

CORRECTIONS AND LAW ENFORCEMENT FAMILY SUPPORT

Solicitation for the Implementation of the Law Enforcement Field Test

Letter from the Director

Dear Colleague:

The National Institute of Justice (NIJ) is making available a new funding opportunity under the Corrections and Law Enforcement Family Support (CLEFS) program. The Law Enforcement Family Support program (since expanded to corrections) was established by Congress in 1994 under Title XXI of the Violent Crime Control and Law Enforcement Act. The Attorney General was authorized to conduct a variety of activities under this legislation in order to ameliorate the harmful effects of stress experienced by law enforcement officers and their families including research, program development, technical assistance and information dissemination.

During the past five years of the CLEFS program, NIJ has funded projects which have contributed to the state-of-practice in the area of law enforcement and correctional officer stress. NIJ now intends to contribute to this knowledge by developing a multi-site field test for law enforcement. NIJ defines a field test as a well-controlled, real-world test of one or more hypotheses which involves one or more sites and is based on and justified by a well-developed body of research and/or practice knowledge. Field tests include both formative and outcome-focused evaluations. This definition necessitates a partnership between NIJ, participating field test sites, and an evaluator.

NIJ invites you to submit a proposal to serve as a CLEFS field test site. The field test must include a comprehensive wellness component, in-service training and education for officers, training for supervisors and family orientation. Eligible law enforcement agencies must have a minimum of one hundred sworn officers. Three awards of up to \$150,000 each will be made for the first eighteen months of implementation.

The recipients selected will be expected to implement the field test design as specified in the solicitation and will be required to participate in an external evaluation. Technical assistance will be provided on an on-going basis by staff from the National Institute of Justice and Abt Associates, Inc.

Proposals are due by 5:00 p.m. Eastern Standard Time on January 29, 2001, with proper attachments (see Application Forms at <http://www.ncjrs.org/fedgrant.html#nij> or call the Department of Justice Response Center at 800-851-3420). Please fax a short letter notifying NIJ of your intent to apply for the Corrections and Law Enforcement Family Support Law Enforcement Field Test cooperative agreement. The non-binding letter should be faxed to the attention of Rebecca Childress, CLEFS Program Manager, at (202) 307-6256 or e-mailed to childrer@ojp.usdoj.gov no later than January 4, 2001. Applicants with additional questions are directed to Ms. Childress at 202-307-0200 or at the e-mail address listed above.

Sincerely,

Julie E. Samuels, Acting Director
National Institute of Justice

CORRECTIONS AND LAW ENFORCEMENT FAMILY SUPPORT Solicitation for the Implementation of the Law Enforcement Field Test

I. Introduction

Stress is an occupational hazard for law enforcement officers of all ranks. Since the 1970s, criminal justice practitioners and researchers have highlighted a number of causes and effects of stress that are unique to, or more pronounced among, law enforcement officers compared with members of other professions. Many officers report that they are under more stress now than ten or twenty years ago, in part because of such changes as the introduction of community policing and cultural diversity, and an increase in negative publicity, public scrutiny (including citizen review), and civil suits. As a result, a number of law enforcement agencies have established stress prevention programs for their employees. Many police administrators believe that a well-run stress program can help prevent:

- declines in officer morale and productivity;
- absenteeism and tardiness (and the expense of the overtime needed to cover for these officers);
- officer turnover-many departments in recent years have been faced with a severe shortage of officers;
- expensive early retirements and workers' compensation claims due to stress-related disabilities;
- civil liability (and negative media attention) due to officers' stress-related inappropriate behavior; and
- labor-management friction.

Because of the high costs (financial, organizational, and psychological) associated with these conditions, the National Institute of Justice (NIJ) seeks to test whether strengthening police agencies' capacity for preventing stress among law enforcement officers and their spouses and partners can help prevent these conditions.

The National Institute of Justice is soliciting proposals for police agencies willing to participate in a field test to determine the effectiveness of a stress program in helping to prevent the conditions identified above. This solicitation provides background on the CLEFS program, outlines the purpose of this solicitation and the scope of work to be undertaken by the recipients, and identifies questions to be addressed by applicants seeking to implement the field test program under this cooperative agreement. This solicitation is being announced as a limited competition with responses due no later than 5:00 p.m. EST on January 29, 2001.

