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HOW WILL LAW ENFORCEMENT AGENCIES

MANAGE THE ISSUE OF POST-SHOOTING

TRAUMA BY THE YEAR 2000?

Law enforcement officers are exposed to a variety of
traumatic field situations. Of these, an
officer-involved shooting is likely to have the most
devastating effects.

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Command College Class 7

Peace Officers Standards and Training (P.O.S.T.)
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HOW WILL LAW ENFORCEMENT AGENCIES
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BY THE YEAR 2000?

Bruce R. Carlson

EXECUTIVE SUMMARY

During the last ten years, studies have shown
that officers may experience psychological reactions
after being involved in a shooting. This syndrome is
commonly referred to as post-shooting trauma.
Although there are similarities of symptoms, each
officer will be affected differently.

A survey of twenty-two current and former Santa
Ana police officers revealed that 86% experienced some
trauma after a shooting. This survey was also used to
provide specific data on the types of reactions
experienced. This study examines post-shooting trauma
from past, present, and future perspectives and
utilizes several research methodologies to examine the
issue and how law enforcement agencies might
effectively manage it in the future. Several trends
and potential events relevant to the issue were
identified through a nominal group technique. The
level of each trend was forecast into 1998, and the
probability of occurrence of each event was
estimated. This data was then used to develop three
scenarios describing possible future states. The
desired scenario "Managing Post-Shooting Trauma 2000:
An Awareness and Commitment" describes a law
enforcement profession that has implemented a variety
of quality training programs and professional services
for officers. This scenario was used as the basis for
a strategic management plan. This process included a
capability analysis of the Santa Ana Police
Department, a review of stakeholder assumptions, and
the development of a mission statement.

The futures research and strategic management process resulted in the development of policy recommendations and specific objectives which address the issue. The policy recommendations are as follows: 1) Create an awareness and commitment among law enforcement executives, 2) Develop new and enhance existing P.O.S.T.-certified trauma training programs, 3) Establish guidelines for dealing with officers involved in a shooting, and 4) Establish a peer counseling program.

A transition management plan was developed to assist in the implementation of the selected policies so that the desired future state can be achieved. It suggests the various levels of commitment that will be needed from six key stakeholders as the transition is made from the present to the future state of managing post-shooting trauma.

This plan is expected to result in more effective agency management of shootings and in a lessening of trauma on officers.

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HOW WILL LAW ENFORCEMENT AGENCIES

MANAGE THE ISSUE OF POST-SHOOTING TRAUMA

BY THE YEAR 2000?

I.   PROJECT BACKGROUND

An officer-involved shooting is one of the most traumatic situations facing law enforcement officers. According to John G. Stratton, 1/3 of officers will encounter minimal problems, if any, and 2/3 will suffer from moderate to severe reactions after a traumatic incident (1). Following shootings, reactions may include perceptual distortion, sleep difficulties, fear of legal consequences, nightmares, anger, and detailed flashbacks of the incident. This often leads to alcohol and drug problems, marital tension, divorce, and thoughts of suicide. In 1987, 73 officers were killed in the line of duty in the United States, and another 2,789 were assaulted with firearms (2).

Post-shooting trauma has been the subject of a great deal of research over the last 10 years. However, a majority of this research focuses on establishing the fact that post-shooting trauma does

exist, and in identifying the assoicated physical and psychological symptoms. Recently, and to a lesser degree, research has begun to take a futures-oriented approach in the development of procedures and recommendations to assist law enforcement executives in the development of policies which deal with traumatic incidents.

Even with existing data, many organizations have failed, for a variety of reasons, to identify the symptoms of this disorder or to assist officers who are in need of help. Many well-intentioned officers and supervisors who may be aware of behavioral changes in officers involved in shootings do not understand their roles. This is because of a lack of quality training and inadequate departmental policies and procedures.

This combination of factors can result in officers without anyone to turn to for assistance. They are often left to deal with the physical and emotional concerns of post-shooting trauma by themselves. The result can be an officer who is angry at himself for shooting someone, angry at his peers for their insensitivity, and angry at an organization that appears unconcerned and uncaring. The often-resulting depression and guilt can cause

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difficulties for the officer in his career and with his family. Organizations without specific policies and procedures to deal with post-shooting trauma are likely to find themselves with an increase in stress-related claims or retirements and unproductive, problem employees, but, more importantly, with officers whose lives, health, marriages, and careers have been ruined.

Scope of Project

This research will explore post-shooting trauma from past, present, and future perspectives, in order to create a futuristic strategic planning document that will hopefully create an awareness among law enforcement executives and a resource to guide them into the future as they manage this issue. Additionally, police officers and their families will hopefully benefit from proactive organizations that are responsive to the needs of officers involved in shootings.

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Futures Study

II. OBJECTIVE ONE -- FUTURES STUDY

Statement

The first objective is to analyze and study the general   issue   utilizing   futures   research methodologies.   The outcome will be three futures scenarios based primarily upon the forecasting of collected data.

The general issue is stated as follows: How will law enforcement agencies manage the issue of post-shooting trauma by the year 2000?   The following four related issues have been identified from the past.

1. Was post-shooting trauma an unidentified
    or misunderstood disorder?

2. Did organizations implement policies and
    procedures to address post-shooting trauma?

3. What especially caused the trauma for
    officers involved in shootings?

4. Did most police applicants have prior
    military experience?

All of these issues are still relevant. The source of these past-related issues and the issues emerging in the future was a review of related literature,   discussions   with   law   enforcement administrators and other experts in the field, and

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brainstorming with command college colleagues. The methods sections describe the processes used to structure the general issue for study purposes. The outcome was a selection of the four following related sub-issues:

1. Are officers experiencing trauma as a result of shootings?

2. Are there secondary victims of post-shooting trauma?

3. What role do peers and supervisors have in post-shooting trauma?

4. Are police shootings closely reviewed by law enforcement agencies and the public?

Two criteria were used in the selection of sub-issues: (1) the degree of relatedness to the main issue, and (2) the feasibility of studying each sub-issue. The determination of the sub-issues essentially defined the parameters of the general issue for the purpose of this study.

Consideration was then given to related issues that might emerge by the year 2000. Future issues were judged to be relevant to the study based upon potential impact upon future scenarios. The inital issues selected were:

1. Will adequate funding levels be available for training programs?

2. What type of psychological services will be made available for officers?

3. Will family members and other department personnel receive trauma training?

4. How will legal requirements and procedures affect organizations and personnel?

5. Will stress retirements and claims increase because of shooting situations?

The context in which the issue is studied is determined by the selection of one of the three developed scenarios and by the strategic management processes developed in objective two. A significant part of the scenario development process is the identification of trends and events that are estimated to have some degree of impact upon the issue of the study. Trends are then forecast in terms of relative strength over the time period of the study, which is by the year 2000. Events are forecast in terms of probability of occurrence. The probability impact of events upon other events, and upon trends, is studied through cross-impact analysis.

Finally, for the purposes of this study, an officer-involved shooting will be those incidents when: (1) An officer shoots and injures or kills someone; (2) He himself is shot; (3) He is present when a partner is shot and injured or killed.

Methods: Identification

The following futures research methodologies
were used to gather information relative to the study
of this issue:

- Scanning of available literature for trends
  and events and review of existing data;
- Futures wheel for analysis of the issue and
  major related sub-issues;
- Use of a nominal group technique (NGT) for
  the generation of ideas related to the issue;
- A cross-impact analysis of the impact of
  trends and events;
- Survey of law enforcement agencies to
  evaluate shooting policies
- Survey of officers involved in shootings to
  measure post-shooting trauma;
- Scenarios to describe three possible
  alternative futures.

The process for each of these techniques is
described in the following section.

Methods: Implementation

Scanning. The initial research methodology
employed to identify and gather information relative
to the issue was the scanning of existing sources of
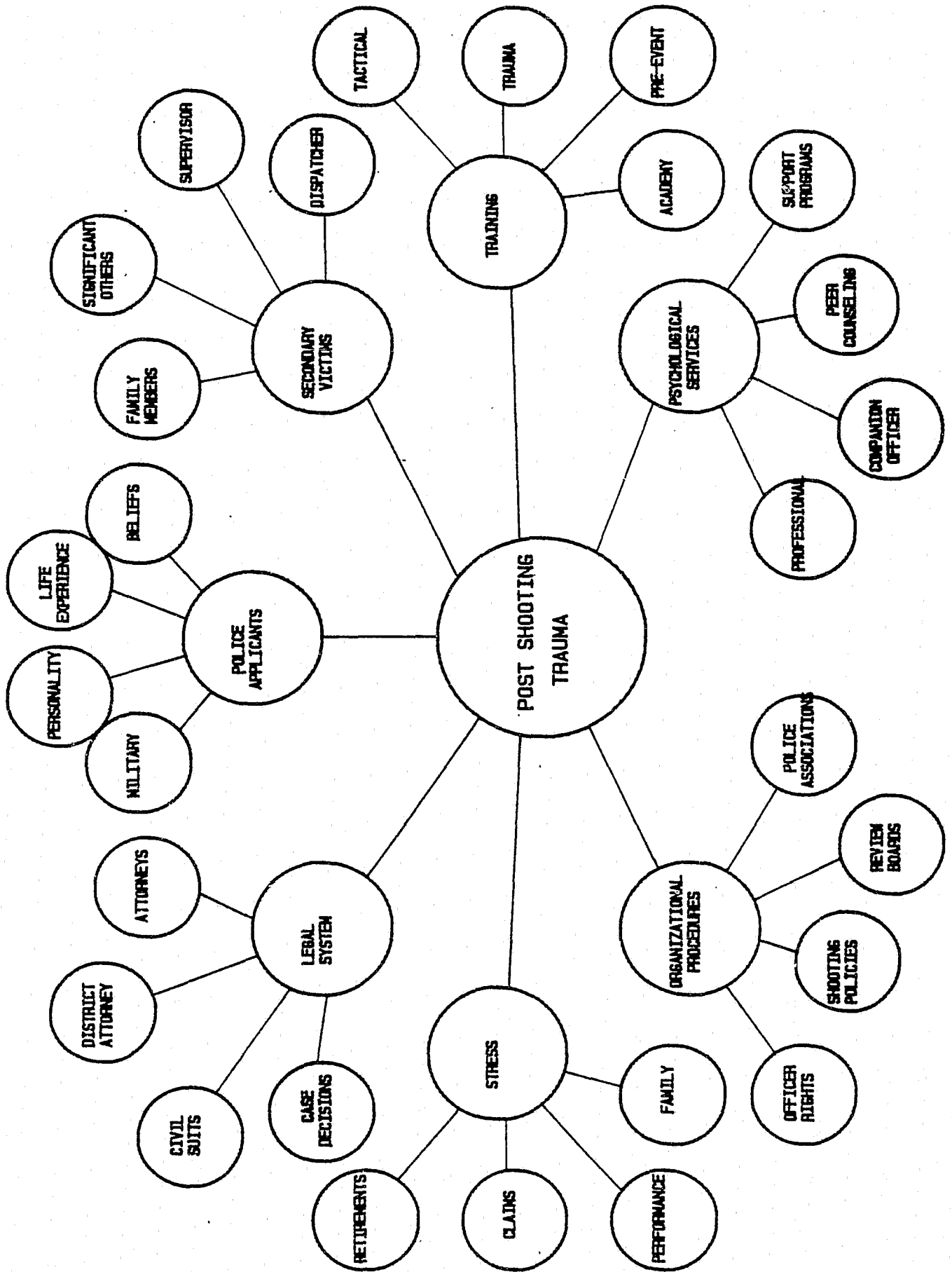data. This technique facilitates the review of a

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large body of information and assists in the identification of emerging issues, trends, and potential events. This phase, which continued for about one year, began with searches of the National Criminal Justice Research Center, the P.O.S.T. Library, and the libraries at the University of California-Irvine and the Santa Ana Police Department. In addition to these sources, literature was obtained from the International Law Enforcement Stress Association, Canton, Massachusetts; and during attendance at a "Post-Trauma Stress Course." This was a P.O.S.T.-certified 24-hour course held at the National Council on Alcoholism in Santa Ana, California, in March, 1988. The scanning resulted in hundreds of documents from dozens of different law enforcement and non-law enforcement journals. Two major newspapers, the Los Angeles Times and the Orange County Register, were also resources included in this process. Because of the volume of data gathered, several futures files were created to organize the material in a logical fashion which would allow for ease of retrieval during the study.

