critical Incident Debriefing", the larger context of "Psychological Services" will be discussed by necessity. The "relevance" of Critical Incident Debriefing is important as we examine alternative futures. I did not attempt, however, to do a

comprehensive survey of law enforcement psychology. As will be discussed later, a study of this nature would be timely and beneficial to the field.

I continued my literature search through the California Colorado Arizona Nevada Innovation Group (CAN). I focused this request on post trauma stress retirements and local efforts to reduce them. I was not surprised to find that there had been considerable effort by local agencies to reduce their liabilities in these areas. There have been efforts to encourage legislation to likewise reduce local agency liability by limiting the use of stress retirements. Thus far, none of these efforts have been introduced into California legislation. Overall, there has been efforts to tighten policies on "IOD" for stress and eliminate "bogus" claims (The Register, 1984; Los Angeles Times, 1986; CAN, 1986; Winslow v. City of Pasadena, 1983; Beveridge v. IAC 175 Cal. App. 2d. 592; Jaquay, 1985; Freedman, 1984). The following data was collected from Gary Mattingly, General Manager of the Department of Pensions, City of Los Angeles in a presentation to the March 13, 1986 meeting of the CAN Innovation Group:

- \* almost one-half of all pensions granted to Los Angeles firefighters and police officers are for disabilities suffered in the line of work.
- \* the average police officer retired on disability is only 39 years old with only 14 years of service
- \* 40% of all disabilities suffered by police officers are due to or related to psychological factors (Mattingly, 1986)

Lt. Jim Nunn, San Bernardino County Sheriff's

Department, is also a member of the San Bernardino County Board of Retirement. He has conducted a study and found that the cost of a single early medical retirement to his agency ranges from \$.3 to \$1.5 million. Their agency has used early crisis intervention for the past six years and have had no incidents of early medical retirement during this time. Over the course of the six years, Lt. Nunn has estimated the savings to the county to be as much as \$12 million (Nunn, 1987).

#### Office of Emergency Services

Members of the CPOA committee on Psychological Services held a meeting with the Office of Emergency Services on the issues involving mutual aid and regional provision of Critical Incident Debriefing. Although there is no provision currently for reimbursement to local agencies for providing psychological support providers to disaster scenes, OES will evaluate this concept. They are also interested in a regional approach that may be incorporated into the state's disaster plan. Although these discussions are preliminary, there is a high probability that some form of state wide plan for Critical Incident Debriefing will evolve. Concurrently, the Psychological Services Unit of the Los Angeles Police Dept. has been working with the Office of Criminal Justice Planning for funding a pilot project in Critical Incident Debriefing.

## Nominal Group Technique

A nominal group was formed consisting of both law enforcement managers and psychological service providers involved with the Employee Assistance Subcommittee of C.P.O.A. Only volunteers familiar with the concepts of C.I.S.D were included. The group formulated the following list of trends and events as candidates:

### TRENDS

1. PEER COUNSELING: Increase in the number of law enforcement agencies using peer counseling.
2. CRITICAL INCIDENTS: Increase in the number of incidents requiring debriefing.
3. PERSONNEL: Increase in the number of agencies with trained Psyc. personnel.
4. REGIONALIZATION: Increase in the number of regional teams available or in use.
5. AUTONOMY: Increase in the number of Psyc. programs under the direct control of law enforcement.
6. MEDICAL (PSYC) RETIREMENTS: Increase or decrease in the number of psychological related medical retirements filed.

### EVENTS

1. MAJOR CRITICAL INCIDENT: Incident requiring extensive debriefing occurs (earthquake, flood, air disaster, etc.)
2. LEGISLATION LIMITING RETIREMENTS: Limits set on early retirements based upon statutory revisions.
3. CRITICAL INCIDENT DEBRIEFING INCLUDED IN OES PLAN
4. NEW TECHNOLOGY: New methods for psychological debriefing
5. CID MANDATED BY LABOR NEGOTIATIONS
6. CIVIL SUIT RESULTING FROM FAILURE TO PROVIDE DEBRIEFING
7. MALPRACTICE SUIT INVOLVING A PSYC PROVIDER OR PEER COUNSELOR

8. LEGISLATION REQUIRING CID PROVIDERS TO BE LICENSED FOR CID
9. LEGISLATION LIMITING LAW ENFORCEMENT LIABILITY FOR FOR NEGATIVE RETENTION

#### Modified Delphi

After formulating the relevant trends and events, I conducted a modified Delphi using most of the same participants that were involved in the Nominal Group. A mailed instrument was utilized in that the group is widely distributed throughout the state. I received a total of twelve responses (60%) from which I was able to formulate the attached Cross Impact Analysis:

If Event 1 (Major Critical Incident) with probability of .64 does occur, the following events and trends will be effected:

- Event 2 (Legislation) probability will increase to .38
- Event 3 (OES) probability will increase to .94
- Event 4 (Technology) will increase to .22
- Event 5 (CID mandated) probability will remain .35
- Event 6 (Civil Suit) probability will increase to .66
- Event 7 (Malpractice Suit) prob. will increase to .58
- Event 8 (Licensing) probability will remain .24
- Event 9 (Liability) probability will remain .22
- Trend 1 (Peer Coun.) will increase 60%
- Trend 2 (Debriefing) will increase 15%
- Trend 3 (CID Providers) will increase 20%
- Trend 4 (Regionalization) will increase 50%
- Trend 5 (Law Enforcement autonomy) will not change
- Trend 6 (Psychological Retirements) will increase 25%

If Event 2 (Legislation/retirements) with probability of .33 does occur, the following events and trends will be effected:

- Event 1 (Major incident) probability will remain .64
- Event 3 (OES) probability will decrease to .64
- Event 4 (Technology) will decrease to .12
- Event 5 (CID mandated) probability will increase to .50
- Event 6 (Civil Suit) probability will increase to .76
- Event 7 (Malpractice Suit) prob. will remain .38
- Event 8 (Licensing) probability will remain .24
- Event 9 (Liability) probability will increase to .37
- Trend 1 (Peer Coun.) will decrease 15%
- Trend 2 (Debriefing) will not change

Trend 3 (CID Providers) will decrease 15%  
Trend 4 (Regionalization) will not change  
Trend 5 (Law Enforcement autonomy) will increase 15%  
Trend 6 (Psychological Retirements) will decrease 90%

If Event 3 (Inclusion in OES plan) with probability of .74 does occur, the following events and trends will be effected:

Event 1 (Major incident) probability will remain .64  
Event 2 (Legislation) probability will increase to .38  
Event 4 (Technology) will decrease to .07  
Event 5 (CID mandated) probability will decrease to .15  
Event 6 (Civil Suit) probability will increase to .66  
Event 7 (Malpractice Suit) prob. will increase to .53  
Event 8 (Licensing) probability will increase to .34  
Event 9 (Liability) probability will remain .22  
Trend 1 (Peer Coun.) will not change  
Trend 2 (Debriefing) will increase 25%  
Trend 3 (CID Providers) will decrease 30%  
Trend 4 (Regionalization) increase 40%  
Trend 5 (Law Enforcement autonomy) will decrease 20%  
Trend 6 (Psychological Retirements) will decrease 15%

If Event 4 (New Technology) with probability of .17 does occur, the following events and trends will be effected:

Event 1 (Major incident) probability will remain .64  
Event 2 (Legislation) probability will remain .33  
Event 3 (OES Plan) will decrease to .14  
Event 5 (CID mandated) probability will decrease to .01  
Event 6 (Civil Suit) probability will decrease to .18  
Event 7 (Malpractice Suit) prob. will increase to .73  
Event 8 (Licensing) probability will decrease to .01  
Event 9 (Liability) probability will remain .22  
Trend 1 (Peer Coun.) will not change  
Trend 2 (Debriefing) will not change  
Trend 3 (CID Providers) will decrease 45%  
Trend 4 (Regionalization) will decrease 50%  
Trend 5 (Law Enforcement autonomy) will decrease 20%  
Trend 6 (Psychological Retirements) will not change

If Event 5 (CID Mandated) with probability of .35 does occur, the following events and trends will be effected:

Event 1 (Major incident) probability will remain .64  
Event 2 (Legislation) probability will increase to .43  
Event 3 (OES Plan) will decrease to .64  
Event 4 (Technology) probability will decrease to .01  
Event 6 (Civil Suit) probability will increase to .81  
Event 7 (Malpractice Suit) prob. will increase to .58  
Event 8 (Licensing) probability will increase to .34  
Event 9 (Liability) probability will increase to .47  
Trend 1 (Peer Coun.) will increase 20%  
Trend 2 (Debriefing) will increase 40%

Trend 3 (CID Providers) will increase 50%  
Trend 4 (Regionalization) will increase 10%  
Trend 5 (Law Enforcement autonomy) will increase 30%  
Trend 6 (Psychological Retirements) will increase 20%

If Event 6 (Civil Suit) with probability of .56 does occur, the following events and trends will be effected:

Event 1 (Major incident) probability will remain .64  
Event 2 (Legislation) probability will increase to .53  
Event 3 (OES Plan) will increase to .90  
Event 4 (Technology) probability will remain .17  
Event 5 (CID mandated) probability will remain .35  
Event 7 (Malpractice Suit) prob. will remain .38  
Event 8 (Licensing) probability will increase to .34  
Event 9 (Liability) probability will remain .22  
Trend 1 (Peer Coun.) will increase 25%  
Trend 2 (Debriefing) will increase 50%  
Trend 3 (CID Providers) will increase 70%  
Trend 4 (Regionalization) will increase 50%  
Trend 5 (Law Enforcement autonomy) will increase 10%  
Trend 6 (Psychological Retirements) will increase 30%

If Event 7 (Malpractice Suit) with probability of .38 does occur, the following events and trends will be effected:

Event 1 (Major incident) probability will remain .64  
Event 2 (Legislation) probability will remain .33  
Event 3 (OES Plan) will increase to .90  
Event 4 (Technology) probability will increase to .37  
Event 5 (CID mandated) probability will remain .35  
Event 6 (Civil Suit) prob. will remain .38  
Event 8 (Licensing) probability will increase to .64  
Event 9 (Liability) probability will remain .22  
Trend 1 (Peer Coun.) will decrease 15%  
Trend 2 (Debriefing) will decrease 15%  
Trend 3 (CID Providers) will decrease 20%  
Trend 4 (Regionalization) will increase 30%  
Trend 5 (Law Enforcement autonomy) will decrease 40%  
Trend 6 (Psychological Retirements) will increase 15%

If Event 8 (Lincensing Required) with probability of .24 does occur, the following events and trends will be effected:

Event 1 (Major incident) probability will remain .64  
Event 2 (Legislation) probability will remain .33  
Event 3 (OES Plan) will remain .74  
Event 4 (Technology) probability will decrease to .01  
Event 5 (CID mandated) probability will increase to .45  
Event 6 (Civil Suit) prob. will remain .38  
Event 7 (Malpractice Suit) prob. will decrease to .33  
Event 9 (Liability) probability will remain .22  
Trend 1 (Peer Coun.) will decrease 60%  
Trend 2 (Debriefing) will not change

Trend 3 (CID Providers) will decrease 30%  
Trend 4 (Regionalization) will increase 40%  
Trend 5 (Law Enforcement autonomy) will decrease 50%  
Trend 6 (Psychological Retirements) will not change

If Event 9 (Legislation limiting liability) with probability of .22 does occur, the following events and trends will be effected:

Event 1 (Major incident) probability will remain .64  
Event 2 (Legislation) probability will increase to .53  
Event 3 (OES Plan) will decrease to .49  
Event 4 (Technology) probability will decrease to .07  
Event 5 (CID mandated) probability will increase to .55  
Event 6 (Civil Suit) prob. will increase to .68  
Event 7 (Malpractice suit) will increase to .58  
Event 8 (Licensing) probability will increase to .29  
Trend 1 (Peer Coun.) will decrease 10%  
Trend 2 (Debriefing) will decrease 25%  
Trend 3 (CID Providers) will decrease 40%  
Trend 4 (Regionalization) will decrease 15%  
Trend 5 (Law Enforcement autonomy) will decrease 35%  
Trend 6 (Psychological Retirements) will decrease 60%

A cross impact analysis table (Table 1) provides a summary view of the above impacts on the trends and events. See Appendices A and B for graphs with details on event probabilities and the impact on each of the trends.

### SCENARIOS

Using the above analysis, I then formulated the following futures scenarios each presented as a slice of time. Although several events occur in all of the scenarios, the particular combination of trends and events are uniquely different in each.

CROSS IMPACT EVALUATION FOR TRENDS AND EVENTS: PSYCHOLOGICAL SERVICES

IF THESE EVENTS OCCUR THESE EVENTS WILL BE IMPACTED									
EVENTS	E1	E2	E3	E4	E5	E6	E7	E8	E9
IE1	***	+5	+20	+5		+10	+20		
IE2		***	-10	-5	+15	+10	+10		+15
IE3		+5	***	-10	-20	+10	+15	+10	
IE4			-60	***	-90	-20	+35	-90	
IE5		+10	-10	-20	***	+25	+20	+10	+25
IE6		+20	+35			***		+10	
IE7			+20	+20			***	+40	
IE8				-20	+10		-5	***	
IE9		+20	-25	-10	+20	+30	+20	+5	***

IF THE ABOVE EVENTS OCCUR THESE TRENDS WILL BE IMPACTED									
TRENDS	E1	E2	E3	E4	E5	E6	E7	E8	E9
IT1	+60	-15			+20	+25	-15	-60	-10
IT2	+15		+25		+40	+50	-15		-25
IT3	+20	-15	-30	-45	+50	+70	-20	-30	-40
IT4	+50		+40	-50	+10	+50	+30	+40	-15
IT5		+15	-20	-20	+30	+10	-40	-50	-35
IT6	+25	-90	-15		+20	+30	+15		-60

TRENDS	
IT1	CHANGE IN NUMBER OF AGENCIES USING PEER COUNSELING
IT2	CHANGE IN # OF INCIDENTS REQUIRING CID
IT3	CHANGE IN # OF AGENCIES W/CID TRAINED PERSONNEL
IT4	CHANGE IN # OF REGIONAL CID TEAMS IN USE
IT5	CHANGE IN # OF DEPTS. W/IN HOUSE CID PROGRAMS
IT6	CHANGE IN # OF OFFICERS RETIRED FOR PSYC. CAUSES

EVENTS	
IE1	MAJOR CRITICAL INCIDENT OCCURS
IE2	LEGISLATION LIMITING RETIREMENTS BASED ON PSYC CAUSES
IE3	CID INCLUDED WITHIN OES PLAN
IE4	NEW TECHNOLOGY FOR DEBRIEFING
IE5	CID MANDATED BY LABOR NEGOTIATIONS
IE6	CIVIL SUIT FROM FAILURE TO PROVIDE PSYC SERVICES
IE7	MALPRACTICE SUIT INVOLVING PSYC PROVIDER OR PEER COUNSELOR
IE8	LEGISLATION REQUIRING LICENSING OF PSYC PROVIDERS
IE9	LEGISLATION LIMITING LE. LIABILITY FOR NEGATIVE RETENTION

TABLE ONE

## SCENARIO NUMBER ONE

The year 1997 has been a confusing one for psychological services in law enforcement. Following a decade of optimistic rapid change, many law enforcement executives are expressing doubts as to the direction that is being taken.

In 1987, in the wake of several airline disasters, a "new" concept called Critical Incident Debriefing was introduced to California. State law enforcement, plagued with "post trauma stress" retirements, welcomed this resource to help reduce both the costs of early retirements and the loss of experienced personnel. Following a period of evaluation, the Office of Emergency Services included psychological services for Critical Incident Debriefing in the state's mutual aid plan. A regional team concept was explored and adopted in 1989. The timing was fortunate as it preceded the disastrous San Andreas fault earthquake by a mere four months. Regional teams responded from all parts of the state as well as assistance from outside of California.

The resources were still insufficient, however, and law enforcement's expectations were increased beyond the ability of the trained providers to handle the volume. As might have been expected, several damage suits were filed by emergency personnel for failure to provide psychological debriefing. As the litigation continued and the number of stress induced retirements climbed, local law enforcement managers increased the pressure on the state to expand services available. This

led to simultaneous increases in the number of professional providers on the regional level and to the number of departments using paraprofessional "peer" counselors in-house. City attorneys and county counsel advised their law enforcement managers to provide for critical incident debriefing in every situation where there was any possibility of employee litigation. This nearly doubled the workload of the available providers and led to the entry of less trained professionals into the field.

This situation continued to fester into 1990 when two important events occurred. The first was heralded as a major success for budget strained local law enforcement. An assembly bill was passed which placed statutory limits on the use of psychological stress claims for retirements of public safety officers. The second event was a malpractice suit against a contract provider. The lawsuit focused on lack of established standards and methods for treating post-stress trauma and resulted in many of the professionals contradicting each other in their testimony. This resulted in increased skepticism from both line and management law enforcement as to the overall creditability of psychological service providers.

With the sudden decrease in early medical retirements, California law enforcement management lost much of their earlier interest in psychological fitness. Peer counseling programs were no longer being initiated and many existing programs were dropped or allowed to fade away. With the

costs of critical incident debriefing being largely borne by the state, the use of this service became mechanical and seldom a local management concern. Liability existed only if the public safety officer were not provided with the required debriefing. Since malpractice had become a concern, all providers were mandated to follow a rigid and, sometimes, counterproductive script in handling debriefings. Although satisfactory to the majority of California law enforcement executives and their legal staffs, the situation failed to meet the needs of the states various collective bargaining units.

In 1992, P.O.R.A.C. sponsored legislation was introduced requiring licensing of psychological service providers who were in the business of treating post trauma stress for public safety officers. The bill was contested by the A.P.A. (American Psyc. Assoc.), C.P.O.A. (Cal. Peace Officer's Assoc.) and the California League of Cities. The bill was seen as an appeasement measure for police labor in return for the earlier restriction of post trauma stress syndrome retirements. Despite organized opposition which focused on the lack of providers that could meet the standards as well as the inevitable increase in costs that would accompany licensing, the bill was passed into law. Almost simultaneously, local collective bargaining units pressed for inclusion of specific critical incident debriefing requirements as well as extended psychological follow-up as part of their memorandums of understanding.

As the 1990's pass, the number of mandated psychological interventions are increasing dramatically. Debriefing has been introduced to a wide array of emergency workers statewide and the law enforcement community no longer has exclusive input as to their own interventions. The procedures, standards and application has become generic to all fields. The elimination of stress retirements, once viewed by many as a boon to local law enforcement, is now being questioned. Officers who would have been considered mentally unfit for duty in the 1980's were routinely assigned to duty following counseling. Many were repeatedly returned to therapy with little prognosis of improvement. Although the budget had been relieved from the crunch of early medical retirements, law enforcement managers found themselves confronted with a perhaps larger threat -civil litigations resulting from negligent retention. As the 1990's pass by, more officers are being retired rather than risk the potential liability exposure to the departments. Despite all of the possible lessons that could have been learned in the past ten years, the focus is, once again, on short term liabilities and legislative solutions to human management problems.

#### SCENARIO NUMBER TWO

As the twentieth century approached conclusion, much less has changed in law enforcement than might have been expected. Psychological services was no exception. In 1987, there was much interest in expanding psychological services

to include critical incident debriefing on a regional basis. The Office of Emergency Services sensed a strong desire to have a statewide network of psychological service providers and regional teams began developing in 1990. The number of incidents requiring critical incident debriefing seem to increase in direct proportion to the number of service providers to handle them. Nevertheless, medical retirements from post stress trauma continued to plague local law enforcement. Although fewer agencies planned to have their own in house psychological services unit, more departments contracted for employee assistance programs. Departments that had peer counseling continued this program and a large number of agencies were in some stage of developing one.

