MANAGING LAW ENFORCEMENT WELLNESS PROGRAMS: HOW WILL IT IMPACT SMALL- AND MEDIUM-SIZED POLICE AGENCIES BY THE YEAR 2000?

AN INDEPENDENT STUDY PROJECT

by

RICK C. FULLER
DIXON POLICE DEPARTMENT

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

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

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

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

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by Rick C. Fuller
Dixon California Police Department

EXECUTIVE SUMMARY

PART ONE - A FUTURES STUDY

History

Law enforcement is a particularly rigorous profession demanding the police officers be ready to face the ultimate test of physical and mental strength in the performance of duty. It is understood that the elements of a police officer's environment and lifestyle may not be conducive to the maintenance of good health. California law enforcement is now experiencing the highest rise in disability retirements and workmans' compensation claims in its history.

If these trends continue to rise, combined with the increase in social unrest and crime problems, including gangs and drug violence, with a predicted decrease in available qualified recruit talent entering the workforce, it could create a desperate situation for law enforcement administrators in the future.

A literature search, interviews, and other futures methodologies were used to study the impact these issues may have on small-and medium-sized law enforcement agencies by the year 2000. A Nominal Group Technique (NGT) panel was formed consisting of experts in physical fitness, mental health, medicine, law enforcement, city government, and the legal profession to define the future of this issue. The following five trends were forecasted: agency responsible for wellness of employees with fitness incentives, establish standards for levels of fitness screening and monitoring, counseling/awareness management of stress related dysfunctions, availability of health information (smoking, exercise, diet/nutrition) and new technology applied to wellness, health costs personnel and local government. The high probability events were identified as follows: gang and drug wars reach overwhelming proportions causing a state of emergency, required statewide fitness standards with absolute minimum standards stated in job descriptions, mandatory fitness programs, court cases and decisions require levels of fitness (physical and mental), wellness programs adopted by a majority of law enforcement agencies.

Three future scenarios were created using the data provided by the Nominal Group panel. Several policies were recommended from the analysis of the scenario data in order to produce the desired future state, as follows: designate a City physician specializing in industrial medicine; designate a department psychologist and establish this with an employee assistance program; develop a fitness master plan for all employees; develop a policy to deal with police officer "burn out"; maintain a policy that requires minimum physical and medical performance standards; form a Joint-Powers Ageement with other cities to facilitate recruitment; encourage full term service retirements (using incentives); management and supervisory training for the purpose of sensitivity to employee needs; hire outside fitness advisors to work with appointed internal liaison advisor. These policies were evaluated by a Modified Policy Delphi to determine their usefulness in implementation of wellness programs in a Strategic Plan.

PART TWO - STRATEGIC MANAGEMENT

Strategic Plan

The Strategic Plan looks at the management of wellness programs in a small California police agency using the following selected policy strategies:

(1) Development of a fitness master plan for each officer and incorporate this into the training and evaluation process.

(2) Develop policy to maintain minimum physical performance criteria for all sworn personnel. Develop acceptable standards of medical fitness for all sworn officers.

(3) Develop policy that facilitates the appropriate culture that would reward, value and encourage wellness lifestyles in the organization, the individual and the working environment.

Implementation Planning

Assumptions held by the identified Stakeholders are examined to determine their support or opposition of the selected policies. The recommendations for implementation of the Strategic Plan were based on the level of support or opposition identified by the Stakeholder analysis. Using the Normative Mode Senario, a Strategic Plan was developed. This senario predicts that drugs and gang activity will continue to escalate in California causing a crisis associated with police manpower levels, giving rise to escalated workmans' compensation claims for injury and stress resulting in the need for increased focus on fitness/wellness programs for police officers in the future.

PART THREE - TRANSITION MANAGEMENT

Commitment Planning

The critical mass was identified from the list of key Stakeholders as the Police Chief, City Manager, Police Supervisors, City Council, Police Officer and Police Union. The commitment to change was plotted for each of the above key players and a detailed discussion of the necessary commitment required for the success of the plan took place.

Management Structure

The Project Manager and representatives of constituencies were chosen as the Management Structure to be used alternately to facilitate the transition. The Administrative Sergeant was assigned the role of Project Manager and scheduled to report directly to the Chief of Police. Responsibility charting for key players was accomplished by assignment of roles in the transition and levels of authority were developed to make decisions on schedules, preparation of plans, conduct training, establishment of goals, setting performance criteria and evaluation schedules.

Monitoring and Evaluation

This process was accomplished by the Project Manager using data depicting improvement in fitness scores, reduction of officer injuries and workmans' compensation claims, surveys with participants to insure effectiveness of the program and the reduction of medical risk factors for employess at 6 month, 1 year, 3 year, 5 year, 10 year, 15 year and 20 year increments.

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INTRODUCTION

The purpose of this study is to determine the future of law enforcement wellness programs in small-and medium-sized police agencies in California. In this study a small department would be characterized as 30 sworn officers or less and a medium-sized department is defined as 75 sworn officers or less. To accomplish this, one must look at the historical perspective of officer fitness, employee assistance, psychological screening for recruits, as well as incumbents, health issues, pre-employment medical screening, and longevity medical risk analysis programs.

This study will examine the factors that affect officer longevity, strength, endurance, mental fitness, nutrition, injuries, workmens' compensation cases, recovery time, and the development of standards and programs that are currently accepted in the fitness/wellness arena. A futures study will be developed from this information examining the issue of wellness programs in law enforcement that address management concerns.

Literature Review

A review of the available literature on the subject of physical/mental fitness, wellness, medical risks and their relationship to law enforcement officer performance, longevity, and standards revealed considerable information written on these topics. The purpose of this research scan was to focus and identify the elements and background material

leading up to the current status of fitness and the emergence of future trends. Programs reviewed were carefully evaluated and referenced away for potential use and some were rejected as unusable for the purpose of this study. The literary scan provided valuable information that will be discussed in more detail in the introduction material.

Historical Perspective

In law enforcement it is a management responsibility to ensure operational readiness for the public safety personnel assigned to protect the communities they serve. For many years these personnel have received academy training, inservice training, and professional schools that provide for the intellectual nurturing of up-to-date information and skills necessary to carry out the law enforcement mission; at the same time, management has left physical conditioning virtually nonexistent for veteran officers.[1]

During the last decade the number of serious injuries has risen, the number of workmans' compensation claims have continued to rise, leading to disability retirements, and the general fitness of our line police officers seems to be deteriorating.[2]

It is understood that the elements of the police officer's environment are not conducive to the maintenance of sound physical and mental health. The vacillation from sedentary to invigorating and from boredom to hypertense situations creates an extreme emotional and physical stress on

the police officer. Numerous studies suggest that heart disease, cancer, and suicide are substantially higher in the police industry.[3]

The research indicates the slow development of officer fitness programs. Physical fitness objectives have been designed to encourage working officers to maintain a fit lifestyle. Many programs have been proposed over the years, receiving a luke-warm reception by law enforcement personnel and police associations with only moderate support from police executives. The validity and effectiveness of these fitness programs, both from a job-related and legal viewpoint, are still subject to much debate. There are currently few programs that meet the legal test and formal standards are difficult to impose and virtually nonexistent for the veteran officer.[4]

Stress Impacts on Health

In 1988, 78 of America's peace officers were killed in the line of duty; and many others were seriously injured. It is not necessarily true that the peace officer's principle enemy is the burglar or armed robber. Rather, the major source of suffering and death for peace officers is the inability to cope with psychological stress. Psychologists are systematically compiling the statistics revealing that the rate of alcoholism, divorce and suicide is abnormally high in the police profession.[5]

Psychologists generally agree on the definition of psychological stress. A recent article indicates that stress is "the reaction by the body to a stimulus that is unpleasant." Dr. Roy Menninger, a well-known psychiatrist, equates stress with the "adverse affects" arising from "problems of living." Police psychologist William Kroes defines the problem as "the occupational pressures or burdens which adversely affect workers."[6]

Blue Cross provides the most comprehensive definition: "Stress is your body's physical, mental and chemical reactions to circumstances that frighten, excite, confuse, endanger or irritate you."[7] It is generally believed that too much stress over prolonged periods of time can be physically and psychologically damaging. An entire list of stress-related physical afflictions can be associated with emotional stress. "Stress may well be a greater cause of heart attacks than poor diet, smoking, and improper exercise combined."[8]

Stress can cause or exacerbate diabetes, low back pain, chronic fatigue, asthma, skin problems, ulcers, dandruff, headaches, hypertension, hyperventilation, sexual dysfunction and dozens of other disorders.[9] Stress can also alter the personality through chronic depression and drug addition/alcoholism. Stress can produce various forms of psychosis and neurosis, and ultimately lead to suicide. More peace officers commit suicide each year than are murdered.[10]

Psychological fitness and physical fitness are put to extreme tests in the rigors of police work. A major study revealed five sources of stress on the job: first, low self-esteem due to experiences of being feared, disliked, and unappreciated by law-abiding citizens. Second, constant exposure to the darker side of human existence. Next, courts are the cause of stress leading to cynicism and disgust with the system. A fourth source of stress is the flight-or-fight syndrome, called "boom stress," when the body pours adrenaline and other response hormones into the bloodstream causing tensing of muscles, dilation of pupils, constriction of skin vessels, deep breathing, pounding heart, and pressure on the bladder. The entire physiological system is thrown out of balance. An officer may frequently experience long hours of routine activity and boredom, and then without warning, the officer can be exposed to a dangerous or emotionally charged situation. Over the years this can adversely affect the mind and body. The last major stressor is the physical and social disruption brought on by shift work. Many aspects of human physiology such as body temperature, heart rate, blood pressure, respiration rate, and urinary excretion follow a 24-hour rhythmic pattern, referred to as the circadian rhythms.[11]

Workmans' compensation stress claims have more than doubled in the last five years. Each year, cities invest millions of dollars recruiting and training their police officers. Yet each year, these same cities lose millions of

dollars to mounting health-care insurance costs, to personnel depletion from the use of sick leave, and to reduced work output from police officers with serious physical and emotional disorders.[12]

Police agencies have attempted to attack the stress workmans' compensation problem by offering increased health-care benefits, generous sick-leave policies, and relaxed pension eligibility standards. Veteran police officers, however, continue to suffer a large number of physical and emotional ailments.[13]

Police Lifestyles: Fitness, Well-Being and Risk

Many studies have shown that a person's level of physical fitness is often the major determining factor in the level of his or her physical and emotional health. Yet, because of the nature of their jobs, police officers are often required to perform many hours of sedentary work. These hours, which do nothing to improve physical fitness, are often interspersed with short periods of intense physical exertion (the perfect opportunity for heart attack or stroke). This sedentary lifestyle along with poor diet, smoking, lack of exercise, and long hours has contributed to the poor levels of fitness for most police officers.[14]

The typical police officer's lifestyle, aside from contributing to deterioration of an officer's physical fitness, also causes them to suffer nutritionally. Most officers' diets are loaded with animal proteins and

nutritionally empty starches, fats and sugars. Studies show that overeating or poor diet leads to increased body weight problems, as well as contributing to the probability of heart attack, high blood pressure, arteriosclerosis, diabetes and cancer.[15]

According to recent studies, lifestyles adopted by police officers, because of the nature of their work, could be pertinent to the development of cancer. The digestive organs (esophagus, stomach, colon, rectum, liver, pancreas) were the most common sites of cancer among police officers. Other common sites were the respiratory and lymphatic systems. Increased risk of colon and digestive cancers have been found to be related to diet, indicating the importance of reducing fat intake and diet changes.[16]

Shift work is a factor, disrupting the body's biological clock and digestive cycle. Officers eat at unusual times of the day, ingest high fat, fast foods and few vegetables, and hurry their meals between stressful calls. Combined with this regime is the lack of exercise, also found to be associated with colon cancer.[17]

Stress adds to the problem by slowing down the digestive process and allowing waste products to stay in the intestines for longer periods increasing risk. Stress disrupts the regulatory systems of the body, and eventually affects all the bodily organs. It lowers the body's ability to ward off infections and disease by a process known as

immunosuppression (a lowered immunity to viruses and cancer-causing agents).[18]

Another risk factor found among police officers was cancer of the esophagus, determined by some studies to be associated with alcohol consumption and tobacco use. Kroes (1976) estimated that 25 percent of all police officers are dependent on alcohol as a stress reliever.[19]

Disability Costs

Disability claims continue to rise, and health-care costs soar; state, county and local governments are footing the bill for an inordinate number of disability retirements, workmans' compensation claims, and medical benefits that, for the last ten years, appear to be completely out of control. Millions of dollars are lost each year in a system that fails to recognize the value of lost employee productivity, manpower replacement, overtime, and morale of other employees.[20]

The California Highway Patrol (a large state law enforcement agency) has recently experienced a substantial increase in workmans' compensation system maintenance costs of 60 percent over the last five years. This experience is not unique to the CHP; it is a phenomenon occurring throughout all of California law enforcement (See Figure 1).[21]

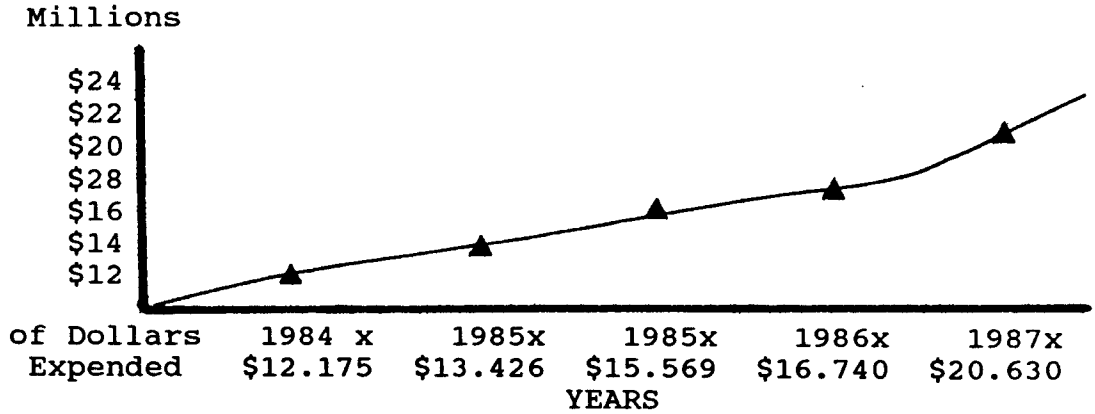


Figure 1. Workers' Compensation Uniformed Members Cost

Fitness Testing

High risk, physically demanding occupations (such as police work) are associated with high medical costs. The potential economic benefits of health assessment, disease prevention, and performance testing programs were evaluated on 4,480 members of the California Highway Patrol over an 18-month period, and these members were tested every six months. Programs of physical maintenance based on job-related physical demands and measured by validated tests can be an acceptable approach to maintaining health and verifying physical fitness. Reliable evidence of the cost-effectiveness of pre-employment health and physical performance and disease prevention programs is sparse, but the evidence that does exist is encouraging.[22]

Rising cardiovascular disease rates and disability costs prompted the CHP to initiate the Heath and Physical Performance Program (HPPP), which actually consists of two programs. The HPPP was designed to promote good health habits among CHP officers through health assessment and recommendations for modifying risk factors for chronic disease. The assessment consists of a health questionnaire and laboratory studies of health parameters. The Physical Performance Program (PPP) is a job performance evaluation program consisting of physical tests representative of typical work tasks. It was concluded from the results (increased measurable fitness connected to internal and external factors) of the CHP testing that a validated, job-related physical performance test, in conjunction with a health assessment and remedial training program can produce significant improvement in several health parameters, including systolic blood pressure, resting heart rate, physical fitness, and coronary heart disease. Furthermore, the findings indicate that a program of this nature can reduce medical disability and on-the-job injuries. This suggests that when health and physical performance parameters in a large department improve, injury rates and medical costs decline, though the decline in injuries and costs may trail the physiologic improvements by one or more years.[23]

Fitness Programs and Standards

The available research indicates the need for ongoing fitness programs for law enforcement officers. These programs may yield decreased absenteeism, fewer sick days, increased productivity, and an improved quality of life. Recent studies have shown that maintenance testing and fitness standards can improve the average fitness of police officers.[24]

California Peace Officers Standards for Training has defined police fitness as encompassing two categories: job-related fitness and lifetime fitness. Job-related fitness involves those components of fitness that enable the officer to adequately perform the physical tasks of being on the job. These components include power and speed, muscular strength, endurance, and neuromuscular coordination. A lack of conditioning in any of these areas of fitness can result in failure to apprehend the suspect or to cause serious bodily injury or even death.[25]

Lifetime fitness includes components of overall conditioning that directly relate to the performance of job duties. These areas include stress management, proper nutrition, cardiovascular conditioning, body composition, and flexibility. It is this category of lifetime fitness that will give the edge to officers in battling the primary physical disablers of law enforcement: heart disease, low back pain/injury, and stomach ulcers/digestive disorders.[26]

Fitness as an overall objective must begin the first day an employee is on the job and continue through his last day on the job. The effort must be made by both the agency and its personnel. The benefits are substantial to both the officer and the agency. Higher fitness levels could mean increased longevity, productivity, less sick time and fewer injury claims.[27] The success or failure of an officer's performance is directly related to his or her physical fitness capacity. Studies indicate that employees in good health tend to be more alert, active, and productive in their work.[28] An agency may even be liable for having an unfit officer on duty in terms of negligent retention, negligent assignment, negligent authorization of weaponry, failure to supervise, failure to train, and failure to direct the officer to maintain a sufficient status of health that can have a bearing on performance of duty in an emergency situation. A pro-active approach in this direction demonstrates a concern for the department's personnel.[29]

Screening For Fitness: Medical, Mental and Physical

Entry-level medical/fitness standards are necessary to ensure that candidates are free of any dysfunctions, physical and mental, prior to entry into the job. Complete medical screening, psychological, drug screening, blood work, and agility testing are mandatory in California. Current research indicates that incumbent standards should be developed to maintain minimal levels of physical and medical fitness. The

employment of fitness standards does not require officers to be in excellent or superior shape, but they do require that officers maintain an average level of fitness, which may prolong their life and make them more productive. Officers meeting the entry fitness requirements can be trained and motivated to continue maintenance of fitness levels throughout their careers. It is conceivable that veteran officers could be in better shape late in their careers. Physical fitness should be a component of an officer's total performance evaluation, thus emphasizing its importance to the officers career.[30]

Research Interviews

Several interviews were conducted with experts in the field of fitness/wellness in order to clearly identify and focus on the trends that may be emerging from the issue of police fitness. This would include pending sub issues, programs, incentives, or special technology being developed that may impact law enforcement in the future.