Futures Wheel. A futures wheel is a method for structuring an emerging issue into sub-issues and to graphically display component parts for the purpose of analysis. This technique involves placing the

emerging issue in the center of what resembles a wheel and connecting sub-issues to this hub. Seven sub-issues were identified and are shown on a futures wheel along with their four interrelated components. The seven major sub-issues identified for the purpose of this study were psychological services, organizational procedures, stress, legal system, police applicants, secondary victims, and training (refer to Figure 1).

Nominal Group Technique (NGT). This method of futures research brings together a group of diverse and knowledgeable individuals for the purpose of identifying and forecasting trends and potential events and measuring their potential impact on each other. The nine participants in the NGT came from a variety of backgrounds and levels of expertise. It included two psychologists who have full-time police psychology practices specializing in post-shooting trauma and family counseling, the supervisor of the Orange County District Attorney's Office Shooting Investigation Team, the shooting team supervisor from the Santa Ana Police Department, an officer who retired after being involved in a shooting, a police officer's wife, a representative from the Santa Ana Police Benevolent Association, a lieutenant from the Los Angeles Police Department who has conducted

FUTURES WHEEL

POST SHOOTING TRAUMA

TRAINING — TACTICAL, TRAUMA, PRE-EVENT, ACADEMY, SUPPORT PROGRAMS

SECONDARY VICTIMS — SUPERVISOR, DISPATCHER, SIGNIFICANT OTHERS, FAMILY MEMBERS

PSYCHOLOGICAL SERVICES — PEER COUNSELING, COMPANION OFFICER, PROFESSIONAL

POLICE APPLICANTS — BELIEFS, LIFE EXPERIENCE, PERSONALITY, MILITARY

LEGAL SYSTEM — ATTORNEYS, DISTRICT ATTORNEY, CIVIL SUITS, CASE DECISIONS

STRESS — RETIREMENTS, CLAIMS, PERFORMANCE, FAMILY

ORGANIZATIONAL PROCEDURES — POLICE ASSOCIATIONS, REVIEW BOARDS, SHOOTING POLICIES, OFFICER RIGHTS

officer-involved shooting training throughout the world, and a lieutenant from the Santa Ana Police Department who has studied officer-involved shootings for a number of years. Prior to conducting the day-long session, each participant was contacted either in person or over the telephone, and a detailed discussion took place regarding the issue and the purpose of the NGT. About one week prior to the meeting, a packet of information was sent to each participant, which included several articles relevant to the issue, and lists of candidate trends and potential events for their review.

This information was gathered during the scanning process and was intended to assist the participants in their preparation for the NGT. The specific instructions and guidelines given will be covered in the sections which follow.

Trends. The NGT started with an introduction and an explanation of the specific steps to be followed during the process. The importance of full and equal participation of all involved was emphasized. The issue was restated in question form and posted in the front of the room.

Each member was then asked to silently generate a list of trends or patterns of happenings over time that might impact this issue over the next 10 years.

All ideas were recorded and posted in front of the group. A short discussion took place clarifying each trend and combining those that were very similar. This resulted in the identification of 15 trends (refer to Appendix A). The NGT participants were then asked, "For the purpose of strategic planning, how valuable would it be to have a good long-range forecast of the trend?" With this as a guideline, a preliminary and final vote were taken on the 15 trends. The following five trends were thought to be of the most value for the purposes of this research:

1. More officer-involved shooting training;

2. Increasing agency management of shooting situations;

3. Increasing quality of psychological services;

4. Complex law enforcement/legal systems;

5. Constantly changing social mores.

After identification and clarification of each of these trends, participants were asked to rate the level of each on a trend evaluation form. On a scale of 1 to 100, with 1988 being 100, the level of each trend was rated for five years ago, where it will be in 10 years, and where it should be in 10 years. The trend statements and averaged results are shown in the following figures:

FIGURE 2

TREND 1
MORE OFFICER-INVOLVED SHOOTING TRAINING

LEVEL OF TREND
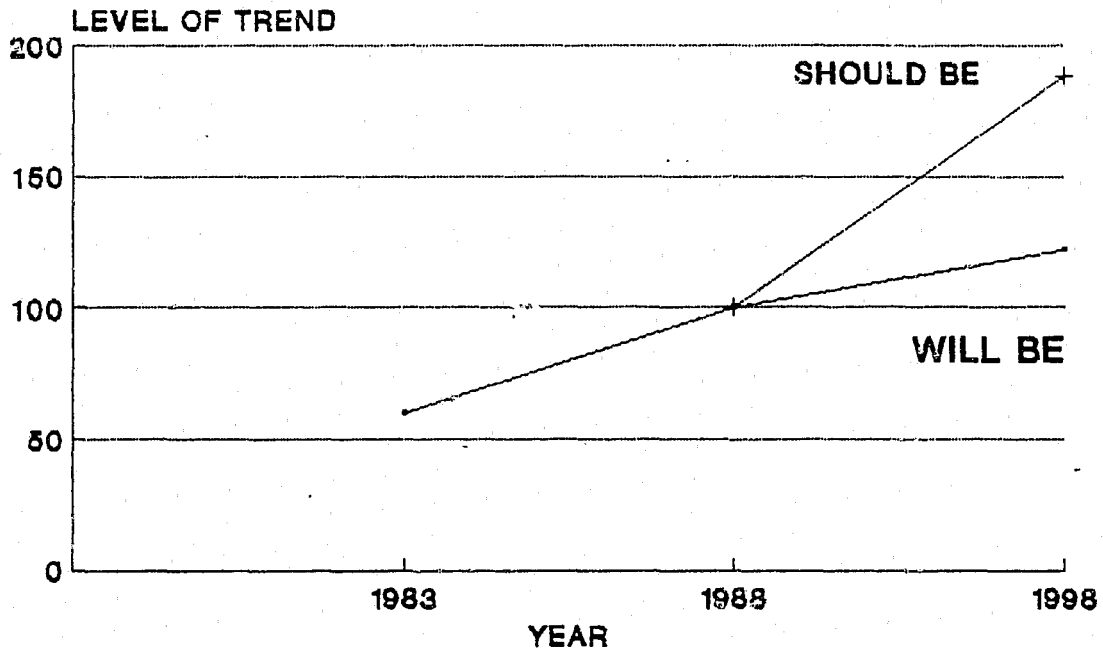
RESULTS: 1983=60 1988=100
1998=122(WILL BE) 1998=188(SHOULD BE)

Trend Statement

There has been an increasing emphasis on officer-involved shooting training. It has focused primarily on the tactical aspects of being involved in a shooting. Typically, it begins at the police academy and continues with in-service training courses which are available for veteran officers.

Analysis

The participants in the NGT estimated that the amount of training has increased by 40% over the last five years and forecast that it will increase by about 22% over the next 10 years. The group indicated that this trend should increase by over 80% in the next 10 years to reach a desired level.

FIGURE 3

TREND 2
AGENCY MANAGEMENT OF SHOOTING SITUATIONS

LEVEL OF TREND

```
200 |
    |                                    SHOULD BE
    |
150 |                                              +
    |
    |
100 |                              +
    |                                    WILL BE
    |
 50 |
    |
  0 |_____
         1983            1988            1998
                      YEAR
```
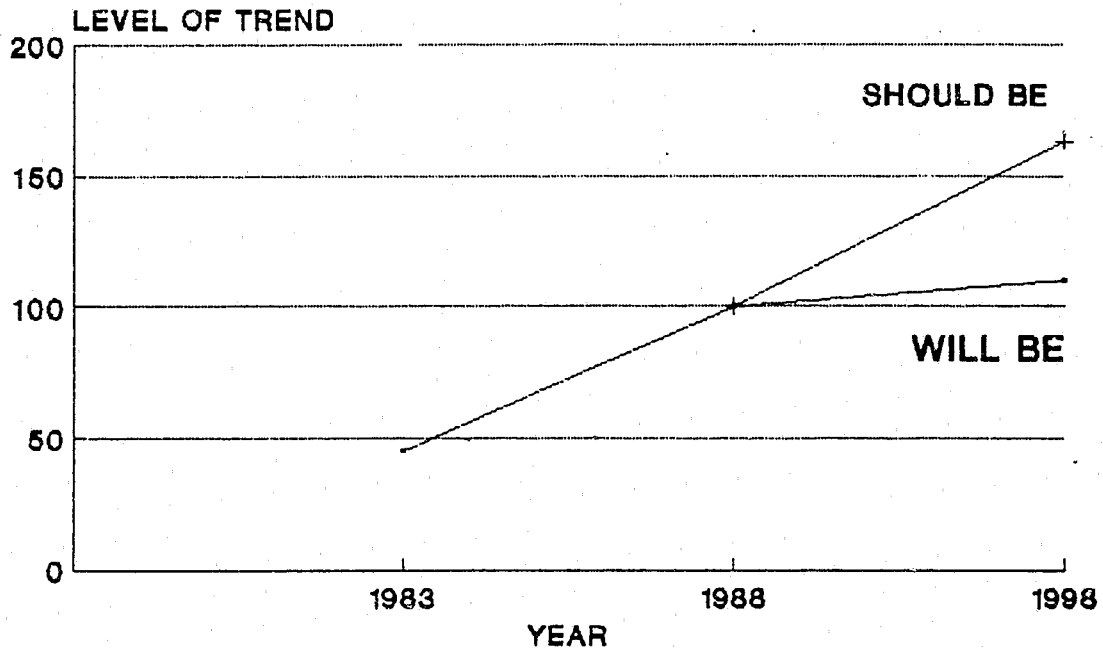
RESULTS: 1983=45 1988=100
1998=110(WILL BE) 1998=163(SHOULD BE)

Trend Statement

Law enforcement agencies have taken steps to ensure professional management of shooting situations. This has included formal policies, special shooting investigative teams, and a coordinated and cooperative effort with outside agencies, such as the district attorney's office.

Analysis

The participants in the NGT estimated that the management of shooting situations has more than doubled over the last 5 years and forecast that the level of this trend will increase by 10% in the next 10 years. The group indicated that a 63% increase in the management of shooting situations over the next 10 years was desirable.