The timing for the CID regional team concept was excellent. Unfortunately, the available resources were not nearly enough to deal with the aftermath of the St. Andreas Fault earthquake of 1991. Nor had the regional teams yet prepared themselves for the demands that the heavily effected law enforcement agencies throughout Southern California were to place on them. Dissatisfaction with results from the team handling of this incident would lead to heavy pressure for more funding and resources. Although a few larger departments again looked at the prospect of forming their own psychological services unit, the majority looked to the state to provide this service. There was little interest in local control or autonomy.

This was to change abruptly with the Blake v. City of

Moreno Valley decision. The courts ruled that critical incident debriefing had become a standard practice and that local agencies had a positive burden to provide this service even when the employee makes no form of request. Suddenly, following this decision in 1992, department policies on when and how to debrief critical incidents proliferated. This sudden interest in the process of critical incident debriefing caused many law enforcement managers to discover discrepancies between providers as to the form and content as well as the process of providing critical incident debriefing. Some efforts were made unsuccessfully at requiring licensing of CID providers. The Blake case was widely publicized and, as could be expected, a series of "copycat" suits were to follow in the 1990's. With post stress trauma continuing to be a major percentage of all police retirements, local agencies were pressured to take the most conservative measures. Legal counsel urged the use of critical incident debriefing in every case where there was any possibility of a stress claim. So, simultaneous with demands for clearer standards, law enforcement managers increasingly demanded more resources from regional service providers.

Thanks to a period of relative tranquility, the year 2001 has found psychological services to law enforcement to have kept up with demand. A new focus on peer counseling has reemerged and there has been more interest on improving organizational health overall. Although many law enforcement

managers still largely view psychological services as something outside of their control and interest, there are a growing number of managers who insist on being involved. The old nemesis, post trauma stress, is still around and retirement claims have continued. Future prospects for decreasing them are excellent, however. Looking back, one cannot help but observe that, with the exception of a few isolated events, nothing much has changed in the past 14 years.

### SCENARIO THREE

The past half century could be summarized as the era of growth of psychological services to law enforcement. In the 1950's, true to the vision of August Vollmer, psychologists became increasingly involved in criminology and field police work. In the wake of the 1960's riots, psychologists researched the police (Toch, 1967; Rhead, Abrams, Trosman & Margolis, 1968; Symonds, 1969; Skolnick, 1966). The 1970's introduced the police to concepts such as team building, organizational development and mental wellness. Unfortunately, it also introduced the concept of "post stress trauma" which was highly popularized in the book "The Onion Fields" (Wambaugh, 1973). "Post stress trauma" and "cumulative stress" became frequent topics among law enforcement managers. As new claims continued to be filed, the late 1980's found nearly half of all retired law enforcement officers to have retired from a medical or psychological stress related condition.

Also in the late 1980's, a new standardized procedure for debriefing emergency workers was developed and widely adapted. This method was referred to as Critical Incident Debriefing. Several states had already adopted regional networks of providers. Following their lead, the California Office of Emergency Services began evaluating possible regional networks. After careful evaluation and several meetings with both police and fire representatives, the OES approved an addendum to the disaster plan to provide for mutual aid reimbursement for regional teams of service providers. OES fell short of some expectations, however, in that they did not elect to fund the teams directly nor did they attempt to provide operational guidelines beyond that which was necessary for inclusion in mutual aid. The resources were to be the responsibility of local law enforcement.

Fortunately, law enforcement managers had learned the value of this resource through bitter experiences with a series of air disasters beginning with Cerritos in 1986. By the time the St. Andreas Fault earthquake of 1991 occurred, the regional teams had already developed some expertise in working together. Because the number of experienced providers was limited, departments had continued to develop their peer counseling programs that had begun in the early 1980's. These peer counselors had become "paraprofessionals" in critical incident debriefing and were able to diffuse the worst of the experiences from the earthquake when the CID

teams were unavailable.

As the lead law enforcement organization in California, CPOA had developed guidelines to be used for debriefing critical incidents. Despite some resistance from providers, CPOA had also generated a resource list of accepted critical incident debriefing personnel. This led inevitably to certain standards that became widely accepted in the 1990's and were complied with voluntarily.

Cumulative stress retirements continued for some time into the 1990's however, their frequency was definitely on the decrease. Legislative remedies were discussed but no real interest developed along these lines. Instead, the focus was on internal organizational improvements to relieve the stressors that research had now discovered to be the cause of most of these claims. Training in this area for all levels of supervision and management was now a P.O.S.T. requirement. The new law enforcement management of the year 2001 no longer view their role as apart from maintaining the emotional health of their organizations. Consequently, there have been fewer line officers seeking a way out through claims of cumulative stress.

At the turn of the century, we find ourselves vastly better off for our learning experiences. CID is one of many psychological tools that we have come to use successfully. We have avoided the urge to build an empire around a technology and have, instead, used our technologies moderately and wisely. At the same time, we have continued

to research new ideas and technologies and are open to change. Most important, we have developed law enforcement leaders who are responsible for their organizations and the decisions that effect their people.

#### Summary

The above scenarios are three futures. Each are different in the sense that different events occur that have different impacts on the various trends. All are possible. The first scenario represents a turbulent future where many events (event p.>30%) are allowed to occur. The second is the "most probable" future (event p.>60%). The third scenario is normative and contains the subjective preferences of the author. Returning to the issues in the introduction, none of the future questions can be clearly resolved at this point. Critical Incident Debriefing while obviously beneficial is not likely to be a panacea to law enforcement. How beneficial it becomes is our collective management responsibility. The future of psychological services and how well they meet our needs in law enforcement will be partly the result of law enforcement planning. To this purpose, we begin to develop a strategic plan.

## Objective Two

### Statement

The second objective is to develop and implement a strategic management plan, to include:

- a. Strategic decision-making,
- b. Strategic planning;
- c. Policy considerations.

Because strategic management is not linear, items a, b, and c are interactive in the process.

The outcome is a strategic plan bridging the gap from an analysis-defined present to a scenario-defined future.

### Methods: Identification

The following methods were employed to develop and implement the strategic management plan:

1. Stakeholder identification
2. SAST (strategic assumption surfacing)
3. SMEAC (situation, mission, execution, administration; control)
4. Negotiation

### Methods: Implementation

The first stage of implementation is defining our "situation". Much of this has been discussed in the background. We are currently experiencing the following trends:

1. Increased regionalization of psychological services

Impact: Improved provision of services to some remote locations. Lack of local agency control of

specific procedures in many cases.

2. Decreased control of psychological resources by law enforcement

Impact: Loss of confidence in service providers and employee assistance programs in general. Underlying belief that "police needs" are unique.

3. Increase in peer counseling programs

Impact: Large cadre of paraprofessionals available to law enforcement. Potential conflict with "professional" providers.

4. Increase in number of agencies with psychological services available

Impact: Similar to regionalization. Better distribution of available resources at the cost of loss of local control.

5. Increased number of critical incidents debriefed

Impact: Large demand on available resources. Risk of over reaction to many incidents. Potentially may create expectations beyond capacity to meet.

6. Increased number of officers filing stress related retirement claims.

Impact: Major fiscal problem to local agencies. Acute manpower problem in the near future. Loss of morale and creditability with the public. Increases friction between line and management.

As we saw from the various futures presented previously, these trends may continue in a variety of ways to create our actual future. We may choose to allow whatever forces that prevail at the moment to create our future choices or we may choose to exercise control of that part of the environment that we can influence in order to create our own future choices. The underlying assumption to this entire process is that California law enforcement does not wish to abdicate its decisions to outside influences. If this assumption is

unfounded, much of this discussion is to no avail.

### Capability Analysis

A capability analysis of California law enforcement was conducted using only management level peace officers. The result of this analysis is the following:

#### Strengths

1. Technology
2. Management skills
3. Political support
4. Community support
5. Organizational structure

#### Weaknesses:

1. Money
2. Attitudes
3. Flexibility
4. Employee support
5. Recruitment potential
6. Image

The primary weakness was listed as "flexibility". The respondents viewed California law enforcement leaders as being "custodial" and conservative in the area of change. Along with this belief is the observation that when forced to choose between a known undesirable course and an uncertain course, many would prefer to follow the same undesirable course along with its predictable consequences. This is an important observation in the sense that, if accurate and unchangeable, the strategic plan will need to reflect this bias toward conservatism.

### Mission Statement

The mission of law enforcement is to prevent and detect

criminal activity, apprehend criminals and to serve the public through safeguarding their lives and property. This is accomplished through a variety of technologies including those that enhance the working capacity and efficiency of the law enforcement officer. In perspective, psychological services is a technology of interest to law enforcement to the extent that it serves to further the law enforcement mission.

### Strategy

Given the above trends and the analysis of our capability, several strategies were derived from the group to cope with the future. These strategies are summarized as follows:

1. Take no organized action and allow each agency to develop whatever resources that meets its needs. Recognizing that resources have always been shared in crisis situations in the past, allow informal agreements to continue.
2. Develop a statewide network through OES and funded partially through Office of Criminal Justice Planning to provide services to all agencies on a request basis.
3. Develop a mutual aid plan that is controlled either through OES or another state agency with reimbursement provisions and with detailed guidelines for operations.
4. Do an assessment of resources and needs on a statewide level and begin a comprehensive training, and coordination effort through C.P.O.A., P.O.S.T and other state law enforcement organizations.

### Stakeholder Analysis

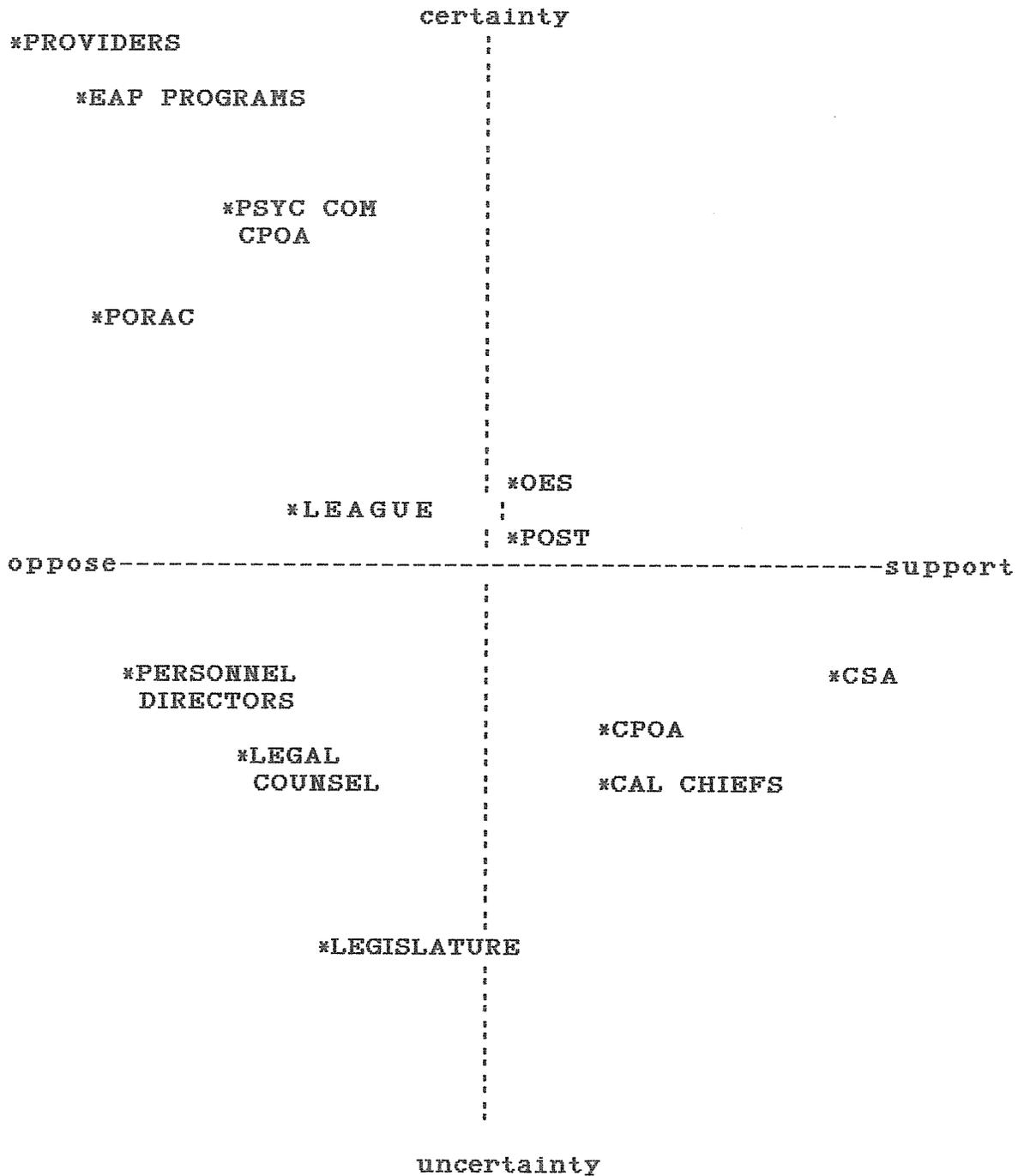
The stakeholders are essentially the same in all of the proposed strategies. The stakeholders were identified as:

California Peace Officers Association  
Psychological Services Committee of C.P.O.A.  
Psychological services providers in California  
Commission on Peace Officer Standards & Training  
California State Office of Emergency Services  
Peace Officers Research Association of California  
California League of Cities  
California legislature  
California Sheriffs Association  
California Chiefs of Police  
Employee Assistance Programs  
Local agency legal counsels  
City and County Personnel Directors

#### Stakeholder Assumptions

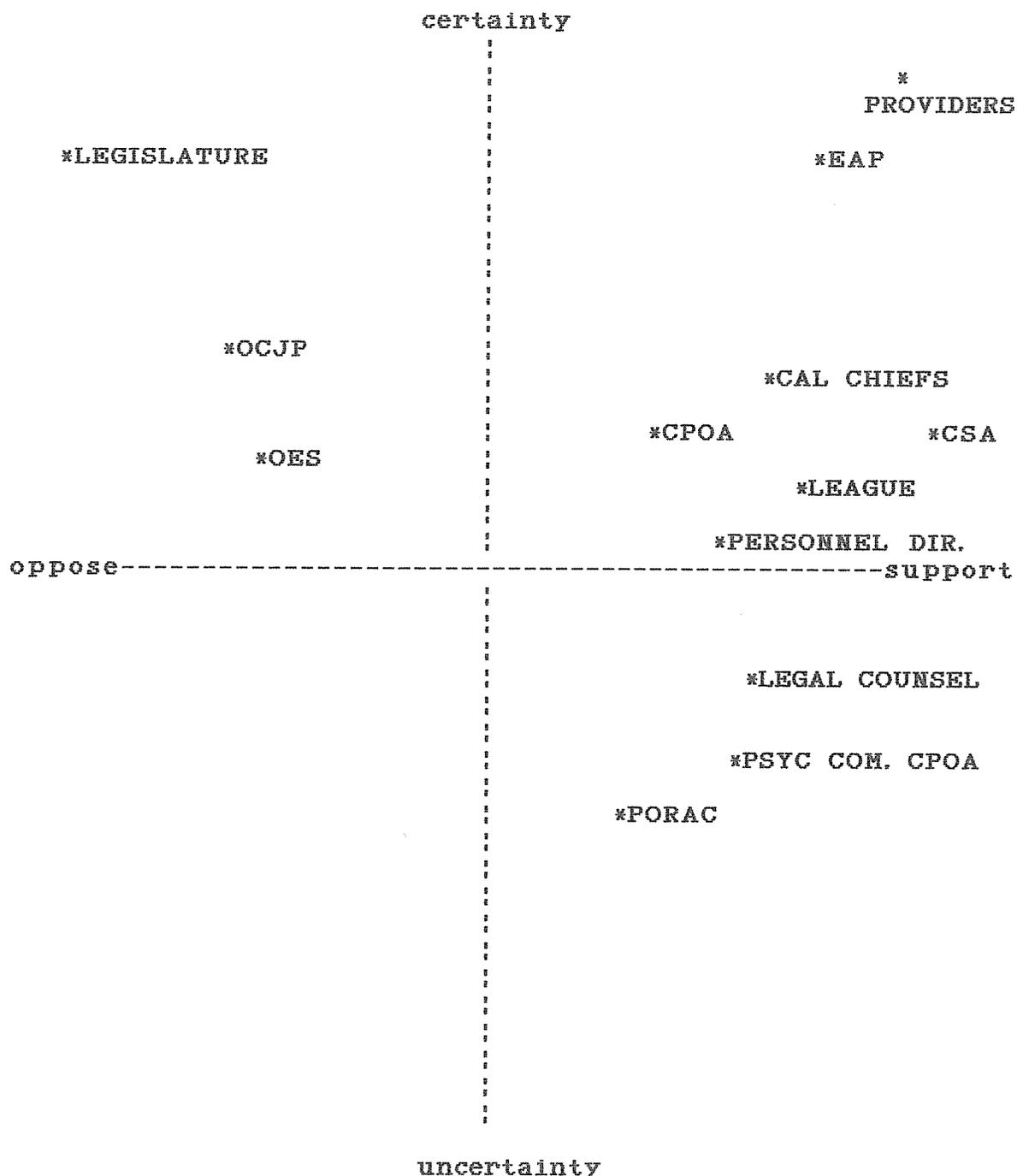
In some cases, it proved very difficult to predict how some of the stakeholders would respond to the various proposals. Obviously, the most thorough analysis would be obtained by approaching each of them and having them respond. This is both impractical and possibly misleading. We would obtain their nominal response to the "proposal" but would not necessarily know how they would respond to the actual strategy should it be implemented. There was considerable debate on some of the responses but most were resolved with some consensus.