Research interviews were conducted with a police association representative, a police psychologist, a university physiologist (with research background in physical fitness), and an attorney specializing in workmans' compensation injury claims. There was strong consensus from these experts that officer fitness levels, in general, are poor and are getting worse. This is particularly true for officers with five or more years of service. In the opinion

of those interviewed, departments were not doing an adequate job of providing the programs necessary to accomplish the desired levels of fitness that address job-related tasks, cardiovascular endurance, weight control, nutrition, stress management and a host of other employee wellness issues. It was suggested that a program should consist of fitness standards, ongoing training that identifies the causes of disabling injuries, psychological support services, chaplain support, diet and nutrition counseling, financial counseling services, and fitness incentives.

Most departments are apparently unwilling to pay incentives for officers to remain in good physical condition, according to the workmans' compensation attorney, and by avoiding this issue of employee health it may be costing municipal governments millions of dollars in lost wages, medical retirement payments, a wealth of training knowledge, and officer replacement costs. According to the attorney, there is currently little effort to develop prevention programs by law enforcement administrators. The attorney stressed that adequate screening for entry level candidates and required performance standards are necessary to ensure the health of officers throughout their career. Total programs for wellness were identified by all the experts as a means of changing the declining health cycle that law enforcement appears to be in at this point.

Fitness Survey

In order to determine the existing state of police wellness programs in Northern California cities, a stratified random survey was conducted over the phone with police department representatives of 25 Northern California cities ranging in population size of 3,000 to 154,000 with sworn officer complements ranging from 8 to 187. The purpose of the survey was to determine the scope of fitness/wellness programs commonly being used by law enforcement agencies, as well as any plans being considered for future development of these programs.

Wellness is defined as a program that addresses the individual physical fitness needs of employees, nutrition classes, medical screening/yearly physicals, employee assistance programs, stress reduction, risk analysis and psychological assistance for officers and their families. After agency respondents were given the above definition of wellness, the following questions were asked:

1. Does your police agency have a current wellness program? Explain.
2. If your police agency does not have a wellness program do you plan to have one in the future?
3. Does your police agency have a current physical fitness program?
4. Does your police agency have a current nutrition program?
5. Does your police agency have a current incentive program?
6. Does your agency have a current psychological program?
7. Is your agency wellness program mandatory or voluntary?

Survey Findings

The findings are broken down according to city population as follows (see Appendix E):

A. City populations between 3,000 - 20,000.

B. City populations between 20,000 - 45,000.

C. City populations between 45,000 - 160,000.

The findings of this stratified random survey indicate that there is currently great diversity and variety in the programs being offered by the departments contacted.

Although many police agencies surveyed stated that they had a wellness program, in reality, based upon the survey definition of wellness, the majority of police agencies surveyed did not have a true wellness program. What many of these cities surveyed did have were fragmented fitness programs. For instance, some departments have only an annual physical fitness test, with no other fitness support systems. Others had extensive physical fitness testing and workout programs, but they only offer psychological help for traumatic work incidents; they have no nutrition training programs and no psychological referral support systems for daily stress related to marriage, children, finances, drugs and alcohol abuse. A few of these program were mandatory but most were voluntary. The findings seem to indicate that only four of the 25 departments surveyed have a true wellness program, based on the survey definition. Five of the departments

surveyed had no plan and anticipated no future plan. Of the departments surveyed, only four departments offered incentives for officers to maintain fitness. Six departments offered nutrition classes or training, and only three departments had no psychological system for their officers. Fifteen agencies had physical fitness programs ranging from mandatory testing along with exercise to voluntary testing and incentive programs.

Objectives

The objective of this research project is to focus on the possible future impacts that wellness programs will have on law enforcement agencies by the year 2000. This study will examine the role and relationships that this issue will have in small-and medium-sized police departments including the plans necessary to recruit and maintain a quality work force. It is hoped that the information and plans identified in this study will benefit and reinforce the law enforcement mission.

Through the use of futures research, this project will identify trends and events and evaluate their impact on the issue. From this data, the group will develop a scenario to aid in understanding what could happen with this issue in the future. The group will prepare a strategic plan and implement it to deal with the issue. The group will develop a transition management plan to allow the strategic plan to best address the emerging issues and sub-issues.

PART ONE

A FUTURES STUDY

HOW WILL THE ISSUE OF MANAGING LAW ENFORCEMENT WELLNESS PROGRAMS BY THE YEAR 2000 IMPACT SMALL-AND MEDIUM-SIZED POLICE AGENCIES IN CALIFORNIA?

STRUCTURING THE ISSUE

The first objective of the research project is to factor and study the general issue using futures research methodologies. The general issue is stated as follows: How will law enforcement executives manage wellness programs by the year 2000 in small-and medium-sized police departments? The issue was structured by considering related issues from the past and related issues that might emerge by the year 2000. The issue will develop through various brainstorming exercises with law enforcement and private sector professionals as well as person-to-person and telephone interviews with people involved or associated with the research issue. An extensive review of current and past literature will be conducted. Sub issues will develop by brainstorming with police officers, fitness experts, supervisors and law enforcement administrators. Past sub issues were identified as follows:

1. Increased numbers of workers' compensation cases resulting in early officer retirements.

   A. Physical injuries.
   B. Increase in cardio-vascular disease.
   C. Emergence of psychological stress related injuries.

2. Psychological screening for all police officer candidates.

3. Emergence of physical fitness in police academy curriculum.

4. Study of job-related fitness standards.

Sub issues emerging in the present were screened and identified as to their relatedness to the general issue.

1. Wellness programs currently being developed to deal with holistic fitness for police officers.

2. Psychological screening is the current law for entry level officers.

3. Stress reduction and nutrition classes.

4. Physical fitness programs tied to incentives.

Identification of potential sub issues that could emerge in the designated future of this study. These issues were selected based on their potential impact on law enforcement by the year 2000. They were identified as follows:

1. Will programs developed reduce workmans' compensation claims and increase levels of fitness industry wide?

2. Will psychological service and counseling programs be packaged as employee assistance benefits?

3. Will drug screening for all employees in law enforcement be the accepted practice? To what extent?

4. Will law enforcement have the resources to pay for the medical and scientific technology necessary to combat stress and other work related injuries?

5. How ill management deal with a shrinking work force pool, less male dominated and more aware of personal rights, in relationship to wellness programs?

6. Will police departments be accepting the responsibility for employees well being, psychological/psychological wellness? What will the budget considerations be?

METHODS

The following research methodologies were used to develop and evaluate information related to the issue being studied:

1. Literature search
2. Brainstorming
3. Interviews
4. Futures wheel
5. Survey
6. Nominal Group Technique (NGT)
7. Trend identification and forecasting
8. Event identification and forecasting
9. Cross impact analysis of trends/events
10. Development of future scenarios

The literature review consisted of a scan of relevant sources in books, periodicals, manuals, journals, newspapers, POST Command College Projects, and other documents related to the issue.

A futures wheel was constructed using the STEEP method (an acronym for Social, Technological, Environmental, Economical and Political) to categorize and structure information relating to the issue and sub issue (see appendix G).

Interviews were conducted with persons who were either involved with fitness programs or had professional training in fitness, physiology, medicine, and psychology. Others interviewed included law enforcement executives, supervisors, police officers, police representatives/attorneys, a workmans' compensation attorney, a city personnel analyst, and elected officials.

Trend Identification

Nine experts were invited to assist in a Nominal Group Technique (NGT). This group discussed and evaluated the general issue. The group was composed of experts from varying professions chosen for their background and training related to the issue. The following reflects the group make-up: police chief, assistant chief of the CHP, city personnel analyst, police sergeant/fitness advisor, police academy training officer, psychologist (specializing in police fitness for duty), university physiologist, city recreation director, police association representative.

The group was assembled and the process was explained in detail. An explanation of the general issue was given in order to evaluate relevance of trends and events that would ultimately follow. Background information was shared with the group to enhance the formation of trends and events relating to the issue. The definition of a trend as a consistent tendency or pattern of events over a period of time was shared with members of the group. Trends were brainstormed by the group and written out by a scribe and placed on large paper visible to all participants. Each group member was asked to write down as many trends as possible on 3" x 5" cards; and each member in rotation listed a trend on the large overhead paper from their lists. This process continued until all trends were listed from the group members lists. The

composite list of trends was evaluated by the group; and any additional trends were added at this stage. A review and discussion was conducted to determine validity of the trend to the list, insuring that the trends were relevant to the issue according to the operational definition that was presented to the group.

The NGT process developed a list of 34 trends relating to the issue (see Appendix A). For the purpose of clarifying and defining, trends were combined with like trends until each group member was satisfied with the results of the list. Members were each asked to pick the top five trends they felt were most important to the issue statement by writing the trend number on a 3" x 5" card. The trends receiving the most votes remained on the list; and the group settled on the final list of approximately 16 trends. From this list, members were asked to evaluate (for the purpose of strategic planning) the value of a good long-range forecast of these trends. A screening form was used to rate trends according to their value to the issue. This form asked the rater to evaluate the trend as priceless, very helpful, not very helpful, or worthless. Trends getting the most votes in the priceless or very helpful category were kept on the list as having the most impact on the issue. Approximately 10 trends remained in the top two categories. The members then selected, by voting, the top five trends most likely to have impact on the issue in the future. The top five trends were as follows.

1. Agency responsibility for wellness of employees, including fitness incentive programs.

2. Establish standards for levels of fitness, screening and monitoring.

3. Counseling/awareness management of stress-related dysfunctions.

4. Availability of health information (smoking, exercise, diet/nutrition) technology applied to wellness.

5. Health costs to personnel and local government.

Following the selection of the five most significant trends, the members were asked to evaluate where they felt each trend was five years ago, where it is today, and where it will be in five and 10 years from now. The NGT members were advised that if each trend were 100 today (1989), what would the value be five years ago (1984), five years from now (1994) and 10 years from now (1999) using a maximum of 500 for these projections. A nominal level (will be) and a normative level (should be) was given in trend projections of five years from now (1994) and ten years from now (1999). The nominal level is defined as what the anticipated or most likely projection "will be" if no corrective action is taken and responsible, long-range planning is ignored. The normative level describes the estimated projection possible in a responsible world, what the world "should be" (see Trend Statement, Table I).

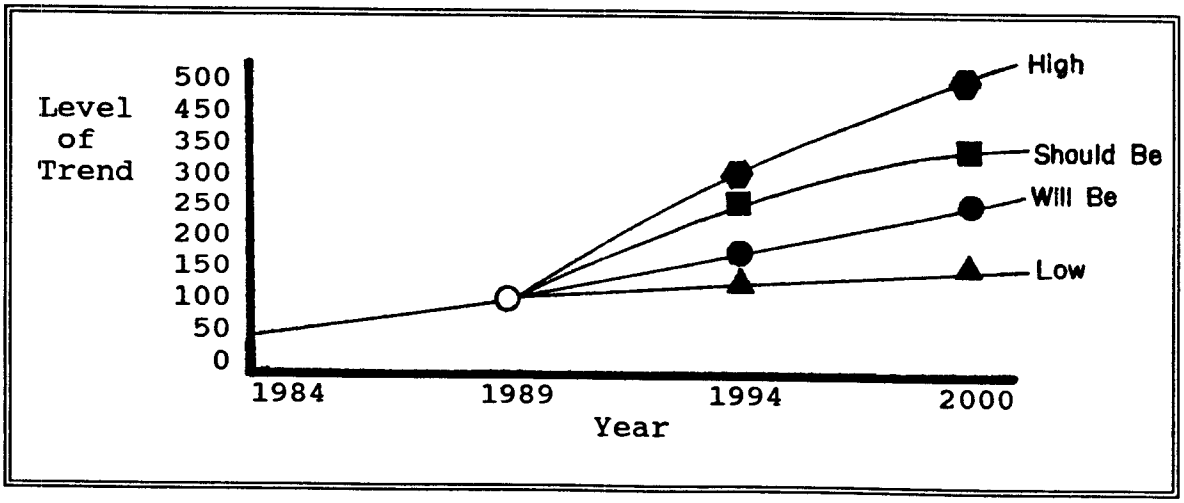
TABLE I - TREND STATEMENT

Trend Statement	Level of the Trend Today = 100 1984	1989	1994	1999
1. Agency responsible for wellness/fitness incent.	40	100	a 160 b 250	a 250 b 350
2. Enforcing standards - screening/monitoring	45	100	a 205 b 325	a 310 b 350
3. Counseling/mgmt of stress related dysfunctions	45	100	a 148 b 325	a 315 b 325
4. Availability health info/ technology to wellness	50	100	a 200 b 325	a 295 b 325
5. Health costs: Personnel & local gov agency workforce	63	100	a 350 b 260	a 318 b 288

a = Nominal: "will be" if world continues as is.
b = Normative: What the world "should be."

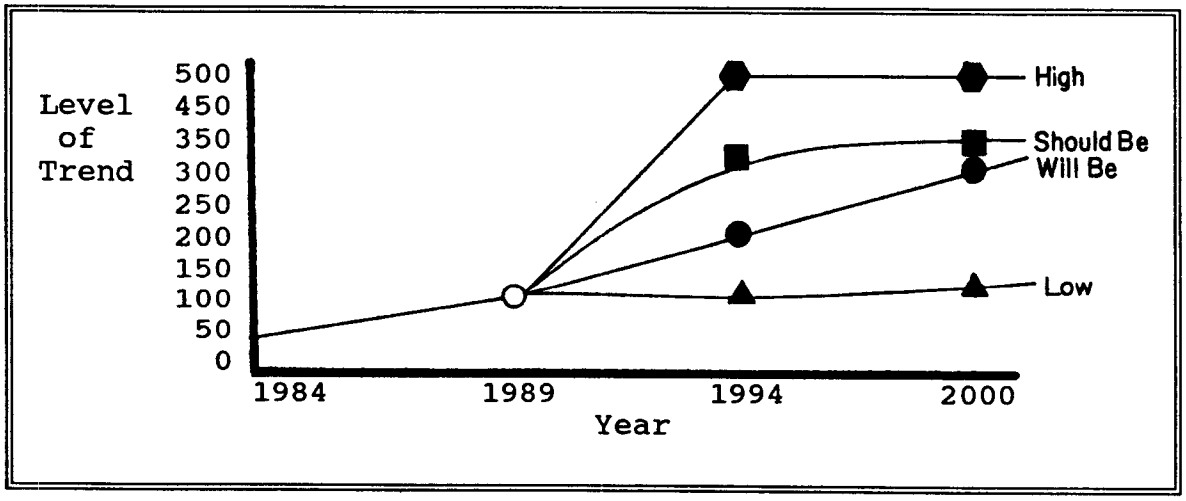
Trend projections including estimates of trends levels for five years ago (1984) to the year 1999 will be shown and discussed in the following graphics.

Trend I Agency Responsible for Wellness of Employees/Fitness Incentive Programs



Trend - 1 The NGT group saw this trend coming from a relatively low median of 40 in 1984 to a median increase of 250 by 1994, with a high by at least one member of 300 and a low by another member of 120, indicating that the agencies "should be" taking a much more active role in this issue in the next five years. The trend is seen to increase to a high of 500 by one member, with a median range of 350 and a low estimate of 150 by the next 10 years. Overall, the trend range is being predicted to increase in the next five and 10 years. Thus, the group expects to see future police agencies more proactive in implementing total wellness programs with incentives for employees. The group considered this a very important trend in reference to the issue.

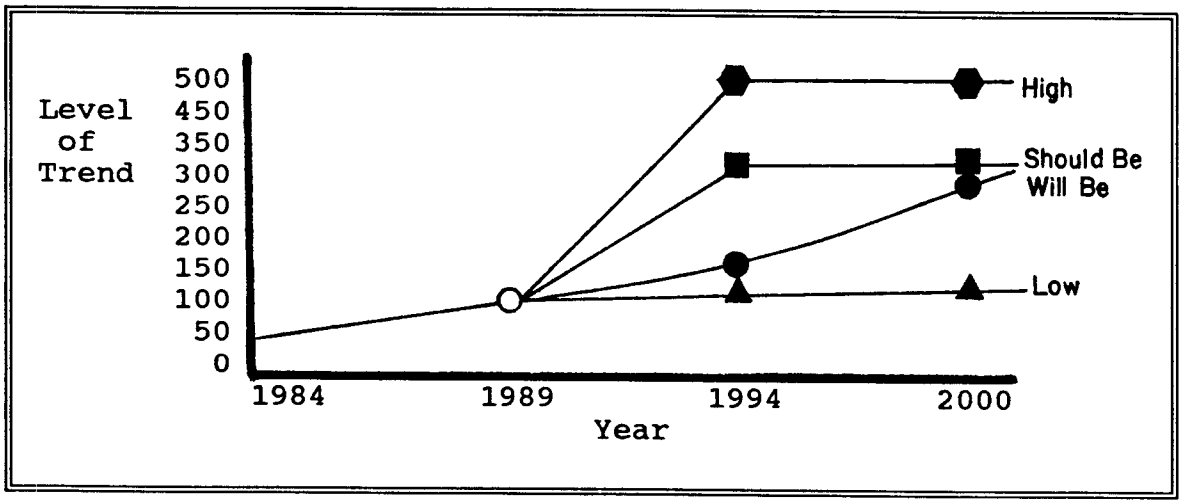
Trend - 2 Enforcing Fitness Standards/Screening Monitoring New Hires and Incumbents



Trend - 2 The NGT panel expects this trend to increase substantially over the next 10 years, with public safety

agencies adopting mandated policy standards of fitness for continued employment. The data indicates a low range of 110 in five years and 120 in 10 years to a high range of 500 in five and 10 years. The assumption of the group was that the police departments will need to establish standards and enforce them over time if any level of police fitness is to be attained from entry to retirement. The median numbers are seen to increase the most in the next five years to 325 and 350 by 1999 in the "should be" normative mode. The graph above also shows an increasing level of this trend in the "will be" exploratory mode as it reaches a median of 205 in 1994 and a median of 310 in 1999.