FIGURE 4

TREND 3
INCREASING QUALITY OF PSYCH. SERVICES

LEVEL OF TREND
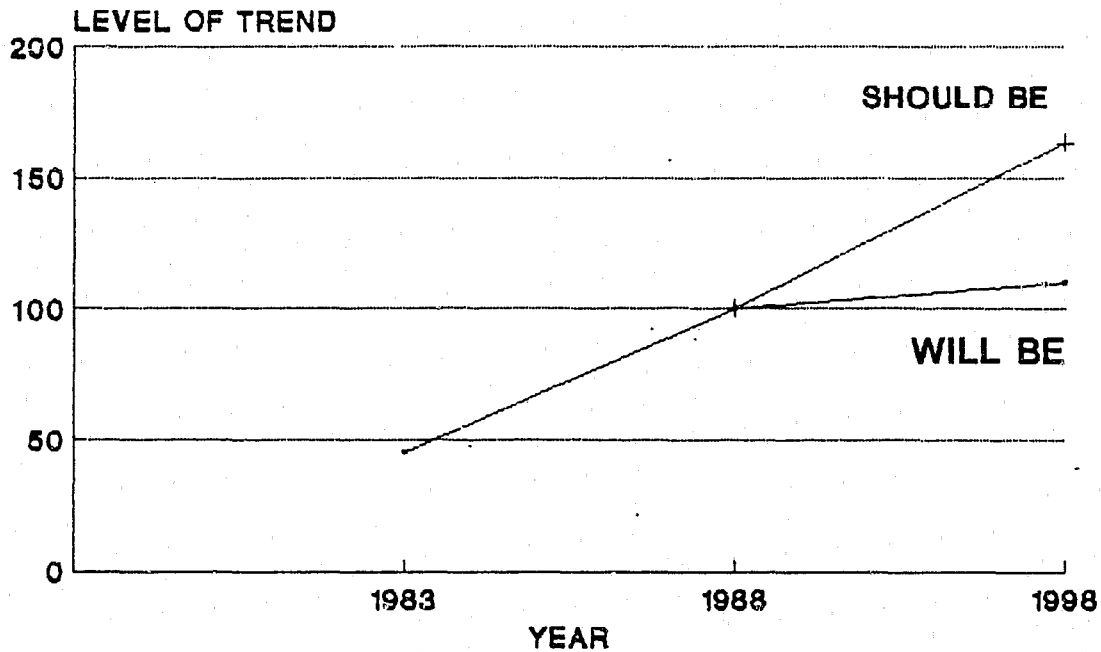
RESULTS: 1983=42 1988=100
1998=109(WILL BE) 1998=161(SHOULD BE)

Trend Statement

The quality and availability of psychological services for officers involved in traumatic incidents has been increasing. This includes the participation of psychologists, employee counseling services, and peer counseling programs. Officers and family members have a variety of professional services to assist them with psychological needs.

Analysis

The participants in the NGT estimated that the quality and availability of psychological services have more than doubled over the last five years and will continue to increase by about 10% in the next 10 years. The group indicated that the desired level of this trend over the next 10 years was an increase of over 60%.

FIGURE 5

TREND 4
COMPLEX LAW ENFORCEMENT/LEGAL SYSTEMS

LEVEL OF TREND
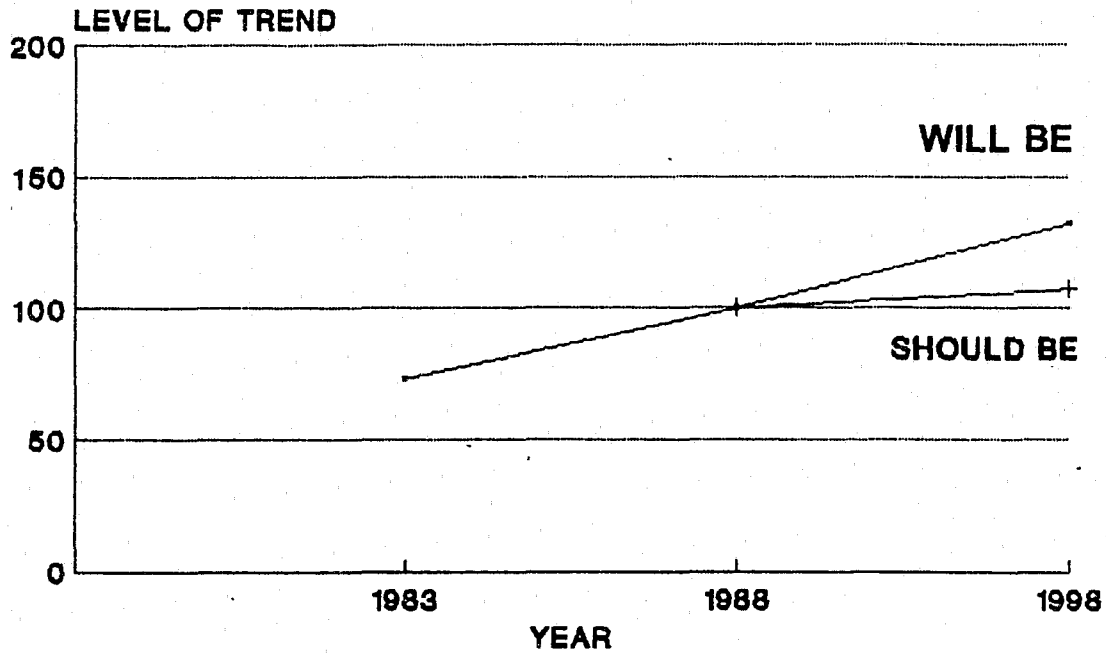
RESULTS: 1983=73 1988=100
1998=132(WILL BE) 1998=107(SHOULD BE)

Trend Statement

As it applies to officer-involved shooting situations, the law enforcement and legal systems have grown extremely complex. This complexity includes multiple investigations and review of each incident, civil law suits, use of attorneys, officer rights, and the potential for criminal prosecution of officers.

Analysis

The participants in the NGT estimated that the level of this trend has increased by about 30% over the last five years and is likely to increase by over 30% in the next 10 years. The group indicated that the desired level of this trend over the next 10 years was an increase of only 7%.

FIGURE 6

TREND 5
CONSTANTLY-CHANGING SOCIAL MORES

LEVEL OF TREND
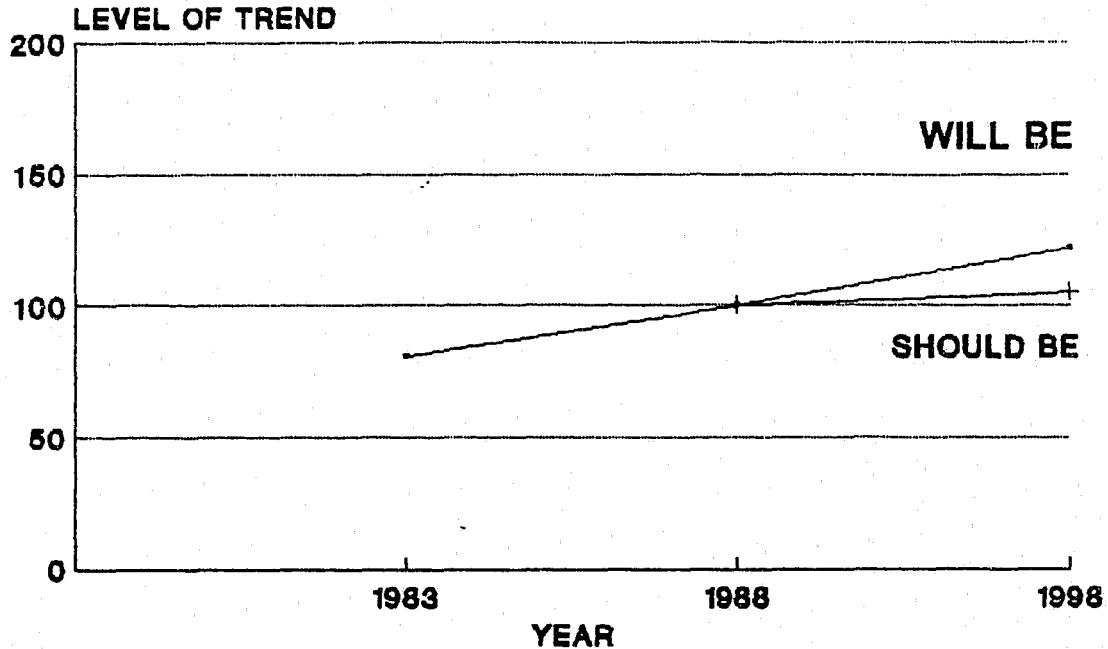
RESULTS: 1983=81 1988=100
1998=122(WILL BE) 1998=105(SHOULD BE)

Trend Statement

Social mores, values, and beliefs are in a constant state of change. These changes take place over time and can vary from community to community. Support for law enforcement and a law-and-order mentality can change to one of personal rights and resentment of police activities. These social attitudes must be monitored continually as they will affect how police shootings are viewed and responded to by the public.

Analysis

The participants in the NGT estimated that the level of this trend has increased by almost 20% in the last five years and it will continue to increase by over 20% over the next 10 years. The group indicated that the desired level of this trend over the next 10 years should be an increase of only 5%.

Events. The participants in the NGT were next asked to generate a list of potential events which could take place and would impact the issue. Events were described to the group as one-time occurrences, something that either takes place or does not take place. Using methods very similar to those described in the identification of trends, each member silently generated a list of events. After eliminating those which had been identified more than once, a list of 15 candidate events was developed (refer to Appendix B). A screening process then took place to identify the five most important events based upon their impact on the issue. Each of these five events was clarified during a group discussion and listed for review as follows:

1. An economic depression results in major cutbacks in funding for criminal justice.

2. A law enforcement officer is prosecuted and convicted for involvement in an on-duty shooting.

3. A shooting incident results in a major loss of life to civilians or officers.

4. The development of an effective non-lethal
    weapon reduces the number of officer-
    involved shootings.

5. The United States is involved in a major
    military conflict requiring the
    re-establishment of the draft.

Next, group members were asked to privately
evaluate each of the five trends. The first step in
this process involved estimating the first year that
the probability of the event exceeded zero. This did
not suggest that the event will occur in that year,
only that it is possible. Following this, two
probability estimates were made, one for a 5-year
(1993) interval, and a second for a 10-year (1998)
interval. This 10-year range provides an event
evaluation consistent with the scope of this study
and with the time lines used for trend forecasting.
The impact of each potential occurrence was then
rated on the issue and on law enforcement in general
using a scale of -10 (negative impact) to +10
(positive impact). The averaged results were
recorded on an event evaluation form (refer to Figure
7).

Cross-Impact Analysis. The interrelationships
of the trends and potential events identified during
the NGT were measured on a Cross-Impact Analysis Form

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FIGURE 7

EVENT EVALUATION FORM

EVENT STATEMENT	PROBABILITY			NET IMPACT ON ISSUE	NET IMPACT ON LAW ENFORCEMENT
	YEAR THAT PROBABILITY FIRST EXCEEDS ZERO	BY 1993 (0-100)	BY 1998 (0-100)	(-10 TO +10)	(-10 TO +10)
ECONOMIC DEPRESSION	1990	53	65	-8	-8.5
OFFICER PROSECUTED AND CONVICTED FOR SHOOTING	1992	46	61	-7	-7
SHOOTING INCIDENT RESULTS IN MAJOR LOSS OF LIFE	1989	56	83	-5	-7
DEVELOPMENT OF NON-LETHAL WEAPON	1995	0	58	+7	+8
UNITED STATES INVOLVED IN MAJOR MILITARY CONFLICT	1991	49	66	+6	+5.5

The above evaluation indicates that all events have the potential of occurring between 1989 and 1995. A shooting incident resulting in a major loss of life to civilians or officers was thought to have the most likelihood of occurring (83% by 1998). The event believed least likely to occur was the development of an effective non-lethal weapon. The probability of this was rated at only 5% by 1998. The event with the most negative (-8) impact on the issue was an economic depression, while the development of a non-lethal weapon would have the most positive impact (+7) on the issue.

(refer to Figure 8). For each event, the question was asked, "If this event actually occurred, what would be the impact on the likelihood of the other events occurring and what would be the impact on each trend?" The cells in the matrix were used to record the change or impact of the events. For example, if Event 1 (an economic depression) occurred, it would have no effect on Event 2 (an officer prosecuted and convicted for a shooting), but it would increase the probability of Event 3 (an officer-involved shooting results in a major loss of life) to 90%. The impact of each event was also measured on how great a change it would have on each forecast trend. For example, if Event 1 occurred, it would decrease Trend 1 (more officer-involved shooting training) by 50% at the point of greatest impact.