Proposal One: status quo



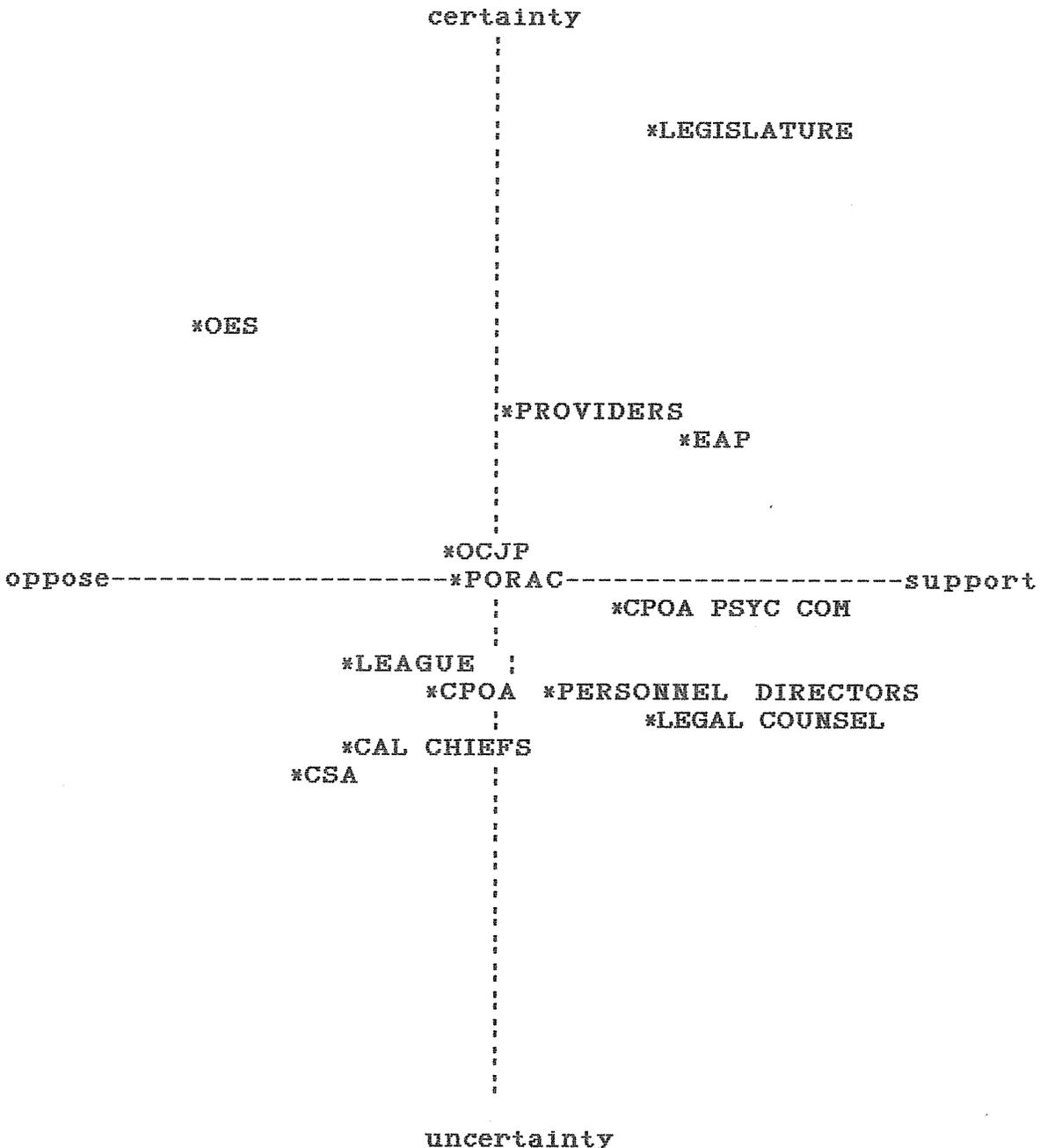
comments: Although the easiest of all to "implement", there is already considerable momentum to take action and thus, is likely to fail.

Proposal Two: Fund by OES & OCJP



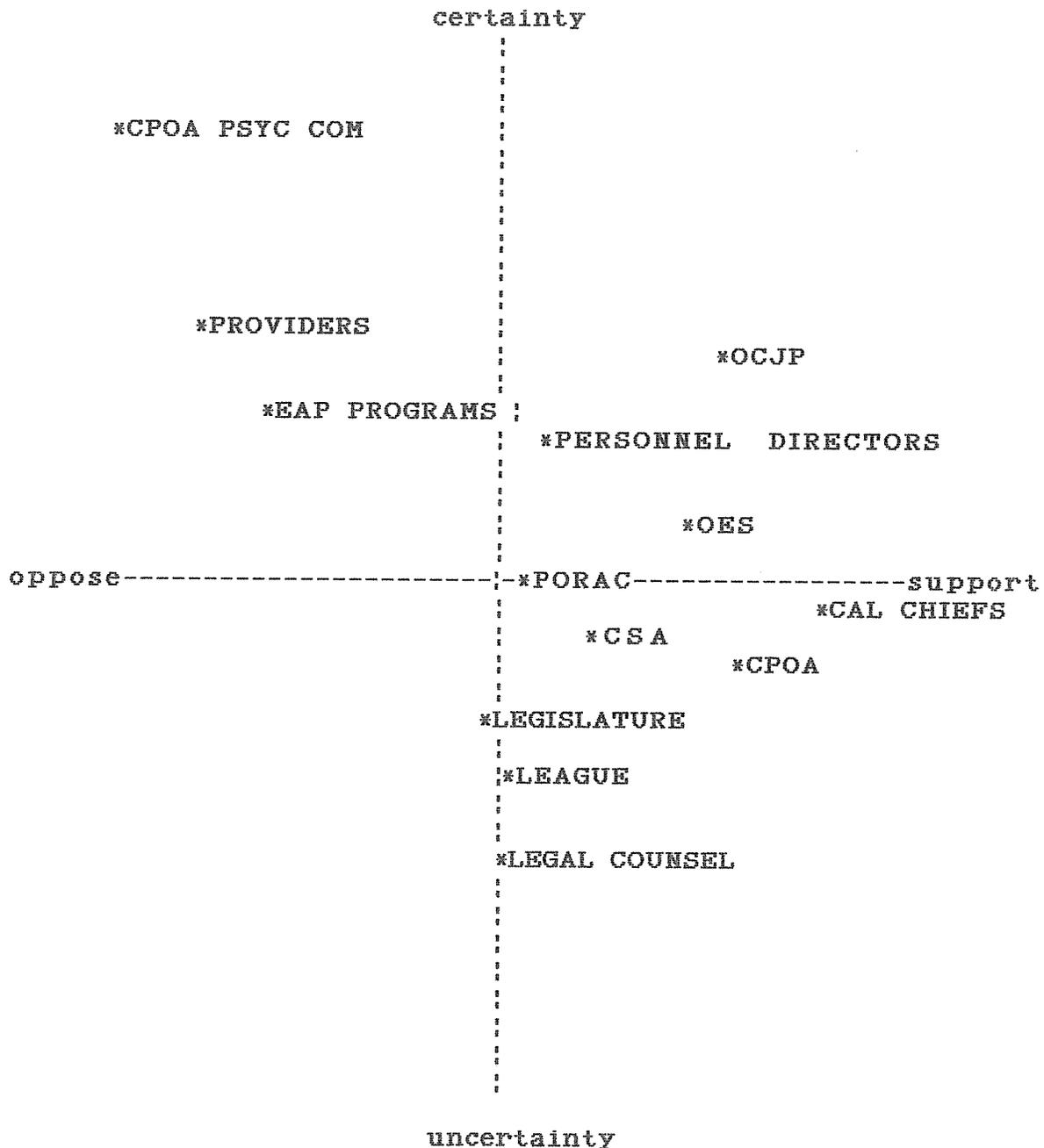
comments: Providers and EAP managers will see this as increased revenues. PORAC will see benefits for its members. Local government will see greater resources at lower local costs. Vigorous opposition expected from state legislature and agencies expected to fund and administer this service. This proposal subject to veto from lack of funding.

Proposal Three: OES Mutual Aid



comments: This strategy has considerable support even if it is not strong. The legislature would approve the role if it did not involve increased funding. OES would not opt for the additional workload without the resources. There would be no other strong positions on this strategy.

Proposal Four: Assessment



comments: This is the least controversial to most state agencies. It is clearly undesirable to various providers and/or members of the Psyc Com. who have a definite agenda.

## Strategy Selection

After reviewing the proposed strategies and the stakeholder assumptions through a process referred to as "SAST" (strategic assumption surfacing technique), we found all of the strategies to be feasible given the stakeholder support and opposition and the capability analysis performed earlier. As can be seen from the comments to the stakeholder analysis, some strategies had a much higher "up front" chance for success than others. We continued to include all of the alternative strategies in the discussion, however.

Because of the nature of the strategies, most of the discussion focused on the risks rather than the benefits. Here is a summary of the various "risks" associated with each strategy.

1. Status Quo: Continuation of the same problems. Lack of mechanism for handling large scale incidents. Dissatisfaction with existing resources.
2. Fund by OES & OCJP: Difficulty obtaining grants and/or state funding. Lack of law enforcement control. Lack of local control. Escalation of demand due to "free" resources.
3. OES Mutual Aid: Doesn't satisfy those seeking change. Same problems with providers being reimbursed as exists now. State agency setting guidelines is offensive to many. Some of the same issues as in #3.
4. Assessment: Assessment is time consuming and often leads to no change at all. Training doesn't provide resources. Again, doesn't meet the personal agenda of some who are seeking change.

## Course of Action

The course of action that was selected has elements of both number three (OES mutual aid) and number four (training and assessment). This course of action is phrased in the form of the following recommendations:

Recommendation one: That a training program intended to familiarize law enforcement managers with Critical Incident Debriefing as well as other related issues be conducted as soon as possible through California Peace Officers Association and other law enforcement organizations.

Recommendation two: That a committee composed of law enforcement managers be formed to evaluate the state of readiness and need for psychological services to law enforcement in California.

Recommendation three: That the Office of Emergency Services be engaged to assist the above committee in evaluation of resources and alternative mutual aid possibilities.

Recommendation four: That training programs for managers and supervisors focusing on early stress intervention, organizational stresses and mitigation be approved and funded by P.O.S.T.

Recommendation five: That standards be adopted regarding the qualifications of psychological service providers and that a methodology be developed to identify providers available for response.

Recommendation six: That a model program for debriefing critical incidents be approved and distributed through C.P.O.A.

Recommendation seven: That research be funded to continue to seek the causes of early retirement resulting from "cumulative stress" and what actual relationship exists between exposure to "critical incidents" and "cumulative stress".

Recommendation eight: Depending upon the outcome of the above research, continued reevaluation of training, model organizational policies and critical incident debriefing to assure that resources are being utilized in the areas where they are likely to have a positive impact.

## Planning Systems

The "planning system" is a reflection of the environment that the planning is to take place in. In the case of our chosen strategy, we may assume that the planning environment is relatively predictable. The obvious exception is the event of a major critical incident that exceeds our existing resources and capacity for coordination. This would immediately change the planning environment from proactive to reactive and demand immediate changes whether desirable or not.

Therefore, our planning system will be an operation plan accompanied with "signal/surprise" planning where appropriate. The primary focus will be upon a strategic operation plan for the above recommendations.

The first recommendation encompasses training and raising awareness levels of law enforcement managers to the issues involved in critical incident debriefing and the consequences of it not being done or, more accurately, not being properly done. This will be accomplished by making presentations to various law enforcement organizations similar to the panel presentation conducted for the California Peace Officers Association in November, 1987 in Newport Beach.

As one of the anticipated consequences of raising awareness levels, it is expected that there will be generated considerable interest in training programs at the supervisory and mid management level. There are already P.O.S.T. approved stress awareness programs available however, there is perceived to be many areas of training that are not being done. One such addition would be the inclusion of Critical Incident Debriefing as part of the P.O.S.T. approved Incident Command System. Additional training on organizational development, organizational stressors and department policy making would be appropriate particularly after research in these areas provide more useful training information.

Recommendation two is sensitive in that a committee is already composed that has this area of responsibility. The Psychological Services Committee and the Employee Assistance Sub-Committee of the California Peace Officers Association has discussed these issues at length. Both the committee and the sub-committee, however, are composed primarily of service providers and are frequently divided on these issues. Some of the providers are "in-house" salaried personnel and others are contract providers either as employees or as principals in their own business. As such, there are seldom "unbiased" viewpoints being presented. Unfortunately, these providers also have access to information and resources that law enforcement does not have on its own. It would be difficult to proceed with an assessment of readiness and needs without their cooperation. Nevertheless, because of the prevailing

need for law enforcement to "set its own course" as was discussed earlier, the committee or "task force" needs to be formed. Unlike the area of psychological selection standards for which there are full time staff professionals available through Peace Officer Standards and Training, there are few resources available for this committee to rely on. Much of its work would have to be done outside of the state and there would be considerable expense and effort involved. The proposed composition of this committee and the rationale for it will be discussed more thoroughly at a later time.

One of the components of the task force that merits attention now is the Office of Emergency Services. A staff member would need to either be a part of the committee or work very closely with it to provide input on the various options available through mutual aid. Likewise, the Office of Emergency Services has considerable expertise in surveying resources and assessing preparedness. This methodology would be invaluable to this group. Since OES has little to lose by cooperation in this effort, it is anticipated that there would be little resistance to recommendation number three.

There are basically three anticipated outcomes of the task force that were included as recommendations. One of them is that a methodology for developing standards for service providers and a comprehensive roster of those that meet the standards be developed. This recommendation will meet with loud protests from both legal counsel and current providers who may, and some justifiably, suspect that they

will not be included on the list. There will be arguments that all "standards" for providers is the exclusive business of the psychology profession and are already identified under the current law. Liability from law suits over being excluded will concern the legal advisors. These are legitimate issues and can be addressed. There is precedent, however, for this type of standards setting and the objections should not prevent evaluation and an effort to follow this recommendation.

Recommendation six follows directly from the above. A model program for debriefing needs to be developed that encompasses law enforcement's specific needs and yet includes all of the elements that have made debriefing successful in the areas that it has been applied. Again, there will be some reaction from providers to being "handed a script". This is not the intent. The function of the model procedure is to insure relative consistency in quality and uniformity particularly where, as a result of mutual aid, providers from different areas will be working closely together. Since it is a recommended "model" and is not mandatory in nature, there should be relatively weak resistance to this idea. Distribution could be done through the California Peace Officers Association.

Recommendations seven and eight are actually one concept. Thus far, we have little research that is conclusive on the causes of "cumulative stress" retirements. There are at least a few practitioners who are convinced that

the so-called "critical incidents" have relatively little to do with most retirements. Other factors such as job burn-out, being passed over for promotion, insensitive policies, scheduling, salary, the legal system and a host of other factors are suggested as equally contributory.

To test for this, I conducted a survey of the Orange County Personnel Managers in September, 1987. A total of 31 surveys were distributed and 22 were returned (71%). Sixty percent of the respondents believed that the number of psychological stress related claims would increase as well as the number of retirements granted. Six respondents said that the number of claims would decrease. Four based this upon changes in claim processing and taking a "hard line". One cited an jurisdictional change that was anticipated and one cited an anticipated legislative relief. The remainder responded that there would be no change.

Of more interest was the reasons they found most frequently cited for filing claims. They had a choice of

- a) Post trauma stress
- b) Organizational factors
- c) "Job burnout"
- d) Other \_\_\_\_\_

It was anticipated that the most frequent cause would be Post trauma stress. As it turned out, this occurred in only three responses. An additional two responses cited "cumulative trauma". Eight responses, on the other hand, listed "organizational factors" as the most frequent cause given. One qualified the response that this was the cause given whereas "burnout" was, in his opinion the real cause. "Job

burnout" was listed in six responses. Other responses included situational factors, bad initial "fit" for police work, pressures outside of work including financial problems and family, alcohol abuse, job stagnation and lack of a disincentive for filing claims.

The personnel managers were then asked to rank order the following psychological services in reduction of psychological stress claims:

- a) pre-employment screening
- b) critical incident debriefing
- c) crisis intervention
- d) organization development
- e) "wellness" counseling and training
- f) peer- counseling
- g) supervisory training

The personnel managers picked pre-employment screening and supervisory training as the two major factors in reducing psychological stress claims. The third most important factor was critical incident debriefing followed by organizational development. The respondents were not favorably inclined toward peer counseling, crisis intervention or "wellness" counseling. When asked to indicate which of these services they had available, all naturally selected "screening". From there, available programs were fragmented with few responding that they used peer counseling, organization development and wellness counseling. One respondent replied that all of these areas merit more attention and development. Given the results of this survey, it is not at all clear that critical incident debriefing will have the impact that some have claimed.

## Negotiation Strategies

Negotiation is the key to acceptance of the strategic plan. Stakeholders have been identified and their assumptions have been charted through strategic assumption surfacing technique. After analyzing these assumptions, the task is to develop a negotiation strategy that provides a "win-win" situation and allows the plan to continue toward implementation. There are two elements to the plan that are not opposed by any of the stakeholders. They are:

Recommendation One: Training seminar to raise awareness levels

Recommendation Seven: Continued research on the causes of "cumulative stress" retirement claims

These elements are a part of an important negotiation tool. Being non-controversial, they provide the basis for early agreement among all of the stakeholders thus making agreement on later issues more likely.

There are four stakeholders that would require some negotiation to "buy-in" to the strategic plan. They are:

California Peace Officers Association (C.P.O.A.)  
Psychological Service Providers  
Office of Emergency Services (O.E.S.)  
Peace Officers Research Assoc. of California (P.O.R.A.C.)  
Commission on Peace Officers Standards and Training  
(P.O.S.T.)

The following negotiation strategies are proposed to gain acceptance to the strategic plan.

C.P.O.A.: The strategy for negotiating acceptance from the

California Peace Officers Association is to appeal to the esteem of its members. This can best be accomplished by allowing this organization to take the lead role in setting up the task force. Reporting of task force progress through C.P.O.A. publications would further this image and gain acceptance for the strategic plan. The practice that Nirenberg refers to as "forebearance" or "waiting in haste" would apply as the time strategy (Nirenberg, 1981). The C.P.O.A. Executive Committee has already accepted the concept of training on critical incident debriefing. As was identified in the first chapter, the management of California law enforcement is assessed as being "conservative" in nature. Proposed changes should be presented after enough time has elapsed to accept the concepts. Incremental changes should be sought rather than attempting to adopt all of the recommendations at once, an approach Nirenberg refers to as the "salami" strategy. Finally, it is important to recognize that C.P.O.A. is a heterogenous organization. The Psychological Services Committee and its subcommittees are composed of law enforcement managers and service providers. There is considerable disagreement among many of its members as to what role C.P.O.A. should play in this arena and, more importantly, what role the various committees should take. An issue that is important to this strategic plan is the degree to which law enforcement executives are to take the leadership role in deciding the future of psychological services to law enforcement. The fact that there is

disagreement among the membership is a compelling reason for C.P.O.A. to commit itself to the task force concept. By doing so, it can most effectively deal with its own membership as well as maintain its leadership role. This "crossroads" strategy (Nirenberg, 1981) has the greatest potential for dealing with all of the C.P.O.A. members' concerns.

Psychological Service Providers: This group of stakeholders is problematic in that they are difficult to define. They include "in-house" providers, contract providers, Employee Assistance Program employees and providers who are currently not included in the above but anticipate being so in the future. Some have a stake in maintaining the status quo while many others have a financial interest in seeing changes occur. There are normally between 5 to 10 service providers in attendance at the C.P.O.A. Employee Assistance Subcommittee meetings. When the issue of Critical Incident Debriefing was placed on the agenda, the attendance tripled. Obviously, this issue has professional interest to this group and a significant financial impact to some if not all of its members. Although this group is intensely interested in the issues, they are widely divided in opinions. Some providers will likely resist interference with their personal agendas. Nevertheless, leadership from law enforcement management would be accepted by the majority of the providers. The basis strategy is "divide and conquer". It is essential that cooperation with service providers be maintained and that

their input be actively sought. It is not necessary, however, to attempt to accommodate every service provider's personal and professional needs. This is anticipated to be the most difficult and the most time consuming of all of the negotiation process.

O.E.S.: The Office of Emergency Services will require little effort to gain cooperation. They have already been approached with the concept of including Critical Incident Debriefing in their statewide disaster plan for mutual aid. They have agreed to evaluate the idea and have no particular reason to oppose the strategic plan. It will be necessary to convince them of the need to commit a staff member to the task force. Once they have had their informational and security needs met by explaining the purpose of the task force, it is anticipated that O.E.S. will cooperate.