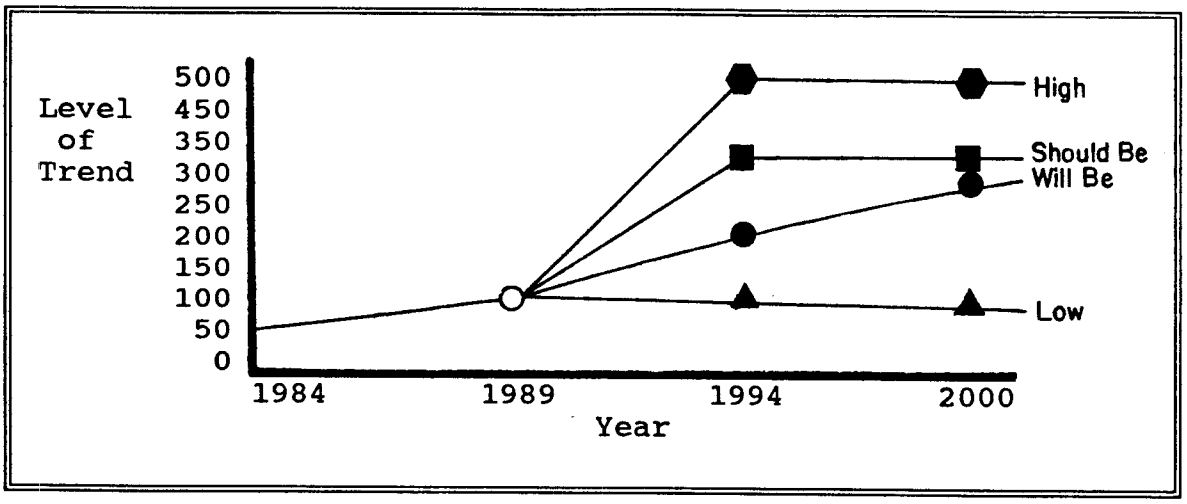
Trend - 3 Counseling/Awareness - Management of Stress-Related Dysfunctions



Trend - 3 The group determined that this trend was an important change occurring in law enforcement agencies with levels ranging from highs of 500 in five and 10 years to lows

of 45 in 1984, to 120 in 1994 and 130 in 1999. These figures give this trend a median range of 325 for five and 10 years in the normative future. The trend range was estimated by the group from 148 in the five year forecast (1994) and a sharp increase in the 10 year forecast (1999) to 315. The group believes that the trend "will be" only slightly higher in the five year future but will increase to progressively high rates in the 10 year forecast. It was felt that the forecast "should be" much higher in five years leveling off in 10 years. This means that counseling and awareness programs are non existent or very nominal in most agencies, but they should be much higher. This trend is not likely to increase in the five year forecast, but it was predicted to rise in the 10 year forecast. It was felt by the group that stress is an increasing cause of officer illness and job dissatisfaction, and departments would be forced to plan for future counseling and treatment of stricken officers and their families.

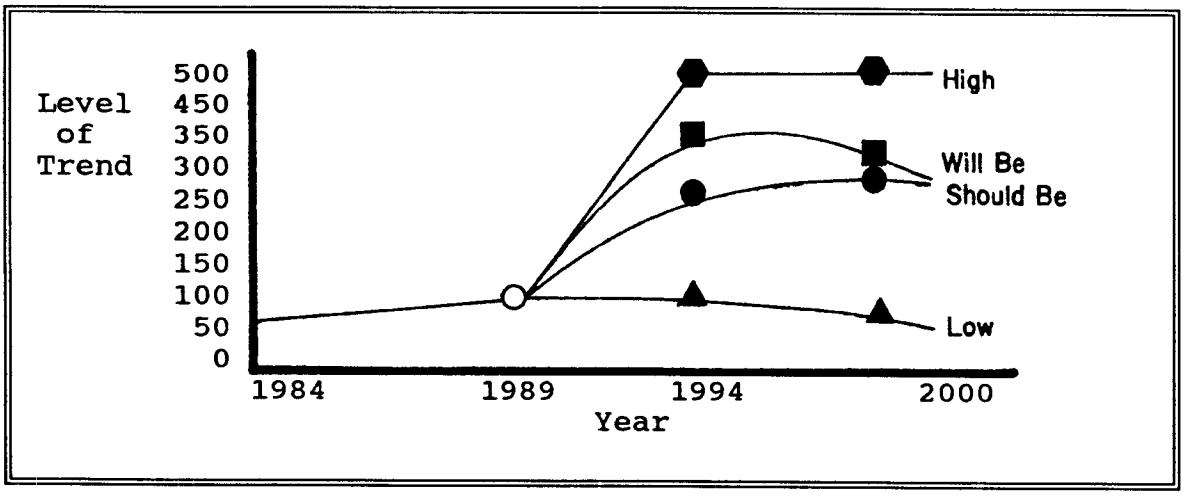
Trend - 4 Availability of Health Information (Smoking, Exercise, Diet, Weight Control) Technology Applied to Wellness/Fitness



Trend - 4 The panel had quite a diverse view of this trend. The range of scores indicates a high of 500 in five years and a low of 100 (no change) dropping slightly by the year 1999 to a low of 90 and a high of 500. The forecast for the exploratory mode shows a steady increase from 50 in 1984 to 200 in 1994 and peaking at 295 by the year 1999. The technology and information will be used to aid departments in developing wellness programs designed to meet a variety of employee styles and needs. One descending opinion from the group was that people will continue to ignore information about stress reduction, diet/nutrition, and health enhancement programs. The normative mode is desired and attainable as indicated by the median range score of 325 by the year 1994 then leveling off to 325 through the year 1999. If this

occurs, the information and technology available in this future will be maximized to the full potential of wellness programs.

Trend - 5 Personal Health Costs/Government Health Costs/Aging Workforce



Trend - 5 This trend is being forecasted to a median range of 350 in the exploratory mode in 1994 and lowering slightly to 318 by the year 1999. The panel predicted lower levels in the normative mode, 260 by 1994 and 288 by 1999. Health costs could drive police departments in the future to mandatory wellness programs to lower health insurance costs, workmans' compensation costs, and self-insurance programs. Some members felt that aging of the work force and personal health insurance costs will be a factor contributing to the need for a healthy, stable work force. The low range 100 in 1994 and 75 in 1999 indicates that this member believes the

trend will not be any more important in 1994 than it is today, and it could be of less importance 10 years from now.

Event Evaluation

An event can be defined as a single verifiable occurrence that could alter the course of trends. The NGT group was asked to identify events in the same manner in which they identified trends. Events were selected based on their relevance to the issue: managing law enforcement wellness programs in small-and medium-sized police departments by the year 2000.

During the NGT process, the panel identified 25 events (see Appendix B). The group selected five events that they thought would be most critical to the issue. The top five events were as follows:

1. Gang and drug wars reach overwhelming proportions causing a state of emergency.
2. POST requires absolute minimum physical fitness standards to be stated in law enforcement job descriptions on a statewide basis.
3. Mandatory fitness programs.
4. Court case decisions determine physical and mental fitness.
5. Wellness programs adopted by a majority of law enforcement agencies.

The NGT was given an Event Statement Form (see Table II) and asked to predict on the form the earliest year that the probability of the event first exceeds zero and the probability of occurrence within five years (1994) and 10

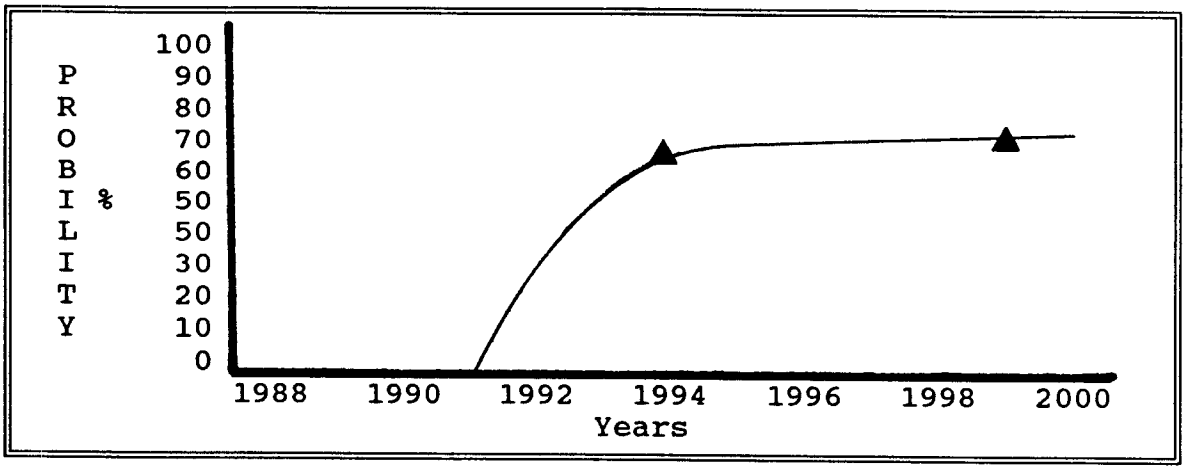
years (1999). The group was asked to estimate the positive or negative impact on the issue if the event should occur. The median was used in calculating the probability and impacts of each event.

TABLE II - EVENT STATEMENT

EVENT STATEMENT	Probability Year Zero	1994 5 Yr 0-100	1999 10 Yr 0-100	Impact on ISS Pos	Neg
Gant & Gang Violence State of Emergency	1991	65	70	+3.5	-5.5
Statewide Fitness Standards	1993	40	75	+6.5	-4.5
Mandatory Fitness Programs	1990	38	70	+6.5	-2.5
Court Case Law Require Police Fit.	1991	25	70	+6.5	-3.0
Wellness Programs Adopted by Maj. L.E.	1995	30	38	+7.5	0

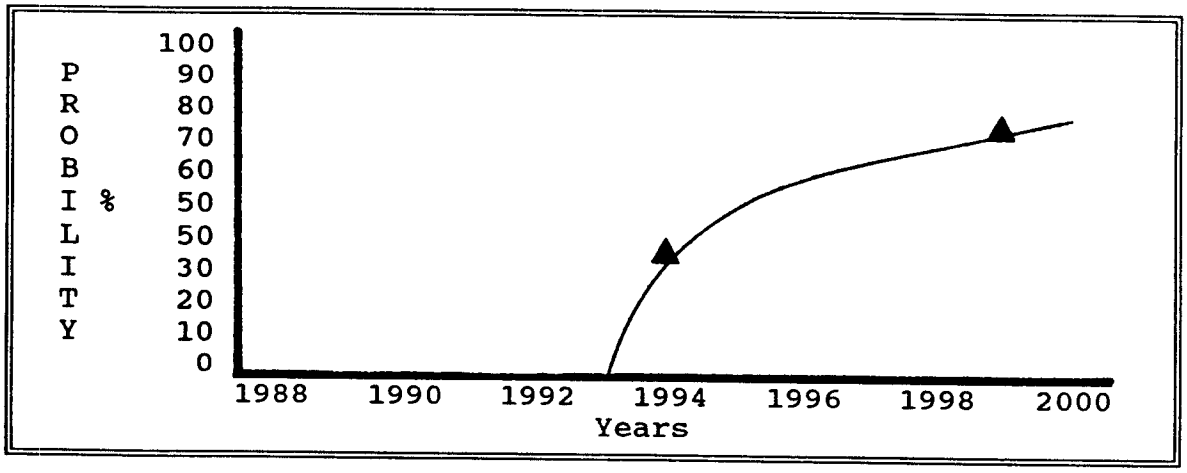
The following graphs will represent event probabilities as predicted by the NGT panel and include the year that the probability first exceeds zero and the probability of occurrence by 1994 and the year 1999. Indicated on the graph will be the positive or negative impact on the issue if the event actually occurs.

Event - 1 Gangs, Drugs, and Violence Cause a State of Emergency for California Law Enforcement



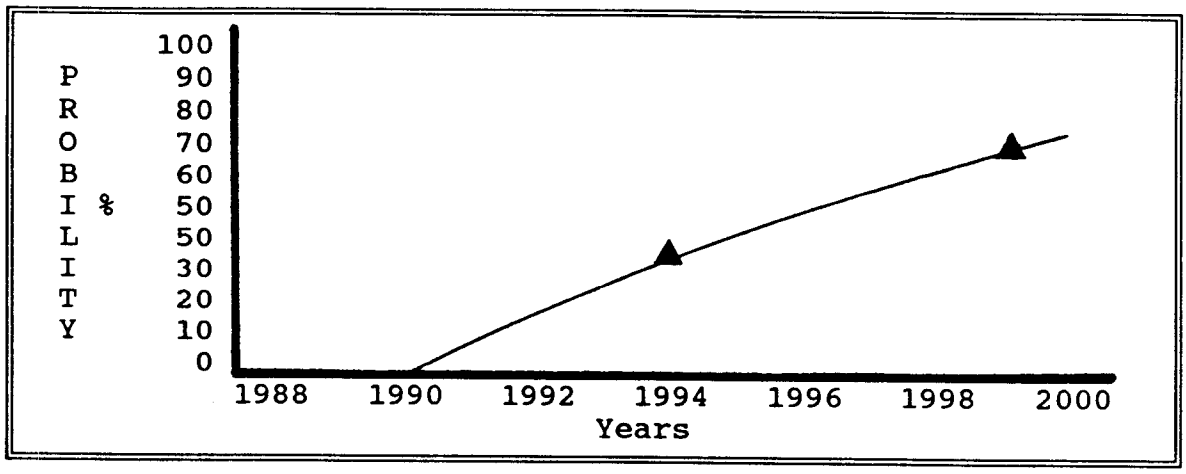
Event 1 This event was seen as having 65 percent probability of occurrence within the next five years, with the earliest possible occurrence in 1991. The probability increases to 70 percent by the year 1999. The group concluded that this event had a strong probability of occurring in the next five years and would increase the need to have physically and mentally fit police officers. The event would impact law enforcement to such an extent (increasing work-related stress and difficulty in recruitment/staffing) that it may be the driving force causing changes in law enforcement fitness programs for agency survival. The group felt this event would be a 5.5 in negative impact and a 3.5 in positive impact. The positive impacts would result in significant changes in fitness requirements and ongoing wellness maintenance programs.

Event - 2 Statewide Fitness Standards (Required)/Absolute Minimum Standards in Job Descriptions



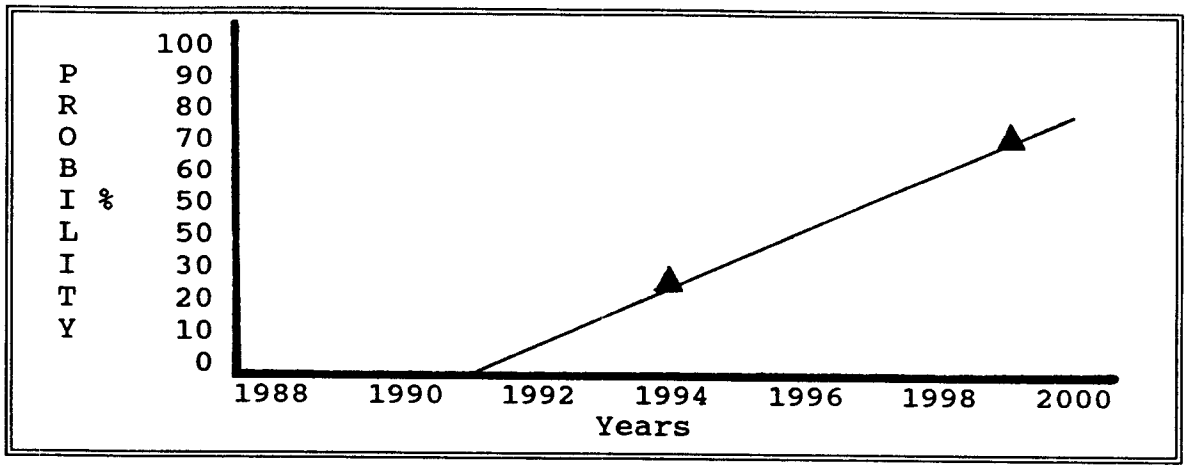
Event 2 The forecast for this event was that it will have a 40 percent probability of occurrence in five years (1994) and a 75 percent chance of occurrence by 1999. If this event did occur, the group felt that it would have a positive impact on the issue (+6.5) and a small negative impact (-4.5). It was determined by the group that standards would be very slow in coming in 1994 and would double in probability by 1999.