II. Background

In 1994, the U.S. Congress authorized the Law Enforcement Family Support (LEFS) program through Title XXI of the Violent Crime Control and Law Enforcement Assistance Act to assist in ameliorating the harmful effects of stress experienced by law enforcement officers and their

families. Under Section 2301, 42 U.S.C. § 3796jj (1) - (5), the legislation authorized the Attorney General of the United States to:

- research the effects of stress on law enforcement personnel and their families;
- identify and evaluate model programs that provide support services to law enforcement personnel and families;
- provide technical assistance and training programs to develop stress-reduction and family support programs for State and local law enforcement agencies;
- collect and disseminate information regarding family support, stress reduction, and psychological services to State and local law enforcement organizations and other interested parties;
- determine issues to be researched by the Department of Justice and grant recipients.

The National Institute of Justice (NIJ), the research, evaluation, and development arm of the U.S. Department of Justice, was given administrative responsibility for this program. In response, NIJ began providing funds to promote research, demonstrations, evaluation and dissemination of information about promising stress intervention methods to further the objectives of the Law Enforcement Family Support program. NIJ also obtained a ruling from the Office of General Counsel clarifying the term "law enforcement personnel." The interpretation provided by that Office has allowed for the inclusion of other peace officers (to include correctional, probation, and parole officers) within the activities funded by the expanded Corrections and Law Enforcement Family Support (CLEFS) program.

Research, Evaluation, Development and Demonstration Awards

Since 1996, the National Institute of Justice has solicited grant proposals from law enforcement and correctional agencies and the organizations representing these officers (i.e., unions or membership associations) to support the development of research, demonstration, and evaluation projects on stress intervention methods. To date, thirty-four grants totaling over \$3 million have been awarded. These awards have focused on expanding knowledge about the development, implementation and coordination of services; the feasibility and efficacy of various program elements; the feasibility and efficacy of specific approaches; and the causes, nature and consequences of officer and family stress. Services developed and studied have included critical incident stress debriefing and management techniques, peer support services, police psychological services referral networks, police chaplaincy services, rookie stress inoculation counseling, police organizational change and well-being, stress management training methods, spouse academies, and train-the-trainer stress education programs.

Information Synthesis and Dissemination Activities

NIJ published *Developing a Law Enforcement Stress Program for Officers and Their Families* in 1997 to disseminate state-of-the-art information on stress reduction programming for law enforcement officers. This document explored the best methods for planning, implementing and marketing programs aimed at preventing and reducing the effects of stress for police officers and their families. A companion document, *Addressing Correctional Officer Stress: Programs and Strategies*, is currently in publication and will focus on planning, implementing and marketing

similar programs for correctional officers. A web site (<http://www.ojp.usdoj.gov/nij/clefs/>) has also been developed and provides general information about the program as well as specific information about grants that have been awarded since the program's inception.

In October of 1999, NIJ convened a National Symposium on Law Enforcement Families in San Antonio, Texas to increase national awareness of and improve the response to law enforcement officer and family stress. Attendees included law enforcement officer stress experts, NIJ grantees, practitioners, family members, academics, Chiefs of Police and Sheriffs. Issues addressed during panel sessions included the impact of work stress on law enforcement officers and their families, the needs of police families, labor and management issues, and organizational issues. Four discussion sessions were held throughout the Symposium to solicit information from and obtain the perspectives of the various participants on these issues.

Visiting Fellowship

Additional information is being compiled by NIJ Visiting Fellow Robert P. Delprino, Ph.D. Dr. Delprino's tasks while at NIJ have been twofold: to conduct a national survey to benchmark family support services offered by correctional agencies and to develop a report that synthesizes the information gained from thirty-two of the CLEFS grants to date.

Dr. Delprino has developed and distributed a questionnaire to solicit information from all state corrections agencies on the various family support services offered to correctional officers and their families. The results of this survey will be compared to the results of a comparable one conducted with law enforcement agencies in 1996 and will provide information on the availability of supportive services for correctional officers across the country in state-run Departments of Correction.

Dr. Delprino is also visiting each of the grant sites and has been meeting with various representatives including the project manager, the principal investigator, trainers, participants, family members, administrators, union representatives, and personnel directors. He is collecting process information as well as outcome information, when available. His final report will document the responses and will focus on providing useful information about how to best develop and implement a family support program.

III. Purpose of Solicitation

Although NIJ has expanded the state-of-practice in law enforcement and correctional officer stress in the last six years, little has been generated in the way of outcome data. To help ensure that future practice in this area is based on sound research, NIJ has developed a CLEFS field test model for law enforcement officers and their families specifically to allow for the systematic evaluation of selected program components. NIJ believes that stress programs that include the components listed below in Section IV are likely to prevent at least some of the conditions identified in Section I. As a result, NIJ wants to scientifically test whether this particular stress program model is effective in preventing stress among law enforcement officers and their spouses.