P.O.R.A.C.: The Peace Officers Research Association of California is the largest "rank and file" police organization in the state. As such, it must be included within the negotiation. There will be an element of suspicion from its members. The strategic plan addresses issues that ultimately may effect police officer retirements and workers compensation. These are legitimate concerns for P.O.R.A.C. and they will be very cautious about any changes that have unknown consequences. One of the difficult negotiation problems with this organization is the high degree of uncertainty. One example is police licensing. The proposal for police licensing in California was initiated by several

former and current leaders of P.O.R.A.C. Nevertheless, many local police associations opposed the legislation despite the support from P.O.R.A.C. Including this group within the task force will satisfy their "need to know" and security needs. Later negotiation strategies may need to be developed depending upon how the organization reacts to the proposed plan.

P.O.S.T.: The Commission on Peace Officers Standards and Training is identified as a separate entity for purposes of negotiation. Although the Commission exists to serve law enforcement in California, it has its own security needs to be concerned with. As of late, P.O.S.T. has found the cost of training to be increasing as well as the mandated training courses it must provide. It is also faced with pressure from local law enforcement agencies to maintain or increase the training reimbursement percentage. Recommendation four of the strategic plan calls for increases in P.O.S.T. approved courses dealing with stress management. In order for this to occur, the Commission will need to be convinced that there is both a need and a demand for this training.

"Forebearance" is again in order to meet this objective. It is recommended as a strategy to appoint a member of the P.O.S.T. Advisory Committee to the task force and, when the time is appropriate and funding is available, propose the training courses to the Commission. This will require the recommendation of the task force as well as Cal Chiefs and California Sheriff's Association.

With a strategic plan and a negotiation plan in place,  
the next objective is to manage the transition process.

## Objective Three

### Statement

The third objective is to develop the transition management plan by which the plan developed in Objective Two is strategically managed to produce the selected futures scenario.

### Methods: Identification

The following methods were used to develop the transition process for the strategic management plan:

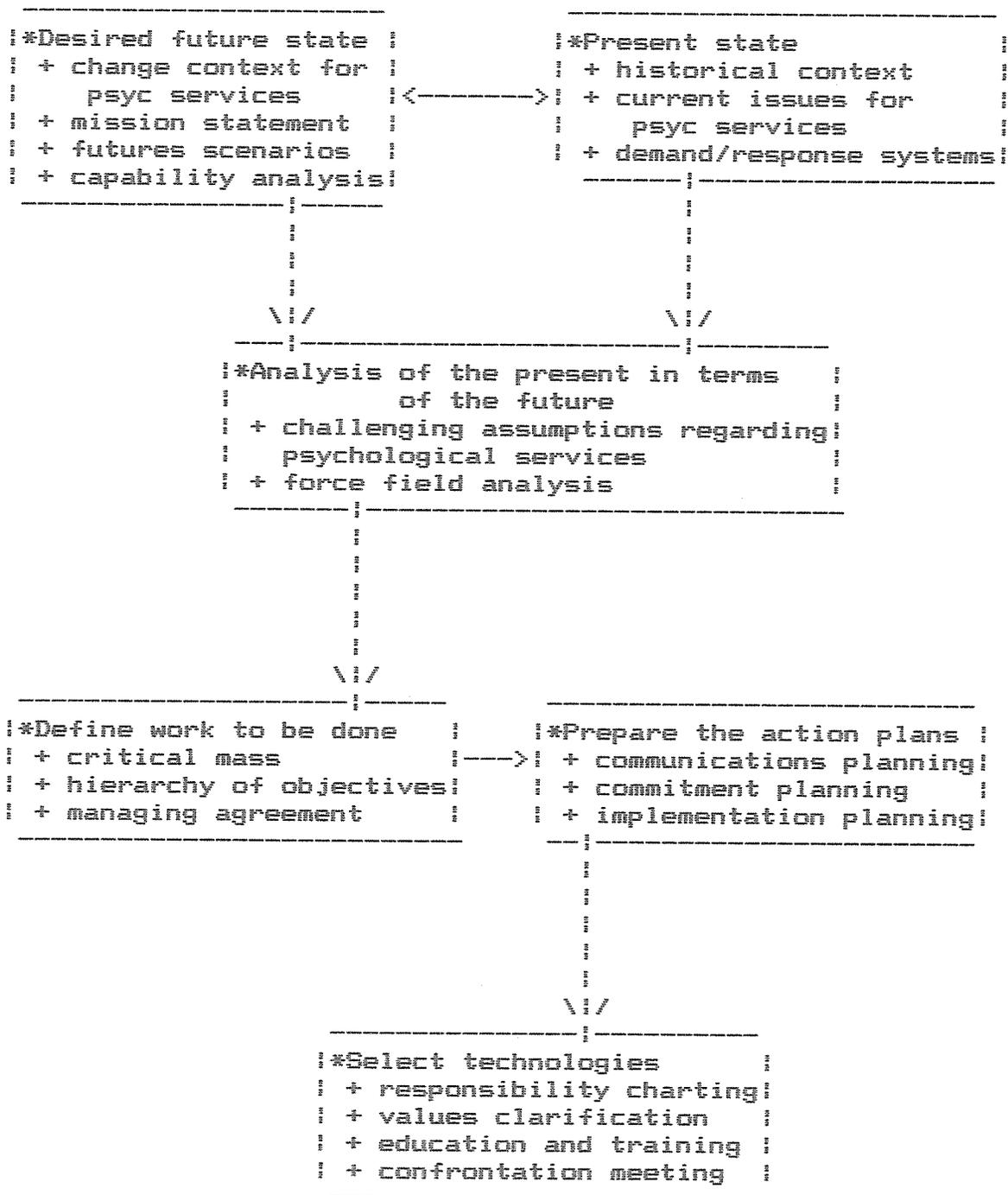
1. "Mapping" the change process
2. Developing transition management structures
3. Meeting design
4. Responsibility charting

### Methods: Implementation

The first step in transition management is to "map" the change process. Chapter one was an effort to describe the present state and the desired future state of psychological services to law enforcement. Chapter two was an analysis of the present in terms of the future and the beginning of an "action plan". Chapter three will contain goal setting action plans and technologies for achieving them.

A process map for transition planning is as follows:

## Process Map



### Defining the Work

The selected course of action in Objective Two contains eight recommendations. Obviously, it is not feasible to set out to attain all of them simultaneously. The task is to now prescribe the sequential steps that need be taken.

1. Arrange training programs on Critical Incident Debriefing, Peer Counseling and Organizational Development to law enforcement organizations statewide.
2. Develop a "guidelines" manual through P.O.S.T. on employee assistance programs, drug testing, wellness, and other related issues including resources currently available.
3. Following training programs and manual distribution, involve C.P.O.A. in the development of a committee to assess the resources and needs in these areas.

The remaining elements of the recommendations will follow in their appropriate time.

The process map also suggests a hierarchy of objectives. Since many of the objectives are interrelated, this is difficult to accomplish. The following list of "planned outcomes" is rank ordered in terms of importance.

1. Raise awareness levels of law enforcement managers to the issues, needs and resources available in psychological services to law enforcement.
2. Develop guidelines for both law enforcement and providers.
3. Inclusion of psychological debriefing in OES mutual aid and Incident Command System.
4. Regional networks of providers be formed.
5. Research be conducted into the causes of stress related medical retirements.
6. Training programs be conducted consistent with the research findings to improve supervision and management.

These objectives are based in the "here and now" and, therefore, do not contain all of the elements of the

strategic plan. Managing agreement on the "work to be done" as well as the objectives is largely what this portion of the project will address.

#### Transition Management Structure

The transition management structure will need to be developed in phases. The first phase will remain loose-knit. The CPOA psychological services committee is in the process of designing training on the issues of Peer Counseling and Organizational Development in law enforcement. There has also been an interest expressed in having panel presentations conducted in each of the CPOA regions on Critical Incident Debriefing. The management of this process can remain with the committee level. P.O.S.T. is conducting research on this area and compiling data that ultimately will be distributed in manual form. This effort likewise should remain with POST. As these efforts culminate, a "task force" should be formed with representatives from each of the CPOA regions, a member of the CPOA Executive Committee, the chairman of the Psychological Services Committee, a representative from POST, OES, and PORAC. The mandate for this task force would be to develop a regional network for psychological services using the existing CPOA regions. Additional objectives would follow this initial mandate including development of resource lists, a model policy and procedures section and developing mutual aid provisions.

As the work of the task force nears completion, the next management structure is to form regional Psychological

Services committees. The framework for this committee structure already exists within the CPOA region plan. The purpose of the regional committees is to monitor and maintain the resource lists, research and training in psychological services in their respective regions. The chairman of each regional committee will be a part of both the statewide psychological services committee and the regional steering committee. With this structure in place, the degree of control and commitment by law enforcement managers that is necessary to ensure that law enforcement needs are being met will be attained.

#### Meeting Design

One of the major drawbacks of the regional concept is the difficulty in getting participation from all areas of the state. Some agencies have limited travel budget and there is no location that is "convenient" for all participants. For this reason, the task force will need to carry out its work with limited "face to face" meetings. Annual conferences will provide some opportunity to conduct task force activities however, much of the work will need to be carried out by telephone. This fact argues strongly for the need to have a regional concept and to carry out the bulk of the ongoing business through the regional committee system.

The initial task force will have to meet several times in the beginning of their work. These meetings should have before them the mandate of the task force, a brief historical

perspective and the reason each of the representatives were requested to participate. Before rushing into the business of the task force, it is important to allow the participants to express their concerns and opinions about the proposed effort. Some of the participants will be less familiar with the problem and may be unsure as to how change will effect them. Before any attempt to attend to "tasks" is made, it is important that open discussion on the issues takes place. Not everyone is expected to agree on all issues. It is necessary, however, that all participants agree on the mission of the task force and the value of its mission. To assist with the art of negotiating agreement, it is helpful to form a list of negotiable and non-negotiable issues. The following is a listing of some of the issues that should be considered non-negotiable.

- a. development of a regional network of service providers
- b. development of a model policy and procedures
- c. research and evaluation

The following issues are negotiable:

- a. mutual aid provisions through OES
- b. training programs approved and funded by POST
- c. standards for becoming a psychological services provider for law enforcement critical incidents

The various organizations represented are also stakeholders in these issues and will have their own lists of concerns as was identified in the previous chapter. These issues should be identified and values clarified in the beginning of the task force process.

The task force "leader" will be designated as the

current chairman of the psychological services committee. He or she will be in the best position to assess the scope of the project and the needed assignments to be made. This process will need to be conducted in a "facilitator" mode rather than a "task manager" mode to maintain the participants involvement and good will. Some of the work, however, will need to be assigned. This leads to the area of responsibility charting.

#### Responsibility Charting

The responsibility for the various activities that must take place are divided among the task force participants. The chart (Table 2) on the following page depicts the distribution of these responsibilities. For simplicity, the following symbols represent the various participants:

CHR: Task force chairman and chair of the psychological services committee of CPOA  
PORAC: Representative from PORAC  
POST: Representative from POST  
Exc: Representative from CPOA Executive Committee.  
OES: Representative from OES  
REG: Each of the CPOA regional representatives

Within the responsibility chart are symbols representing the responsibility level of the participant. The following symbols are used:

R = Responsibility (not necessarily authority)  
A = Approval (right to veto)  
S = Support (put resources toward)  
I = Inform (to be consulted)  
- = Irrelevant to this item

Although many of the responsibilities will shift in the process of implementation, the chart provides a useful framework for conceptualizing the process and taking action.

\*\*\*\*\*RESPONSIBILITY CHART FOR IMPLEMENTATION OF STRATEGIC PLAN\*\*\*\*\*

ACTIVITY	CHR	PORAC	POST	ExC	OES	REG
ARRANGE PANEL/TRAINING PROGRAMS (NON-POST)	R	I	I	A	-	S
DEVELOP GUIDELINES MANUAL	I	-	R	I	-	-
TASK FORCE FORMATION	S	S	S	R	S	S
REGIONAL RESOURCE ASSESSMENT	R	I	-	A	S	R
DEVELOP REGIONAL TEAMS	S	I	-	A	I	R
DEVELOP MODEL POLICY & PROCEDURES	R	S	S	A	-	I
RESEARCH & ANALYSIS	R	I	S	A	-	-
DEVELOP MUTUAL AID PROCEDURES	S	-	-	I	R/A	I
COORDINATE WITH INCIDENT COMMAND SYS.	-	-	R/A	I	S	S
EVALUATE AND REVISE POST APPROVED TRAINING IN RELATED AREAS	I	I	R/A	S	-	S
MINIMUM STANDARDS SET FOR PROVIDERS TO LAW ENFORCEMENT PSYC. SERVICES	R	S	S	A	I	S

LEGENDS

RESPONSIBILITY	R	CPOA PSYC SERVICES COMMITTEE CHAIRMAN	CHR
APPROVAL	A	PORAC REPRESENTATIVE	PORAC
SUPPORT	S	POST REPRESENTATIVE	POST
INFORM	I	CPOA EXECUTIVE COM. REPRESENTATIVE	ExC
NOT APPLICABLE	-	OES REPRESENTATIVE	OES
		CPOA REGIONAL REPRESENTATIVES	CPOA

With the "responsibility chart" describing "who", the meeting design answering "where", "defining the work" describing "what" and "transition management" prescribing "how", the last remaining question is "when". Efforts such as data collection being conducted by P.O.S.T. and panel presentations such as that presented by C.P.O.A. are already in place. Other areas have not begun to develop nor will they until there is generated a sufficient perception of need for change from within the various organizations that we have discussed. This change process will likely be slow unless one or more of the external events that were described in Chapter One materialize. There is little benefit to be realized from accelerating the change process considering the amount of cooperation and negotiation that will be required from the various stakeholders. Therefore, the last remaining question will receive an equivocal response. It will occur when the time is ready for it to occur. I would encourage research to begin immediately, however, research requires both support and funding neither of which seems to exist in our current condition. I would likewise encourage the task force to be formed and begin its mission. Again, there does not appear to be the support to do so at this time. With these limitations in mind, I conclude the implementation plan fully recognizing that it falls short of a "blueprint for completion".

## Conclusion

Critical Incident Debriefing will have its place in the history of psychological services to law enforcement. As a rapidly developing trend throughout the nation, California law enforcement will accept it and, ultimately, insist upon it. The questions worth asking are:

Will we do so at the cost of losing perspective of other factors contributing to organizational and individual health?

Will we maintain control over these services being provided to our agencies?

Will we continue to research the causes of "cumulative stress" retirements and seek solutions?

Three futures scenarios built from extensive cross impact analysis of trends and events explored these questions among others. The result was a prescription for the future, a strategic plan and an implementation plan.

The strategic plan contained eight recommendations which were as follow:

Recommendation one: That a training program intended to familiarize law enforcement managers with Critical Incident Debriefing as well as other related issues be conducted as soon as possible through California Peace Officers Association and other law enforcement organizations.

Recommendation two: That a committee composed of law enforcement managers be formed to evaluate the state of readiness and need for psychological services to law enforcement in California.

Recommendation three: That the Office of Emergency Services be engaged to assist the above committee in evaluation of resources and alternative mutual aid possibilities.

Recommendation four: That training programs for managers and supervisors focusing on early stress intervention, organizational stresses and mitigation be approved and funded by P.O.S.T.

Recommendation five: That standards be adopted regarding the qualifications of psychological service providers and that a methodology be developed to identify providers available for response.

Recommendation six: That a model program for debriefing critical incidents be approved and distributed through C.P.O.A.

Recommendation seven: That research be funded to continue to seek the causes of early retirement resulting from "cumulative stress" and what actual relationship exists between exposure to "critical incidents" and "cumulative stress".

Recommendation eight: Depending upon the outcome of the above research, continued reevaluation of training, model organizational policies and critical incident debriefing to assure that resources are being utilized in the areas where they are likely to have a positive impact.

The selected futures scenario, strategic plan and implementation plan are all to some degree subjective preferences. The underlying purpose of this project, the reduction of "cumulative stress" retirement claims, is highly objective. This project describes a way of striving to reach this objective. It is certainly not the "only" way and is not necessarily the best way. It does, however, provide a mechanism for law enforcement to join together and have a significant impact on the problem.

One conclusion that was reached during the project is that there is far too little knowledge about "cumulative stress" in law enforcement. Despite our ever increasing efforts to treat the problem, it remains with us. It is unimaginable that a problem of this financial magnitude to California law enforcement has attracted so little research. We would not unquestioningly accept police cars, radios or

firearms that malfunction for unknown reasons. Yet our most expensive resource, manpower, continues to "break down" with little satisfactory explanation.

As this project comes to its conclusion, two Orange County law enforcement agencies are in financial difficulty. One is dissolving and the other is facing severe resource cutbacks. Fiscal prudence is being preached state wide. I know of no better time for law enforcement to begin practicing better human resource management than now. The opportunity to create the future is with us; the managers of today.