Event - 3 Mandatory Fitness Programs



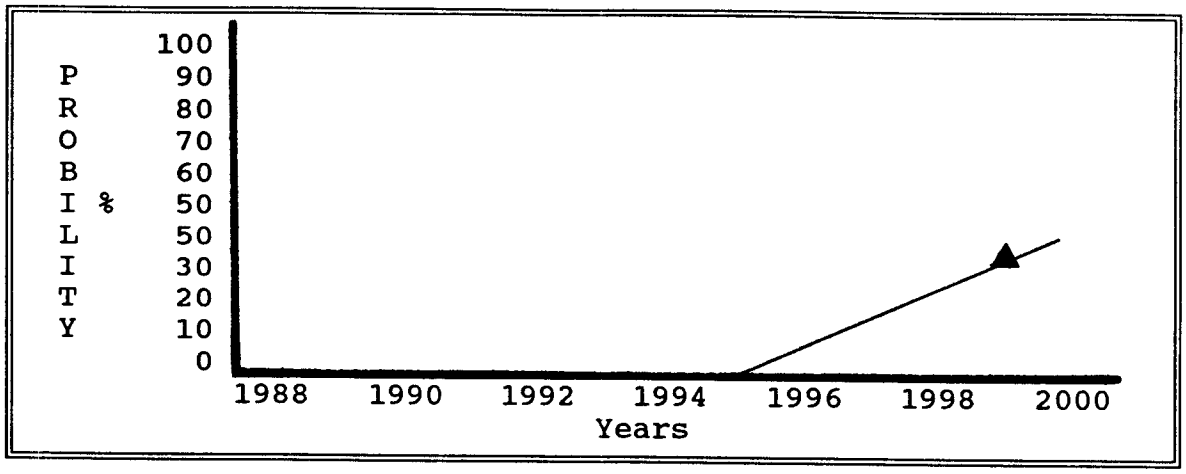
Event 3 The forecast for this event was a 38 percent probability of occurrence by 1994 and a 70 percent probability of occurrence by 1999. The NGT panel felt if the event occurred, it would need legislative support and some funding to aid in implementation. The impact of the event on the issue was generally considered positive (+6.5). The negative impact, seen as low (-2.5), was thought to be the same as any mandatory program destined to failure due to lack of administrative support or employee support and possible poor funding or administrative direction.

Event - 4 Court Cases Require Minimum Levels of Police Fitness (Physical/Mental)



Event - 4 The event was forecast as having a 25 percent probability of occurring by 1994 and a 70 percent probability of occurrence by 1999. It was further predicted not to occur prior to 1991. This event was said to have a positive influence on the issue (+6.5), and the negative (-3) was determined based on a minority NGT group opinion that court-ordered programs are often received with less-than-enthusiastic results. It was felt that these court mandates would create some financial problems for agencies. It was also felt that the event would get bogged down by an already over burdened court, causing further delays of good programs. The probability of occurrence is minimal by 1994, but those chances are increase considerably by 1999. It was forecasted that most wellness programs could be mandated in 10 years.

Event - 5 Wellness Programs Adopted by a Majority of Law Enforcement Agencies in California



Event 5 This event received the lowest probability of occurrence of all the events forecast. It was predicted by the NGT that the event would not occur before 1995, leaving the five year probability (1994) very unlikely. The event was given only a 38 percent probability of occurrence in the entire 10 year forecast. The group believed that wellness is not clearly defined as to its costs and benefits, and so agencies may not be willing to adopt total wellness programs without some employee or court intervention.

CROSS-IMPACT ANALYSIS

The next step in the nominal group process was to compare the impacts of events to events and events to trends. The group was asked to use a cross-impact analysis form (see Table III) to aid in determining the relationship of events and trends. A numerical value was used to determine the

probability of occurrence of events and trends if a certain event did actually occur. The question asked of the NGT was if this event actually occurred, what would the new resulting probability be for the other events and trends? The value of an event impact could range from a +100 percent to a -100 percent. The following is a chart of the group effort rating the impacts of events and trends if certain events did in fact occur.

TABLE III

CROSS-IMPACT ANALYSIS

Suppose the event below occurred. How would level of T's be affected if the Event actually occurred? How would the Prob. of E's be affected?

	E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5
E-1	xx	+20	+20	+ 5	+12	none	+ 5	+15	none	+ 5
E-2	none	xx	+28	+10	+32	+50	+50	+ 5	+20	none
E-3	none	+15	xx	+ 5	+10	+40	+45	+ 5	+25	none
E-4	none	+10	+20	xx	+40	+50	+2	+ 5	none	none
E-5	none	+ 5	+5	+ 3	xx	+70	+50	none	none	none

Event 1 Gang and Drug Wars Reach Overwhelming Proportions
Event 2 Statewide Fitness Standards
Event 3 Mandatory Fitness Programs
Event 4 Court Cases Requires Levels of Fitness (Mental/Physical)
Event 5 Wellness Programs Adopted by a Majority of Law Enforcement Agencies

Trend 1 Agency Responsible for Wellness of Employees, Fitness Incentive Programs
Trend 2 Standards - Screening and Monitoring
Trend 3 Counseling/Awareness - Management of Stress Related Dysfunctions
Trend 4 Availability of Health Information (Smoking, Exercise, Diet/Nutrition)
Trend 5 Health Costs Personnel/Government

The events and trends were placed into two categories by comparing the impacts of an event on each event and trend, determining their interrelationships with one another. The question asked of the group was to predict if the probability of each event and trend would increase or decrease if the

event actually occurred. The two categories were noted as either "actors or reactors" as follows:

Actor Events

Actor events were identified by calculating the number of hits in each row having impact or an effect on events or trends. Events with higher totals in the rows were actor events. These events with higher totals should be the primary targets of any policy action. The actor events in order of importance are as follows:

E-1 Gang and drug wars reach overwhelming proportions
E-2 Statewide standards required
E-3 Mandatory fitness programs
E-4 Court cases requires minimum police officer fitness (physical/mental)
E-5 Wellness programs adopted by a majority of law enforcement

Reactor Trends and Events

The events and trends in the cross-impact analysis matrix were identified as reactors by calculating the number of hits in the columns. Those with the highest number of hits were considered reactors because they most frequently reacted with actor events. The descending order of actor events or trends is as follows:

T-2 Standards - screening/monitoring
T-1 Agency responsible for wellness of employees/fitness incentive programs
T-3 Counseling/awareness - management of stress related dysfunctions
E-2 Required statewide standards
E-5 Wellness programs adopted statewide
E-4 Court cases requires levels of fitness
E-3 Mandatory fitness programs

The event identified as the most likely to occur (with a 75 percent chance) in 10 years was Event 2 (Mandatory fitness standards statewide); this also resulted in the most reactions from other trends and events. These reactions were seen as positive in most cases. It was predicted to influence Trend 2 (Standards in agency) and Trend 1 (Agency responsible for wellness of employees) by an increase of 50 percent in both trends. This indicates that if statewide standards are required (and according to the group they are likely by a 75 percent probability by the year 1999), it will likely influence police agencies to develop wellness programs for all employees, and strict standards of fitness will be enforced.

SCENARIOS

Three scenarios were created using the forecasted projections from the data obtained in the event and trend cross-impact analysis and event/trend evaluations from the NGT panel. Scenario writing is used to create future forecasts in story form with the anticipation that they will aid in the management's understanding of issues. This allows the scenario writer to plan for two futures: one desired and one not desired.

Exploratory Mode Scenario

In this scenario, the writer attempts to develop and describe the future evolution or outcome of current forces in motion. Using the "play out" variation, it permits the writer

to use only current forces and existing policies that would affect the future.

The Scenario: It is 1999 and many of the small-and medium-sized police agencies in California have already been forced to disband. This was due to the widespread failure of law enforcement management to recognize the increase in work-related injuries, workmans' compensation claims, and stress problems that were just beginning to emerge in the late 1980s and early 1990s.

Job stress and work-related injuries began to rise to epidemic proportions. Drug pushing and gun-wielding street gangs have organized and franchised to create a climate of fear and violence, making police work one of the most hazardous professions mentally and physically in the country. Small-and medium-sized police agencies in California failed to anticipate the changes necessary to prepare and maintain their police forces for the rigors of law enforcement. The cycle of injury and workmans' compensation stress claims have crippled small departments due to a lack of manpower and resources. They grew unable to deliver basic public safety service to their communities in an efficient cost-effective manner. Only the large police agencies could begin to absorb the expensive implementation of programs and fitness standards now mandated by order of the court. Larger agencies offering better salaries, benefits, and working conditions have been raiding these smaller agencies of their experienced personnel for the

past five years. Cities that once had their own departments are now vulnerable to the criminal element that once existed only in the urban ghetto. If only the cities had seen the real situation in 1991, things would be much different now.

Normative Mode Scenario

In this mode, the scenario writer takes a moral or ethical stand on the final outcome (or the path leading to it) and seeks to show that the future developments described can be linked back to the present. The variation used (desired and attainable) assumes that the path or the outcome being sought is not only good but has some probability of being achieved.

The Senario: The future seemed very bleak back in 1989. Gangs selling drugs developed strong organizations and began franchising a violent and terrorist way of life. California became particularly susceptible to this rage because of large market potential, diverse population, economic gain, and control of large areas of northern, central and southern California. The drug problems began to focus out of control by 1991 as record increases began to occur in most communities. Law enforcement manpower levels began to drop to all-time lows as a result of increased injury to officers and stress-related disabilities, leaving cities without adequate staffing to ensure public safety.

The California Legislature in cooperation with the Commission on Peace Officers Standards and Training began a

new program to implement a more rigid and required fitness standard for entry level and incumbent peace officers. These standards were adopted by all police agencies in the state. This new standard, along with state assistance for implementation, brought forth many new innovative and progressive programs that began using the wellness/holistic concept to include the mental, physical, and financial needs of peace officers.

The fear that California law enforcement would deteriorate from within (due to an aging workforce and accelerating workmans' compensation claims) never quite materialized as predicted in the early 1990s. Laws were enacted to correct the workers' compensation problems. Aggressive recruitment, as well as the development of new programs to incorporate many new aspects were put together. These new aspects included moving peace officers to civilian status jobs, incentive pay for fitness, nutrition classes, weight standards, and yearly medical screening for duty (developing programs to discover early illness or injury susceptibility in officers). Rigid fitness standards were developed along with continued medical and psychological screening of new officers with implementation of wellness programs offering incentives to officers for maintaining good health and conditioning that included early intervention programs, technological advances in medical diagnosis and aggressive screening for all promotions or change in assignments. A drastic change in the

thinking of police managers began moving the police officers to a more physically and mentally fit condition.

It is 1999 and we look back on the early 1990s which preceded the prefitness/wellness programs of today, and can only guess why cities and counties did not realize the potential of prevention sooner. The system was not functioning and became a disaster of runaway injury claims, law suits, and stress problems. This began to deplete the shrinking workforce, and it deprived taxpayers of safe minimum levels of public safety services. An organized, cooperative effort of legislative, judicial, state and local government, municipal employee groups, and law enforcement organizations are now enjoying the best of times. Healthier, more productive officers are reducing costs and qualifying many cities for special incentive cash rebates for five years of reduced injury and workers' compensation claims.

Hypothetical Mode Scenario

In this scenario, an alternative path of development or outcome occurs by manipulating elements of the database but does so in an impartial, "what if" spirit. The principal variations are worse case, best case, odd case, and random case mode.

The Senario: It is 0900 hours, Wednesday, October 19, 2001 and time to muster the mid-day watch for afternoon assignments, briefing and training simulations. It's funny how certain days evoke thoughts of the past. Ten years ago I

was a young rookie just out of the police academy, taking my first job in a small department in Northern California. I distinctly remember my excitement and anticipation of this new job. I had some difficulty passing all the new requirements being mandated by the courts, but I worked very hard and managed to get hired from the recruit pool established by the State of California. After two years in my first department, I was reassigned to a larger police department in the Bay Area.

The year was 1993, and the drug/gang problems had begun to escalate as predicted, causing large numbers of police officers to exit the workforce due to injury, death, or stress. Long hours and high risk became the common denominator for those who remained on the job. Local governments all over California had become overwhelmed, in a state of siege, by violent organized gangs. Small police departments became non existent due to the inability of state hiring pools to fill their manpower needs before filling larger urban department demands.

The politicians and local government managers should have paid attention to the growing list of recruitment retention problems related to fitness, both physical and mental, in the early 1990s. This attention and a deliberate effort may have been able to save civilian controlled police forces in California.

As of 1995, I've been an active member in the State of California Police Regional Northern Unit based in the Bay Area. The Regional Police Unit is organized in a quasi-military structure, which is divided into four strategic geographical areas. A common cause of this organization is to preserve life and property, enforce the laws, and maintain order. Jurisdictional problems and territorial infighting have dissolved because of the role of the state police force. This organization exists because small cities were unable to man their departments, and regional recruitment advantages caused the legislature to take steps to authorize the formation of the new state police regions. Consolidation of funds allowed the standardization of salaries and benefits for employees. Standards in fitness and incentives increased the officer levels of fitness. The state force has the flexibility to offer a wide variety of exposure to its members, allowing only limited duty to high crime areas on temporary term assignments with full care health, fitness, and nutrition programs for members and their dependents.

Thinking back on it, I guess it's good that the changes did occur; now everything is equal in terms of resources, manpower allocations, pay and benefits, fitness requirements, duty assignments, and work-related rules and procedures. At any rate, I can't complain, women weren't considered fit mentally or physically for police work in the late 80s and early 90s. Now, in just 10 short years, I've completed my

PART TWO

STRATEGIC MANAGEMENT

Strategic planning begins with the formulation and implementation of decisions controlling an organization's future. This process is vital because it allows an organization to adapt to an ever-changing environment. Strategic planning techniques enable managers to estimate the long-term impact of present decisions, plan the role of an organization a specific number of years in the future, and develop strategies and negotiate plans with critical stakeholders by which the organization may influence its future or adapt itself to the expected future. [31]

Environmental scanning can identify important emerging issues that may constitute either threats or opportunities. This process helps organizations allocate their resources in a way that anticipates and responds to changes in the external environment.[32]

To this point, futures have been projected by comparing likely trends and events to allow the development of several possible scenarios. This process identified potential relationships of sub issues to predicted future forecasts, enabling the writer to examine the forces internally and externally that would likely impact the issue. Policies selected must be directed at the forces identified in the futures study in order for the desired outcome to occur. This

college degree, with assistance from the regional force, and I was recently promoted to the rank of Lieutenant Commander in charge of a small Bay Area outpost with jurisdiction over several cities along the I-80 corridor. Well, I'd best get to briefing; I don't want the troops to get restless.

Choosing a Scenario

Scenario 2 will be used in the next sections to develop a strategic plan and transition management plan in the normative "desired and attainable" mode. The futures forecasts of events and trends in the normative scenario will be used for policy consideration and commitment planing in the Dixon Police Department. The data revealed in this section will be useful in forecasting the desired future state for strategic planning and the transition management process in the City of Dixon environment. The challenge of managing this information to direct organizational change will be discussed in detail in the coming sections.

type of planning allows the manager to see the consequences of an actual or intended decision and also considers alternative courses of action that may be open in the future.

The strategic plan developed in this section will seek to identify the policy alternatives that set in motion the "desired and attainable" normative mode scenario described in the Part One futures study. The plan will enable law enforcement executives in small-and medium-sized police agencies to prepare policy and enact changes that will address current and projected trends, which could affect the management responsibility in injury claims, stress cases, fitness for duty mandates, and wellness requirements of current and future human resources. The strategic plan aims at exploiting the new and different opportunities of tomorrow by using techniques that assist in the estimation of the long-term impacts of current decisions. The task will be to understand the environment, define the organizational goals, identify options, make and implement decisions, and evaluate performance. It involves the recognition of other parties priorities and objectives and requires the planner to consider these other parties in the process of planning a workable strategy.

METHODOLOGY: STRATEGIC PLANNING

Scenario 2 (normative mode "desired and attainable") was identified as the most desirable future because it resolves many of the problems facing law enforcement today with a high

probability of occurrence. For this reason, it was selected for use in the development of the strategic plan. Although this plan will use the Dixon Police Department, the goal is to make it apply to any small-or medium-sized law enforcement agency.

An analysis was made of the present Dixon police force by using the sitituational audit technique consisting of the Weaknesses, Opportunities, Threats and Strengths Underlying Planning (WOTS-UP) and Strategic Assumption Surfacing Technique (SAST).

WOTS-UP aids in helping the organization determine how it can deal with the environment around it. This analysis technique is designed to assist in matching environmental trends with internal capabilities. These environmental trends outside the organization include opportunities that would be favorable to the organizational climate or threats that could be potentially damaging to the organization or its strategy. Strengths are internal resources of an organization including a capability that it can use to effectively achieve its objective. Weaknesses could include a limitation, a fault or a defect that would keep the organization from achieving its objectives. A sound strategy would be to take advantage of opportunities by employing strengths of the organization to ward off threats by avoiding, correcting, or compensating for its weaknesses.

SAST analysis aids in the situation audit as it contributes to the identity of stakeholders related to the issue being considered. Stakeholders are those individuals, groups, or organizations who are concerned about the issue and are impacted by, or able to influence what the organization does relative to that issue. The intent of this mechanism is to focus attention on the fact that the organization does not operate alone in its environment. Policy choices may have implications outside the organization, and it may be well to recognize that outsiders can and will have influence over decisions made in the organization, affecting these choices and implementation. The technique requires the performance of three tasks: (1) the identification of significant stakeholders; (2) assigning assumptions that each would hold on the central issue; (3) the preparation of a map, or graphic representation, of the degrees of certainty and importance of the previous assumptions.