NIJ defines a field test as a well-controlled, real-world test of one or more hypotheses which involves one or more sites. Field tests are based on research and/or practice knowledge and include both formative and outcome-focused evaluations.

NIJ is issuing this solicitation for partners who are interested in making significant changes in the stress prevention programs that are available through their agencies for law enforcement officers and their families. Partners will be expected to implement the field test design described in Section IV. Partners will be required to develop all four components of the model stress prevention program or will be required to adapt existing stress prevention programs to incorporate these components. Each site chosen will also be required to participate in a rigorous external evaluation of project activities by cooperating with an independent research organization that has been engaged by NIJ to study these programs. The selected sites will work with NIJ and others as identified to implement the specified program elements in a manner that is consistent with their design and conducive to their evaluation and to assist in the evaluation through the collection of data. Technical assistance will be provided by NIJ and by the external evaluator designated by NIJ throughout the life of the project.

Three sites will be chosen to implement the law enforcement field test for an eighteen month period. Depending on the availability of continued funding and other factors, the possibility exists for up to two additional one-year extensions.

IV. Scope of Work

Applicants must agree to establish or expand all four field test components so that NIJ can test the hypothesis that this model stress program can prevent police officer stress and the conditions identified in Section I that are hypothesized to result at least in part from police officer stress. Applicants having one or more of the four components already in operation may use their grant funds to expand or improve these components. Applicants who do not currently have one or more of the four components in operation may use their grant funds to develop these missing components.

All four components specified in this solicitation primarily involve prevention strategies, rather than treatment approaches, because it is often more cost effective to prevent a harmful condition than to try to eliminate it once it has occurred.

In addition, the combination of these four components should reach every police officer through the rank of lieutenant at least once or more. While two of the components (wellness program, family participation) involve voluntary participation by officers and their partners, two other components (supervisor training, in-service training) require mandatory participation by officers.

As discussed below, there are unique benefits to implementing or expanding each of the four stress program components. Each component will contribute individually and in a different manner to the overall program goal of preventing officer stress. Implemented together, they may have a greater effect on preventing officer stress than if only one, two, or three of them were implemented.

Program Components

Upon award, recipients must be prepared to implement the following program components:

A. Wellness Program

Description

Wellness programs are proactive prevention efforts designed to encourage employees to initiate and maintain lifestyle changes that will help prevent illness and disease and improve health. Work site wellness programs "provide services designed to help employees identify specific risks such as high blood pressure, cholesterol, tobacco use, and obesity, and to maintain and improve health by increasing physical exercise, improving nutrition and addressing stress."¹

A wellness program can include many different focuses and activities, ranging from physical fitness advice to high blood pressure screening. The section below on Required Features identifies the features that applicants must agree to include in their wellness program. Attachment 1 provides additional information.

Rationale

The principal rationale for implementing wellness programs is the finding that the preventable illnesses associated with smoking, alcohol abuse, sedentary lifestyles, and poor nutritional habits account for approximately 70 percent of all illnesses and associated health care costs in the United States². A particularly valuable benefit of wellness programs is that they can help eliminate the stigma associated with seeking help for potentially embarrassing conditions, such as alcohol or drug abuse, by integrating discussions of these conditions into a larger, nonstigmatizing context³.

Objectives

A majority of participants will be able to:

- Improve their physical health based on objective measures such as reduced blood pressure and cholesterol levels.
- Seek treatment if they have a treatable medical condition (e.g., hypertension).
- Take specific, recommended steps to prevent health problems from occurring (e.g., stop smoking, take up regular exercise).

Required Features

Audience: The entire department

Frequency: Program is offered two (2) or more times

Hours: At least eight (8) hours each time the program is offered crossing shifts

Participation: Voluntary

Required Focuses:

- health risk/health status assessments/appraisals (e.g., for heart attack, stroke)
- stress management techniques; psychological and mental health
- physical fitness

- general information for maintaining good health
- alcohol and other substance abuse education
- nutrition education

Optional Focuses:

- health screenings (e.g., for high blood pressure, cholesterol) · smoking control
- financial management

Additional Required Features:

- program must follow-up with officers in need of help to encourage them to take advantage of available services
- program must be taught by a wellness expert, not by a police officer
- program must incorporate resilience orientation (see Attachment 2)

B. Family Services

Description

Services for family members can take many forms, including the formation of peer support groups consisting of officers' spouses and partners who provide assistance to other partners experiencing stress. Applicants for this CLEFS solicitation are required to improve or implement *one* of two other types of family components: ***a spouse academy or training for spouses during the officer academy.***

Spouse academies, offered to the spouses and partners of current officers, typically consist of eight or more hours of orientation to police work and police-related stress, along with suggestions for coping with stress and sources of help. Spouse academies usually include ride-alongs, a tour of the station house, and a meeting with the partners of long-time officers. Training at the academy frequently involves not only officers' partners but also children and parents.