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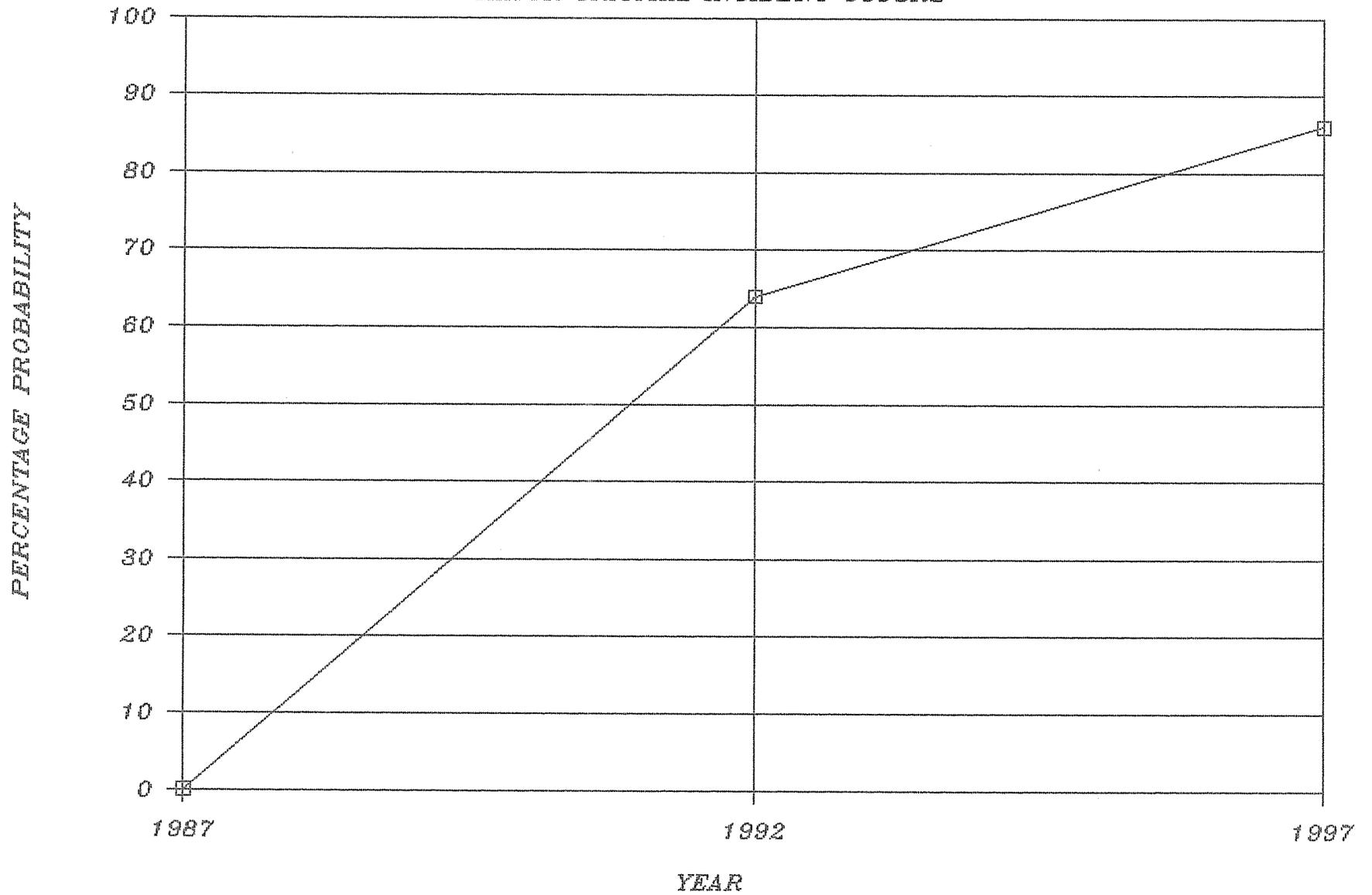
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## Appendix A: Event Probability Graphs