WEAKNESSES, OPPORTUNITIES, THREATS, STRENGTHS UNDERLYING PLANNING ANALYSIS (WOTS-UP)

The Environment

The City of Dixon has a population of 12,500 and is located in Northern Solano County in Northern California. Dixon is comprised primarily of agricultural-related businesses and a newly developing commercial, industrial economy. This is due to its close proximity to the University of California at Davis, as well as Sacramento and the Bay

Area. Additionally, Dixon is adjacent to a major Interstate freeway (I-80) and bisected by a major Southern Pacific Railroad line, linking the Bay Area to the Sacramento Valley. It offers a highly attractive, relatively new expansion of residential development with home offerings in all price ranges. Also, the price range for homes is much lower, on average, than similar homes found in the Bay Area or Sacramento. Dixon recently doubled in square miles as a result of three fairly large annexations. The future for annexation appears to be just on the horizon with developers lined up to bid for property rights within a radius of five miles around the city. Dixon is situated in one of the fastest growing counties in California in both economic development and population growth. Dixon's rate of growth was established by a voter-approved measure in 1986 of no more than three percent per year of its base population set each year by the California Secretary of State. The city's general plan calls for the population to be approximately 20,000 by the year 2000.

The Dixon Police Department has a total of 28 personnel, including 17 sworn officers. The department is service oriented and shares a good reputation in the community in response to citizen service needs. The city operates under a council-manager form of government; it is a general law city and is considered in good financial condition. The council has usually been financially supportive of new and innovative

programs that have been presented to meet the city's growing service demands.

The crime rate in Dixon is relatively low when compared to other jurisdictions in Solano county, the Bay Area, or Sacramento valley. This fact fosters a general feeling in the community of peace, serenity, and security that tends to promotes an attitude that a higher quality of life exists in Dixon. This attitude is not shared by the police officers who are hired to protect the city. The officers feel that crime and public safety depend upon good, aggressive patrol and a highly trained professional force. The officers believe that crime exists everywhere, and Dixon can be as dangerous a place to work as any city along the I-80 corridor. This is how a conflict in perceived "image" can cause frustration, anxiety, and low morale for the officers who serve this community. The police perceive that the community is more interested in preserving the "sales image" of Hometown USA than acknowledging that desired quality of life can be compromised by an underpaid, poorly prepared, inexperienced police organization. The feeling currently shared by many of the police officers in the department, due partially by many years of turnover and frustration, is that the city council and city manager have placed a low priority on public safety in general. It is felt that city fathers are willing to settle for a "training ground" police force in which officers are hired by the department and, once experienced, they transfer

to larger police agencies. The average number of years of experience for the officers is 2.9 years.

Calls for service have steadily increased over the past few years by approximately 30 percent, and Part-One Offenses (murder, rape, robbery, aggravated assault, assault, theft, vehicle theft, and arson) have all risen 25 percent in the past five years. Other crimes, which includes drug and alcohol-related offenses, are all very high especially in the younger population; these offenses have increased approximately 45 percent in the last five years. New families moving into Dixon have expressed some concern over the increases in criminal activity; and have begun expressing concern for the problems experienced by growth. Many have indicated they moved from their previous homes in the Bay Area or Sacramento because of crime.

Trends - Opportunities and Threats

Five trends were identified in the first part of this study as those most likely to impact the future issue of managing wellness programs in small-and medium-sized police departments. These trends will now be examined to determine the extent of opportunity and threat they will present to law enforcement.

Trend - 1. Agency Responsible for Wellness of Employees/ Fitness incentive programs. The responsibility for these programs affords the agency the opportunity to proactively design programs and administer fitness incentives to

department personnel who qualify. Management staff could set standards and policy designed to encourage fitness values within the department. The city could reward managers and supervisors who incorporate these values in their work. Diet and nutrition programs as well as mental health training should be made available to all employees. Officers suffering from "burn out" would be referred to highly trained peer counselors who, if necessary, would refer them to more skilled professional counseling. The advantage of this philosophy would be to put the responsibility of wellness on the managers, supervisors, and officers. This would cause a considerable demand in training needs. An increase in productivity is likely to occur. This may result in less sick time and maintaining a more dependable and stable work force. This sends the message to each employee that the city has strong value for their welfare and may instill a sense of organizational loyalty in the employee.

A lingering threat to a successful wellness approach would be a failure of the officers and staff to be committed to the program. Funding sources may dry up or could be seen as a give away in wage negotiations, by either side, for higher priority items. City management may get political pressure to "dump" cadillac programs that spoil employees. Injuries may occur to officers while participating in the organization programs causing political concern that programs are increasing workers' compensation claims.

Trend - 2. Enforcing Fitness Standards/Screening and Monitoring New Hires and Incumbents. The opportunities included in this trend would ensure the department of physically and mentally fit officers being screened by a city physician (specializing in industrial medicine) along with a police psychologist screening for law enforcement capability, psychological pathology, and adaptability to the unique environment and values of the police agency. The organization would take responsibility for maintaining fitness standards by developing policy and support for all personnel including the use of screening methods for promotion, reassignment, and evaluation. The organization would take advantage of available technology during periodic fitness testing which would aid in early diagnosis of probable injury or disease and the organization would monitor these cases to ensure they do not become critical to the individual or the organization. Routine drug testing for both entry and incumbent level officers would be required policy in the organization. This trend would tend to get strong public support.

Threats to this trend would include court challenges to the rigid standards established. There would be major concern over discriminatory practices that may exclude minorities and women from participation. Officers may fear that their careers may end due to a medical or psychological pathology discovered through modern technology. The police association may be reluctant to have its members submit to routine drug

testing. In addition, there would be internal and external controversy over the minimum standards issue which could polarize the process and any potential programs.

Trend - 3. Counseling/Awareness - Management of Stress Related Dysfunctions. This would allow for an opportunity to demonstrate to the employees that their welfare is of utmost importance to the organization as well as recognizing the relationship between the family members of the employee and job performance. The Department must be sensitive and recognize the signs and symptoms that lead to drug and alcohol dependance, mental, and physical job "burn out." Management needs to train supervisors and managers on the use of counseling, communication techniques, and early intervention. A department psychologist must provide training for all personnel and assist in the development of peer counseling programs and a referral policy.

The threats to this trend would be a lack of budget money available to fund the necessary training and counseling support. Management, supervisory, and line commitment are essential to the success of any program. Changes in society and increased exposure to stressful and dangerous working conditions could burden even the best of programs. An aging workforce may even threaten the program. Predicted increases in drug and alcohol use in entry-level applicants could lower the pool of qualified candidates making departments unable to recruit suitable replacements. This may cause departments to

relax entry standards to "fill" available manpower needs which may result in risking exposure to the liability of employing an officer unable to withstand the mental and physical rigors of law enforcement.

Trend - 4. Availability of Health Information (Smoking, Exercise, Diet, Weight Control), and Using this Technology Applied to Wellness/Fitness. Departments can maximize the opportunity to use the large number of studies that indicate the relationship of fitness/wellness to performance and longevity to justify the implementation of comprehensive program. The department will have to seek testimonial support from the medical community, fitness experts and nutritionists.

The threat to this trend is the natural resistance people may have to shedding bad habits and their reluctance to changing lifestyles (eating, drinking, exercising, and coping with stress). Again budgetary constraints can threaten efforts to progress in this area.

Trend - 5. Personal Health Costs/ Government Health Costs and an Aging Workforce. The opportunity with this trend has advantage for both the employees and the organization. As health costs continue to rise (which come directly out of the pockets of the employer as well as the employee's share of cost), it appears that this trend is a practical approach in which both the employer and the employee may benefit from a healthier workforce by lowering insurance experience and reducing their losses. Departments may be in a position to

form a joint-powers agreement to cover employee medical insurance costs and they should make every effort to take advantage of technology as it develops to improve longevity on the job.

Threats to the organization from this trend would be the inability for the organization to afford the cost of health insurance, exposing employees to extreme financial risk. An aging workforce may increase exposure to illness and injury claims.

Events - Opportunities and Threats

Five events were identified in the first part of this study as those most likely to impact the future management of law enforcement wellness programs in small-and medium-sized police departments. These events will now be examined to determine the threats and opportunities they may present to law enforcement.

Event - 1. Gangs, Drugs, and Violence Cause a State of Emergency for California Law Enforcement. The opportunity from this issue forces law enforcement to be in a constant state of preparedness. The stress induced in this environment would necessitate fitness standards for basic survival of recruits and veteran officers. Law enforcement may get funds through asset forfeiture and federal block grants and increased training for officer safety. Officers may be less apt to leave a small agency to venture to a larger agency where the problem is more proliferated.

The following are threats to law enforcement if this event should occur: increased work levels causing high stress and anxiety; inability to replace or add needed manpower in a timely manner; inadequate safety training due to the constant pressure of calls and complaints; the frequent use of mutual aid resources could lower response to all citizens; increased susceptibility to injuries, illness, and death; low moral, causing an increase use of alcohol or drugs in sworn officers.

Event - 2. Statewide Fitness Standards Required/Absolute Minimum Standards in Job Description. Mandated fitness standards would give local agencies an opportunity to establish minimums without concern over court scrutiny. This would standardize acceptable fitness levels for law enforcement that could be maintained throughout a career and allow departments to establish the minimum standards of fitness that the officers would be required to maintain during his/her entire active career.

This event eliminates many outstanding employees before their usefulness to the organization has expired. It may burden the PERS (public employees retirement system) prematurely, causing a glut of people in a retirement mode. This could cause a severe manpower shortage.

Event - 3. Mandatory Fitness Programs would create an opportunity to establish fitness programs that would be basically similar in law enforcement agencies all over California. The possibility of combining resources in a

joint-powers authority could be an advantage for small-and medium-sized agencies. This may result in some state funding (assuming that it was a state mandate) and healthier, more productive police officers. This would likely receive a great deal of support from the public.

Funding, if not accompanied by state assistance, could be difficult for some agencies to muster without cutting other programs. Officers may not support mandated programs; therefore, it could fail.

Event - 4. Court Cases Require Minimum Levels of Police Fitness (Physical and Mental). Court ordered mandates would dictate the absolute minimums in fitness and develop programs where they failed to exist prior to court intervention.

This is a serious threat to some established successful programs. Court mandates are not funded, as are legislative mandates, and may cause an extreme hardship on small agencies with regard to funding. Court rulings are likely to be more diluted with respect to minimum standards, causing less-qualified candidates to enter the profession (increasing the fitness problem) and allowing officers with lower fitness levels to remain in service. Programs with minimum levels of fitness could get bogged down for years and never be resolved.

Event - 5. Wellness Programs Adopted by a Majority of Law Enforcement Agencies in California. This would establish the importance of and place value on wellness for the health and welfare of police employees. It would create a better

working environment for officers in law enforcement and an increase in awareness of the potential for injury on the job. It would also increase skills developed agency-wide to avoid injury, illness, and increase knowledge on health lifestyles available to all employees. It would increase employee worth and value to the organization.

Threats to the organization if the event occurs could be as follows: a reduction in funding for other projects. A lack of commitment from management and line personnel may cause the program to flounder; wellness programs may fail to deliver, as advertised, reduction in injury and stress claims.

Internal Capability Analysis:

This includes an analysis of organizational resources, evaluating the organization's strengths and weaknesses. The successful strategy attempts to take advantage of the organization's opportunities to capitalize on its strengths and avoid the threats by correcting or compensating for its weaknesses.

To assist in the analysis of the internal capabilities in some acceptable method, nine members of the Dixon Police Department were asked to rate the capability and adaptability of the department. Two rating forms were provided (Appendices C and D). These rating forms included areas of management concern developed for use as a survey of any police agency's internal and external capability as it relates to the environment. Nine members were chosen from a cross section of

both sworn and non-sworn in management, supervision and line personnel.

The assessment provided the basis for determining the environment of the department. Each person was asked to rate each category from I (superior) to V (real cause for concern). The categories were assigned a numerical value and were averaged according to the responses of the nine members. The results are as follows:

ORGANIZATIONAL CAPABILITY:

Manpower	4.4	Morale	3.5
Technology	3.2	Problem ID/Solving	3.2
Equipment	2.3	Image	3.5
Facilities	4.2	Council Support	4.0
Funding	3.6	City Manager Support	4.3
Calls for Service	2.9	Community Support	2.6
On View Activity	2.8	Growth	2.8
Supplies	3.2	Management Flexibility	3.0
Management Skills	2.2	Sworn-Non-Sworn Ratio	3.1
Supervisory skills	2.8	Salaries	4.3
Officer Skills	2.7	Benefits	3.8
Training	3.0	Personnel Retention	5.0
Attitudes	3.4	Complaints Received	3.0

A review of the organization's capabilities indicates that the department members surveyed feel the strengths and weaknesses are as follows:

Strengths	Weaknesses
Equipment	Manpower
Calls for Service	Facilities
On View Activity	Funding
Management Skills	Council support
Supervisory Skills	City Manager Support
Officer Skills	Salaries & benefits
Community Support	Personnel Retention
Growth	Image

The department personnel surveyed indicated the strengths and weaknesses are about even but not without some very real areas of concern which could cripple the overall capability of implementing future wellness programs. The strengths were identified as equipment, calls for service, management skills, supervisory skills, officer skills, community support, and growth. It appears from this information that the organization does have the confidence in itself to forge ahead with change. The issue of growth is seen as a strength because with it comes needed manpower and funding. It may also help focus attention on keeping a healthy, stable workforce.

The weaknesses identified in the survey are salaries and benefits, facilities, image, council support, city manager support, and personnel retention. Currently, the police department is housed in a facility that was intended and designed for a department in the 1950s, serving a population of approximately 3000. Meanwhile, few improvements have been made to the current facility to foster better working conditions. Department image is of concern to the employees because of their experience levels and the general sense that people do not respect their high level of professional training and commitment.

Salaries and benefits are of major concern and need to be improved if recruitment and retention are to be achieved. Currently the city's police officer salaries are not

competitive with other cities along the I-80 corridor; on the average they are about 20 percent below other police agencies in Solano County.

One area identified as a strength was growth. This could also pose as both a strength and a weakness. Growth could impact the department's need for increased staffing without the tax funds to pay for these rising service demands; there is also the problem of low salary and official retention, causing a strain on manpower, increasing organizational stress and frustration.

The most crucial weakness to be concerned with is the relationship of the police department to council and city manager. To understand this relationship fully, one must attempt to focus on the management style of the manager and the policy direction of this city council. It is important to note that it is a manager's duty to facilitate growth through sound fiscal policy and orderly economic development. Police personnel often do not fully understand this complex political position or appreciate the necessity to keep the city financially sound. The officer's perception is that there is more money in the city's general fund than is being revealed, or "they can do it if they want to." These are myths and must be examined if a better relationship in this area is desired. Due to the high visibility of a police force and the constant exposure to controversial issues, which may conflict with

council or city manager agenda, some friction is bound to occur.

Capability Analysis - 2

(Appendix D) Capability Analysis 2 looks at the adaptability of the agency to make the necessary changes to effectively deal with future issues, specifically the issue of managing wellness programs. Organizational adaptability evaluates elements within the agency that reveal the type of strategy most suitable for policy implementation. The analysis that follows represents the level of the department's ability to adapt to change. The nine persons responding were asked to rate each category from I (custodial - rejects change) to V (flexible - seeks novel change). The results were averaged in each category.

CHANGE CAPABILITY

Top Management:	3.7
Mentality/Personality	3.7
Skills/Talents	3.6
Knowledge/Education	3.9
Organizational Climate:	2.1
Culture/Norms	1.8
Rewards/Incentives	2.3
Power Structure	2.3
Organizational Competence:	2.8
Structure	2.7
Resources	2.9
Middle Management	3.3
Line Personnel	2.2

The change-capability analysis shows an organization that adapts to minor change in some modes and seeks related change in other modes. Top management seeks a marketing, strategic position to accomplish change while working in a production organizational environment.

The **WOTS-UP** analysis data, along with the **SAST** information that follows, will provide direction for the implementation of the strategic plan and the situational environment of a transition management plan.

Strategic Assumption Surfacing Technique (SAST)

This technique allows for the identification of stakeholders related to the issue under study in the situation audit. Stakeholders are defined as individuals and groups or organizations who can be defined as follows: (1) are impacted by what the organization does in relation to the issue; (2) are able to impact the organization; (3) are concerned about the issue and the organization or both. A snaildarter is a stakeholder who is unanticipated and appears insignificant but can radically alter or impact the organization's policy or strategy. Stakeholder assumptions are the values and beliefs that the planners have identified will be the stakeholder's position on the issue. This is a scripted game plan designed to predict where individuals, groups, or organizations are coming from prior to policy or plan implementation. This allows the strategist to anticipate threats and opportunities tied to real life conflict or support.

It is vitally important to the strategic planning process that these players, internal and external to the organization, be identified. When stakeholders are identified, their positions can be analyzed, and a plan can be formulated to bring about the desired outcome.

Stakeholders were identified and their assumptions were developed after discussions with police department members. The following list of stakeholders, including snaildarters, was identified.

1. City Manager
2. City Council
3. Mayor
4. Other City Employees*
5. Police Chief
6. Police Supervisors
7. Officers
8. Police Union/Assn.
9. Non-sworn Employees
10. Citizens*
11. Newsmedia
12. Courts
13. State Legislature
14. Developers
15. P.O.S.T.
16. A.C.L.U.
17. Insurance Carriers
18. Minority Groups
19. Medical Community
20. Allied Police Depts.
21. Taxpayer Groups
22. Political Candidates
23. Business Leaders
24. Attorneys/clients*

*Identified as "snaildarter"

The 16 stakeholders critical to the issue of managing wellness programs in the future were identified by the group, as well as snaildarters, and assumptions on their position are discussed as follows:

1. <u>City Manager</u> would be generally supportive of a cost-effective, politically feasible plan to institute wellness and increase officer longevity and retention. The city manager would have difficulty accepting a program that included only police officers as the primary benefactors

although he may be more receptive to a plan that would build on itself over a period of years and not impact the city budget in any dramatic fashion. He may have very strong resistance to large, up-front, capital outlays from the general fund budget that may force the city into long-term cost expenditure on an unproven new program. The city manager would expect to see results and, while closely monitoring progress, be prepared to justify continued existence of a program. This person's support is crucial to the future of any wellness programs. The benefits must be measurable and articulated in specifics if support is to be retained. He may not wish to start an expensive program without strong council support.