Rationale

Law Enforcement work can take a tremendous toll on an officer's family. In a study of 479 spouses of police officer, 77 percent reported experiencing unusually high amounts of stress from the officers' job, including shift work and overtime, fear the officer will be hurt or killed, officers' and other people's excessively high expectations of their children, and either excessive or too little discussion about the job⁴. By providing stress services to officers' spouses and partners, agencies can do much to ensure that these individuals receive the help they need.

Family members can also be a significant source of additional stress for officers, for example, if they resent the officer's odd hours, moodiness, or unwillingness to share experiences on the job, or if they keep expressing fears about the officer's safety. Reaching out to family members can help them to avoid increasing their officer spouse's stress. In addition, because they may be the first to recognize when an officer needs help,

family members can play a crucial role by encouraging the officer to seek assistance before the problem becomes severe.

Objectives

A majority of spouses and partners will be able to:

- Report that they have prevented personal stress in at least one respect, for example, by reporting they have less fear for the officer's safety, improved communication with the officer regarding work and feelings, or a more accurate understanding of police work.
- Identify three approaches to helping prevent officer stress and report they have used at least one of them.
- Identify over half of the most common warning signs of stress among officers.
- Identify two sources of help for themselves and two for officers for coping with both chronic stress and stress after a critical incident.

Required Features

Audience: Spouses and partners of officers

Frequency: Orientation is offered three (3) or more times

Hours: At least eight (8) hours total for each participant not counting tour or ride-along (e.g., one eight-hour session, two four-hour sessions)

Participation: Voluntary

Required Topics for Spouse Academy or Spouse Training Academy:

- what law enforcement work involves-what their spouses do · causes, signs, and symptoms of chronic stress among spouses and partners
- causes, signs, and symptoms of chronic stress among officers
- what to expect after a critical incident
- methods of coping with own and officers' stress and anger
- domestic violence information and resources
- sources of help for spouses and officers, including the stress program

Optional Topics:

- communication skills between partners
- motivating officer spouse to seek help
- personality changes experienced by some officers during their careers
- weapons practice or observation of weapons use
- panel discussion with the spouses of long-term older police officers on "survival" as officers' partners

Additional Required Features:

- Chief writes personal invitation and gives opening welcome
- program is taught by experienced officers and partners, or by police stress experts, not by academy or training instructors
- participants go on at least one ride-along (not with the officer/spouse) for at least four (4) hours

- participants tour station house, including communications center, booking, lock-up, firing range, and locker room, if possible during an active time of day
- integrate resilience orientation into training (see Attachment 2)

Recommendations:

Review "Approaches to Training for Family Members" in *Developing a Law Enforcement Stress Program for Officers and Their Families*, pp. 143 - 146, NCJ 163175. This document is available through the National Criminal Justice Reference Service and can be obtained upon request by calling NCJRS at 800-851-3420.

C. Supervisor Training

Description

This type of training helps sergeants and lieutenants learn how to help prevent stress among the officers and civilians they supervise-not by counseling the people they supervise but by being able to identify possible warning signs of stress and motivating officers to seek help before problems become severe.

Rationale

Because sergeants and lieutenants typically know their employees' work habits and personalities well, they are in a unique position to recognize changes in behavior that may be the result of stress and need attention. In addition, sergeants and lieutenants have gained considerable experience focusing on clues to inappropriate behavior among people they have questioned or arrested and can apply that experience to looking for signs of stress among their officers. Furthermore, because of supervisors' position of authority, their recommendations that officers seek help may carry more weight than when other line officers (including peer supporters) or family members make the suggestion.

Many officers report that their supervisors' management styles, and what are perceived to be supervisors' unreasonable, contradictory, or ambiguous demands, are a significant source of stress. Supervisor training can help sergeants and lieutenants make any needed adjustments to their management styles to help prevent officer stress.

Objectives

Three-quarters of all supervisory or management staff will be able to:

- Identify five of the most common warning signs of possible stress among officers that supervisors are likely to be able to detect.
- Identify two warning signs for which they would refer an officer for help.
- Identify three strategies for suggesting to officers that they seek help.
- Identify one management style that can produce unnecessary stress for officers and one management style that can, while still effective, help prevent stress for officers.