The importance of each event was measured based on its impact on other events and trends. The events which have the potential to cause the most change are referred to as "actors." The three most powerful events are economic depression, an officer prosecuted and convicted for shooting, and an officer-involved shooting results in major loss of life. An economic depression and funding cutbacks to law enforcement would have a serious and devastating impact on three of the trends. It would likely result in a 50%

Suppose that this
event   with this probability
actually   occurred.............How would the probability of the events shown below be affected?

		E1	E2	E3	E4	E5	TRENDS				
							T1	T2	T3	T4	T5
E1	65%		NO EFFECT	INCREASE TO 90%	NO EFFECT	INCREASE TO 75%	DECREASE BY 50%	DECREASE BY 25%	DECREASE BY 30%	NO EFFECT	INCREASE BY 10%
E2	61%	NO EFFECT		NO EFFECT	INCREASE TO 70%	NO EFFECT	INCREASE BY 20%	INCREASE BY 25%	INCREASE BY 30%	INCREASE BY 40%	NO EFFECT
E3	83%	NO EFFECT	INCREASE TO 75%		INCREASE TO 70%	NO EFFECT	INCREASE BY 15%	INCREASE BY 10%	INCREASE BY 25%	NO EFFECT	NO EFFECT
E4	50%	NO EFFECT	DECREASE TO 10%	DECREASE TO 20%		NO EFFECT	DECREASE BY 20%	INCREASE BY 10%	NO EFFECT	DECREASE BY 15%	NO EFFECT
E5	66%	DECREASE TO 40%	NO EFFECT	NO EFFECT	NO EFFECT		DECREASE BY 15%	NO EFFECT	DECREASE BY 15%	NO EFFECT	NO EFFECT

PERCENT CHANGE
OF OCCURRENCE

EVENT 1 - ECONOMIC DEPRESSION.. 65%
EVENT 2 - OFFICER PROSECUTED AND CONVICTED... 61%
EVENT 3 - OFFICER-INVOLVED SHOOTING RESULTS IN MAJOR LOSS OF LIFE...................... 83%
EVENT 4 - DEVELOPMENT OF NON-LETHAL WEAPON... 58%
EVENT 5 - UNITED STATES INVOLVED IN MAJOR MILITARY CONFLICT............................ 66%

TREND 1 - MORE OFFICER-INVOLVED SHOOTING TRAINING
TREND 2 - AGENCY MANAGEMENT OF SHOOTING SITUATIONS
TREND 3 - INCREASING QUALITY OF PSYCHOLOGICAL SERVICES
TREND 4 - COMPLEX LAW ENFORCEMENT LEGAL SYSTEMS
TREND 5 - CONSTANTLY-CHANGING SOCIAL MORES

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reduction in officer-involved shooting training (Trend 1), a 25% reduction in agency management of shooting situations (Trend 2), and a 30% reduction in the quality of psychological services (Trend 3)

Events and trends are then studies based on the level of impact the events have on them. Those with the highest totals are referred to as "reactors." The reactor events are an officer prosecuted and convicted for a shooting (Event 2), an officer-involved shooting results in a major loss of life (Event 3), and the development of a non-lethal weapon (Event 4). Reactor trends were identified as more officer-involved shooting training (Trend 1), increasing quality of psychological services (Trend 3), and agency management of shooting situations (Trend 2). This analysis reveals that the trend for more officer-involved shooting training is the only one impacted by each of the five events. The identification of "actors" and "reactors" and establishing the importance of each provides a framework or target for policy recommendations for the issue.

Shooting Policy Survey. A survey of 50 California police and sheriff's departments was utilized to determine the existence and nature of shooting policies. The questionnaire focused only on

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those policy areas related to the agency resources available to officers involved in shootings. Agencies ranged in size from 9 to 7,500 sworn officers and all 50 indicated they had written policies on the use of firearms. The shooting policy of one agency did not address the surveyed items (refer to Appendix C). The responses to the ten question survey are reported below.

1.   Do officers involved in shootings receive administrative time off?

Response	Number	Percentage
Yes	41	82%
No*	9	18%

*Two agencies responded that officers do not receive time off, but are assigned to inside duty.

2.   If officers receive time off, how much time do they get?

Response	Number	Percentage
5 days	3	7%
4 days	1	2%
3 days	3	7%
2 days	4	10%
During Investigation	2	5%
"As Needed"	28	68%

3. Is the time off mandatory?

Response	Number	Percentage
Yes	29	71%
No	12	29%

4. Do officers receive professional counseling?

Response	Number	Percentage
Yes	50	100%
No	0	0%

5. Generally, who provides the counseling?

Response	Number	Percentage
Psychologist*	40	80%
Employee counseling service	7	14%
Psychologist and Chaplain	3	6%

*Includes in-house and contract services

6. How many days after the shooting is the counseling provided?

Response	Number	Percentage
Immediately	43	83%
Within One Week	2	4%

(continued)

During Leave	2	4%
Before Returning	2	4%
Policy not Specific	1	2%

7.   Does your agency have a formal peer counseling program?

Response	Number	Percentage
Yes	10	20%
No	40	80%

8.   Is peer counseling provided for officers involved in shootings?

Response	Number	Percentage
Yes	10	20%
No	34	68%
Informally	4	8%
If Requested	2	4%

9.   Is counseling provided for officer's family?

Response	Number	Percentage
Yes	34	68%
No	13	26%
If Requested	3	6%

10. Who is responsible for ensuring shooting policy procedures are followed?

Response	Number	Percentage
Division Commander	22	44%
Personnel Division	10	20%
Chief	5	10%
Watch Commander	5	10%
Immediate Supervisor	3	6%
Captain	2	4%
Internal Affairs	1	2%
No Response	2	4%

Officer Survey. A quantitative and qualitative survey of 22 Santa Ana officers who had been involved in shootings from 1968 to 1988 was conducted. This focused primarily on current officers; however, several retired officers were included in an attempt to increase the data base. Because there is a reluctance on the part of many officers to openly discuss or to complete surveys on post-shooting trauma, personal contact and brief interviews were used to clarify the purpose and scope of the research. The survey was divided into three sections. They were 1) post-shooting reactions experienced by officers, rated on a 5-point Likert

Scale, 2) perceptual distortions, and 3) qualitative measurement of supervisors, peer and the department. Finally, each officer was asked to rate the shootings' overall impact on him.

Once again, for the purpose of this study, only those shootings where someone was injured or killed are included in the review of the data. A majority of the officers surveyed reported no reaction to the 15 physical and emotional symptoms. Of the 22 shooting incidents, 11 resulted in suspects being killed, while one resulted in the death of an officer. The fact that only 50% of the shootings resulted in a death may have lessened the trauma on officers (refer to Appendix D).

The response to these symptoms were reported under five levels of reactions: None, Mild, Moderate, Severe, or Very Severe. Because of the limited size of the sampling, all affirmative reactions were grouped together and are reported as follows:

	Number	Frequency
Fear	14	63%
Detailed Flashbacks	13	59%
Heightened Sense of Danger	13	59%
Anger	10	45%
Sleep Disorders	8	36%
Depression	8	36%
Family Problems	7	32%
Withdrawal/Isolation	7	32%
Startle Response	6	27%
Guilt	6	27%
Nightmares	5	23%
Irritability	5	23%
Use of Alcohol/Drugs	5	23%
Suicidal Thoughts	3	14%
Sexual Dysfuntions	2	9%

The number of officers experiencing perceptual distortions during the shooting is reported below.

	Number	Frequency
Slow Motion	13	59%
Fast Motion	2	9%
Time Distortion Total	15	68%
Diminished Sound	13	59%
Intensified Sound	5	23%
Auditory Distortion Total	18	81%

	Number	Frequency
Tunnel Vision	12	54%
Heightened Detail	8	36%
Visual Distortion Total	20	90%

Officers rated the shootings' overall impact on them as follows:

	Number	Frequency
None	5	23%
Mild	8	36%
Moderate	6	27%
Severe	1	4%
Very Severe	2	9%

The same survey instrument was used to elicit general comments and observations officers had about the organization, supervisors, and peers. Those results are provided in summary fashion. The organization was often viewed as being more concerned about the following of policies and procedures and only minimally interested in the well-being of the officer involved in a shooting. The emphasis often appeared to be on ensuring that proper reports were completed, that the investigation followed policy, and that the shooting review board convened as

required. This attention to the administrative aspects often resulted in officers feeling that top staff did not care about them. The providing of updates on the status of the investigation, time off, and availability of psychological services were viewed as organizational measures which reduced the trauma experienced by officers.

Due to a lack of training, first-line supervisors, usually sergeants, occasionally appeared unfamiliar with post-shooting trauma and failed to inform officers of post-shooting procedures. Officers looked to supervisors for feedback during the initial investigation as well as future re-contacts and updates. The desire to be kept informed surfaced time and time again in comments about the role of the organization and supervisors.

Peers were usually viewed as being unintentionally insensitive. This was attributed to their lack of familiarity on how to deal with officers who had been involved in a shooting. Being second-guessed tended to cause the most frustration for officers, especially when others didn't have all of the facts and when they would pose questions such as, "Why didn't you..." to the officer. The locker room jokes, praising an officer for killing someone and congratulating him for his actions, all tended to

add to the overall trauma of the shooting. "Human touches," caring, offering to help, asking about the officer's personal well-being, and calls to the officer's home were all viewed as favorable gestures by peers.

In response to the question, "What should organizations be doing in future shooting situations?", responses focused on three general areas: 1) Training, 2) Peer Counseling, 3) Long term follow-up for officers and family. These recommendations should be considered during the formulation of policy.

Future Scenarios. Scenarios are used in futures research as a means of bringing together large quantities of data for the purpose of creating a future image of an issue. Often written in narrative form, they assist in the framing of an issue for study and future planning. For the purpose of this study, the time frame is a period of 10 years and the construction of the scenarios is data driven. Scenarios are based on the trends, events, and cross-impacts identified during the NGT.

The first scenario, "Managing Post-Shooting Trauma 2000: The Trauma Continues," is a system-change scenario written in an exploratory mode. It presents the most likely future and answers

the question, "What is the future of the issue if current forces continue in motion?" The second scenario is also a system-change type and written in a hypothetical mode. Entitled "Managing Post-Shooting Trauma 2000: A Turn for the Worse," it describes a negative future and answers the question, "What is the worst case of development the trends and events could take?" The third is a demonstration scenarios written in a normative mode and entitled "Managing Post-Shooting Trauma: An Awareness and Commitment." This presents a desired and attainable future and answers the question, "What are the desired outcomes of the trends and events?" Not only does it show that the desired future is possible, but also has some probability. This third scenario will serve as the basis for the remaining sections of the study.

Managing Post-Shooting Trauma 2000:

The Trauma Continues

The year is 2000 and although managing post-shooting trauma continues to be a topic of discussion, very little training or research is being conducted on the subject. In fact, there is only one post-certified course offered in California which deals with this topic, and it basically follows the same format as when it was first introduced over 10 years ago.

This in-service course is attended primarily by veteran officers who have an interest in the subject and is rarely, if ever, attended by any supervisors or management personnel. Although there are many reasons for this lack of progress, it is certain that the general reductions in police budgets and the increase in service demands of the late 1980's contributed to it. The increased service demands on already overworked agencies resulted in all available resources and monies being directed to putting additional officers on the street. In comparison, some functions were viewed as low priorities and were significantly affected during the reassessment of priorities. Funding for psychological services provided for officers and their families grew by only

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9% over the last 10 years. Because of this, no new programs or services could be offered, and existing programs had to be reduced.