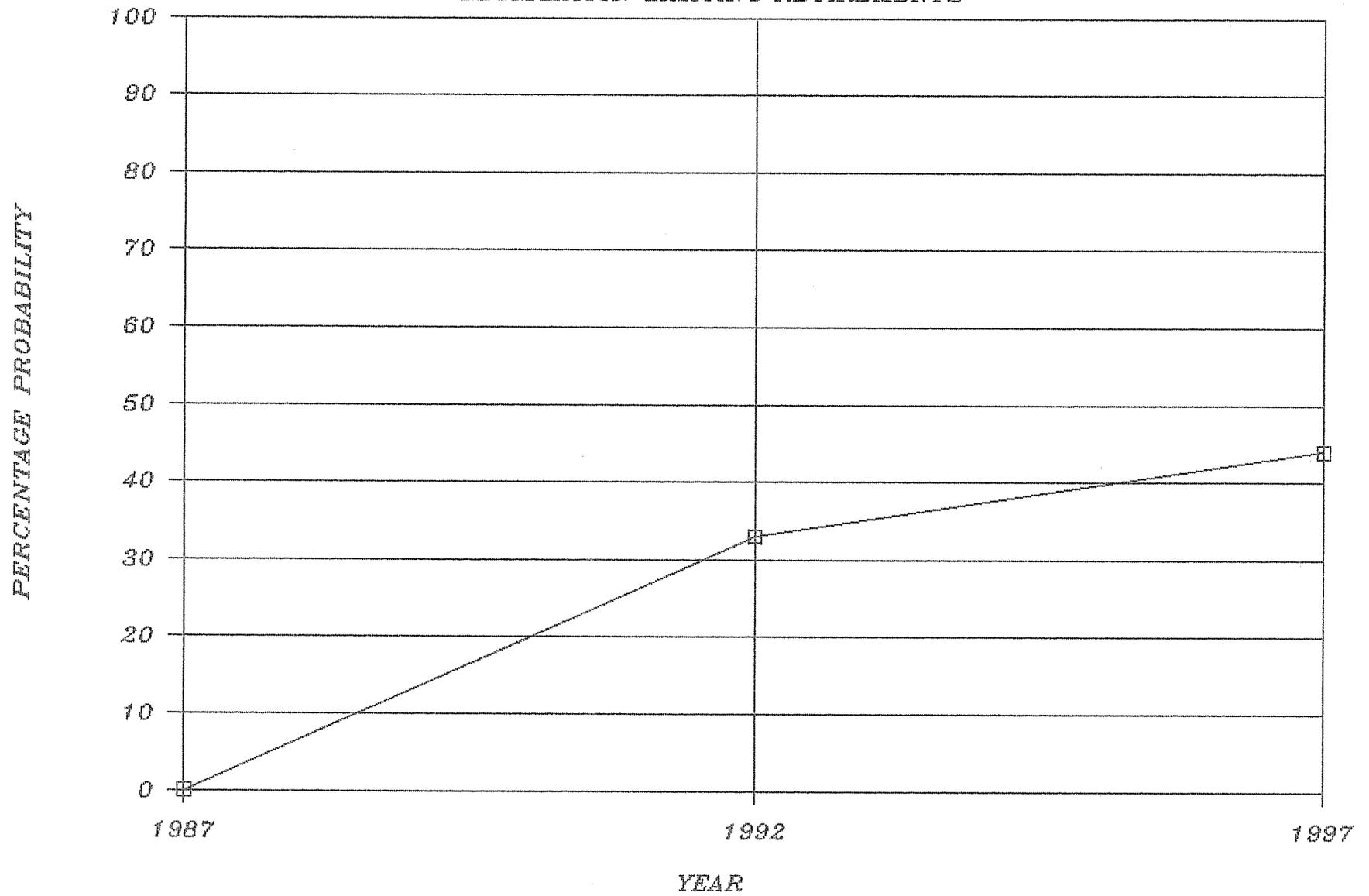
# EVENT NUMBER ONE

*MAJOR CRITICAL INCIDENT OCCURS*



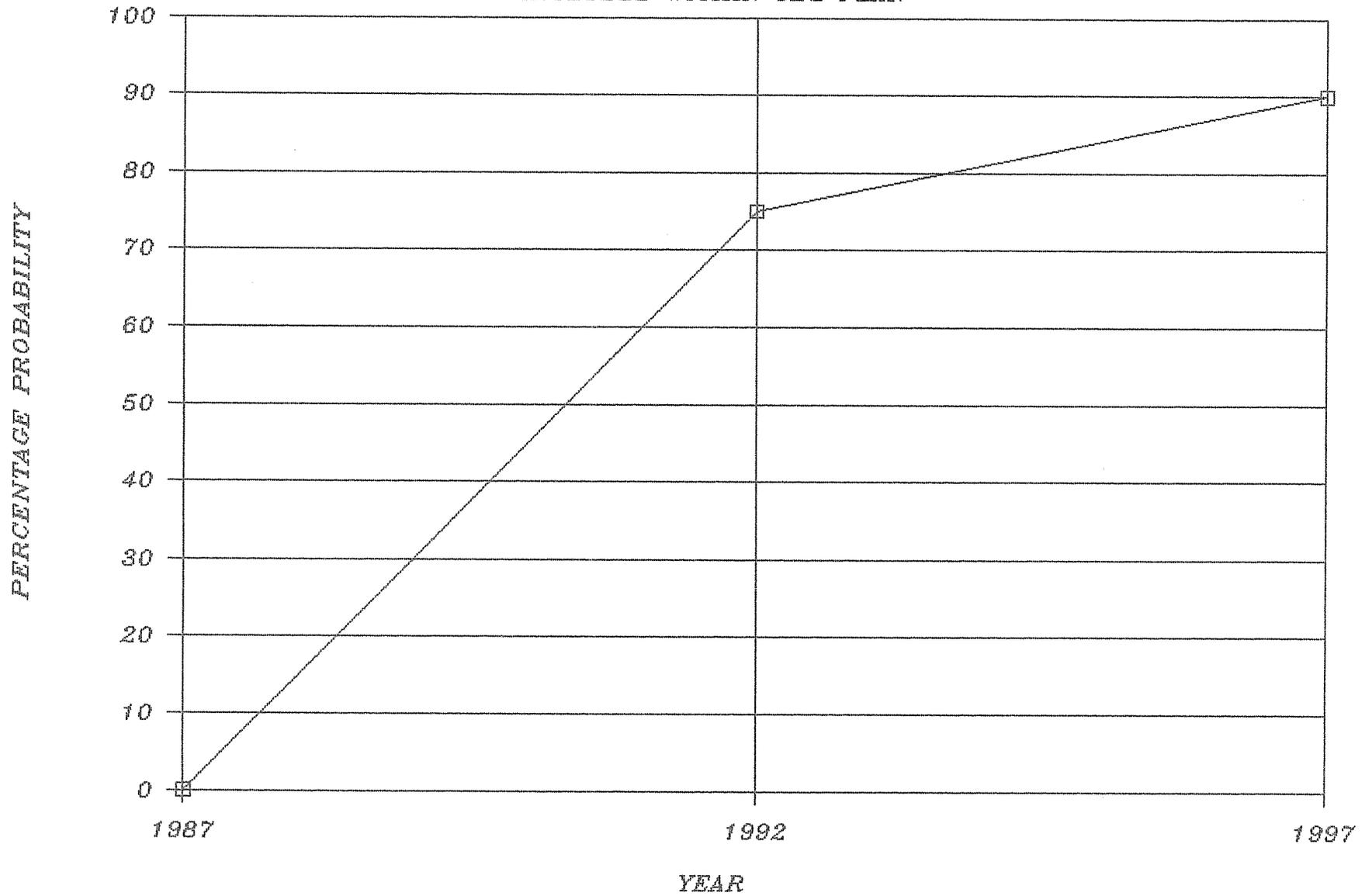
# EVENT NUMBER TWO

## LEGISLATION LIMITING RETIREMENTS



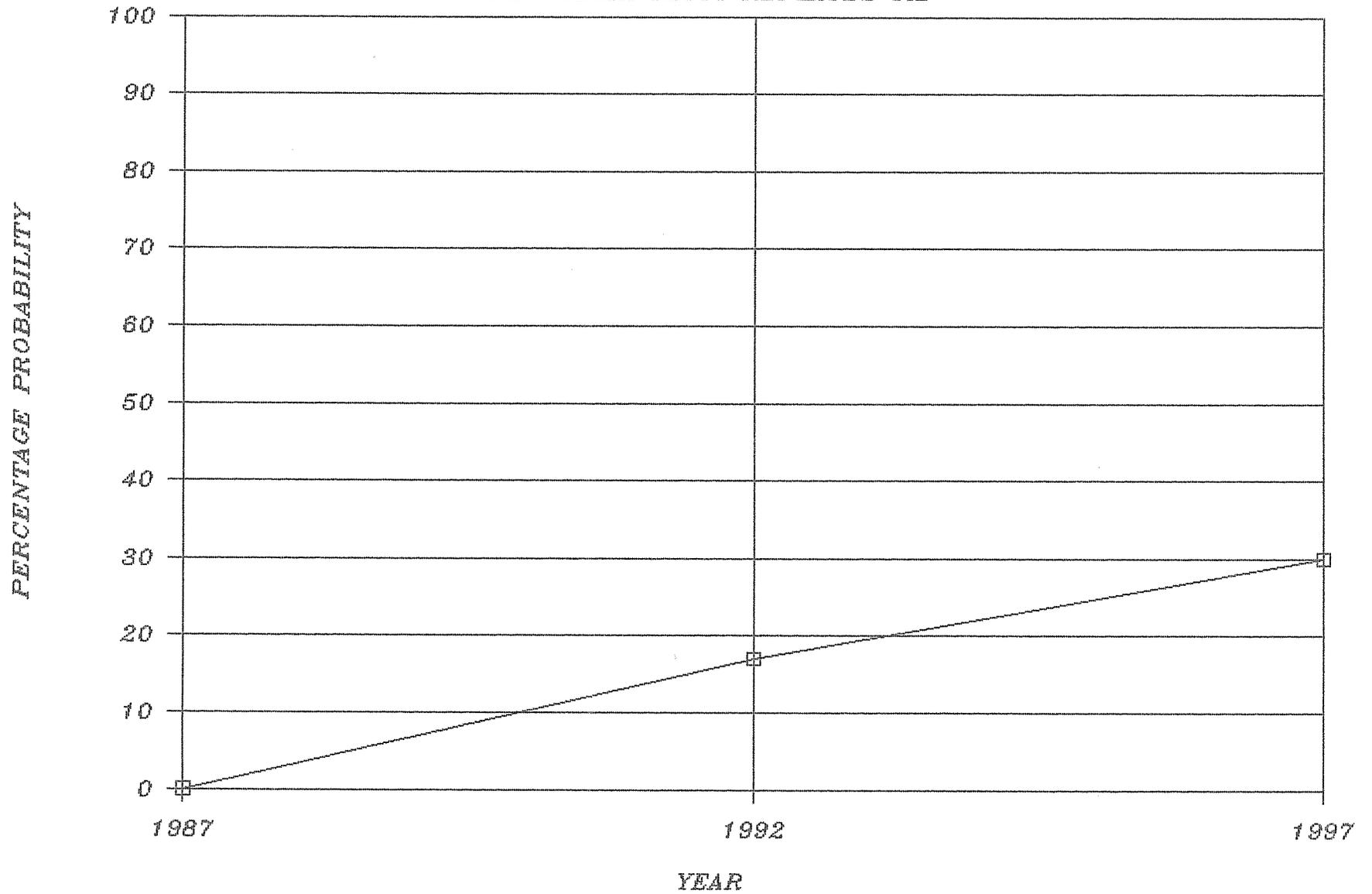
# EVENT NUMBER THREE

*INCLUDED WITHIN OES PLAN*



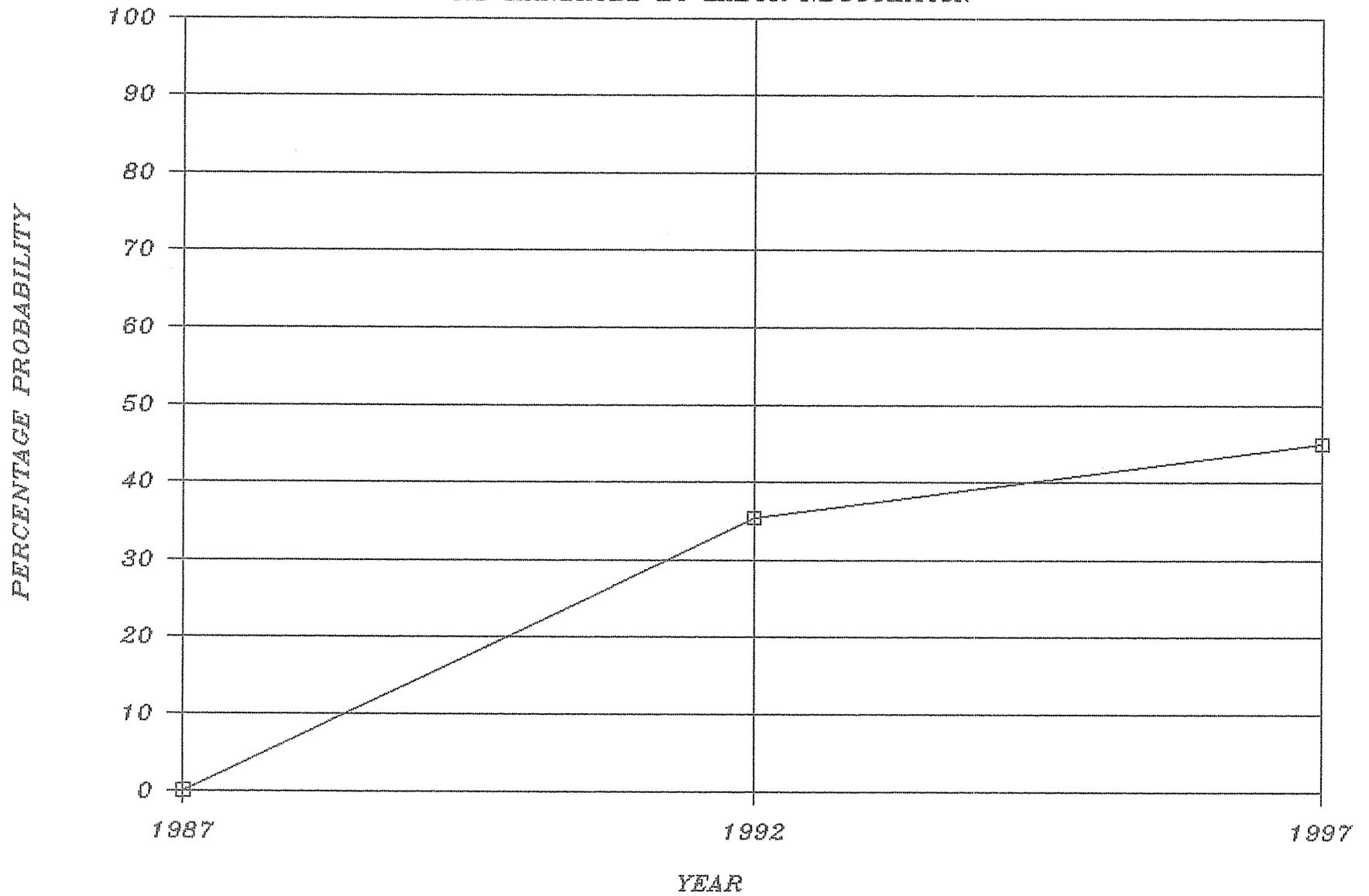
# EVENT NUMBER FOUR

*NEW TECHNOLOGY REPLACES CID*



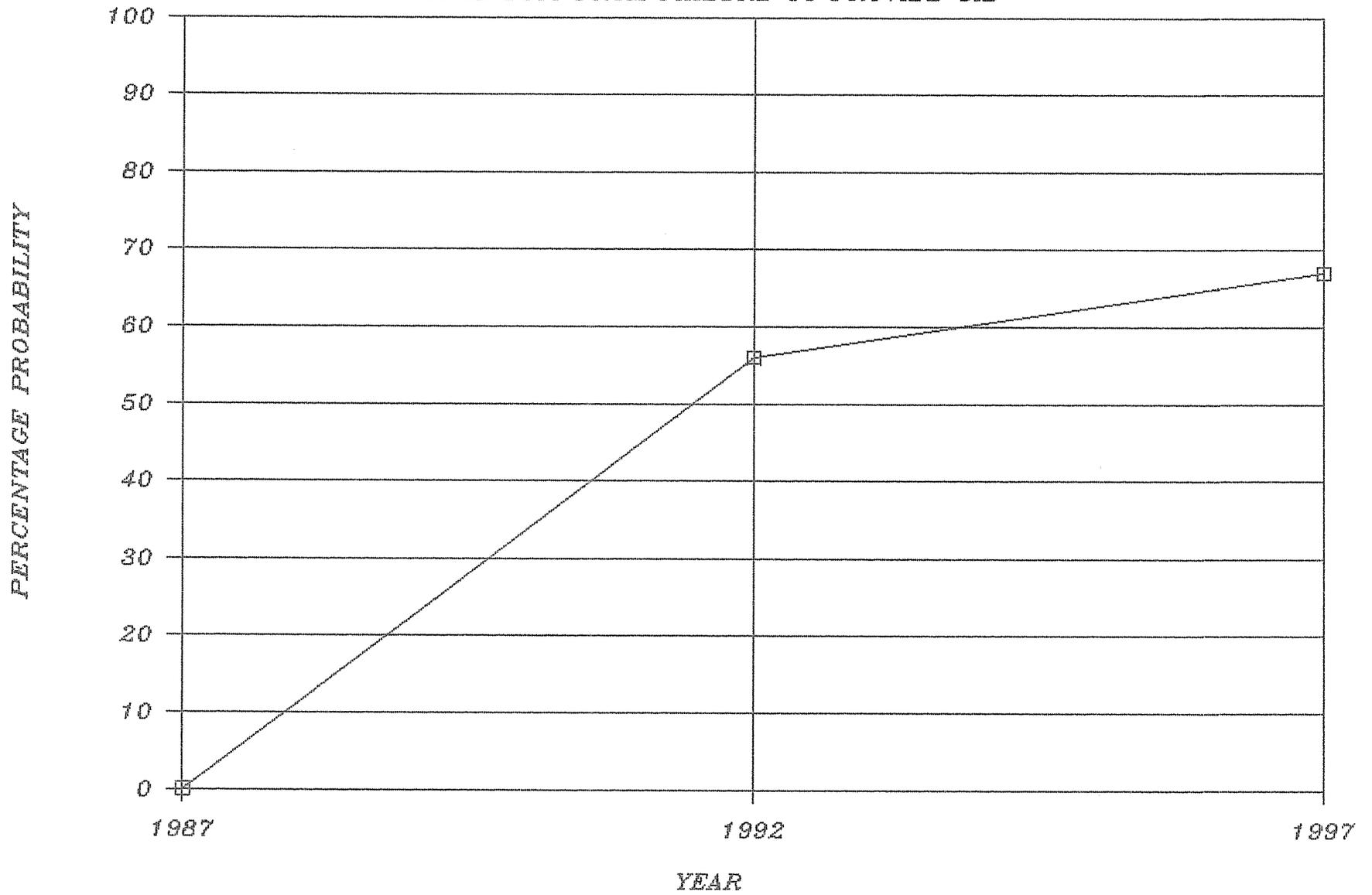
# EVENT NUMBER FIVE

*CID MANDATED BY LABOR NEGOTIATION*



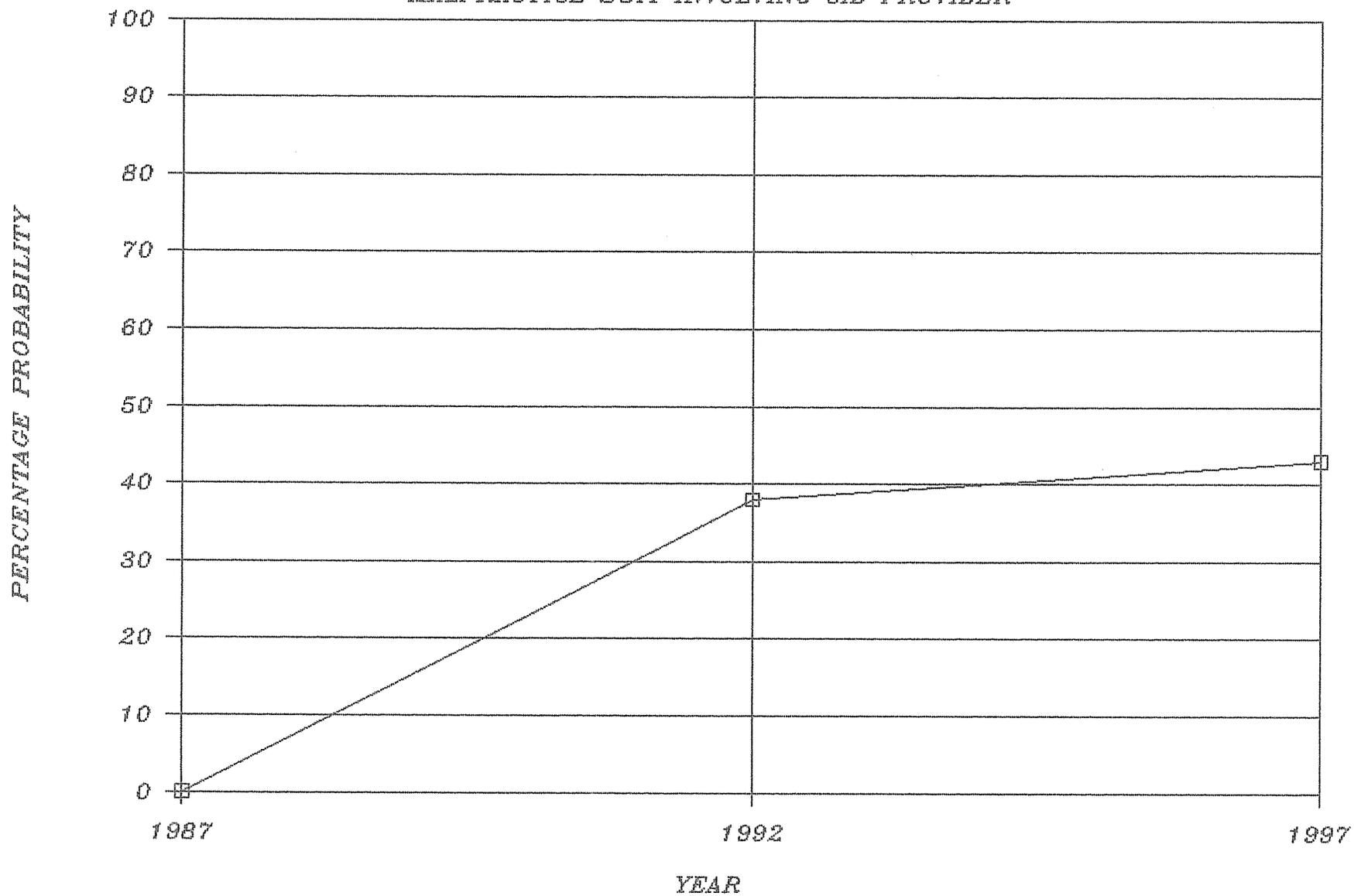
# EVENT NUMBER SIX

*CIVIL SUIT FROM FAILURE TO PROVIDE CID*



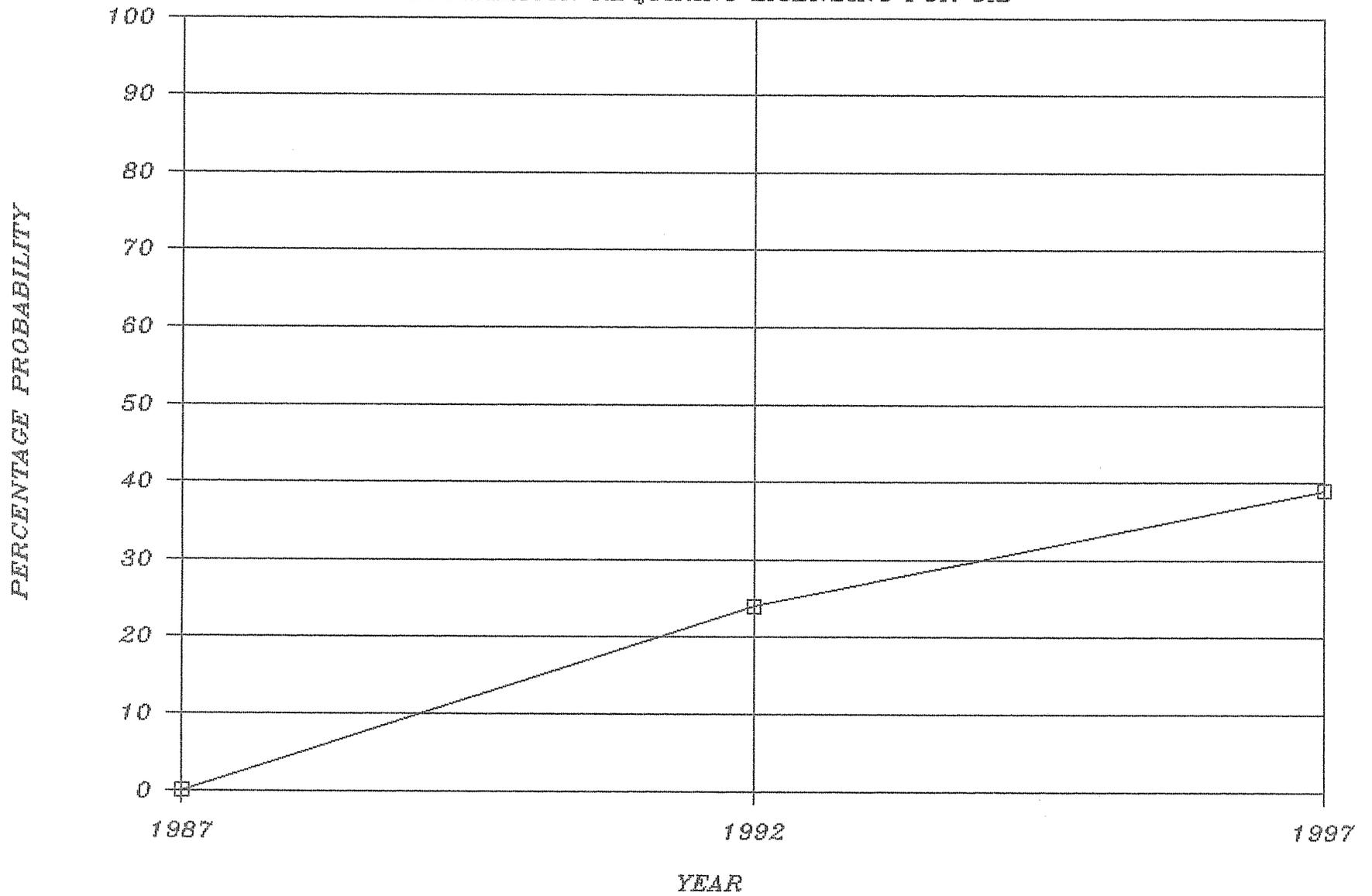
# EVENT NUMBER SEVEN

*MALPRACTICE SUIT INVOLVING CID PROVIDER*



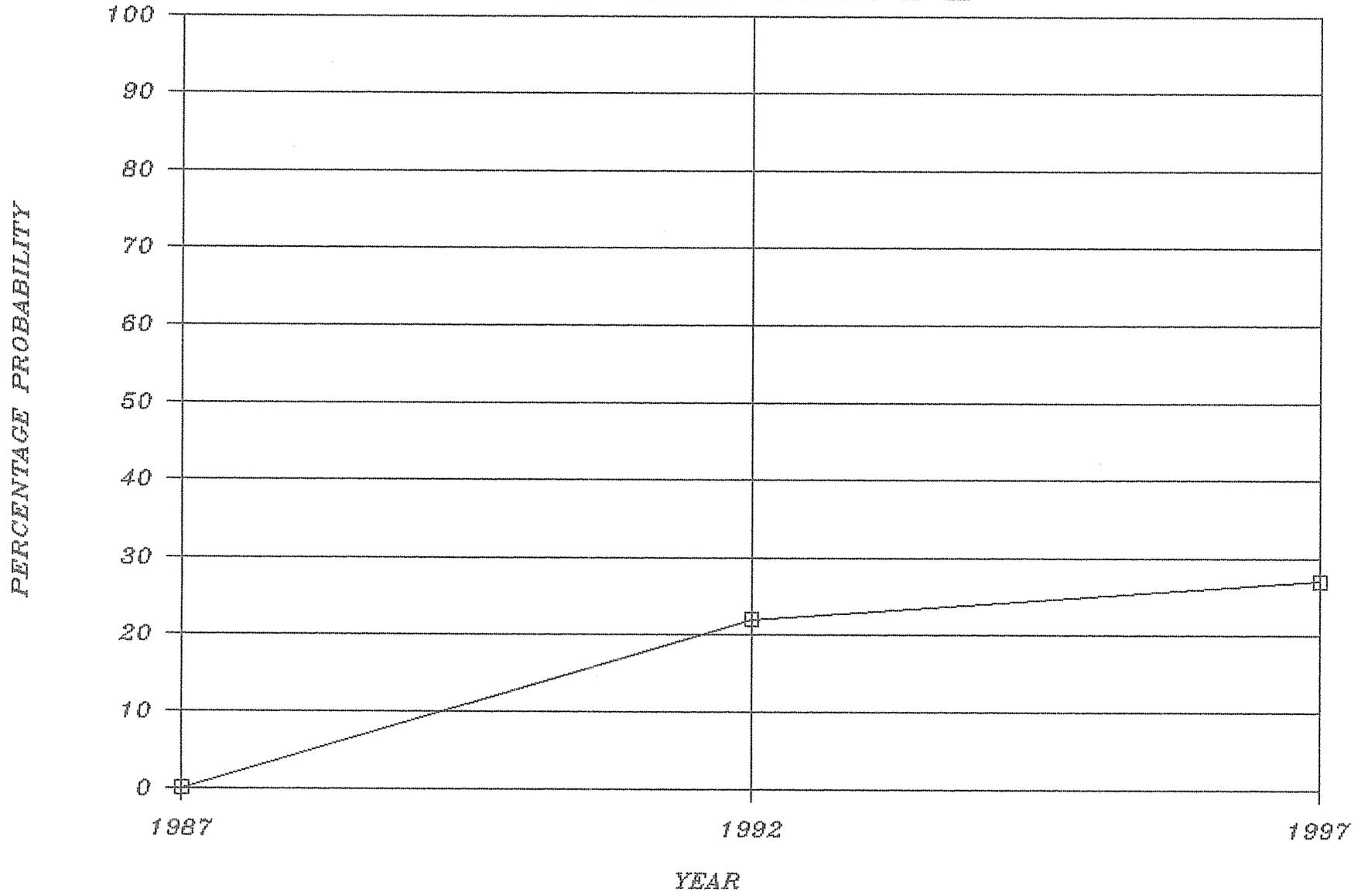
# EVENT NUMBER EIGHT

## LEGISLATION REQUIRING LICENSING FOR CID



# EVENT NUMBER NINE

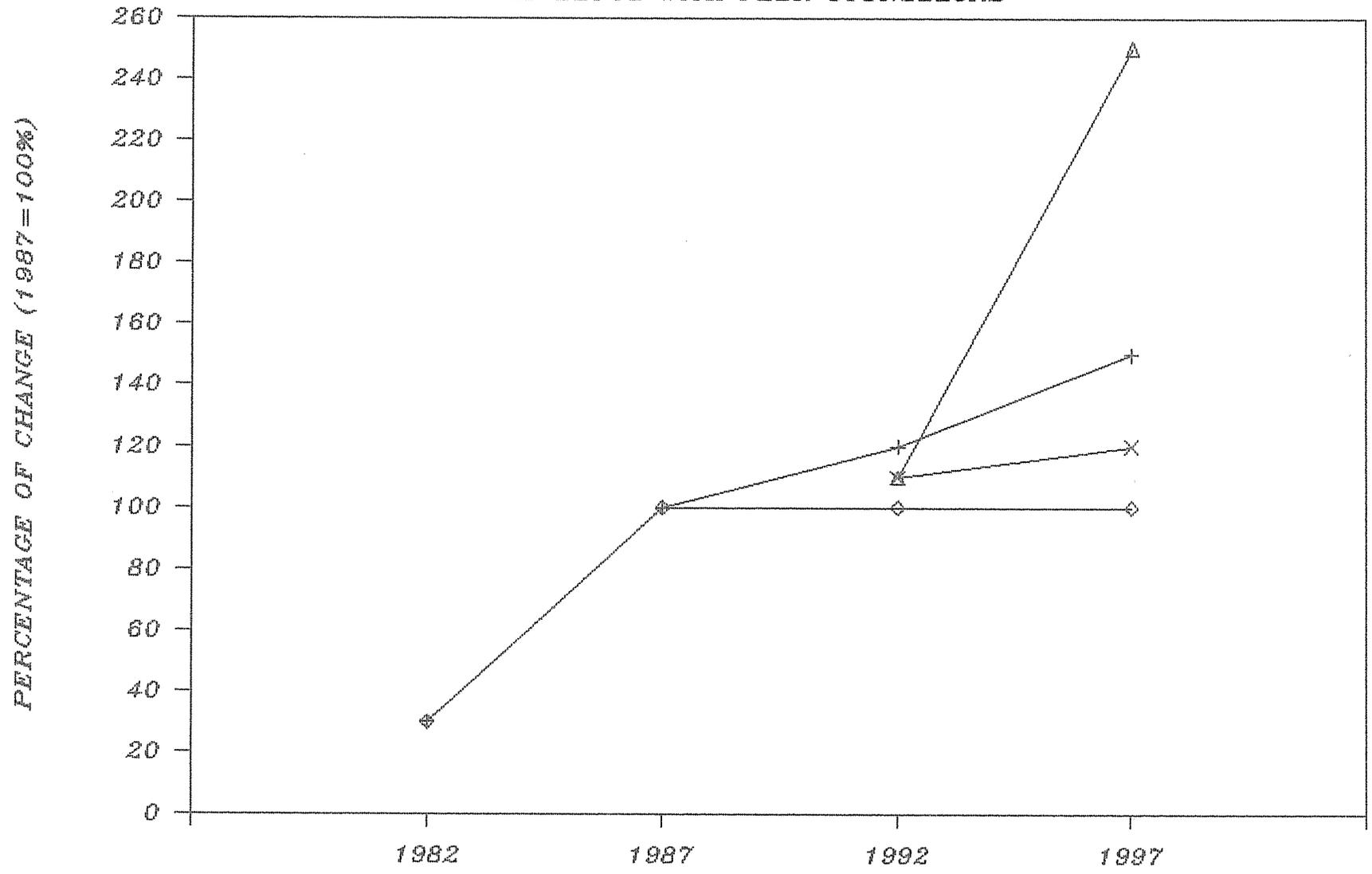
## LEGISLATION LIMITING LIABILITY OF LE



## Appendix B: Trend Graphs

# TREND: PEER COUNSELING

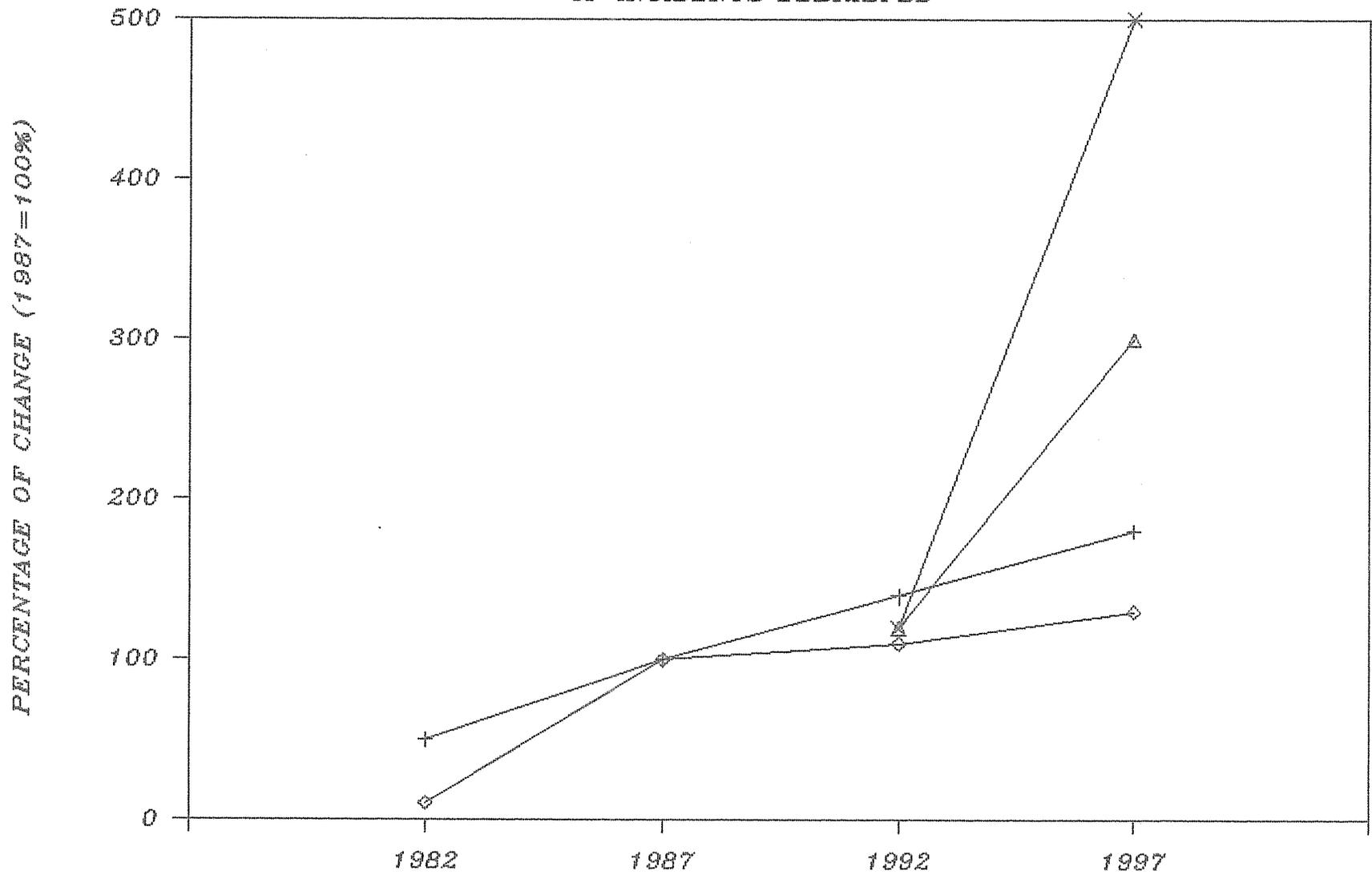
# OF DEPTS WITH PEER COUNSELORS



— TREND      + HIGH      ◇ LOW      △ p = .6      × p = .3

# TREND: CRITICAL INCIDENTS

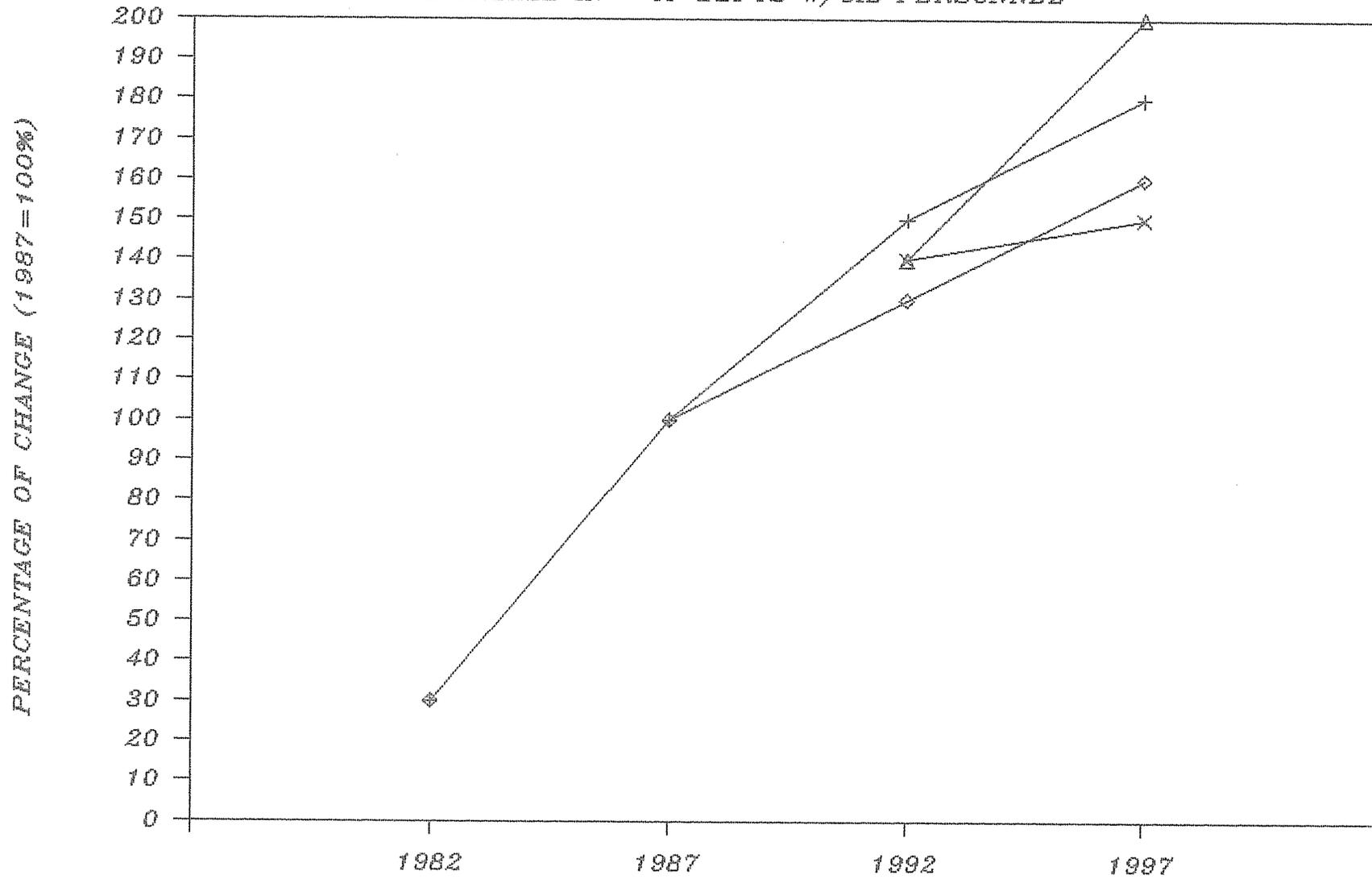
# OF INCIDENTS DEBRIEFED



— TREND      + HIGH      ◇ LOW      Δ p = .6      × p = .3

# TREND: PERSONNEL

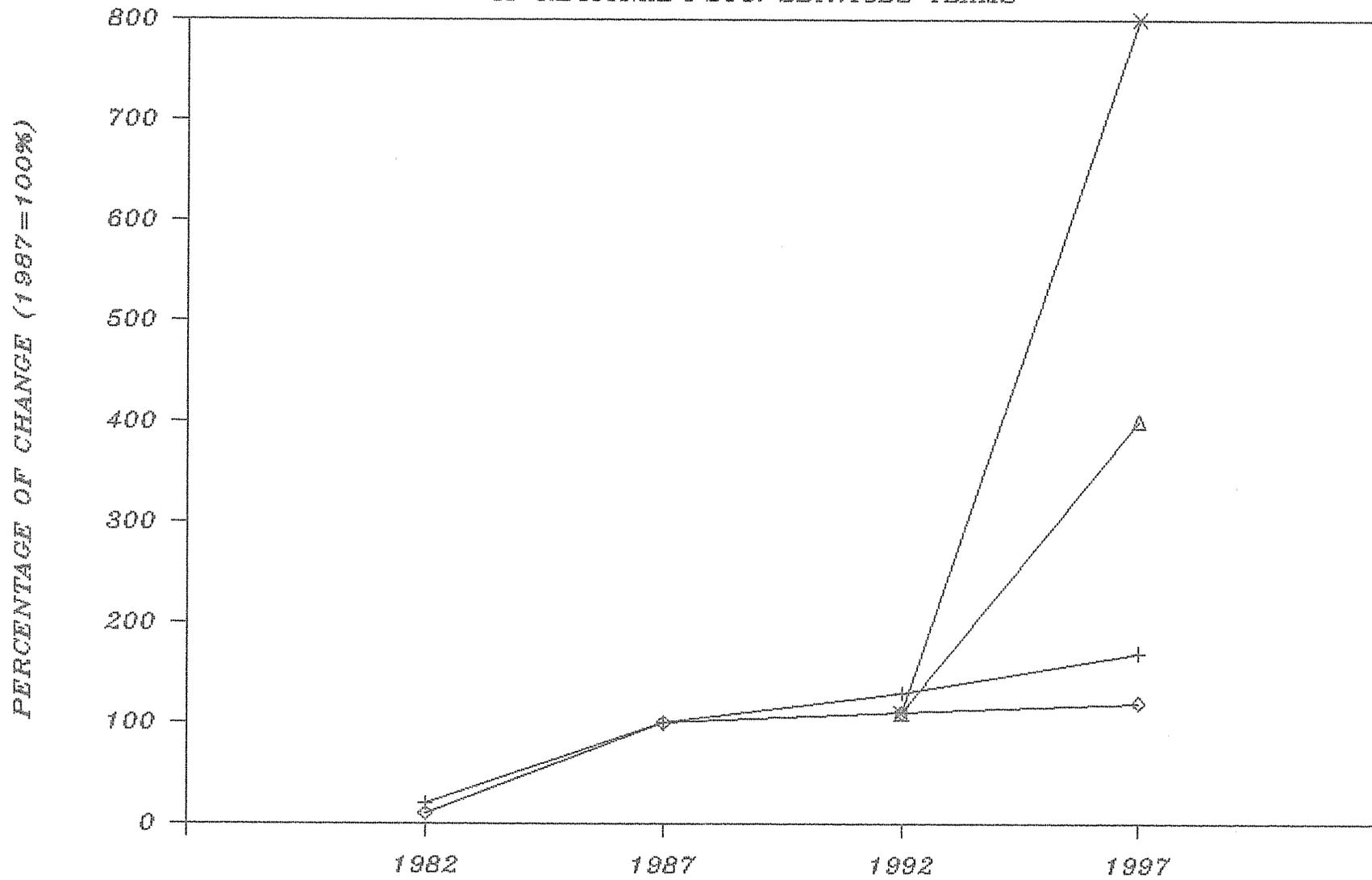
INCREASE IN # OF DEPTS W/CID PERSONNEL



— TREND      + HIGH      ◇ LOW      △ p = .6      × p = .3

# TREND: REGIONALIZATION

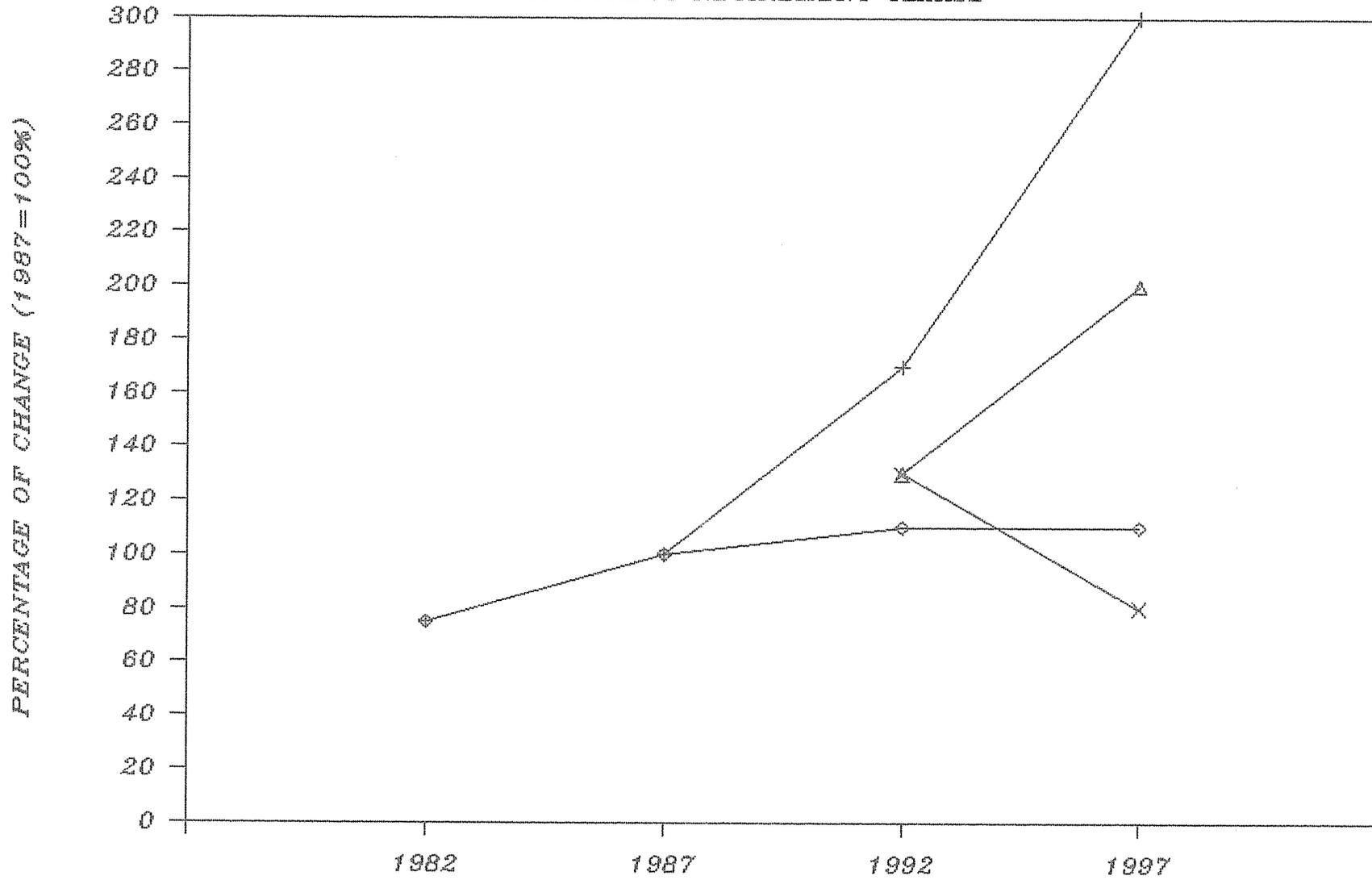
# OF REGIONAL PSYC. SERVICES TEAMS



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# TREND: STRESS RETIREMENTS

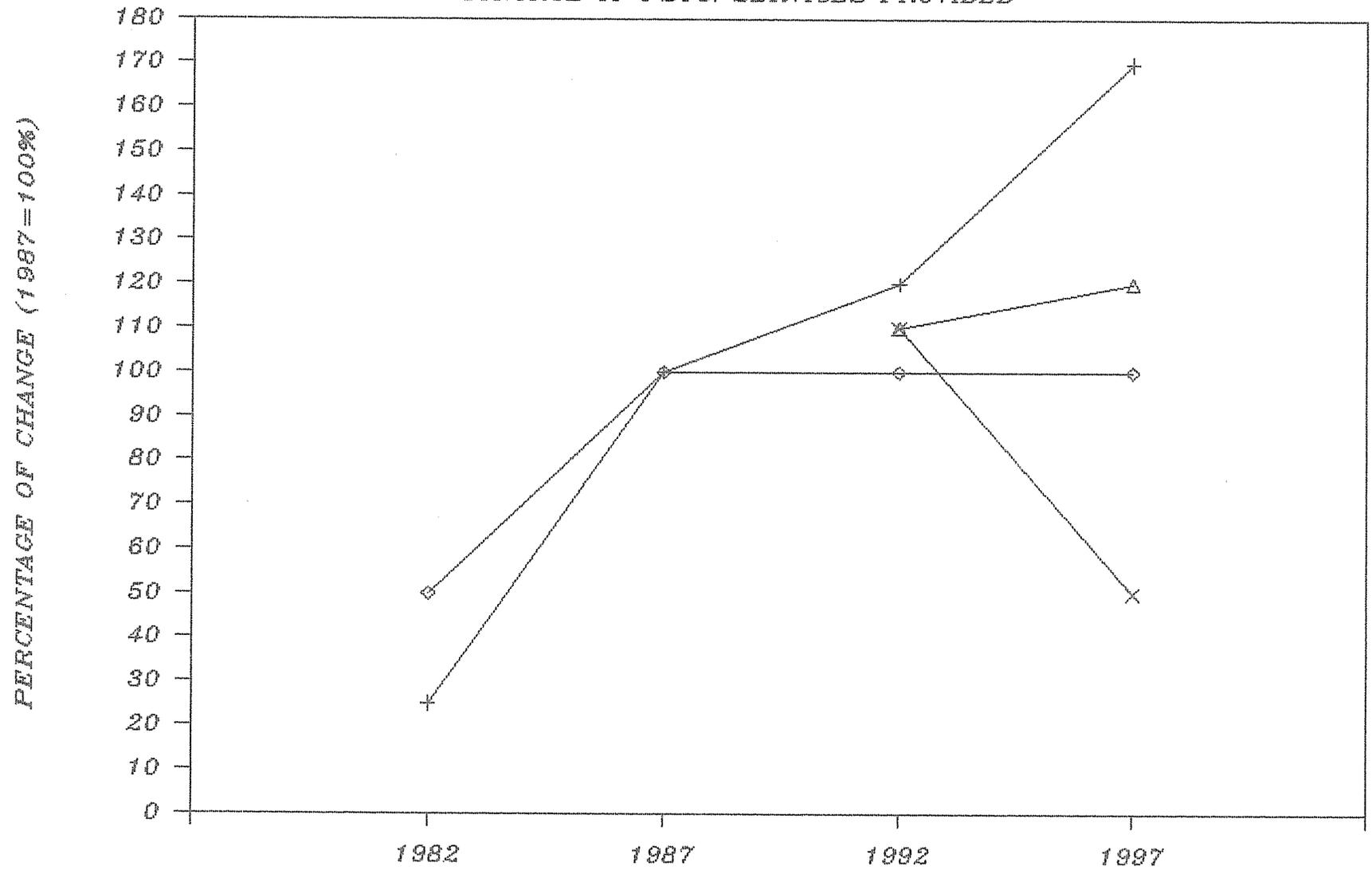
# OF STRESS RETIREMENT CLAIMS



— TREND      + HIGH      ◇ LOW      Δ p = .6      × p = .3

# TREND: LAW ENFORCEMENT AUTONOMY

## CONTROL OF PSYC. SERVICES PROVIDED



— TREND      + HIGH      ◇ LOW      △ p = .6      × p = .3