2. City Council has been generally supportive of new and innovative programs. Some council members do not share the opinion that wellness as a concept will solve recruitment and retention problems. They may oppose the program because of the financial burden it places on the city. They may defeat it based on their inability to recognize tangible benefits. The issue could also place the council members who support the program in an advesarial position with other city workers and citizens who feel the expense is not worth the effort. This group is crucial to the future of wellness programs and must be negotiated with carefully to avoid political pitfalls.

3. Mayor - This person is singled out from the council because of his strong political influence and reputation for getting things done. Elected at large in the city, the mayor has been a moving force in city politics for the past 10 years; if it's going to happen, he has to be behind it. The mayor is a political conservative and is tough-minded fiscally. He may be a hard to convince on a program designed to benefit police officers as he will need to understand the importance of the program and how it will improve service delivery and ultimately the quality of life that he has helped to build in the city. This person's support is essential if the funding is expected to be available.

4. Other City Employees - The union-represented employees may elect to analyze the plan and then support it or they may directly oppose any plan that would not include them. Their concerns generally surround their paychecks and benefits, and few oppose the concept of wellness. They may be very willing to see the program tried in the police force to see how it works out. Support from this group is not essential, but opposition could prove fatal. This is why they were identified as snaildarters. It is unknown just how disruptive they could be if they flexed their muscles.

5. Police Chief - The position assumed here would be one of support. The program would, however, need to be cost effective and politically sensitive. The chief walks a fine line between what is good for the individuals concerned in the

department and what is good financially for the city. Cautious, step-by-step planning will be necessary to insure a successful program supported by the public. The chief would want to avoid court intervention and legislative mandates, which may tend to overregulate.

6. Police Supervisors - Much like the chief, supervisors would be supportive of the program's concepts (although not as sensitive to the cost effectiveness of the plan or its political implications). They may resist a mandated program that dilutes their control and influence. They will be sensitive to any policy or procedure that increases their work load. Their support is absolutely necessary if this or any plan is to succeed. They will have to carry out needed training as well as develop values in the organization that are important to the success of the plan.

7. Officers - They should be supportive of any proposed comprehensive plan. Their concerns may be raised when the city views this as a "wage benefit," especially if it erodes their attempts at getting wage parity with other police agencies in the area. They may also balk at more stringent standards for incumbent officers unless alternative policy addresses long range development for officers who have difficulty meeting the standards. Generally the officers would support the program if the benefits to them are made very clear.

8. Police Union - Their support may be more cautious than that of the rank-and-file because they will be looking at how this program will be used in evaluations, retention, and salary negotiations. They would be inclined to support a program that is looking out for the health and welfare of their officers and families, but they may oppose a policy that imposes unrealistic standards or requires increased off duty preparation without compensation. They may also be concerned with the restriction or limitation of qualified applicants using strict standards that could slow down recruitment and replacement of officers. Their support (although not crucial) is worthy of consideration because of their influence with the working officers.

9. Citizens - It is not completely known how citizens will react to city investment into wellness programs. It is not always clear where people stand on the issues, although it is known through recent department city-wide surveys that the police generally have strong positive support in the community. This feeling, although not tangible, is commonly believed by the entire staff. It would be a costly error to assume this as a given. The "vocal minority" could voice their opinions at the last minute and the plan would be stopped if left unanticipated. "Government haters," self-proclaimed experts, and tax watchers could fully oppose well-intentioned plans and programs as too expensive or unnecessary. Squeamish council members could scrap the idea

for fear of controversy. This group has been identified as a snaildarter because of their unpredictability. It may be well advised to know the people in the community that support the position before formal presentation to the city council.

10. Courts - The courts need to be considered, but it will depend on the angle they take on the issue before it can be determined what position (if any) they will take. History on this issue indicates that cities have the right to expect officers to be fit for duty. They have also ruled that tests must be reasonable, job related, and non discriminatory. Decisions have not as yet been made clear how the issue of random employee drug testing, or how the liability of cities continuing to employ police officers who are unfit for duty, will be dealt with by the courts in the future. Some interference by the court must be anticipated, and it can be assumed that it will work in both directions. The issue could be influenced by both federal and state courts.

11. State Legislature - The state legislature would need to act if mandated programs are going to materialize. The legislature can be influenced by strong peace officer groups who are gaining more power statewide. Legislators may be influenced by the growing drug crisis and increased need for more manpower. Similarly, they may be moved by the growing concern over escalating workman's compensation claims. Mandates by law would be cause for concern because of the notorious lack of fiscal support. The legislature will likely

be slow to act on this issue and what it does accomplish will surely be moderate.

12. Commission on Peace Officer Standards and Training (POST) - This body has always shown strong support for innovative standardization in law enforcement. Their leadership will be necessary to encourage the legislature and top level law enforcement executives to support programs that keep officers fit and free from disabling injuries, thus strengthening the longevity of the entire profession. POST may need to commission a statewide study to formulate strict, court acceptable standards for entry and incumbent officers, develop regional hiring pools, as well as timely training for managers and supervisors on the issue.

13. Insurance Carriers should be in a position of support, which would be desired to lower their claims exposure and experience. They may even join cities offering discounts on health insurance, life insurance policies, and workmans' compensation premiums. The savings discounts could offset the program expenses.

14. Medical Community - This group is looking for ways to sell the services they offer in health prevention programs while attempting to capitalize on a new market and develop technology. Strong support could be expected from them, and they may provide the data base for justification of these programs.

15. Political Candidates - These people could surface at an election time, running on a "support-the-police platform"; or they could be running at the urging of the police association in which case they could help support wellness programs (unless the police association feels threatened by the program). This candidate, however, could be one who runs against the police wellness programs. The candidate's position needs to be carefully understood in order to develop a nondisruptive strategy if elected.

16. Attorneys/Clients - These people pose both threats and opportunities on the issue from diametrically opposed perspectives, which creates true instability on the predictability of their position. Attorneys and their clients may cause unexpected changes in the law as a result of their position (pro or con) on the issue. They may take issue with standards of employment, or they may impact the issue as a result of a tort claim for injury (as a result of officer negligence or failure to act or perform an expected duty). These people are truly snaildarters because it is difficult to anticipate how they may impact the issue.

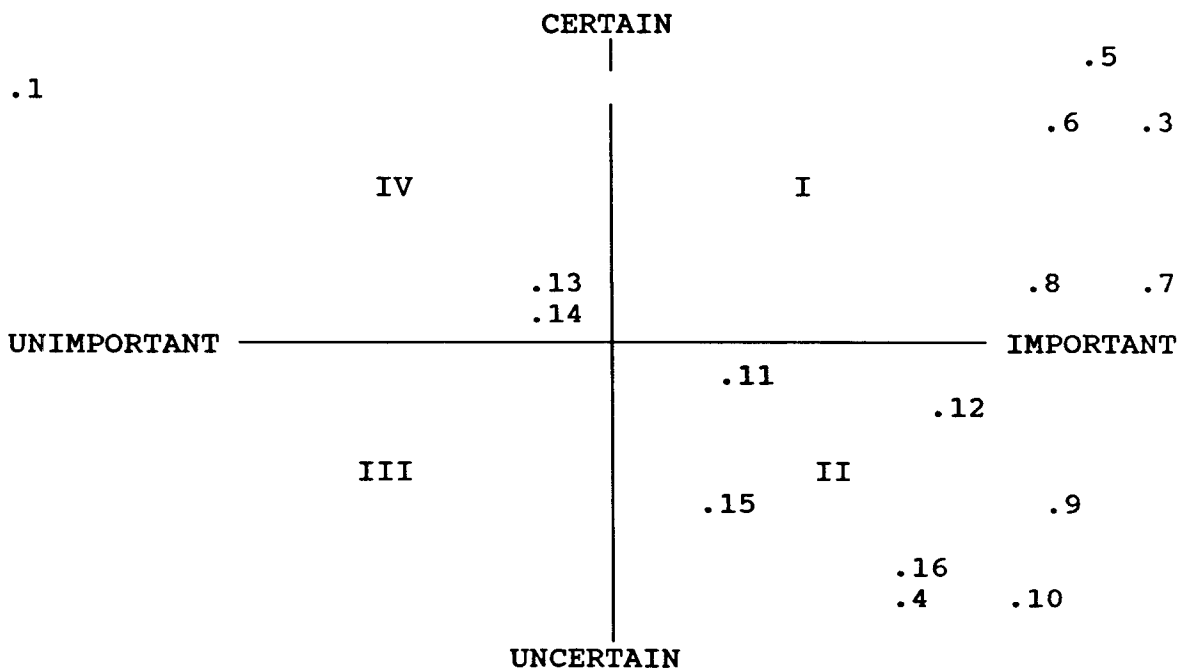
Strategic Assumption Surfacing Technique Plot

The study now involves the plotting of each stakeholder's assumption an a SAST map. This tool is valuable because it allows the researcher to determine the status positions of stakeholders and snaildarters. The plots are rated on the following criteria: (1) **importance** of the stakeholders

assumption to the organization as well as the issue, as indicated on the horizontal scale; (2) the degree of **certainty** to which the researcher believes the assigned assumption is correct (the stakeholders have made up their minds to support or oppose), indicated on the verticle scale. Absolute certainty means that there is a 100 percent probability that the assigned assumption is correct. Absolute uncertainty means that there will be a 50 percent probability that the assigned assumption will be correct (it is as likely to be correct as it is incorrect).

The following plot map reflects the position that each stakeholder or snaildarter portrays with respect to the issue. (See Figure 2.)

FIGURE 2 - STRATEGIC ASSUMPTION SURFACING TECHNIQUE PLOT



STAKEHOLDERS:

1.	City Manager	9.	Citizens*
2.	City Council	10.	Courts
3.	Mayor	11.	State Legislature
4.	Other City Employees*	12.	POST
5.	Police Chief	13.	Insurance Carriers
6.	Police Supervisors	14.	Medical Community
7.	Officers	15.	Political Candidates
8.	Police Union	16.	Attorneys/Clients*

*Snaildarters

In the SAST plot map (Figure 2) is divided into four quadrants. In the first quadrant (I) are the assumptions rated most certain and most important to the issue. These assumptions should be targeted for important policy decisions. Stakeholder assumption #1 (city manager) is rated the most important and most certain assumption, followed closely by the police chief, supervisors, mayor, and slightly less certain (but still very important) the police officers and police association. The second quadrant (II) contains important assumptions but with less certainty about their probability, reasonableness, or grounds for support. The stakeholder assumptions identified in this quadrant rating most important but least certain were the courts, followed by the other city employees, attorneys and clients, the political candidates, POST, citizens and the State Legislators.

Stakeholder 1 (city manager), 5 (police chief), 6 (supervisors), 3 (mayor), and 2 (council) are all important

because of their influence on the issue's success or failure. They are most directly involved in setting and enforcing the policy along with providing the funding. While still influenced by other stakeholders, they provide the direction necessary to lessen the negative financial and political impacts on the city's law enforcement mission. It is assumed that the stakeholder positions of 7 (police officers) and 8 (police union) are very important to the issue but less certain depending on how the plan is designed and directed. These stakeholders are the crucial players and are of utmost importance to the success of any planned wellness programs, present or future. They must bear the burden of implementation, participation, monitoring, and controlling.

Stakeholders 9 (citizens), 4 (other city employees), and 16 (attorneys and clients) are very important but very uncertain because of their unpredictability. These snaildarters are in a position to drastically influence the issue of wellness programs positively or negatively depending on the circumstances.

The other stakeholders involved were 15 (political candidates) who may or may not be important to the issue depending on their support or opposition to the issue. Their importance would fluctuate depending on public support or opposition.

Stakeholder 10 (Courts) can impact the issue in both directions and will interact with all other stakeholders to

influence the issue. This could remain relatively mute waiting to react to tort claims or civil rights violations. The primary players will be maneuvering policy to avoid awakening the sleeping giant.

Stakeholder 11 (state legislature) and 12 (POST) are moderately uncertain how they will impact the issue but will surely have an important role in the development of state policy which would affect local decisions and funding. POST will react to the overall needs of law enforcement while attempting to influence the legislative players.

Two other stakeholders were identified in quadrant IV, 13 (insurance carriers), and 14 (medical community) were seen as fairly certain and not that important. Insurance carriers certainly could influence the issue with higher premiums, but it would not be likely to impact the issue significantly to form policy. Stakeholders in quadrants III were not plotted because they would be least important or most uncertain. No assumptions were made in this quadrant.

MISSION STATEMENT

The mission of the Dixon Police Department is to maintain law and order by preventing crime, protection of life and property, apprehension of offenders, as well as perform a multitude of miscellaneous services, many of which involve no criminal conduct.

The Dixon Police Department is to be an exemplary, model police department that is responsive, aggressive and service

oriented. The Dixon Police Department will be known for its ability to provide a wholesome and secure environment for all citizens.

The Dixon Police will be known as highly trained, professional officers and support personnel who are responsive to citizens needs and who are proactive in identifying and serving youth and others of special need.

Further, it is the mission of the Department to preserve the traditional values of the city and its residents, thereby maintaining the lifestyle and high quality of life that is the foundation of the city.

Our mission requires that we strive for maximum levels of personal effectiveness with high quality officers and staff committed to maximizing their potential by supporting innovation and risk taking to earn the respect of our constituency and other departments.

MODIFIED POLICY DELPHI

The Modified Policy Delphi is a process designed to examine alternative strategies developed by a representative group of experts on the issue. The objective of this gathering was to generate strategic alternative approaches to the policy issue. This allows the researcher to use the data obtained to analyze the feasibility and desirability of each alternative presented, and reduce the number of alternatives to a manageable number for more complete strategic analysis.

A nine-member group (comprised of law enforcement executives, supervisors, and city department heads) was formed to develop and review alternative strategies on the issue of wellness. Each member was asked to prepare a policy for presentation in advance of the meeting. During the meeting, 11 policy alternatives were presented, and each was rated according to feasibility and desirability. The following alternatives were presented for policy consideration:

1. Designate a city physician to refer entry level candidates and incumbents on all job-related health matters and fitness for duty screening, periodic promotions, or special assignments (should be an industrial medical specialist). Adopt specific policy for use with physical fitness programs.

2. Designate a department psychologist or firm that specializes in law enforcement clinical psychology, treatment, diagnosis, pre-employment screening, fitness for duty, management counseling, and employee assistance programs.

3. Develop a fitness master plan for each officer and incorporate into the training development/evaluation process.

4. Development of a city policy to deal with "burn out" on the job. Use of officers, on a temporary basis, in other than police capacity in city government to broaden their perspective and encourage sharing of talent.

5. Maintain minimum physical performance standards for all sworn personnel. Develop acceptable standards of medical fitness (heart rate, blood pressure, percent body fat, etc.). Facilitate the development, use, and acquisition of new technology to aid in detection and prevention of illness or injury.

6. Form a joint-powers agreement with other police agencies in the area (agencies of like size and pay) to facilitate the hiring process, form recruitment employment pools, lowering the length of time it takes to hire a new officer.

7. Encourage full term service retirements, 20 years and out, with incentives (longevity pay, bonus money for non-medical retirements, sick leave conversion, etc.).

8. Management and supervisory training with the objective of gaining insight and sensitivity to the needs and development of employees.

9. Develop the appropriate culture that would reward, value, and encourage wellness lifestyles in the organization, the individual, and the environment.

10. Hire an outside fitness advisor (university expert or fitness facility). Appoint an internal liaison officer to monitor progress, evaluate performance, or regression in the staff members. Develop method to analyze data for purposes of course correction, justification, and maintenance of goals and objectives.

11. Encourage department members to take advantage of higher education opportunities to further options for career enhancement and enrichment. Offer incentives for education (pay, assignment, and promotion).

When the members had compiled the complete list of policy alternatives, a Policy Delphi Rating Sheet was used to score the overall feasibility and desirability of each policy alternative. A grand score for each alternative was accumulated and then averaged. The two alternatives with the highest scores were number 3 and number 2. The most polarized (widest diversity in scores), was number 9. (See Appendix E for Policy Delphi Rating Sheet and group Analysis.)

The three alternatives identified above were discussed at length for both positive and negative features, which were converted to a pro and con chart for purposes of comparison as follows:

Alternative #3 - Develop a fitness master plan for each officer and incorporate into the training development and evaluation process. This alternative received the highest rating as both definitely feasible and very desirable.

This policy alternative received strong support because it meets the overall objectives of the basic issue of managing wellness programs. It is simple and straightforward, but it may require associated policy development to achieve desired implementation.

The pros and cons of the alternative are as follows:

PROS	CONS
1. Cost effective	1. Increase workload
2. Politically risk-free	2. No current program exisits
3. Training procedures already exist	3. Officer reluctance to evaluation
4. Strong management information	4. Increase cost of training.
5. Proactive	
6. Innovative	

Alternative #5 - Maintain minimum physical performance standards for all sworn personnel. Develop acceptable standards of medical fitness (heart rate, blood pressure, percent body fat, etc.). Facilitate the development, use, and acquisition of new technology that will aid in the detection and prevention of illness or injury. This alternative was second in the overall scoring and was rated definitely feasible and very desirable.

This alternative was selected because any program of

wellness must be tied to physical and medical performance standards. While it was conceded that current standards may appear to be deceiving and arbitrary, enough evidence exists to support reasonable work-related standards for law enforcement officers.

The pros and cons of the alternative were as follows:

PROS	CONS
1. Better officer fitness	1. Could be costly
2. Regulated, tied to medical evidence	2. Mandatory programs may not be accepted
3. Could prevent injury, illness	3. Could create fear and apprehension
4. Improved performance	4. May cause non-sworn to resent special programs
5. High moral and department image	
6. Community support	

Alternative #9 - Develop the appropriate culture that would reward, value, and encourage wellness lifestyles in the organization, the individual, and the environment. This alternative was identified as the most polarized and received an overall rating of desirable but possibly infeasible.