Required Features

Audience: All supervisory or management staff

Frequency: Training is provided three (3) or more times

Hours: At least three (3) hours each session

Participation: Mandatory

Required Topics:

- recognizing signs of chronic and critical incident-related stress among officers
- deciding when to intervene
- choosing a strategy for referring stressed officers for help
- available stress program and community resources that can help
- how supervisors' own behavior and supervisory styles can contribute to officers' stress
- domestic violence information and resources

Optional Topics:

- handling specific types of problem employees (e.g., violence prone officers)
- rumor control
- disciplining constructively
- helping officers cope after a critical incident

Additional Required Feature:

- integrate resilience orientation into training (see Attachment 2)

Recommendation:

Review "In-Service Training for Supervisors and Command Staff" in *Developing a Law Enforcement Stress Program for Officers and Their Families*, pp. 112 - 114, NCJ 163175. This document is available through the National Criminal Justice Reference Service and can be obtained upon request by calling NCJRS at 800-851-3420.

D. In-Service Training

Description

Many agencies set aside a block of time to address issues related to stress as part of their annual or semi-annual training devoted to other topics (e.g., updates in pertinent legislation and case law, new use-of-

force general orders). Some agencies offer stress training during roll calls, but typically the time available is too short and officers are not sufficiently focused on the topic for roll call training to be useful.

Rationale

Training can provide officers with very useful stress-related information in a concentrated manner. There are two reasons why in-service training can be particularly effective:

- (1) Since most law enforcement agencies already provide in-service training annually or more often, it is not difficult logistically, and not expensive, to expand the training to include stress training (or substitute stress training for another module).
- (2) Because in-service training is mandatory, including a block of time devoted to stress prevention, it reaches all officers. Other prevention approaches that rely on officers to volunteer (e.g., wellness program) do not reach as many officers.

Objectives:

A majority of officers will be able to:

- Identify five common symptoms and signs of potential stress among officers.
- Identify four actions they can take to help prevent stress.
- Identify all the types of assistance the agency's stress program offers.
- Identify five frequent reactions (which need not all be negative) officers may experience as a result of chronic stress and five frequent reactions (which need not all be negative) they may experience as a result of critical incidents.

Required Features:

Audience: All line officers

Frequency: Training is offered once or more

Hours: At least six (6) hours

Participation: Mandatory

Required Topics:

- sources and manifestations of stress
- stress management and coping strategies
- critical incident effects and coping strategies
- using the stress program; distribution of program literature
- other resources for getting help with stress
- domestic violence information and resources

Optional Topics:

- officer suicide
- shift work
- burnout

Additional Required Feature:

- integrate resilience orientation into training (see Attachment 2)

Recommendation:

Review "Common Training Topics Designed to Prevent Stress" and "Types of Training" in *Developing a Law Enforcement Stress Program for Officers and Their Families*, pp. 108 - 112, NCJ 163175. This document is available through the National Criminal Justice Reference Service and can be obtained upon request by calling NCJRS at 800-851-3420.

NIJ will provide technical assistance on program development and implementation to the recipient for the life of the project. Recipients will be expected to participate in regular conference calls with and site visits by NIJ staff and the external evaluator.

Evaluation Requirements

The principal purpose of this demonstration is to improve scientific understanding of the effect of stress programs on law enforcement officers and their partners. As a result, grantees will be required to cooperate with an independent organization that NIJ will engage to study the programs to be funded under this solicitation. The evaluation will seek to:

- (1) identify symptoms of stress that law enforcement officers may have experienced in the past two years; and
- (2) compare these symptoms with the symptoms that officers experience after the four required stress program components have been implemented or expanded.

Examples of symptoms the evaluators will expect to examine include but are not limited to excessive use of sick time, early retirements due to disability, high blood pressure, job dissatisfaction, citizen complaints, and requests for transfer.

The evaluation will also involve asking officers to report their past and current levels of stress and comparing those self-reports with the stress levels officers say they are experiencing after the new stress program components have been implemented. This information will be kept confidential.

The same evaluation approaches (using different measures of stress prevention) will be implemented for the spouses and partners of officers. Officers and their spouses or partners will participate in the evaluation on an entirely voluntary basis. This information will be kept confidential.

The principal study hypothesis for this field test is that stress programs which include at least a wellness program, services for family members, supervisory training, and in-service training will prevent officer stress, both in terms of (a) self-reported stress levels and (b) at least some of the conditions often associated with stress (e.g., excessive use of sick days, early stress-related disability retirements). The study also hypothesizes that preventing stress among the spouses and partners of officers will help prevent stress among officers.

The results of the evaluation will allow police agencies to improve their existing stress prevention efforts and to identify organizational changes that administrations can make to further help in preventing stress among officers and their spouses.