The quality of employee assistance programs and in-house and contract psychologists is often the focus of complaints from officers who question the various programs' ability to meet their needs and the needs of family members. Training has also been impacted by the reduced funding levels, and although the amount of training has increased by 22% between 1988 and 1998, it was insufficient to meet the needs of organizations, especially in the area of trauma training during this 10-year period. Officer-involved shooting training at police academies continues to be at a bare minimum, and pre-event trauma training at academies or otherwise does not take place. Trauma training and quality psychological services, thought to be two critical aspects in the management of post-shooting trauma, are still viewed as low priorities. This lack of commitment has resulted in officers who still are often left to deal with shootings by themselves, and in agencies that do very little to proactively deal with and manage these incidents. The costs associated with stress-related claims and retirements due to post-shooting trauma continue to increase.

Managing Post-Shooting Trauma 2000:

A Turn for the Worse

The number of law enforcement stress
retirements reached an all time high in the year 2000
with a significant number of them being associated
with post-shooting trauma. There have been a number
of reasons for this turn for the worse over the last
10 years.

In 1989, a hostage situation in a restaurant
resulted in the deaths of several officers, suspects,
and customers. Although this was one of the worst
incidents in terms of loss of life, similar
occurrences are becoming more common. Drugs, gangs,
and ease of availability of weapons have caused
increases in violent crimes and shootings involving
officers. In the past, these types of incidents
occurred primarily in large metropolitan areas, but
now are taking place in smaller cities as well.
Agencies that had not had any police shootings from
1978 to 1988 found that they, too, had several major
incidents in the last 10 years.

As this trend continued, law enforcement
agencies committed the resources, in terms of
equipment and personnel, to successfully meet the
tactical demands of these field situations.

Unfortunately, little planning or effort was directed toward assisting officers who were exposed to traumatic field incidents. The economic depression of 1990 only worsened matters as reductions in law enforcement funding resulted in deteriorating counseling and training programs. The system continues to be complex and stressful, family members receive no counseling and officers only receive counseling if it is requested. Unfortunately, very few officers ask for help. Instead, they repress their feelings to protect their jobs resulting in an "inner-cop" who suffers. When it does come out, the anger and frustration surfaces at home. Wives and familiy members suffer from verbal and physical abuse, and although well-concealed, substance abuse is common. At least for the moment, society is less tolerant of police shootings, often demanding dismissal of officers. Grand Jury investigations, awarding of punitive damages, and "trial in the media" area common. In fact, in 1992, the first officer in the history of California law enforcement was criminally prosecuted and convicted for involvement in an on-duty shooting. Sentencing is not yet completed, but officers who already believe that they receive very little assistance from their agencies and the legal system now face the reality of possible criminal prosecution.

Managing Post-Shooting Trauma 2000:

An Awareness and Commitment

The year is 2000 and the law enforcement profession has made great strides in the management of post-shooting trauma. It wasn't an easy road, however, as agencies failed miserably in their attempts in the 1970's and 1980's.

In 1989, field situations (which resulted in a number of lives being lost) caused an awareness and commitment to managing post-shooting trauma. Almost immediately, there was an increase in officer-involved shooting training. In addition to the tactical aspects, trauma training was included in all courses. This started with pre-academy orientation courses conducted by individual agencies and provided to all officers, spouses, and "significant others." Additionally, P.O.S.T. required all academies to provide a minimum 4-hour segment on post-trauma stress, which encourages and recommends attendance by family members. Psychologists with backgrounds in officer-involved shootings and family counseling were used for the first time in 1989 to teach recruits. This type of

pre-event counseling, which was unheard of just a few years earlier, is followed by in-service training, and several special seminars which are offered throughout the state of California. Perhaps the most innovative of the training programs are the ones directed toward field training officers, supervisors, and management personnel. These were incorporated into existing P.O.S.T. supervisory courses and a new program was designed for management personnel. Overall, training programs increased by almost 90% between 1988 and today. Fortunately, a mild recession in 1990 did not have a serious impact on the economy and no cutbacks in funding to law enforcement occurred. This commitment by law enforcement included increasing the quality of psychological services. All agencies now provide coordinated and quality professional services and peer counseling programs. While in the past, agencies typically reacted only after a shooting, today's services are pre-event as well.

In 1992, an officer was prosecuted, but not convicted, for involvement in a shooting situation, and there have been several Grand Jury investigations into cases. This has added to the complexity of law enforcement and legal systems as they relate to officer-involved shootings. This complexity, however, which increased by about 30% in the five years from 1983 to 1988, has only grown by 7% since

then. This is due, for the most part, to more effective agency management of shootings. This overall management starts with formal policies and procedures used to guide agencies during the investigation into shootings. These policies are much more complete than in the past when they primarily focused on procedural aspects for supervisors to follow while completing administrative reports. Today, they include provisions for meeting the specific individual needs of officers.

Strategic Management

III. OBJECTIVE TWO -- STRATEGIC MANAGEMENT PLAN

STATEMENT

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

A. Strategic Decision Making

B. Strategic Planning

C. Policy Considerations

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

METHODS: IDENTIFICATION

The methods and techniques selected for meeting the stated objective two are as follows:

1. Situation Audit

2. Strategic Assumption and Surfacing Technique (SAST)

3. Mission Statement Development

4. Modified Policy Delphi

METHODS: IMPLEMENTATION

The purpose of objective two is to develop a strategic management plan for managing post-shooting trauma in the future. This process will examine the organizational situation, stakeholders, mission

statements, and policy alternatives. Each of the research methods is described in detail in the sections which follow.

Situation Audit. The organizational situation is composed of environmental trends and the organization's capabilities and resources. The first step in strategic management is to analyze the organization's present situation and evaluate it in relation to the desired future vision. A weaknesses, opportunities, threats and strengths (WOTS-UP) analysis was the model used to measure the organization's internal strengths and weaknesses and external threats and opportunities. This type of analysis is designed to find the best match between environmental trends and internal capabilities so that an organization can take advantage of opportunities and avoid threats.

Environment. The external environment can be viewed in terms of opportunities and threats. An opportunity is any favorable trend, while a threat is an unfavorable trend or situation which may have a negative impact on a strategy. The five trends identified during objective one will be examined.

- More Officer-Involved Shooting Training
    1. Increasing Emphasis on Training
        a. Opportunity for Trauma Training
        b. Threat that Current Training is Sufficient

2. Increasing Funding for Training

    a. Opportunity for New Programs

    b. Threat of Cost-Saving Cutbacks

3. Additional Courses Offered

    a. Opportunity for Officer Education

    b. Threat of Poor Quality Instruction

- Agency Management of Shooting Situations

  1. Development of Policies and Procedures

    a. Opportunity for Clear Expectations

    b. Threat of Overemphasis on Procedural Aspects

  2. More Staff Officer Involvement After Shootings

    a. Opportunity for Better Overall Control of Incident

    b. Threat of Untrained Senior Staff

  3. Increased Coordination with Outside Agencies

    a. Opportunity for Less Redundancy

    b. Threat of Less Control by Primary Agency

- Increasing Quality of Psychological Services

  1. More Availability of Resources

    a. Opportunity for Better Services for Officers/Families

    b. Threat of Lack of Coordination Between Professionals

2. Additional Costs for Quality Services

    a. Opportunity for Greater Officer Confidence in Services

    b. Threat of Increasing Costs and Cutbacks in Program Funding

- Complex Law Enforcement and Legal Systems

    1. Increase in Shooting Litigation

        a. Opportunity for Increased Officer Rights

        b. Threat of More Lawsuits Against Officers

    2. Increase in Court-Mandated Procedures

        a. Opportunity for Protection of Officers

        b. Threat of Increasing Complexity of Legal System

- Constantly Changing Social Mores

    1. Unclear Community Standards

        a. Opportunity for Public Education on Shootings

        b. Threat of Civilian Review Boards for Police Incidents

2. Varying Degrees of Support for Law
   Enforcement

   a. Opportunity for Community Relations
      Efforts

   b. Threat to Recruitment and Retention
      of Officers

3. Change in Tolerance of Crime

   a. Opportunity for Community Support
      for Law Enforcement

   b. Threat of Increasing Crime Rates

Capability and Resources

The second aspect of the situation aduit was an internal analysis of the capability and resources of the Santa Ana Police Department. Although the audit was conducted at a specific agency, which has a total of 380 sworn personnel, it is likely that many of the perceived strengths and weaknesses would be identified in other agencies of similar size. Two separate survey instruments were completed by six members from a cross-section of the department. The first asked the evaluators to rate the department's present capability to manage the issue of post-shooting trauma based on an assessment of sixteen categories. Each category was rated on a scale of 1-5, with 1 being superior. Typical factors

considered were manpower, technology, equipment, facilities and money, etc. The results were then averaged (refer to Appendix E).

The second survey measured the organization's ability to manage change and adapt to the environment. The averaged results of the three categories, top managers, organization climate and organization competence, were recorded (refer to Appendix F). The specific strengths of the organization were identified as follows:

1. Management Skills - The overall skill of management personnel was rated as above average. This includes education, training, and years of law enforcement experience. This strength will be beneficial during design and implementation of programs and policies and should help smooth transition because of leadership ability.

2. Money - Funding was thought to be more than sufficient for training and programs to address post-shooting trauma. This is likely to include some local and state money and reallocation of existing funds. Some recommendations may be able to be

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incorporated into existing programs with little, if any, costs.

3. Technology - The Santa Ana Police Department has the necessary technological capability to meet current and future needs of the agency. Technology is an important aspect of strategic planning and should be considered as this issue is addressed.

4. Supplies - It was thought that the necessary supplies existed or could be acquired which would be needed to meet the requirements of this issue.

5. Supervisory Skills - These skills, like those of management personnel, were thought to be above average. This focuses on the law enforcement experience of sergeants who are exposed to a wide range of supervisory responsibilities in this city.

6. Officer Skills - As with other personnel, the skill of the line officer was seen as a strength and their level of training and experience should enable them to assist with future issues facing the department.

7. Image - The Santa Ana Police Department was thought to have a professional image because of the quality of its personnel and

because of its success in the implementation of innovative programs such as Community Oriented Policing. This strength will be of value as new approaches are undertaken in the future.

The identified weaknesses were:

1. Manpower - With current staffing levels, many law enforcement agencies are finding it difficult to respond to the increasing demands of their communities. This is being compounded, in some cases, by unusually high vacancy factors and recruitment difficulties. This has raised concerns for officer safety and caused some selectivity in the authorizing of officers' training requests.

2. Facilities - The Santa Ana Police Department building is almost 30 years old and does not meet the needs of an agency that has tripled in size in the last 15 years. Conference and training rooms are at a bare minimum and many classes are taught off-site.

3. Organizational   Structure   -   The
    organizational   structure   was   thought   to
    inhibit change because of the current chain
    of   command and divisional structure. Minor
    modifications   have   been   made   and   are
    usually   all   that are necessary to encourage
    innovation and flexibility.

4. Power   Structure   -   The   top   administration
    was viewed as adapting to minor changes.
    Well-researched   programs   and   completed
    staff   work   should   ensure   the
    administration's support and assistance in
    the implementation of policy.

    Strategic   Assumption   and   Surfacing   Technique
(SAST).   This   is   the   third   aspect of the situation
audit and is used to identify stakeholders.   A
stakeholder   can   be   viewed   as an individual or group
who is impacted by the issue or who can have an
influence   on   it.   This .process ensures that any
future policy recommendations consider the   effect
that   people   both   inside   and   outside   of   the
organization   may have on the   issue.   Twenty-two
stakeholders   were   identified   during   the   scanning
process   and   with   small   group   discussions

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(refer to Appendix G). From these 22, the 10 most important were identified for further analysis.