This alternative received a rating of desirable but possibly infeasible; it experienced the widest range of scores from the group. This policy was thought by some as desirable but infeasible for a small police agency due to high turnover, which creates an experience vacuum in the department. The group discussed the importance of values in the organization, but it would be difficult to sell this concept to a young officers workforce, who may be more concerned with getting experience and moving on to a larger agency or who are

interested only with the financial benefits the job brings to them. They may opt for hard cash increases to their paychecks rather than the lofty goal of career fitness and longevity.

The pros and cons of the alternative were as follows:

PROS	CONS
1. Strong management support	1. Does not solve the wellness issue
2. Would be effective team building tool	2. Could be financially restrictive
3. Staff would have a healthier outlook	3. Young officers may not buy into program
4. Forces all staff to look at longevity	4. Inexperience of force an issue

Alternative Selection

The alternative selected was a combination of alternatives 3 and 5. The foundation of any total wellness program would be the development of appropriate minimum physical and medical standards that could be monitored in a physical performance/fitness master plan for each officer on the force. This master plan would individualize fitness for each officer within the standards developed and target their strengths or weaknesses, allowing the supervisor and the officer to evaluate performance from a less-threatening training prospective.

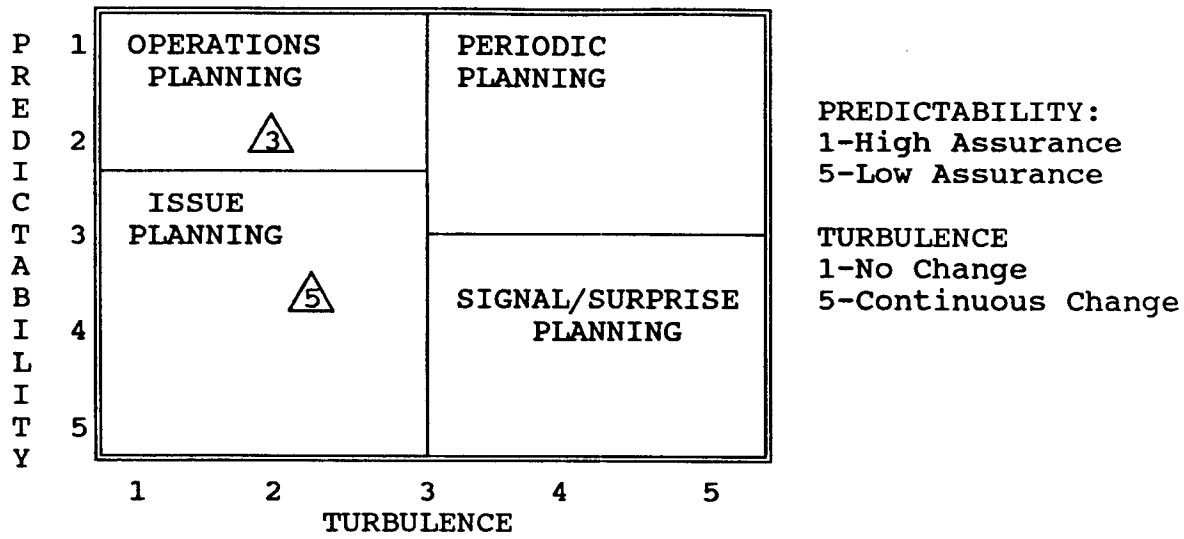
This policy was selected because it represents the very basics of a beginning wellness program. The implementation would set standards of fitness for entry and incumbent officers by measuring standard medical fitness (heart rate, blood pressure, height, weight, age, and percent body fat) as

well as physical fitness components. It would require a commitment of funds to pay for the testing, any incentives for accomplished levels of fitness, management time, consultants, and training.

Implementation Plan

In order for a policy to be successful, a carefully devised plan for implementation must be formed. Use of a specialized planning chart will help to evaluate the policy plan, which will consider the predictability and turbulence of a given plan. Figure 3 below shows a predictability/turbulence chart, revealing predictability of the future ranges, from a high degree of predictability (1) to unpredictability (5). The turbulence factors are measured (changes expected to occur) in ranges from no change (1) to continuous change (5). By using both the method of predictability and turbulence, the type of planning system can be identified from the following available systems: Operations, Periodic, Issue, and Signal surprise.

FIGURE 3 - PLANNING SYSTEM ANALYSIS



The group plotted the alternative chart #3, developing a fitness master plan for each officer and incorporated that plan into the training development/evaluation process, and #5, maintaining minimum physical performance standards for all sworn personnel (Figure 3). Acceptable standards of medical fitness such as heart rate, blood pressure, and percentage of body fat were developed using available new technology. A combination of planning systems appears to be appropriate. Alternative #3 was seen as predictable and moderately turbulent (requiring some change to implement); this makes this policy more suited to operational planning. Alternative #5 was less predictable and more turbulent, lending it to issue planning.

If a strategic plan is going to be successful, the stakeholders must accept the policy plan and support the

course of action suggested. The process of negotiation will be used to gain support for the plan.

Stakeholder Negotiation

City Manager/Council - The city manager, mayor, and council were grouped together since they share similar concerns and positions in the political arena. The dynamics of this stakeholder group is paramount to the success or failure of the plan. Their support is imperative to the implementation of a wellness program. To be attractive to this group, the program must be cost effective and politically sensitive. The group must be convinced that the benefits of any planned programs or policy far outweigh the costs. A strategy must be developed to present an influencing position, enabling complete understanding of the documented evidence available on the issue should be employed. The city manager is the key stakeholder for developing commitment from others in this group because of his relationship to these members. They are heavily influenced by public opinion.

City manager/council will negotiate:

1. The content and cost of the program.
2. Length of time or duration of program.
3. Implementation aspects of the program.
4. Any associated bonus or incentives.
5. Level of participation by any city departments
6. Resources necessary to carry out the program.

City manager/council will not negotiate:

1. Any attempt to dilute management rights over control of the program.
2. Any new programs at the expense of other city programs.

3. Programs where strong political opposition is clear.

Police Chief and Police Supervisors - This stakeholder group was combined because it again shares a common concern. In this department, because of a lack of traditional middle management personnel, supervisors are given two jobs, that of field supervisor and administrative middle manager. This group will support policy that will give the workforce unity of purpose, increase worker longevity, and reduce potential for injury. There will be resistance to increases in workload without compensation. They will want clear guidelines and procedures. They will be concerned for staffing increases and reduction in budgeted funds or control.

Police Chief/Police Supervisors will negotiate:

1. Content, cost, and length of training.
2. The staff time devoted to implementation.
3. Increases in workload being uncompensated.
4. Execution of the plan specifically, who, what, how, and where.
5. The individual policies and procedures supporting the plan.
6. Programs that enhance the work environment.

Police Chief/Police Supervisors will not negotiate:

1. Reductions in staffing or delays in staffing increases (offsetting cost of program) in order to implement the program.
2. Other programs currently enjoyed.
3. Operational control and management rights.
4. Programs not cost effective or department personnel receive no proven benefit.
5. Programs that create unnecessary risk or cause low morale.

Other City Employees - This stakeholder group has been identified as potential snaildarter and could be disruptive to

the implementation of the plan if it feels the need to be included. These stakeholders will not be involved directly in the negotiating process.

Officers/Police Union - This stakeholder group will be grouped together because of its obvious connection. The union, collectively representing the interests of the officers, may have a conflicting agenda with individuals in the department as their goals would be directed to the common good of the officers in general and not to any one individual. They would likely oppose the program being sold as a wage benefit. They could balk at stringent physical standards for incumbent officers. They would likely be in favor of incentives tied to performance. They would have strong concern how the program will be tied to evaluations and retention. They would want to be involved in the planning and implementation. Support from this group is essential, for without their participation the plan would not be practical.

Officers/Police Union will negotiate on:

1. Working conditions, pay incentives.
2. Programs that enhance work environment.
3. Program standards and requirements.

Officers/Police Union will not negotiate:

1. Any reduction in current wages or benefits.
2. Any alteration in working conditions or wages without compensation.
3. Lower staffing levels to pay for program.

Attorneys/Courts (State and Federal) - These people were identified separately in earlier discussions, but for the

purposes of simplification are placed together because of their obvious professional relationship. Attorneys and their clients could catapult the issue in either direction depending on the client complaint (internal or external to the organization). Courts will play much the same role, intervening only if called upon to rectify or decide an issue relative to the plan. Both groups will assert themselves only if the plan threatens to violate established reasonable norms of government performance. The attorneys/clients were identified as stakeholder snaildarters because their behavior to the issue is very unpredictable and reactive. The courts are more predictable in reaction orientation.

Citizens - Citizens were identified as snaildarters because it can not be known or predicted how they will respond to the issue. There is likely to be some opposition to any program but just how organized or intense the oposition will remain to be seen. The community generally supports police programs, thus it will be important to do the homework necessary to solidify identifiable support for the mayor, city manager, and the council members who may be hearing more from the vocal minority. Public support is very important to this plan and not locating the land mines could prove to be fatal.

State Legislature - The state legislature could be influenced by any combination of events or trends occurring in the political environment that would necessitate allocation of funding or law changes to improve law enforcement capability,

longevity, and professionalism. The role of the legislature would not be particularly significant if conditions remain the same. However, should change accelerate, the impact on local government could be substantial.

Commission on Peace Officer Standards and Training - This stakeholder group could be very influential on the entire issue by allocating funding for research projects in the area, increased funding for specialized training for executives (including city managers) supervisors, officers and recruit academy personnel. They could develop standard program alternatives and perform management program analyses. POST can aid in the evaluation performance criteria development and suggest implementation guidelines. This would place significant value on the program by giving it top priority. Regional experts (consultants) could be commissioned to set-up and evaluate department fitness program. POST would not be directly involved in the negotiation process but its knowledge, influence, and resources could be very helpful to the overall success of any future comprehensive programs. POST should be very interested and supportive in developing the future of this issue.

Political Candidates - Political candidates may or may not have an impact on the plan depending on the agenda of their political platform and the strength of their community support. These people may use the plan as a political issue to launch their election aspirations. They could attack an

incumbent politician for supporting an expensive police benefit program, or they may use the opposite approach by attacking the incumbent for failure not to support. Much will likely depend upon the political climate and candidate agenda as well as the popularity of incumbent council members.

Participative strategy will be employed with the stakeholders in negotiating a workable plan. Each stakeholder has their own agenda and personal issues or objectives that they will be willing or unwilling to negotiate. It is believed that there is a large area of common ground that will be available for agreement, which will result in the implementation of this plan. The objective of the negotiation plan will be to obtain support for the selected alternatives.

The future has been defined by a complex process designed to develop data for analysis and use in scenario writing. From this future data, a strategic plan has been developed by identification of stakeholders, as well as various alternatives and assumptions based on the stakeholder positions. The last step in this project will be the process of building a transition management plan taking the project from the present to a desired future state.

PART THREE

TRANSITION MANAGEMENT

Transition management can be defined as the movement of an organization from the present state to its desired future state. The transition state is that period or interval between present and future state during which the actual change occurs. The tasks and activities of the transition state may or may not look like those in the future or the present states. In managing the overall change process, it is always important to (1) determine the major tasks and activities for the transition period, and (2) determine structures and management mechanisms necessary to accomplish those tasks.[31]

Research during this project seems to indicate that there is a strong desire to develop policies and strategy that will ensure that law enforcement officers are capable of responding to the rigors of the job from date of entry through retirement. This section of the study will address the transition management plan necessary to accomplish the desired future state. The steps involved will include the following:

1. Commitment Planning
2. Management Structure
3. List of Technologies and Methods

COMMITMENT PLANNING

Commitment planning is a strategy or series of calculated actions devised to obtain support for the plan being considered. It requires a determination on part of the

planners to identify the crucial players in or external to the organization who will play an important role in the change being proposed. The steps identified for the development of a commitment plan are as follows:

1. Identify the individuals or groups whose commitment is needed. (KEY STAKEHOLDERS)
2. Define the critical mass needed to ensure the effectiveness of the change.
3. Develop a plan for getting the commitment of the critical mass.
4. Create a monitoring system to assess the progress.[32]

Critical Mass Analysis

The analysis must begin with identification of the key stakeholders who will represent the critical mass. The "critical mass" is defined as those individuals, groups, entities, organizations (internal or external) whose active commitment is essential to provide the motivation for the desired change to occur.

The individuals or groups identified whose active commitment will be necessary to the success of the plan areas are as follows:

1. City Manager
2. Council Members
3. Mayor
4. Police Chief
5. Police Supervisors
6. Officers
7. Police Union
8. Citizens

With the critical mass now established, the planners will now assign assumptions to each critical stakeholder for the purpose of predicting their disposition toward change. Figure 4 is a Commitment Analysis Chart, which is a graphic representation of the stakeholders present commitment to

change (X), identified in **part 2** of this study. The minimum commitment necessary for change to occur is also depicted in the chart (O), with an arrow designating the direction of movement required to get the commitment. The four levels of commitment are described as: "will block it," "let it happen," "help it happen," and "make it happen".

FIGURE 4 - COMMITMENT ANALYSIS

Key Players	Will Block It	Let It Happen	Help It Happen	Make It Happen
City Manager		X———	———O	
Mayor		XO		
City Council		XO		
Police Chief			X———	———O
Police Supervisor		X———	———	———O
Police Officers		X———	———O	
Police Union		XO		
Citizens		XO		

X = Present Position O = Desired Position

The City Manager is presently willing to let it happen. He is crucial to the implementation of the plan, because of his important role in city government. As chief administrative officer, he has direct control and authority over resources. A concerted effort must be made to enlist his support to the "help it happen" position. This position will

not only influence stakeholders inside the organization but outside as well.

The Mayor is presently willing to "let it happen," and he must be kept in this position and not allowed to take a blocking position. He is not crucial to implementation, and at this point planners will be happy to keep him in this category. Due to his political influence, any program would be doomed at his strong opposition. It would be advisable to ensure his support through convincing evidence that the program would be significant and innovative and worthy of the investment.

The City Council plays a key role in setting city policy and controlling funding. From this perspective they are important to any plan. Because they are so vulnerable to public opinion, they should remain in the "let it happen" category.

The Police Chief is presently willing to "help it happen." Because he is in such an influential position, his leadership will be necessary to ensure that the program plans and policy are implemented. This person will be needed to "make it happen" by using his influence and powers of persuasion on the other key players in the critical mass.

Police Supervisors are vital to the implementation of any policy that is ultimately imposed. It will be their insight and evaluative expertise that will mark success or failure of the plan. They possess such a vitally important role in this

department that without a "make it happen" commitment, the values of fitness/wellness will be doomed. They currently are in the "let it happen" mode and, because of their high motivation, will easily move to a position of "make it happen."

The Police Officers are the target of the entire program and will be needed to contribute acceptable performance results in order to justify the expense of the program. Their commitment needs to go from "let it happen" to "help it happen."

The Police Union could be very supportive if the plan does not jeopardize wages, working conditions, and fringe benefits. They are currently in a "let it happen" mentality, which could change suddenly if things do not meet their expectations.

Citizens are currently in a "let it happen" position and care should be taken to ensure that this radical stakeholder group does not shift the momentum of the plan by eliminating political support.

Once the critical mass has been determined, its assumptions charted, and the degree of commitment needed has been analyzed, it will be necessary to develop an environment to reduce resistance. Two methods which aid in achieving commitment are problem finding and educational intervention. Problem finding allows all those concerned with the change to get together to identify and clarify all aspects of any

identifiable problems. Educational intervention allows for the education of all participants to understand a change as well as all involved party's concerns. These strategies will be employed at a planning meeting involving all the key stakeholders or their representatives. This meeting will be held for the purpose of identifying as many concerns as possible. The meeting will provide a mutual education process and dialogue on the purpose and responsibilities of each of the participants involved in the plan. Through this kind of format, a reduction in resistance may be accomplished and commitment may be achieved. Role modeling may be an appropriate method to gain commitment and achieve the desired results. Since we are talking about lifestyles, it may be important for the chief executive to pay close attention to his own fitness values. By role modeling the behavior desired, he will have the right to expect others to exhibit these same values, demonstrating the change that activity has priority in the organization. Combine these strategies with the changing rewards strategy, and the organization has been armed with a powerful reinforcing tool in changing priority (these last systems are especially helpful in changing values; simply writing a policy won't do it).

Management Structure

In order to determine the appropriate structure to lead the organization through transition, it will be important to identify the type of system that will create the least amount

of tension on the ongoing system and the most opportunity to develop the new system. The Project Manager and the Representative of Constituencies structures will be used alternately, as needed, to facilitate the transition. The administrative lieutenant will assume the role of the project manager and report directly to the chief of police. He is charged with the responsibility of getting the job done. In the representative of constituencies system, groups of officers, supervisors and union representatives may get together to develop program standards and evaluation criteria.

Since the critical mass has very different tasks to complete, it will be important to chart the members of the implementation group according to the following:

1. Responsibility (not necessarily authority)
2. Approval (right to veto)
3. Support (put resources toward)
4. Inform (to be consulted before action)

Responsibility Charting

Responsibility charting clarifies behavior that is required to implement important change tasks, actions, or decisions. It helps reduce ambiguity, wasted energy, and adverse emotional reactions between individuals or groups whose interrelationships are affected by change.[33]

The technique is used to allocate work responsibility during the transition phase of the strategic plan. The decisions suggested for use in the plan are listed and responsibility for action is assigned. Only one person may be

assigned a responsibility for any one item. See Figure 5 for the Responsibility Chart showing the assignments which will bring about the desired change.