The evaluation design includes the following four steps:

- (1) The independent evaluator will examine **agency records** that provide information about the known or suspected **symptoms of stress** (e.g., excessive use of sick time) **before** the agency implements the new stress program components and **again at several points in time** for as long as 18 months **after** the components have been implemented or improved. The evaluator will record only aggregate information-no information that could be connected to individual officers by name will be collected.
- (2) At the beginning and end of the study, the evaluator will give officers and sergeants, and their spouses and partners, a **written questionnaire** that asks them to report their stress levels. Officers and spouses will fill out the survey voluntarily, in private, and anonymously, and return the survey findings to the outside evaluator. The questionnaire will also ask officers and spouses to (a) identify the stress program components, if any, they participated in before and after the four new components were added or improved; (b) assess how valuable the components they participated in were and how they could be improved; and (c) suggest steps the agency could take to prevent stress that the officers and spouses believe may be caused by the organization.
- (3) At the beginning of the study, the evaluator will administer **in person** and individually a questionnaire that asks officers and sergeants, and their spouses, to recall for the previous one or two years (a) work related stressful incidents, (b) their perceptions of their stress levels at those times, and (c) the steps they took, if any, to address stress they may have experienced. This questionnaire will make use of a calendar technique that has been shown to help individuals recall past events accurately.
- (4) The evaluator will work with the agency to identify internal events (e.g., critical incidents, new chief) and external events (e.g., media attention on a high profile arrest) that might contribute independently to preventing or creating officer stress.

The external evaluator will provide technical assistance on evaluation issues to the recipients for the life of the project.

V. Applicant Criteria

State or local law enforcement agencies which employ at least 100 and no more than 500 sworn officers are eligible to apply.

Applicants must have documentation of top-level management support, and union or association support if applicable, for the field test.

Applicants should have at least one of the following stress-related services already in place: individual counseling by mental health practitioners who have special expertise working with law enforcement officers; formal peer support; critical incident stress debriefing; in-service

training and education; supervisor training; network for referring officers and family members to sources of help that specialize in working with law enforcement officers and their families.

Applicants must have in place or be prepared to implement immediately upon award:

- an outreach program for law enforcement officers to include marketing strategies for the programs offered through this field test;
- an outreach program for officers' family members to include marketing strategies for the programs offered through this field test;
- the capacity to collect data on variables including, but not limited to, absenteeism, tardiness, retirements, disability pension applications, rule violations, disciplinary actions, general health of officers, job performance, citizen complaints;
- a written and widely disseminated department stress program description to include description of available services and instructions for access;
- a written and widely disseminated department confidentiality policy covering employees who participate in the field test program.

VI. Proposal Questions

Applicants competing for this cooperative agreement must review and sign the Assurances and Certifications, prepare a detailed budget and provide a double-spaced narrative proposal. The narrative should not exceed 30 pages; the required forms and budget do not count toward the page length. The proposal should address each of the following questions/issues:

1. How many sworn law enforcement officers are employed by your agency? How many are employed part time? What percentage of these officers respond to calls for service? Provide general demographic information (gender, age, ethnicity, race) on these employees.
2. What level of stress exists among law enforcement officers in your agency? Explain how this stress level was measured.
3. Provide a clear description of the stress-related services (e.g., individual counseling, peer support) that are currently available in your agency for law enforcement officers. Include information on duration of the program, staffing levels, program content, physical location of services and number of participants served each year. What services are available for family members? What are the utilization rates of these services?
4. Describe your plan for developing and implementing the required services listed in the Scope of Work Section. Include information on the following for each service component:
 - how participants will be identified;
 - anticipated number of participants;

- how often service component will be provided;
- program content, to include each required feature;
- how resilience orientation will be incorporated;
- curriculum to be used, if applicable;
- anticipated staffing levels and expertise of existing staff and/or staff to be hired;
- clerical support to be provided;
- physical location of services and space to be provided.

1. Describe how the program will be marketed to employees and their families.
2. Describe capacity for providing information for the evaluation. Describe available data sources for the information and data delineated in the Scope of Work under Evaluation Requirements (e.g., usage of sick time, requests for transfer). To what extent are these data automated? Identify a liaison within the agency to work directly with the external evaluator. Explain how agency staff will collect data on an on-going basis and suggest methods for providing data to the external evaluator. Discuss steps that will be taken to protect the confidentiality of program participants.
3. If the evaluation demonstrates that these services have a positive impact, what efforts will be made to continue to provide the services after Federal funding has ended?
4. Identify relevant partnerships (i.e., union, Red Cross, substance abuse agencies). Attach letters of support. Attach copies of Memorandum of Understanding (MOU), if available.
5. Include copies of existing stress program policies and confidentiality policies in the Appendix or explain how these will be developed.
6. Include a detailed time line for implementation in the Appendix.
7. Include the names and resumes of the Project Director, Evaluation Liaison and other staff in the Appendix.