1. P.O.S.T.: The Commission on Peace Officer Standards and Training sets specific guidelines for programs throughout the State of California. This includes funding reimbursement for recruit academies as well as advanced officer and other in-service training courses. P.O.S.T. will want to ensure that any policies are necessary and meet their guidelines prior to certification of courses or approval of procedures. They are likely to take an active role in the designing of new or innovative approaches to this issue.

2. Chiefs of Police/Sheriffs: The focus of the top executive of an organization is likely to be on taking necessary steps to reduce the trauma associated with shootings. They will balance the need of this issue against other organizational needs, and costs associated with implementation will be important. They may view this as a lower priority item when determining expenditure of organizational funds.

3. Law Enforcement Academies: Most academies are managed at the local level with specific curricula set forth by P.O.S.T. P.O.S.T. approval and funding of new programs will be of primary interest to most law enforcement academies. Locating qualified instructors and gaining their willingness to participate will be an additional source of concern.

4. Psychologists: Doctors with expertise in post-shooting trauma and family counseling have and will continue to support law enforcement efforts to provide professional services for officers. They will seek input, and to a lesser degree, control of any programs in which they participate.

5. Police Unions: These groups will have, as their primary interest, the welfare of employees. They will only support that which they have first reviewed and for which they have gained approval of their memberships. They will seek to ensure that management's involvement in a program is kept to an appropriate minimum so that officers' rights and confidentiality of efforts are maintained.

6. Law Enforcement Managers: This group includes those above the rank of sergeant, but not chiefs or

sheriffs. Their position can be expected to be more neutral in that they will not seek active involvement in most processes. They will accept decisions made at higher levels or mandated by P.O.S.T. They will oppose any efforts that restrict their authority or ability to investigate or discipline employees.

7. Shooting Investigation Teams: Investigations of officer-involved shootings usually are completed by the primary agency with assistance from county sheriff's departments and/or district attorney's offices. They will seek to maintain control over their specific area of responsibility and to avoid conflict with each other. They will support efforts to simplify and streamline their involvement and oppose that which adds to the complexity of their efforts.

8. Peace Officers: A majority of officers have never been involved in a shooting, and have limited knowledge of the associated trauma. While they will be receptive to new approaches, some initial suspicion can be anticipated. They will withhold final opinion until after they have seen the results. A total commitment on their part will require time and quality efforts by all others involved.

9.   Police Applicants: New recruits are, for the
most part, unfamiliar with law enforcement policies
and procedures.   Because of this, they will come into
the profession with an open mind and the willingness
to learn about this issue. Today, fewer applicants
have military combat experience which may increase
their   desire   for   exposure   to   this   subject.
Typically, police family members are very close and
supportive during the police academy and officers
will involve family members as appropriate.

10.   Personnel   and   Training   Sections: Most
organizational training and counseling programs are
coordinated   by   personnel   and training or human
resources sections. Because of this, their ability
to impact the issue is significant. Additionally,
recruitment and retention of qualified officers is
becoming   increasingly   important   as   vacancy   rates
continue to cause concern for law enforcement
agencies.   This stakeholder is likely to support
measures that will provide for the well-being of
personnel and reduce stress-related claims and
retirements.

In   addition to these ten stakeholders, one
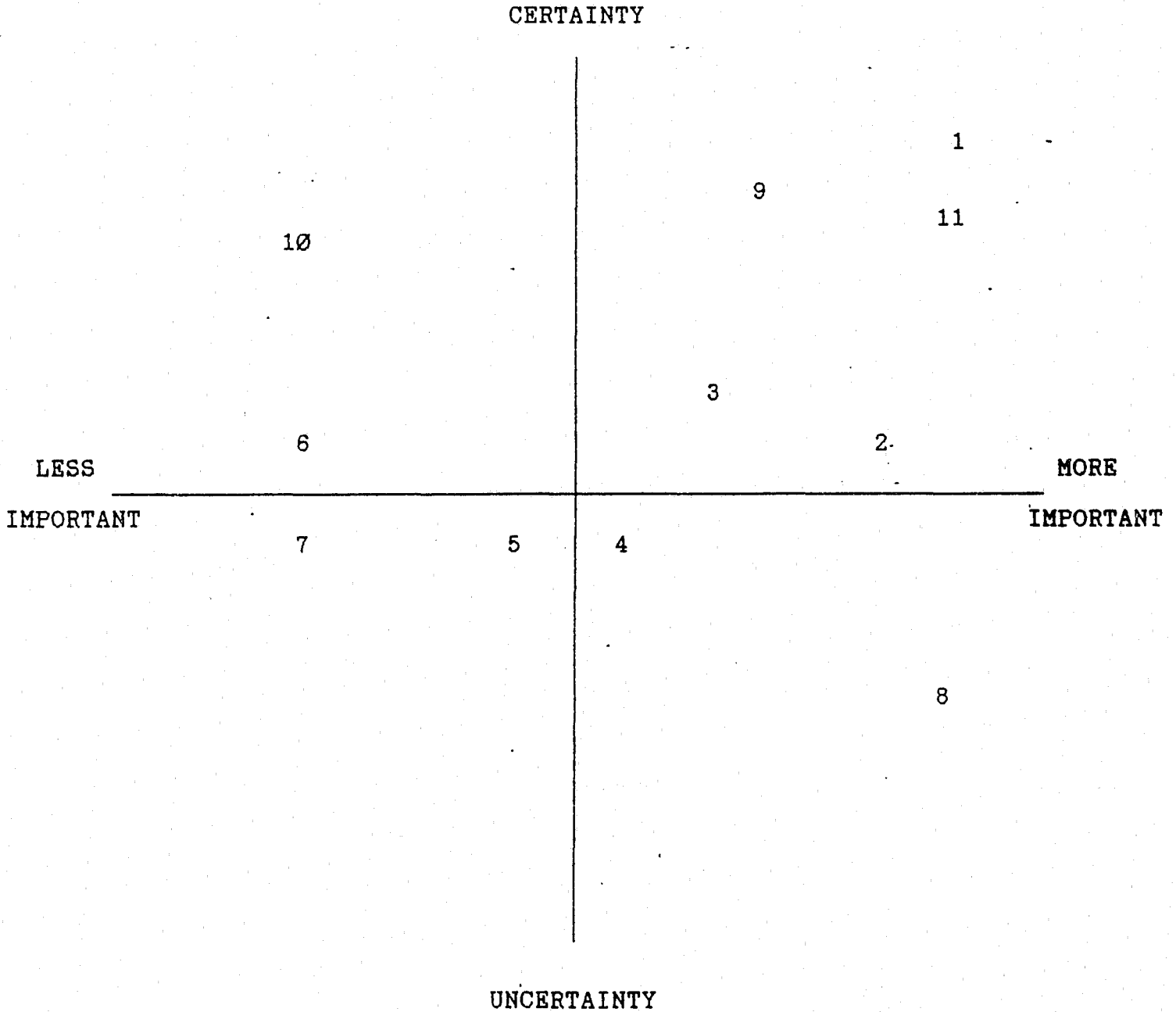"snaildarter" was identified.   A "snaildarter"   can   be

thought of as a non-obvious stakeholder who might cause concern for agencies during implementation of the policy. They are discussed below:

11. Police Family Members: Officers' spouses and other close family members play an important, although sometimes overlooked role, in post-shooting trauma. They are often the first to recognize the symptoms of the stress and other behavioral changes. The success of any policy or program is dependent upon family members' willingness to participate and to increase their awareness of available resources. Even though family members are very significant stakeholders, they are identified as snaildarters because of their "behind-the-scenes" role in the issue. They are likely to fully support any efforts undertaken to manage post-shooting trauma.

Each of these eleven stakeholder assumptions was plotted as to their importance and certainty (refer to Figure 9). The two most important assumptions were those about P.O.S.T. (1) and police family members (11). They also had a high level of certainty. The assumptions of police officers (8) were also important, but the correctness of them is uncertain. The assumption of law enforcement

FIGURE 9

PLOTTING OF STAKEHOLDER ASSUMPTIONS

CERTAINTY

```
                              1
                         9
                              11
        10
                         3
                              2
LESS                                    MORE
IMPORTANT                               IMPORTANT
        7        5    4
                              8
```

UNCERTAINTY

1. P.O.S.T.
2. CHIEF/SHERIFF
3. ACADEMIES
4. PSYCHOLOGISTS
5. POLICE UNIONS

6. LAW ENFORCEMENT MANAGERS
7. SHOOTING INVESTIGATION TEAM
8. PEACE OFFICERS
9. POLICE APPLICANTS
10. PERSONNEL AND TRAINING

11. POLICE FAMILY MEMBERS
(SNAILDARTER)

managers (6), shooting investigation teams (7), and personnel and training sections (10) were thought to be less important.

From a strategic planning standpoint, the uncertainty of the assumptions of psychologists and peace officers will have to be closely considered and addressed during the implementation process.

Mission Statement. The next step for providing a framework for the strategic plan is the development of a general law enforcement mission and a mission specific to the issue.

The mission of the Santa Ana Police Department is to ensure the safety and security of all people in our city, by providing responsive and professional police services with compassion and concern. Our mission is accomplished within the morale and legal standards of our community through a partnership of the community and the members of our department.

The specific mission statement for managing post-shooting trauma is to develop and maintain programs which will effectively address the physical, psychological, and emotional needs of personnel who have been exposed to an officer-involved shooting. All programs must focus on pre-event as well as post-shooting trauma and be available for family members.

Modified Policy Delphi. A group of ten professionals assisted in the process of identifying policy alternatives related to the issue. All of them had participated in various aspects of the project and were familiar with its scope and with post-shooting trauma in general. Each was provided a copy of the project background and asked to complete a statement of recommendations. The group identified the following general policy alternatives:

1. Create an awareness and commitment among law enforcement executives.

2. Develop new and enhance existing P.O.S.T.- certified trauma training programs.

3. Establish guidelines for dealing with officers involved in a shooting.

4. Establish a peer counseling program.

5. Increase tactical training.

6. Clarify existing shooting policies.

7. Establish a spousal support group.

Each policy alternative was then rated in terms of feasibility and desirability. The three highest-rated recommendations, numbers one, two, and three; and the most polarized, number four, were selected for further analysis.

A comparative analysis was conducted to assess the pros and cons of each of these four policy alternatives.

Alternative #1 - Awareness/Commitment

        Pros - Promotes understanding; resource commitment, top-down approach

        Cons - Preliminary step; requires training; long-term process.

Alternative #2 - Training Programs

        Pros - Reduced trauma; targets all levels; fewer retirements.

        Cons - Potential costs; time to implement; multiple stakeholders.

Alternative #3 - Officer Guidelines

        Pros - Support for officers; rapid availability; trust.

        Cons - Ensuring adherence; legal issues; union concerns.

Alternative #4 - Peer Counseling

        Pros - Support for officers; rapid availability; trust.

        Cons - Counselor selection; coordination; administration.

The selection of policy alternatives must take into account all of the factors discussed and analyzed throughout this research. The futures study identified several trends and events. These trends must be moved toward a desired level and events must be considered. The related sub-issues and futures wheel process also provide a framework for policy development and selection. The survey of officers verified that peers and supervisors have an important fole in managing post-shooting trauma and that training and peer counseling programs are needed. A situation audit clearly indicated the environmental opportunities and threats, and organizational strengths and weaknesses. A policy must take advantage of the opportunities and strengths and minimize or eliminate threats and weaknesses.