FIGURE 5 - RESPONSIBILITY CHART

ACTORS

DECISIONS	COP	OPS SGT	POL SUP	OFF POA	CITY MGR	MAYOR & CON.
Schedule Plan Mgt.	R	S	S	S	A	I
ID. Project Mgr.	R	S	S	S	A	I
Estab. Goals & Obj.	A	R	S	S	A	I
Develop Policy Guidelines	A	R	S	S	A	I
Set Implement Date	S	R	S	S	I	I
Prepare Action Plans	S	R	S	S	I	I
Conduct Train.	S	A	R	S	I	I
Set Performan. Criteria	S	A	R	S	I	I
Set Evaluation Schedule	S	A	R	S	I	I

R = Responsibility (not necessarily authority
A = Approval (right to vote)
S = Support (put resources toward)
I = Inform (to be consulted before action

Monitoring and Evaluation

A monitoring and evaluation system is an important step in assessing feedback data on the program and measuring corresponding policies as the organization moves through transition. This feedback monitoring system allows the organization managers the ability to review all aspects of the

implementation policies including those occurring in the future state. This process needs to include assessment of progress, asking the following questions: How much has been accomplished? What has worked well? What needs to be adjusted? What needs to be changed?[34] Program follow-up should consist of systems that reinforce the process and maintain momentum. The pace should be considered, adjustments made, and new directions set. The process should then be recycled as appropriate to maintain the program until the goals of the process are achieved.[35]

The project manager will be responsible for the monitoring and evaluation of the project. It will be this person's responsibility to ensure that the project moves forward. The project manager will meet regularly with the other key players to ensure communications and report progress to the chief.

The program evaluation will be concerned with all aspects of the program. It should evaluate the performance of the program operation, including efficiency, effectiveness and achievement of goals and objectives. The following questions should be answered:

1. Is the program working?
2. Is the program achieving the desired results?
3. Is the program cost effective, consuming the appropriate amount of funds?
4. Is there room for improvement?
5. Are the proper values being displayed in the program?
6. Are the levels predicted being obtained?
7. Is the program being accepted by the people it was intended to serve?

To evaluate the effectiveness of the project, it will be important to compile the following statistical information:

1. Number of officers participating.
2. Improvement in scores and performance at onset, four months, eight months, one year, three years, five years, 10 years, 15 years, and 20 years of service.
3. The training hours consumed for implementation and on going maintenance.
4. Survey of officers and supervisors to determine worth of the program.
5. Medical examinations depicting improvement or change in condition.

A written evaluation of the program will be conducted at each fitness testing interval. In addition, the individual's fitness performance will be assessed every six months the first year and at least yearly thereafter. It will be the responsibility of the program manager to complete the evaluation with the assistance of any agency staff (department fitness advisor, psychologist, nutritionist). This evaluation will be reviewed by the chief, the city manager, and any others involved in the program.

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

Research conducted during this study addressed the issue of "How law enforcement executives will manage wellness programs in small-and medium-sized police departments by the year 2000." Scanning the literature, interviewing the experts ,and conducting the futures study analysis revealed strong support for a change in the management culture that will value, support, and reward the individual who practices a lifestyle of health, fitness, and mental preparation.

It was learned through this research that qualified candidates will get even more scarce in the future, as the available workforce begins to shrink, making personnel resources even more valuable to small-and medium-sized police departments. The study predicts that if the current trends continue small-and medium-sized police agencies will be depleted of their most valuable asset: experienced personnel. These people will be lured away from the confines of the small city to the larger, better paying departments. This sub issue, although not the subject of the study, became evident as the question began developing. The big obstacle for managers of small-and medium-sized police departments to overcome in the future will be maintaining a healthy, fit, motivated workforce of experienced veteran and new personnel.

Wellness programs will not be the panacea of the future but merely a tool to maintain a strong bond between the

individuals who comprise the department and the city, providing opportunity for the building of loyalty and the development of a good self image.

The techniques learned and used in this study assisted in identifying trends and events that would eventually be developed into useful data, which would enable the researcher to construct scenarios describing three different future states. From this, the normative scenario was chosen to represent the future that would be desired "by the year 2000. Screening, early intervention, development of standards, and strong employee assistance programs along with value changes in the organization would prove to be excellent mechanisms to manage the future.

A strategic plan was developed by using recognized techniques to identify stakeholders and their assumptions, enabling a manager to enact change in the organization with the least amount of resistance. A Modified Policy Delphi was used to identify three policy alternatives. Organizational assessment was completed, and an implementation plan was developed as a result of this analysis. A transition management plan was developed by identifying the critical mass (key players). A commitment plan and a management structure was recommended to guide them to the desired future state. A management structure identified responsibility for the plan on a project manager. The responsibility chart was constructed to acknowledge roles and responsibility in the transition. An

evaluation and monitoring system was devised to assess the course of the project and allow for adjustments or special conditions, which will give the appropriate feedback for continuation of the program.

Recommendations

The purpose of this study was to assess the future of law enforcement wellness programs in small-and medium-sized police agencies in California by the year 2000. The primary objective was to analyze the future environment of this issue and develop a strategic law enforcement response that would address future management efforts.

This study identifies a strategy that appears to positively impact the management of law enforcement wellness programs in the future. Programs should be developed that focus on fitness in a holistic manner, including all aspects of officer readiness for duty by creating an environment that values and rewards fitness and providing training for early intervention strategy for managers, supervisors, and officers.

Finally, future police officers will be faced with a highly technical world with many pressures and challenges. Fitness lifestyles will be very important to career longevity and mental health. Police managers will be confronted with the problem of maintaining programs and standards that are affordable, realistic, effective and acceptable.

APPENDICES

CANDIDATE TRENDS

1. Fitness incentive programs.
2. Combatative subjects increase officer injuries.
3. Entry level fitness decreases.
4. Management of stress related dysfunctions.
5. Aging of America.
6. Availability of health information.
7. Technology applied to wellness/fitness.
8. Age group awareness.
9. Sick leave pay back.
10. Health costs increasing at dramatic rates.
11. Agency responsible for wellness of employees.
12. Longevity driving cost to health insurance retirement.
13. Public demand for physical competence.
14. Change in composition of the work force.
15. Interagency cooperation of the work force.
16. Increased exposure to disease.
17. Poor work ethic and bad attitude.
18. Use of illegal drugs and increase dependence on alcohol.
19. Updated standards.
20. Fitness related injuries.
21. Environmental pollution.
22. Training awareness/exposure to hazardous material.
23. Nutrition awareness classes and changes in diet.
24. Impacts on the family.

25. Counseling/awareness of need for help.

26. Increase exercise.

27. Smoking dangers.

28. Societal/peer pressure.

29. Early retirement.

30. Job burnout/boredom.

31. Multiple careers.

32. Job specialization.

33. Attitude/desire for the quick fix.

CANDIDATE EVENTS

1. Court cases require levels of officer fitness.
2. Mandatory fitness programs..
3. P.O.S.T. implements statewide fitness standards.
4. Officer involved critical incidents.
5. Gang and drug wars - cause state of emergency
6. Required absolute minimum fitness standards.
7. Conscription.
8. Image problem occurs.
9. Government controlled health care.
10. Mandated retirement age in law enforcement.
11. Workmans' compensation fund goes bankrupt.
12. Officer per/capita mandated.
13. Annual leave/elimination of sick leave.
14. Accreditation for law enforcement.
15. Police assassination - psychological impact.
16. Protest/demonstrations as in the '60's.
17. Tax incentives to encourage wellness.
18. Job description includes fitness.
19. Wellness programs (holistic) adopted by a majority of law enforcement agencies.
20. Police licensing.
21. Development of total workout machines.
22. Fitness drugs developed.
23. Cure for cancer.

24. Heart disease cured.

25. Medical research discovers cure for catastrophic disease.

CAPABILITY ANALYSIS - 1

Instructions:

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

I. Superior; better than anyone. Beyond present need.
II. Better than average. Suitable performance. No problem.
III. Average. Acceptable. Equal to competition. Not good or bad.
IV. Problems here. Not as good as it should be.
V. Real cause for concern. Situation bad. Must take action.

Category:	**I**	**II**	**III**	**IV**	**V**	**AVE**
Manpower	___	___	___	___	___	4.4
Technology	___	___	___	___	___	3.2
Equipment	___	___	___	___	___	2.3
Facilities	___	___	___	___	___	4.2
Funding	___	___	___	___	___	3.6
Call for Service	___	___	___	___	___	2.9
On View Activity	___	___	___	___	___	2.8
Supplies	___	___	___	___	___	3.2
Management Skills	___	___	___	___	___	2.2
Supervisory Skills	___	___	___	___	___	2.8
Officer Skills	___	___	___	___	___	2.7
Training	___	___	___	___	___	3.0
Attitudes	___	___	___	___	___	3.4
Morale	___	___	___	___	___	3.6
Problem ID/Solving	___	___	___	___	___	3.2
Image	___	___	___	___	___	3.6
Council Support	___	___	___	___	___	4.0
City Manager Support	___	___	___	___	___	4.3
Community Support	___	___	___	___	___	2.7
Growth	___	___	___	___	___	2.9
Management Flexibility	___	___	___	___	___	3.0
Sworn-Non-Sworn Ratio	___	___	___	___	___	3.1
Salaries	___	___	___	___	___	4.3
Benefits	___	___	___	___	___	3.8
Personnel Retention	___	___	___	___	___	5.0
Complaints Received	___	___	___	___	___	3.0

CAPABILITY ANALYSIS - 2

Instructions:

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

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

Category:	**I**	**II**	**III**	**IV**	**V**	**AVE**
Top Management						3.7
Mentality/Personality	___	___	___	___	___	3.7
Skills/Talents	___	___	___	___	___	3.6
Knowledge/Education	___	___	___	___	___	3.9
Organizational Climate						2.1
Culture/Norms	___	___	___	___	___	1.8
Rewards/Incentives	___	___	___	___	___	2.3
Power Structure	___	___	___	___	___	2.3
Organizational Competence						2.8
Structure	___	___	___	___	___	2.7
Resources	___	___	___	___	___	2.9
Middle Management	___	___	___	___	___	3.3
Line Personnel	___	___	___	___	___	2.2

RATING SHEET FOR POLICY DELPHI

Alternative 1: Designate City Physician

Feasibility	DF	PF	PI	DI
Desirability	VD	D	U	VU

Alternative 2: Designate Department Psychologist.

Feasibility	DF	PF	PI	DI
Desirability	VD	D	U	VU

Alternative 3: Develop fitness master plan for each officer.

*	Feasibility	DF	PF	PI	DI
	Desirability	VD	D	U	VU #1 Choice

Alternative 4: Develop policy to deal with "Burn out."

Feasibility	DF	PF	PI	DI
Desirability	VD	D	U	VU

Alternative 5: Maintain minimum of physical performance standards and standards of medical fitness.

*	Feasibility	DF	PF	PI	DI
	Desirability	VD	D	U	VU #2 Choice

Alternative 6: Joint Powers agreement with other agencies.

Feasibility	DF	PF	PI	DI
Desirability	VD	D	U	VU

Alternative 7: Full term service retirements with incentives.

Feasibility	DF	PF	PI	DI
Desirability	VD	D	U	VU

Alternative 8: Management and supervisory training.

Feasibility	DF	PF	PI	DI
Desirability	VD	D	U	VU

Alternative 9: Develop culture/values of organization.

*	Feasibility	DF	PF	PI	DI Most
	Desirability	VD	D	U	VU Polarized

Alternative 10: Hire outside fitness consultant.

Feasibility	DF	PF	PI	DI
Desirability	VD	D	U	VU

Alternative 11: Encourage department members to take advantage of higher education.

Feasibility	DF	PF	PI	DI
Desirability	VD	D	U	VU

*Picked by Modified Policy Delphi Group.

Appendix F

RANDOM STRATIFIED SURVEY

This random survey was done to find out if Police Agencies are currently concerned with wellness of their Police Officers. For this survey purpose, I am defining wellness as meaning that the physical needs, nutritional needs and psychological needs of the Police Officer are met in a program that serves all three needs in a holistic manner.

Webster's Ninth New Collegiate Dictionary defines holistic as:

> Relating to or concerned with wholes or with complete systems rather than with the analysis of, treatment of, or dissection into parts.

Twenty-five cities in California, with populations ranging from 3,000 to 154,000 were selected.

SURVEY FINDINGS

The findings are broken down by population as follows:

A. Populations between 3,000 - 20,000

B. Populations between 20,000 - 45,000

C. Populations between 45,000 - 160,000

1. Does your police agency have a current wellness program?

Populations: 3,000-20,000	Populations: 20,000-45,000	Populations: 45,000-160,000
4 Yes - 6 No	5 Yes - 3 No	4 Yes - 3 No

2. If your police agency does not have a current wellness program, do you plan to have one in the future?

Populations:	Populations:	Populations:
3,000-20,000	20,000-45,000	45,000-160,000
4 Yes - 2 No	2 Yes - 1 No	1 Yes - 2 No

3. Does your police agency have a current physical fitness program?

Populations:	Populations:	Populations
3,000-20,000	20,000-45,000	45,000-160,000
4 Yes - 6 No	6 Yes - 2 No	4 Yes - 3 No

4. Does your police agency have a current nutrition program?

Populations:	Populations:	Populations:
3,000-20,000	20,000-45,000	45,000-160,000
2 Yes - 8 No	3 Yes - 5 No	1 Yes - 6 No

5. Does your police agency have a current incentive program?

Populations:	Populations:	Populations:
3,000-20,000	20,000-45,000	45,000-160,000
0 Yes - 10 No	3 Yes - 5 No	1 Yes - 6 No

6. Does your police agency have a current psychological program?

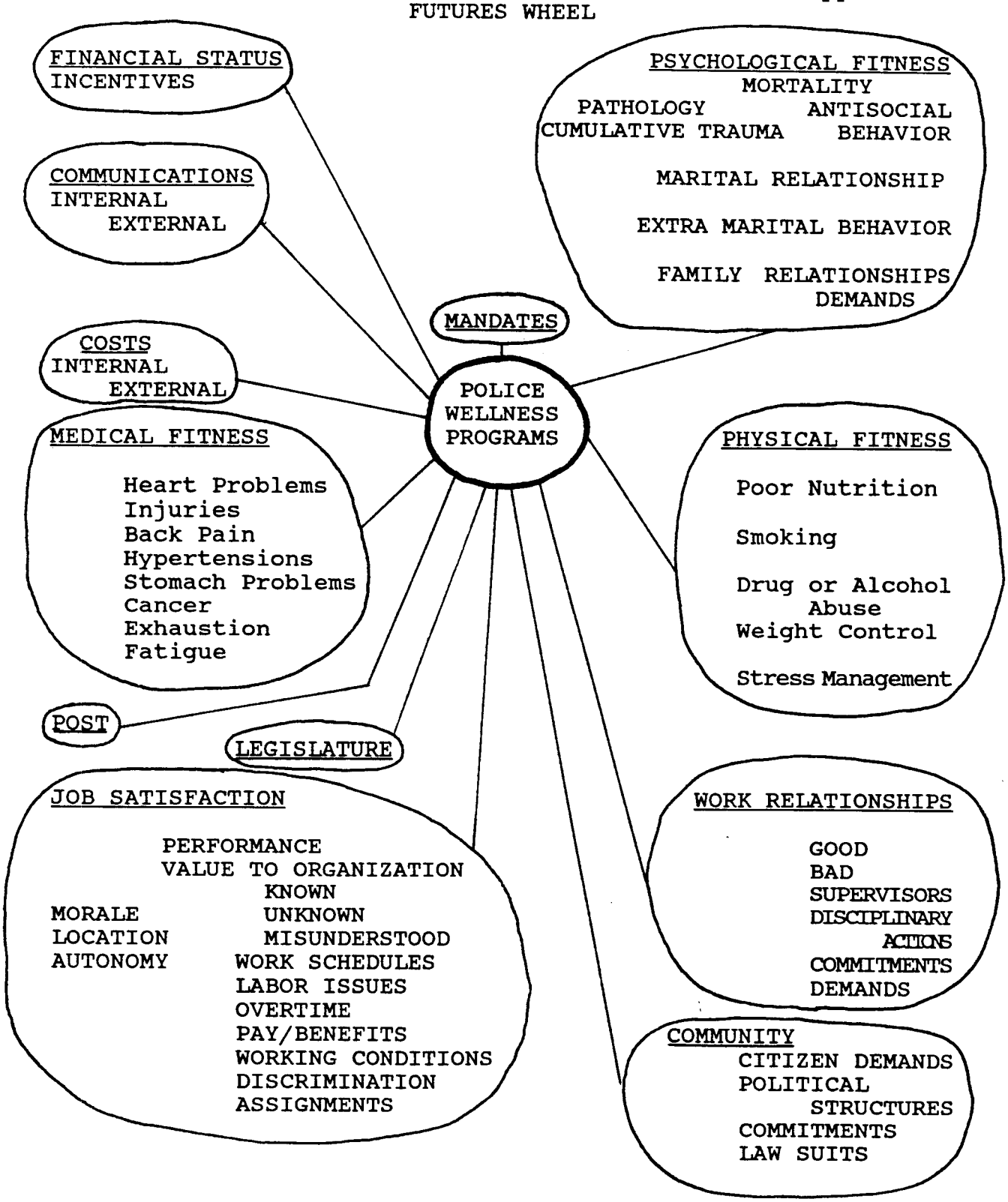
Populations:	Populations:	Populations:
3,000-20,000	20,000-45,000	45,000-160,000
7 Yes - 3 No	8 Yes - 0 No	7 Yes - 0 No

7. Is your police agency wellness program mandatory or voluntary?

Populations:	Populations:	Populations:
3,000-20,000	20,000-45,000	45,000-160,000
6 N/A	3 N/A	2 N/A
3 Voluntary	3 Voluntary	2 Voluntary
1 Mandatory	2 Mandatory	3 Mandatory *

* One mandatory is for the agency SWAT team.

FUTURES WHEEL



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