Appendix C: CPOA Agendas



california  
peace officers'  
association

# CALIFORNIA PEACE OFFICERS' ASSOCIATION

1485 RIVER PARK DRIVE, SUITE 200, SACRAMENTO, CALIFORNIA 95815

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RICHARD MOORE  
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Executive Director,  
Peace Officers Standards & Training

RICHARD BRETZING  
Special Agent in Charge  
Federal Bureau of Investigation  
Los Angeles

TERRYL BRISTOL  
Lieutenant, Santa Barbara County

GERALD CLEMONS  
Director, Div. of Law Enforcement  
Department of Justice

GIL COERPER  
Officer, Huntington Beach

PHIL EOFF  
Sheriff, Shasta County

HERB FORCE  
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LESLIE D. SOURISSEAU  
Chief, Montebello

ELLEN R. STETSON  
Lieutenant

U.C. Berkeley Police Department

CHARLES THAYER  
Chief, Tustin

• • •  
Futures Task Force  
CHARLES GROSS, CHAIRMAN

• • •  
Executive Director  
RODNEY PIERINI

August 5, 1987

Tom Christian, Lieutenant  
Brea Police Department  
Number One Civic Center  
Brea, CA 92621

Dear Lieutenant Christian:

As discussed, the Psychological Services Committee wanted to sponsor a workshop at the All Committee Training Conference. The agenda for the conference, May 15-18, 1987, at the Newport Beach Marriott, has been set. We have decided to schedule your workshop on Critical Incident Debriefing as a panel presentation during the General Session. The General Session will be Monday morning, November 16 from 8:30 to 11:30 AM. Your panel is scheduled from 9:30 to 11:15 AM, which should be sufficient time for the presentation.

I will be in touch with you as the conference draws near to find out if you will need any audio visual equipment. If you have any questions, please call me at (916) 923-1825. I look forward to working with you.