Finally, stakeholders must be considered and the mission statement reviewed so that policy will be consistent with the goal. Based on a review of all of these factors, it is recommended that all four policy recommendations be implemented.

Transition Management

IV. OBJECTIVE THREE -- TRANSITION MANAGEMENT PLAN

STATEMENT

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

METHODS: IDENTIFICATION

Several research methods were used to develop the transition management plan. They are listed below and discussed in greater detail in the sections which follow.

1. Critical Mass Analysis

2. Readiness/Capability Charting

3. Commitment Planning

4. Responsibility Charting

5. Management Structure

6. Administration and Logistics

METHODS: IMPLEMENTATION

This process addresses the necessary activities to move from the present to the future state of managing post-shooting trauma. This transition requires the identification and commitment of key individuals and groups, and consideration of the administration and logistics of the plan.

<u>Critical Mass Analysis</u>. The critical mass are those individuals or groups who must be committed to the change in order for it to be effective. For the purposes of managing post-shooting trauma, the following six were identified:

1. P.O.S.T.

2. Chiefs/Sheriffs

3. Law Enforcement Academies

4. Psychologists

5. Police Unions

6. Law Enforcement Managers

Analysis and further discussion of these groups is contained in the remaining sections of this project.

A single approach may be able to have the desired effect on all of these areas. This approach should consist of providing information on post-shooting trauma to these groups and raising their level of awareness on the issue. By pointing out the current and future implications of this issue on organizations and personnel, their commitment should be easily obtained. A narrative assessment for the critical mass is provided below.

Peace Officer Standards and Training. P.O.S.T. will play a major role in the successful

implementation of the policies and objectives because of the emphasis on new and existing training programs. Although P.O.S.T. currently will help change happen, because of their desire to be on the cutting edge of innovative programs, it is likely that they will take an active leadership role and make change happen. This will also serve as a statement of their commitment which will tend to encourage commitment by others in the critical mass.

Chiefs/Sheriff. The commitment of department heads is critical during the implementation of policy on this issue. They possess the necessary authority to deal with organizational objectives. Their recommendations will be carefully considered by P.O.S.T. and their ability to direct the activities of the critical mass can be of value. Chiefs/sheriffs currently let change happen, but as their knowledge of post-shooting trauma increases, they are expected to develop a make change happen commitment.

Law Enforcement Academies. Academies currently will let change happen, but will need to help them happen. Although the policy recommendations are significant, they are not radical departures from current academy or in-service training philosophies. This, combined with the leadership role of P.O.S.T., will gain the necessary level of commitment from them.

Psychologists. This group is exposed to police trauma situations regularly and has a great deal of expertise on this issue. Because they see and hear the results of stress, they will be very committed to new approaches. They currently let change happen because their ability to effect change in a police environment is limited. If the opportunity for input and involvement was offered to them, they would undoubtedly help the change occur by active participation in programs.

Police Unions. These associations have taken an active role in stress issues and closely monitor shooting policies and procedures. They can be expected to support these changes because of the potential benefit to the employee. Their current level of commitment is to let change happen, which appears to be appropriate.

Law Enforcement Managers. Most organizational change is based on completed staff work from this group, and the implementation of policy is their responsibility. This will require them to help change happen. As P.O.S.T. and chiefs/sheriffs take a leadership role, and as the level of awareness of post-shooting trauma increases, these managers will take an active role in helping the changes happen.

FIGURE 10

READINESS/CAPABILITY ASSESSMENT

	READINESS			CAPABILITY		
	HIGH	MEDIUM	LOW	HIGH	MEDIUM	LOW
1. P.O.S.T.		X		X		
2. CHIEFS/SHERIFFS			X	X		
3. ACADEMIES		X			X	
4. PSYCHOLOGISTS		X			X	
5. POLICE UNIONS			X			X
6. LAW ENFORCEMENT MGRS.			X		X	

Readiness/Capability Assessment

This process measures the readiness of the critical mass to implement the desired policies and objectives and their capability to do so. Each category is rated as either high, medium, or low as a means of determining the willingness and authority of each member as it relates to the issue. The low readiness of chiefs/sheriffs is of primary concern and will need to be increased to at least a ' medium readiness, due to their high capability and authority to effect change.

FIGURE 11

COMMITMENT PLANNING

TYPE OF COMMITMENT

ACTORS IN CRITICAL MASS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
P.O.S.T.			X ——————— O	
CHIEF/SHERIFF		X ——————————————— O		
ACADEMIES		X ——————— O		
PSYCHOLOGISTS		X ——————— O		
POLICE UNIONS		O/X		
LAW ENF. MGRS.		X ——————— O		

X = Where does the "critical mass" (individually) stand now regarding the change.

O = What do you need from the "critical mass."

Commitment planning is used to estimate the current level of commitment the critical mass has toward the issue and suggests the necessary level for successful implementation of the policy recommendations. It also involves the development of approaches which can be used to move the critical mass in the desired direction. Based on the results of the readiness/capability and commitment planning processes, there does not appear to be any significant opposition to the issue or recommendations. Although some minor changes are necessary, they should be easily accomplished. The changes involve moving most critical mass members to a greater level of commitment and increasing their readiness (refer to Figure 11).

FIGURE   12
RESPONSIBILITY CHARTING

ACTORS

TASKS TO ACCOMPLISH	P.O.S.T.	CHIEFS & SHERIFFS	ACADEMIES	PSYCHOLOGISTS	POLICE UNIONS	LAW ENFORCE. MANAGERS
AWARENESS & COMMITMENT	S	A	I	S	I	R
TRAINING PROGRAMS	R	S	S	A	I	I
POLICY GUIDELINES	I	A	I	R	I	S
PEER COUNSELLING	I	A	-	A	I	R

R = Responsibility to see that decisions occur

A = Approval of decisions with right to veto

S = Support with resources but no right to veto

I = Informed of decisions but no right to veto

- = Irrelevant to this item

Responsibility Charting

This technique is used to clarify roles and relationships of those involved in a decision-making process. Actors are assigned a certain level of behavior associated with each task. This reduces potential conflict between individuals and promotes an appreciation of the various responsibilities. For each policy, actors were assigned a role with only one having the overall responsibility for implementation. All others will either approve, support, or be informed of decisions.

The next step was to identify the anticipated level of support each stakeholder would have for the policies.

Stakeholder   Policy

	Awareness	Training	Guidelines	Peer
P.O.S.T.	Support	Mixed	Support	Neutral
Chief/Sheriff	Support	Support	Mixed	Mixed
Academies	Neutral	Support	Neutral	Neutral
Psychologists	Support	Support	Support	Mixed
Police Unions	Support	Support	Mixed	Mixed
Managers	Support	Support	Mixed	Mixed
Shooting Teams	Support	Support	Mixed	Neutral
Peace Officers	Support	Support	Support	Mixed
Applicants	Neutral	Support	Support	Mixed
Personnel/				
Training	Support	Support	Mixed	Mixed
Family Members	Support	Support	Neutral	Mixed

Management Structure. The most appropriate management structure to guide a law enforcement agency through this transition state and into the desired future is a team consisting of representatives of the constituencies. This should include at least one representative from each group in the critical mass. This structure is likely to ensure that the necessary authority, respect, and

skill are present and that continuing input from others is received. The responsibility for the overall management and coordination of efforts should rest with the transition manager, a lieutenant in charge of the police human resources section. Once the transition is complete, he will have the continuing responsibility for the monitoring and evaluation of efforts.

Administration and Logistics. The administration and logistics aspect of a transition management plan ensures that the necessary steps and timetables are established for the implementation of each selected policy. For each of the four policies, specific objectives were identified.

Policy Statement #1

Create an awareness and commitment among law enforcement executives as to their role in managing post-shooting trauma.

Objectives

1. This research project will be presented to Class 7 of the P.O.S.T. Command College.

2. It will also be used as the basis for a presentation to the management level officers (lieutenants and above) at the Santa Ana Police Department.

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(continued)

   3. The chief of police and his top staff
      (4 captains) should attend a post-shooting
      trauma stress course.

   4. All lieutenants should attend the same
      course.

   5. All members of the Santa Ana Police
      Department's shooting investigation team
      should attend a trauma training course.

Creating an awareness is the first step in this
overall management approach because of the needed
commitment of resources. It must begin immediately
and the objectives should be completed as soon as
possible, even though overlapping timetables with
other policy objectives will occur. These objectives
will be addressed beginning in January 1989, and
should be completed by December 1989.

Policy Statement #2

   Develop new and enhance existing
P.O.S.T.-certified trauma training courses.

   Objectives

   1. P.O.S.T. should identify and audit all
      programs which address post-trauma stress or
      post-shooting trauma.

(continued)

    2.   Pre-event trauma training at recruit
        academies should be increased and should
        include spouses or other family members.

    3.   Sergeants' academies and middle management
        courses should include instruction on the
        supervisor's role in managing post-shooting
        trauma.

    4.   Field training officer (FTO) courses should
        include instruction on the impact FTOs have
        on a recruit's handling of trauma.

    5.   Law enforcement personnel should only be
        used as instructors if they have appropriate
        qualifications, and the use of licensed
        counselors and psychologists should be
        encouraged.

    6.   P.O.S.T. should increase the maximum salary
        for instructors from 65 to 100 dollars per
        hour to ensure instruction is done by
        quality professionals.

    7.   All program curricula should be reviewed
        and approved by qualified professionals.

A meeting with the P.O.S.T. Training Bureau should take place in the first quarter of 1989. The

identification of all trauma courses offered and a review of curricula will be necessary to determine what new programs are needed and how to enhance existing ones. This will require a coordinated effort by P.O.S.T. and qualified professionals with backgrounds in post-trauma stress or a related field. Changes would be phased in beginning in late 1989 and completed in one year by December 1990. All courses should be continuously monitored and modified based on changing environmental factors.

Policy Statement #3

Develop and implement guidelines for dealing with officers involved in a shooting to ensure the welfare of employees.

Objectives

1. The department psychologist should develop specific recommendations for the organization to follow in addressing the needs of an officer after a shooting.

2. The city employee assistance program (EAP) should review the recommendations and offer suggestions.

3. The city attorney should review the recommendations.

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(continued)

    4. The chief of police and his top staff should review, modify, and approve the training guidelines.

    5. Orientation for all personnel should be conducted prior to implementation.

Some agencies have adopted varying degrees of policies. Psychologists over the years have also made recommendations on how to deal with an officer after a shooting. The contract psychologist for the Santa Ana Police Department should be able to develop guidelines specific to our organization's needs for approval by the chief of police. Guidelines should be able to be established and adopted in the first half of 1989.

Policy Statement #4

Establish a peer counseling program for post-trauma stress, including officer-involved shootings.

    Objectives

    1. The department psychologist and representatives from the city's EAP should develop the general guidelines for establishing a peer counseling program.

(continued)

2. A departmental order should be written describing the program.

3. The police legal advisor should review the order with final approval from the chief of police.

4. Qualified volunteers who are selected as peer counselors should receive training on program guidelines and referral services.

5. Program training to all members of the department should be conducted.

Establishing a peer counseling program will require significant time to ensure that adequate guidelines are developed and that appropriate training of members is conducted. The guidelines or departmental orders will require input from the department's psychologist, the city's employee assistance program, the city attorney, and approval by the chief of police. This phase is likely to take six months to complete. The selection and training of qualified peer counselors is also vital to the success of the program and another six months should be committed to this phase. Completion of these two

phases should be expected by December 1989 and implementation of a peer counseling program should be seen in January 1990.

It is hoped that by implementation of these four policy statements, the Santa Ana Police Department will be able to manage the issue of post-shooting trauma by the year 2000.