VII. Budget

Prepare a detailed budget for an eighteen-month agreement. Applicants may apply for up to \$150,000. The budget should reflect the total project cost but should clearly indicate the source of funding (i.e., federal funds, funding from outside sources, cash match, or in-kind funds).

Attendance at an annual meeting for NIJ grantees is required. This meeting provides NIJ grantees with the opportunity to present the findings from their projects as well as learn about other efforts to reduce job related stress for law enforcement officers, correctional officers, and their families. Applicants should budget travel and per diem expenses for a trip to Washington, D.C. for the project director and evaluation liaison for each year of the grant to participate in these grantee meetings.

VIII. Application Deadline and Page Limit

Applications for the Corrections and Law Enforcement Family Support Solicitation for the Implementation of the Law Enforcement Field Test are due to NIJ no later than January 29, 2001, by 5:00 p.m. EST.

Applications should not exceed 30 double-spaced, 12-point typed pages. Budget materials, letters of support/cooperation, copies of existing policies and time lines are considered acceptable appendices.

Attachments including assurances and certifications can be obtained from <http://www.ncjrs.org/fedgrant.html#nij> under Application Forms or by calling the Department of Justice Response Center at 800-851-3420.

Submit an original application and ten copies to:

Corrections and Law Enforcement Family Support
Solicitation for the Implementation of the Law Enforcement Field Test
National Institute of Justice
810 7th Street, NW, Room 7112
Washington, DC 20531

IX. NIJ Contact for Assistance

Please contact Rebecca Childress by phone at 202-307-0200 or by e-mail at childrer@ojp.usdoj.gov if you have any questions concerning this solicitation.

X. Notice of Intent to Apply

Please fax a short letter notifying NIJ of your intent to apply for the Corrections and Law Enforcement Family Support Law Enforcement Field Test cooperative agreement. The non-binding letter should be faxed to the attention of Rebecca Childress at (202) 307-6256 or e-mailed to childrer@ojp.usdoj.gov no later than January 4, 2001.

Additional Information on Wellness Programs

Selected Wellness Program Features

There can be considerable variety in the specific services offered in each wellness program feature. Some of this variation is illustrated below for selected program features.

Screenings (including referral and follow-up) may include

- blood sugar
- cholesterol
- cancer

- high blood pressure
- weight

Smoking control may include

- information
- cessation programs
- prohibiting smoking at the workplace

Physical activity and fitness may include

- information
- incentives
- access to on-site equipment and facilities
- development of individualized fitness plans

Nutrition components may include

- changes in cafeteria food options and vending machine offerings
- information
- services

Mental health and stress management may include

- stress management
- depression
- self-esteem
- coping skills and resources

Alcohol and other drugs components may include

- company policy prohibiting use at the workplace
- workplace drug testing programs
- preemployment screening
- testing after an accident or incident
- random testing

Health risk/health status assessments/appraisal may include

- individual risk factor counseling
- access to materials in areas of risk
- goal setting and contracting

Wellness program components can be provided by means of classes, workshops, lectures, special events, individual counseling, handouts, posters, and other delivery mechanisms.