Sincerely,



Leslie McGill  
Publications & Conference Coordinator

(916) 445-3225

November 10, 1987

File No.: 2.8101.A583.3314c

Rodney Pierini  
Executive Director  
California Peace Officers' Association  
1485 River Park Drive, Suite 200  
Sacramento, CA 95815

Dear Mr. Pierini:

Attached is the agenda for the combined Employee Assistance Psychological Service Committee meeting that will be held during the November training conference in Newport Beach, California. The dates which you may be specifically interested in are:

1. November 16, from 9:30 a.m. - 11:15 a.m. - The Employee Assistance Committee will present a panel discussion on "Critical Incident Debriefing" during the general session of the CPOA 1987 All-Committee Training Conference.
2. November 17, from 1:30 p.m. - 3:30 p.m. - The Psychological Service Committee and the Employee Assistance Committee will have their joint meeting.

Attached for your review is the meeting agenda, and I am looking forward to seeing you in Newport Beach.

Sincerely,

G. AUGUSTA, Lieutenant  
California Highway Patrol

Attachment

## AGENDA

Employee Assistance/ Psychological Services Committee Meeting

Tuesday, November 17, 1987  
1:30-3:30 p.m.

### INTRODUCTION

Round-table introductions - taking of attendance

### Continuing Business

1. Employee subcommittee report and discussion of the panel presentation from the previous day.
2. General discussion concerning the concept of producing a brochure designed specifically to address traumatic incident management.
3. Subcommittee report on organizational development presented by Dr. Nels Klyver.
4. Subcommittee report on Psychological Screening presented by Dr. George Hargrave.
5. Introduction of Sergeant Robin Kline, Long Beach Police Department, who will make a presentation on Peer Group Counseling. Subsequent to the presentation, the committee will be polled to ascertain if there is enough interest to establish a subcommittee to specifically address Peer Group counseling.
6. Introduction of Alicia Powers who will provide a presentation on the status of the Substance Abuse Resource Manual currently being developed by POST.

Appendix D: Employee Assistance Programs Sub-Committee

Minutes



# CALIFORNIA PEACE OFFICERS' ASSOCIATION

1485 RIVER PARK DRIVE, SUITE 200, SACRAMENTO, CALIFORNIA 95815

PHONE (916) 923-1825

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Officer, Huntington Beach

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RONALD LOWENBERG  
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Chief, U.C. Irvine Police Department

RICHARD MOORE  
Chief, Atherton

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Chief, Pacifica

RICHARD RAINEY  
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SALVATORE ROSANO  
Chief, Santa Rosa

J.E. SMITH  
Commissioner  
California Highway Patrol

ELLEN R. STETSON  
Lieutenant  
U.C. Berkeley Police Department

CHARLES THAYER  
Chief, Tustin

ROBERT THRASHER  
Adjutant General  
California Military Department

• • •  
Executive Director  
RODNEY PIERINI

## COMMITTEE MEETING MINUTES FOR THE EMPLOYEE ASSISTANCE PROGRAMS COMMITTEE MAY 1987 - LOS ANGELES

### OLD BUSINESS:

1. Dr. Blum's article has been published in the CPOA Journal, the April 1987 issue.
2. Paula Jones' article on Peer Group Counseling has been tabled for the time being.

### CONTINUING BUSINESS:

- o. The E.A.P. Brochure has been printed and will be disseminated by June 1, 1987. C.P.O.A. Headquarters will be responsible for all the mailings. A "Hearty Thanks" goes to each core member who worked on this brochure's publication!

### NEW BUSINESS:

#### Development of the task to assess a regional concept of Post Trauma Response Teams:

The remainder of this meeting was spent on developing the committee's goal to present a Post Trauma Response Team concept. Specifically, the following information was provided:

1. Nancy provided a passout that defined "Critical Incidents" (see attachment).
2. Define the client - Christina Lawrence.

Christina defined the client as:

- a. Persons at the scene, or ones in the immediate response area.
- b. Dispatchers,
- c. Command Officers,

- d. Public Information Officers,
- e. Explorers, reserves and other volunteers,
- f. Special enforcement, media and graphics personnel,
- g. Support staff,
- h. Extraneous people who happen to be in the area such as the meter reader or a tree trimmer,
- i. Any assisting agencies' personnel.

Discussion about our committee's definition of client centered on a major obstacle; namely, how response team members will be paid for their work at the scene. Nancy Bohl had met with representatives from the Office of Emergency Services (OES) and they are willing to work with us on a procedure for handling this. However, at this time the committee, as a whole, felt it is important to limit our "client" to police personnel. Additionally, the committee will limit the scope of critical incidents to smaller incidents that particularly occur in the jurisdiction of a small agency which more than likely does not have a Post Trauma Policy or Procedure.

In summary, the Employee Assistance Programs' subcommittee feels that this new goal should be limited to law enforcement personnel of small agencies that most likely do not have Post Trauma Policy or Procedures and should be confined to smaller incidents only.

3. Define the Model - Victoria Havassy.

Victoria defined the model, referred to as Jeffrey Mitchell's model in six stages; namely:

- a. The introductory phase: peer facilitator, laying down the rules, giving information and expressing confidentiality.
- b. The fact finding phase: getting information on each person's involvement and his responses to the incident.
- c. The feeling phase: the leader gets responses by asking group questions (the Polaroid picture technique).

- d. The symptom phase: persons are asked about and are watched for their unusual behavior as a result of what they saw.
- e. The teaching phase: information is given on what the persons at the scene should expect, including coping techniques, the importance of nutrition, and a general sense of well-being.
- f. The re-entry phase: wherein the team wraps up the entire event. During this phase questions and issues are handled and the entire group is involved in a discussion until everyone has had a chance to express what he or she wishes to express.

It should be noted that this model emphasizes education rather than treatment. Treatment would come from referrals following this debriefing phase.

#### GENERAL DISCUSSION:

##### General discussion surrounding this new goal:

As previously noted, the committee has elected to limit the Post Trauma Team concept to the smaller events, to police personnel clientele only, and to smaller agencies that have no psychological Post Trauma process.

The following four specific goals were set by the committee:

1. The EAP Committee will present a formal training session on Post Trauma Response at the November conference. Tom Christian, LaBrea P.D., will coordinate this workshop presentation. Assisting him will be Nancy Bohl, Christian Lawrence, Victoria Havassy and Audrey Honig.
2. Liaison with the Executive Board: Ellen Stetson will provide this liaison.
3. Liaison with OES. Nancy Bohl, Al Benner, George Hargrave and Tom Christian will provide this liaison.
4. Prepare an educational document: The Committee will discuss this further at the November conference after the workshop's presentation.

Lieutenant Bob LaBerge also volunteered to work on the regional aspect of this Post Trauma project.

Margaret Kilpatrick, a disaster consultant who was visiting our committee, stated that the airlines have a complete outline of what to do when with respect to a Post Trauma incident. There may be other private companies that also have prepared outlines that the committee could draw from. The workshop presenters will work with private industry as well as with their own in-house resources to draw the most concise information together for presentation at the November conference.

Appendix E: "Considerations in Developing A Critical  
Incident Debriefing Team"

CONSIDERATIONS IN DEVELOPING A  
CRITICAL INCIDENT DEBRIEFING TEAM

The need for early psychological intervention for emergency personnel following a critical incident or traumatic event has been repeatedly demonstrated with law enforcement, fire service, paramedic and other emergency medical personnel. In response to this need, Dr. Jeffrey T. Mitchell has developed a crisis intervention model for Critical Incident Debriefing (CID). Combining this model with recent experience, the following partial list was compiled to assist managers in determining the need for, and feasibility of, forming a Critical Incident Debriefing team to support emergency response personnel. Also offered are some considerations for team selection and on-going operation.

1. What is the availability of a currently existing CID team in your area?
2. If a CID team is not readily available, what is the frequency or need for such services in your area? (To be maximally effective, a team must be adequately trained and have the opportunity to utilize and refine their skills. Evaluating the cost/benefits of establishing and maintaining such a team is an essential first step.)
3. If the need or the resources in a given area are low, consider the possibility of joining with other agencies or adjacent areas.
4. Once a need is established, consider the following:
  - a. Is there adequate support among the emergency services community for the concept and utilization of the team? If not, can this support be increased or developed?
  - b. Is there an appropriate coordinating body (e.g., hospital, EMS council, law enforcement, fire or paramedic agency) that will accept responsibility for costs incurred in team training and continuing operation?
  - c. Are there sufficient knowledgeable mental health professionals interested in participating on the team?
  - d. Is there a mental health professional who is willing to be clinically responsible for the team?
5. Considerations for establishing and training a team:

- a. Are there a sufficient number of interested and qualified individuals for team membership? Consider these skills:
    - crisis intervention training
    - knowledge of stress, its effects and management strategies
    - knowledge of post-traumatic stress disorder
    - communication and listening skills
    - training in group process
    - directive intervention techniques
    - knowledge of emergency service work and personnel
  - b. Who will train the team? Is this individual experienced in victimology, disaster response, CID?
  - c. Is team participation voluntary or is reimbursement available? At what level, e.g., expenses only, stipend, etc?
  - d. Is liability insurance available and through what mechanism?
  - e. What are the membership criteria desired in team members (e.g., education, type of service, training and experience, etc.)?
  - f. What will be the application process (e.g., application, nomination, memorandum of understanding, etc.)?
  - g. Who will be responsible for screening and selection of team members initially? What process will be used, e.g., interview, testing, etc?
  - h. What is the optimum size of the team and the ratio of clinicians to non-clinicians?
  - i. Who will deal with breach of protocol by a team member?
6. Considerations for on-going team operations:
- a. Development of operational protocols and procedures:
    - what type of incident would necessitate a debriefing?
    - what are the objectives (i.e., formal debriefings only, on-site consultation, training of supervisors)?
    - how will teams be activated and deployed? (Time is crucial -- debriefings should ideally be conducted within 24-72 hours of the event).
    - who will be responsible for screening requests and dispatching team members?
    - how will team members identify themselves in order to gain access to the site?

- b. System for record keeping, e.g., expenses, meetings, utilization, etc.
  - c. Inservice training to refine skills and improve quality of team functioning.
  - d. Membership maintenance functions, e.g., recruiting and training new members.
  - e. Evaluation of team function and effectiveness.
7. Other considerations:
- a. Mechanism for debriefing the team.
  - b. Follow-up for groups who have been debriefed, e.g., 6 month or one year anniversary.
  - c. Development of referral network when individual counseling is needed:
    - sensitization and training of individuals involved in referral network
    - fee arrangements, e.g., limited number of free sessions, insurance reimbursement, etc.
  - d. Designation of an individual to handle media.
  - e. What is a realistic implementation date?

**THE COUNSELING TEAM**  
696 NORTH "D" STREET  
SUITE 2  
SAN BERNARDINO, CALIFORNIA 92401  
714/884-0133

CRITICAL INCIDENTS

Serious injury, death, or suicide of a fellow co-worker.

Any shooting or other serious threat to life of Department members.

Serious injury or death of a civilian resulting from emergency service operation.

Rescue situations where it's impossible to reach the victim.

Loss of life of a patient following extraordinary and/or prolonged expenditure of physical and emotional energy during rescue efforts by emergency service personnel.

Any incident in which the circumstances are so unusual or the sights and sounds so distressing as to produce a high level of immediate or delayed emotional reaction.

Any catastrophic event/major disaster.

Rescuing a victim, where pain and suffering is obvious.

Mass casualty incidents.

Any unexpected event.

Knowing the victims.

Death or serious injury of a child.

Incidents that attract extremely unusual or derogatory news media coverage.

Appendix F: Critical Incident Debriefing Team Training  
Programs Schedule

Jeffrey T. Mitchell, Ph.D.

Critical Incident Stress Debriefing  
Team Training Programs  
Summer-Fall, 1987

<u>Date</u>	<u>Place</u>	<u>Contact Person</u>	<u>Phone</u>
July 10, 11	Bangor, ME	Candace Hill	207-465-3870
July 27, 28	Miami, FL	James Billberry	305-579-6100
August 22, 23	Western IL	Raeanne Fuller	312-360-4179
August 27, 28	St. Petersburg, FL	Robert Graves	813-893-7693
Sept. 3, 4	Bergen, NJ	Tom Pierson	201-592-3501
Sept. 12, 13	Richmond, VA	Ellen Manson	804-786-5188
Oct. 7, 8, 9	California	Linda Wallace	408-299-6060
Oct. 30, 31	Cape Fear, NC	Jackie Waters	919-763-0191
Nov. 19, 20	Salt Lake, UT	Evelyn Draper Weber State College	
Dec. 5, 6	Dover, DE	Grace Pesickey	302-736-4170

Appendix G: "One Department's Experience"



SAN BERNARDINO COUNTY SHERIFF'S DEPARTMENT

*"Dedicated To Your Safety"*

Floyd Tidwell  
Sheriff



"ONE DEPARTMENTS EXPERIENCE"

In the Fall of 1978, I was assigned to the Personnel Support Detail of the San Bernardnio County Sheriff's Department. It was during this same period of time that the "Risk Management Division" of the County funded a Psychological Testing Program. This program was designed to reduce psychological stress claims to our "Workers Compensation". Besides pre-screening candidates applying for Deputy Sheriff, we utilized this service on an "as needed" basis for current employees. The County and Sheriff's Department both agreed on the provider of these services to be Dr. Alice Pitman.

Dr. Pitman had been providing this type of service to police agencies in Orange County for some time and with good results. Then Chief Inspector Tidwell (now Sheriff) and I elected to cause an officer working out of the Fontana substation to be treated by Dr. Pitman, following a shooting he had directly experienced. The results were dramatic when compared to our past experiences. The officer was able to return to work sooner and perform at his past level with no ill effects and in a shorter period of time.

For the next year, it was a policy (unwritten) that officers involved in shootings would be transported by a fellow officer, the day after the shooting to Dr. Pitman's office in Orange County. This appeared on the surface to be the best way to go, but now that we have focused on the officer who had suffered a trauma in the line of duty, we noticed that some officers who had been treated the day after an event by Dr. Pitman, still couldn't return to work. If they did, medical retirement would occur within one to two years. This retirement generally would be based on or have linkage to the critical incident (shooting). In an effort to further reduce critical incident stress, Sheriff Tidwell and I met with Dr. Pitman, to explore new programs. During this meeting Dr. Pitman revealed that the human mind is just like a camera and during events such as shootings (high trauma) this cameral complete with sound works exceptionally well. The film in the camera needs time to become fully developed, which would be different for every person and event. This film once developed, is why intervention doesn't always work.

I asked her what would happen if you moved intervention closer to the event? Dr. Pitman said, "That would be ideal because the most critical time is between the event and the sleep period." Dr. Pitman further said that a service like that was not possible due to time of occurrence of most of the events (graveyard) and the distances that would have to be traveled by the counselor.

In 1981 Dr. Pitman passed away and the department started searching for a new provider of psychological services, but I didn't forget Dr. Pitman's message that the best service was the instant after the event occurred.

We interviewed five (5) providers and found only one of them willing to be on call 24 hours a day, every day of the year. Offering a member of their staff always to be available to roll to the scene of an officer involved shooting or other Critical Incident, we found and contracted with The Counseling Team.

Over the past six (6) years we have reduced our Psychological stress retirement to zero (0). Yes that's right zero (0). What did we save first? We saved our most valuable assets the men and women that put it on the line every day. In addition, we saved half a million dollars (\$1,500,000.00) for each officer not retiring from the county retirement system.

Officer involved shootings and traffic accidents with injuries are increasing every day, but just based on our last six (6) years experience we have saved well over twelve million dollars (\$12,000,000.00) in just retirement funds, which by the way we all pay for, to make up for early medical retirements. If you don't have an "Instant Trauma Intervention" program, get one, you save people and a whole lot more.

Lt. Jim Nunn  
San Bernardino County Sheriff's

Seventh Member Board Of Retirement  
For San Bernardino Co.

Appendix H: Letter to members of Orange County League of  
California Cities Labor Relations Committee

September 22, 1987

Letter to Members of O.C. League of California Cities  
Labor Relations Committee

Re: Psychological Stress Retirement Survey

Lt. Tom Christian of the Brea Police Department is working on a project near and dear to most of us -- psychological stress retirements of sworn police personnel. The particular dimension he is interested in is critical incident debriefing (e.g., officer involved shooting, major catastrophe response). At my suggestion, he is tapping us (Orange County personnel directors) as a source of some valuable insight and comments on this topic. He's devised the attached (brief) survey to capture your comments. Please complete and return before October 7 or bring to the October 7th Orange County Labor Relations Committee Meeting.

If you have any questions, I'll try to answer them at the October 7th meeting or feel free to discuss Tom's project with him; you can call him at 990-7624. Thanks.

CITY OF BREA

*Rebecca S. Ross*  
Rebecca S. Ross  
Personnel Director

RSR:pm  
#11.175

cc: Tom Christian

Appendix I: Letter from Office of Emergency Services

**OFFICE OF EMERGENCY SERVICES**

2800 MEADOWVIEW ROAD  
SACRAMENTO, CALIFORNIA 95832  
(916) 427-4990



Dear Chief:

The Counseling Team together with; the Law Enforcement Division of the Office of Emergency Services, California State Sheriff's Association and California Peace Officers' Association are surveying all law enforcement agencies in the state to form a Psychological Services resource list.

Our goal is to formulate a state wide Critical Incident Team, which will respond to any large scale disasters that may occur in our state.

Please complete the enclosed survey which will help us facilitate the drafting of this resource list to be presented to the California Peace Officers' Association, November Conference.

We appreciate your cooperation in obtaining this information. Be safe and stay well.

Best Wishes,

NANCY K. BOHL  
Director  
THE COUNSELING TEAM

NKB/dgc

Appendix J: Research from CAN



# CALIFORNIA-COLORADO-ARIZONA-NEVADA INNOVATION GROUP

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P. O. Box 1659  
114 E. Birch, Suite D  
Brea, CA 92621  
(714) 990-1851

September 14, 1987

Tom Christian  
Brea Police Department  
#1 Civic Center Circle  
Brea, California 92621

Dear Tom:

In response to your question on the correlation between post-trauma stress and retirements, we have enclosed the following information:

- Industrial Disability/Workers' Compensation Results;
- Information on Disability Pensions in Los Angeles;
- Information from six cities on the subject;
- "Case Study: Archer vs. County of Costa"
- "Summary of Workers' Compensation Benefits";
- "Cumulative Stress Claims Put Strain on City Coffers";
- "Management of Workers' Compensation Cases and Disability Retirements";
- "Disability Retirement and the 'Substantial Inability' Test";
- "Disability Pension Ended When Officer Recovered";
- "O'Toole Vs. Retirement Board of City & County of San Francisco";
- "Future Trends in Police Pension Plan Design: How Government Entities Can Reduce Long-Term Liabilities And Enhance Employee Benefits";
- City of Orange Departmental Policy on Light or Modified Duty";
- City of Vallejo Administrative Rule on Disability Retirement Procedures for Uniformed Police and Fire Personnel;
- "County to Hire 'Retirement' Investigator";
- "Law Enforcement Executive Seminar: Physical Fitness and Worker's Compensation";

- "Winslow vs. City of Pasadena";
- "Revocation of Disability Pensions Upheld in Two Key Cases";
- Series of articles from the Register and Los Angeles Times on the subject.

Please contact us if you have any questions.

Sincerely,

  
Elliot Wolf

Enclosures