CONCLUSIONS AND FUTURE IMPLICATIONS

Law enforcement officers are likely to experience increasing trauma associated with police shootings in the future. Although there are many trends which will contribute to this, the primary one appears to be the increasing complexity of law enforcement and legal systems. Even with the wealth of knowledge which exists on the subject, it is probably safe to say that only a few individuals at any agency have developed any expertise in this field. Even more alarming is the apparent lack of agency management of the issue, especially when management of shooting situations may be one of the ways to reduce trauma.

Although all of the fifty agencies surveyed during this research have shooting policies, the inconsistencies may be cause for concern. Nine agencies do not grant administrative time off for officers after a shooting, and of those that do, almost 30% make it optional. One can only wonder if a formal written shooting policy, filed away in a binder, is the extent of many agencies' attempt to manage the issue.

The survey of officers revealed significant reactions to shootings even though only 50% resulted

in a killing and only one in the death of an officer. The semi-structured interviews, which proceeded the surveys, probably shed the most light on the current and future implications of this issue. Officers need to know, pre-event, what to expect administratively, legally, and emotionally if they are involved in a shooting. Administrative time off afterward should be mandatory so that no one is singled out as having a problem. Psychological debriefings should be conducted as soon as possible, ideally within 48 hours after an incident. Long-term follow-up is also critical as delayed reactions may occur several months later and continue for years.

The impact on secondary victims, primarily spouses, cannot be overlooked. As one officer related, he did not think the shooting bothered him that much, but his wife cried when he told her.

The research addressed these and several other issues and resulted in three future scenarios. The desired future was described in the scenario entitled "Managing Post-Shooting Trauma 2000: An Awareness and Commitment." This suggests that a variety of training programs and policies are needed to minimize the impact of trauma on officers and families and to reduce the number of stress claims and retirements and associated costs.

A situation audit of the Santa Ana Police Department was conducted to assist in the development of appropriate policy statements for this agency to adopt in order to be effective in managing post-shooting trauma. Many of the recommendations and objectives may be of value and applicable to law enforcement in general. The following policies should be adopted as quickly as possible:

1. Create an awareness and commitment among law enforcement executives. Without this, current and future policies and procedures will not be implemented or successful.

2. Develop new and enhance existing P.O.S.T.-certified trauma training courses. Officers must be educated on the physical, psychological, and emotional aspects of being involved in a shooting. The involvement of, and impact on, family members, especially spouses, is often overlooked and is an essential element in reducing trauma.

3. Establish guidelines for dealing with officers involved in a shooting. This would address the emotional needs of an officer immediately following a shooting. Interaction with peers, supervisors, and

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top staff during this time has a tremendous and long-lasting effect on an officer. Agencies without such guidelines have to rely on the expertise of the first-line supervisor and hope that nothing is over-looked.

4. Establish a peer counseling program. This has to be a coordinated effort with health care professionals so that inexperienced, unqualified personnel don't do more harm than good. Officers tend to trust officers who have had similar experiences and often seek them out on their own for discussion.

A transition management plan identifies the six groups whose support is essential to the success of the plan. Each is assigned a specific responsibility in the accomplishment of the four policies and associated objectives.

Although officer-involved shootings may be more likely in certain jurisdictions, they can occur in any community at any time. Therefore, all agencies, large and small, should be prepared to manage pos.-shooting trauma.

ENDNOTES

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APPENDIXES

APPENDIX A

CANDIDATE TRENDS

1. More Officer-Involved Shooting Training

2. Agency Management of Shooting Situations

3. Increasing Quality of Psychological Services

4. Complex Law Enforcement and Legal Systems

5. Constantly Changing Social Mores

6. Increasing Officers' Rights

7. Applicant Pool with Less Life Experience

8. Increase in Stress Retirements

9. More Shootings Resulting in Civil Law Suits

10. Ease in Availability of Firearms

11. Jail Overcrowding

12. Increase in Formal Police Shooting Policies

13. Continued Media Attention on Shootings

14. Increasing Trauma on Family and Other Secondary
    Victims

15. Increase in Peer Counseling Programs

APPENDIX B

POTENTIAL EVENTS

1. Economic Depression Results in Major Cutbacks in Criminal Justice Funding

2. Law Enforcement Officer Prosecuted and Convicted for an On-Duty Shooting

3. Officer-Involved Shooting Results in Major Loss of Life to Civilians or Officers

4. Development of an Effective Non-Lethal Weapon

5. United States Involved in a Major Military Conflict, Draft Re-Establishment

6. Loss of Privileged Communication Between Officers and Psychologists

7. Workers-Compensation Benefits Apply to Family Members

8. Terrorist Act Against Officers or Law Enforcement Facility

9.   No "Stress" Retirements

10. Recruitment Age Changed From 21 Years of Age

11. Officers Cannot Carry Lethal Weapons .

12. Handguns Banned

13. Statewide Trauma Teams Established

14. Drugs Legalized

15. Death Penalty for Murder of an Officer

MAYOR
  Dan Young
VICE MAYOR
  Patricia A. McGuigan
  UNCILMEMBERS
  ohn Acosta
  Daniel E. Griset
  Wilson B. Hart
  Ron May
  Miguel A. Pulido

ALL-AMERICA CITY 1982-83

CITY MANAGER
  David N. Ream
CITY ATTORNEY
  Edward J. Cooper
CLERK OF THE COUNCIL
  Janice C. Guy

CITY OF SANTA ANA

POLICE DEPARTMENT
24 CIVIC CENTER PLAZA • P.O. BOX 1981
SANTA ANA, CALIFORNIA 92702

Dear,

I am completing a research project for the POST Command College entitled "How Will Law Enforcement Agencies Manage Post Shooting Trauma by the Year 2000?" Your answers to this survey will assist in developing policy recommendations for the future.

Thank you,.

BRUCE CARLSON, Lieutenant
Area Commander

Does your agency have a written policy on the use of firearms?

( ) Yes ( ) No

Do officers involved in shootings receive administrative time off?

( ) Yes ( ) No

If yes, how long? _____ Is it mandatory?   ( ) Yes ( ) No

Do officers involved in shootings receive professional counselling?

( ) Yes ( ) No

Generally, who provides it? _____

Is it mandatory?   ( ) Yes ( ) No

How many days after the shooting is it provided?_____

Does your agency have a formalized peer counselling program?
                                                     ( ) Yes ( ) No

Is peer counselling provided for officers involved in shootings?

( ) Yes ( ) No

Is counselling provided for officer's family?   ( ) Yes ( ) No

Who is responsible for ensuring that these procedures are followed?

_____

Approximate number of sworn officers in your agency _____

Please return the completed questionairre in the enclosed envelope by June 30, 1988.

BC/jr

CITY OF SANTA ANA

POLICE DEPARTMENT
24 CIVIC CENTER PLAZA • P.O. BOX 1981
SANTA ANA, CALIFORNIA 92702

Dear

I am completing a research project for the POST Command College
entitled "How Will Law Enforcement Agencies Manage Post Shooting
Trauma by the Year 2000?" The results of this survey will be used
in developing policy recommendations for the future and will assist
organizations and officers as we deal with this issue. The
information is confidential and all surveys will be destroyed after
the responses are recorded.

Thank you,

BRUCE CARLSON, Lieutenant

Please rate post shooting reactions you experienced.

	No Reaction	Mild	Moderate	Severe	Very Severe
Depression	1	2	3	4	5
Guilt	1	2	3	4	5
Fear	1	2	3	4	5
Anger	1	2	3	4	5
Sleep Disorders	1	2	3	4	5
Nightmares	1	2	3	4	5
Irritability	1	2	3	4	5
Detailed Flashbacks	1	2	3	4	5
Startle Response	1	2	3	4	5
Suicidal Thoughts	1	2	3	4	5
Heightened Sense of Danger	1	2	3	4	5
Sexual Dysfunctions	1	2	3	4	5
Use of Alcohol/Drugs	1	2	3	4	5
Family Problems	1	2	3	4	5
Withdrawl/Isolation	1	2	3	4	5
Other (List) _____	1	2	3	4	5

At the time of the shooting, indicate what, if any, perceptual distortions you experienced.

TIME DISTORTION   Slow Motion ____   Fast Motion ____

AUDITORY DISTORTION   Diminished Sound ____   Intensified Sound ____

VISUAL DISTORTION   Tunnel Vision ____   Heightened Detail ____

Officer Injured ( ) Yes ( ) No   Officer Killed ( ) Yes ( ) No

Suspect Injured ( ) Yes ( ) No   Suspect Killed ( ) Yes ( ) No

Years in law enforcement at time of shooting _____

What did officers do or say that helped you?

_____

_____

_____

What did officers do or say that bothered you?

_____

_____

_____

What did supervisors do or say that helped you?

_____

_____

_____

What did supervisors do or say that bothered you?

_____

_____

_____

What did the organization do that helped you?

_____

_____

_____

What did the organization do that bothered you?

_____

_____

_____

What should organizations be doing in future shooting situations?

_____

_____

_____

Shooting's overall impact on me:

None ____ Mild ____ Moderate ____ Severe ____ Very Severe ____

Comments: _____

_____

_____

_____

Thank you for completing this survey. Please return it to me in the attached envelope. If you would like to discuss it, or have any questions, I can be reached at (714) 647-5050.

BC/jr

APPENDIX E

SANTA ANA POLICE DEPARTMENT – CAPABILITY ANALYSIS

Present Capability to Manage the Issue of
Post Shooting Trauma

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

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

CATEGORY	I	II	III	IV	V
Manpower	__	__	__	X (4.1)	__
Technology	__	X (2.7)	__	__	__
Equipment	__	__	X (3.1)	__	__
Facilities	__	__	x (3.6)	__	__
Money	__	X (2.7)	__	__	__
Supplies	__	X (2.7)	__	__	__
Management Skills	__	X (2.8)	__	__	__
Officer Skills	__	X (2.4)	__	__	__
Supervisory Skills	__	X (2.5)	__	__	__
Training	__	__	X (3.1)	__	__
Attitudes	__	__	X (3.2)	__	__
Image	__	X (2.3)	__	__	__
Council Support	__	__	X (3.1)	__	__
Management Flexibility	__	__	X (3.2)	__	__
Community Support	__	__	X (3.1)	__	__

SANTA ANA POLICE DEPARTMENT - CAPABILITY ANALYSIS

Future Capability to Manage the Issue of
Post Shooting Trauma

Evaluate each item for the Santa Ana Police Department as to what type of activity it encourages:

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

No Change

↓

Proactive

CATEGORY

TOP MANAGERS	I	II	III	IV	V
Mentality/Personality		X (2.8)			
Skills/Talents		X (2.5)			
Knowledge/Education		X (2.8)			
ORGANIZATION CLIMATE					
Culture/Norms		X (2.6)			
Rewards/Incentives		X (2.2)			
Power Structure		X (2.0)			
ORGANIZATION COMPETENCE					
Structure		X (2.0)			
Resources		X (2.7)			
Middle Management			X (3.2)		
Supervisors			X (3.3)		
Line Personnel			X (3.4)		

APPENDIX G

STAKEHOLDERS

Attorneys

Chiefs of Police/Sheriffs

City Attorneys/County Counsel

City/County Governments

City Personnel Director

Community Members

District Attorney's Office

Employee Counselling Programs

Law Enforcement Academies

Law Enforcement Managers

Media

Medical Doctors

Peace Officer Standards and Training (P.O.S.T.)

Peer Counsellors

Personnel and Training Sections

Police Applicants

Police Family Members

Police Officers

Police Unions

Psychologists

Risk Manager

Shooting Investigation Teams