Three Sample Law Enforcement Wellness Programs

- The Los Angeles County Sheriff's Department's Employee Support Services Bureau has five divisions--Counseling, Peer Support, Chaplain Service, Organizational Consultation, and Wellness Program--serving all 14,500 department personnel (including civilians, road deputies, and correctional officers). Operating since 1995, the in-house wellness program consists of academy, in-service, and intranet presentations on physical fitness and injury and illness prevention. The program arranges for reduced health club membership fees and selected biomedical tests. Stationhouse health coordinators conduct quarterly training sessions that include blood pressure screenings. Twice a year the program offers a health fair that provides free screening for various illnesses and conditions (e.g., diabetes, cholesterol), risk assessments (e.g., for stroke), information about weight management, nutrition, and ergonomics, and referrals to providers for follow-up tests and treatment. Stress management is not part of the wellness program. For 18 months, the wellness program included a "traveling" health assessment center that offered health risk assessments at each stationhouse in which 3,000 personnel participated. The bureau director compared key health indicators (e.g., blood pressure, flexibility, body fat) among a group of high-risk personnel at the time of the assessments and six months later, finding statistically significant reductions in several measures at retest.
- The Albuquerque, New Mexico, Police Department wellness program includes a full-time exercise physiologist and a health educator. They offer classes on different topics at every academy and during every department mandated in-service training. Topics include nutrition, stress management, weight management, job burnout, exercise, and adjustment to shift work. The staff provide individual counseling to officers, mostly on weight management. However, because many officers will not voluntarily come for help, the staff attend roll calls and "graveyard" shift briefings to present information.
- The Los Angeles Police Department's Health and Wellness Programs has initiated a "Balanced Health" program within the agency's Behavioral Science Service, which already employed nine full-time stress psychologists. The Balanced Health program--focusing on helping officers achieve a balance between physical and mental health--has hired six of an eventual 12 health psychologists, each of whom is being assigned to two or three divisions within each of the department's five bureaus. These so-called "bureau psychologists" will provide on-site crisis intervention, short-term brief counseling, organizational consulting to supervisors and commanding officers, and classes, workshops, roll call presentations, and other presentations designed to prevent stress-related problems. The bureau psychologists will also be responsible for developing Program Development Groups to address specific health-related topics with the officers in their assigned bureau division. The first four topics they will be assigned to address are nutrition, suicide, financial counseling, and alcohol and other substance abuse. In addition to using other educational avenues, the bureau psychologists will incorporate these topics into the department's annual mandatory training days. The new bureau psychologists will conduct physical and mental health risk appraisals and refer officers at risk to appropriate resources. The Balanced Health program will offer the health risk appraisals during working hours every six months using mobile testing equipment

(perhaps a reconditioned recreational vehicle) that will travel to every division. Officers will be offered testing for cholesterol, blood sugar (glucose) levels, blood pressure, gross flexibility measures (sit and reach), and fitness (using recumbent bicycle testing).

Background Information on the Resilience Orientation⁵

Resilience is the ability to recover ("bounce back") from chronic stress or crises through such traits as optimism, resourcefulness, and determination. A number of police stress experts advocate the use of a "resilience orientation" in stress prevention and treatment.

Two Ways to Apply the Resilience Orientation

Experts and clinicians apply the concept of resilience in two different but related ways:

(1) According to one conceptualization, resilience programs train individuals to *develop* skills and resources for coping with stress. For example, the Counseling Services Division Manager of the Nashville Metropolitan Police Department offers seminars for police families that focus on "developing competencies to ensure career longevity and strong family relations" by helping officers and their partners to develop effective communication styles and establish or increase their social support systems.⁶ The Los Angeles Sheriff's Department's Wellness Program focuses heavily on physical fitness because, according to its director, "physical fitness builds resilience-personnel who are fit bounce back better in the face of stressful events."

(2) A second application of the resilience approach focuses primarily on reinforcing and "putting into play" *preexisting strengths* the individual *already has* for meeting the challenges of everyday stress and critical incidents rather than emphasizing the negative consequences of stress.

Either approach to applying the resilience concept can be incorporated into a wellness program, family outreach component, supervisory training, or in-service training.

Examples of the Resilience Orientation in Practice

The Hardiness Institute in Newport Beach, California, combines both applications. The Institute administers an assessment instrument to test both an individual's risk factors and stress resistance resources. Based on the test results, the Institute provides training to *develop* the person's coping strategies or reinforce the person's *existing* coping strengths. The training is intended to increase the person's ability "to view disruptive changes in a more balanced, optimistic light and to meet them head on with constructive actions."⁷

Alexis Artwohl, a police psychologist in private practice and coauthor with L. Christensen of *Deadly Force Encounters: What Cops Need to Know to Mentally and Physically Prepare for and Survive a Gunfight* (Boulder, Colorado, Paladin Press: 1997), encourages police officers to develop personal resilience by adopting and nurturing five personal qualities:

- (1) healthy lifestyle choices (e.g., exercise, rest, no substance abuse);
- (2) social and emotional support system of friends and family;
- (3) optimistic, proactive approach toward problems;
- (4) a spiritual foundation that provides meaning and purpose to one's life regardless of outside circumstances; and
- (5) avoiding overcommitment to the role of the police officer-and instead maintaining diverse roles (e.g., parent, volunteer), interests, and relationships.

Rationale for Using the Resilience Orientation

Proponents of the resilience approach base their support largely on three observations:

- (1) Most individuals who experience chronic stress or critical incident stress are able to cope without significant problems.
- (2) Not all the effects of stress are negative-for example, some individuals under stress experience reinforcement of their ability to cope with adversity, appreciation for the value of life, and a sense of accomplishment. Many individuals experience positive feelings (along with negative feelings) during periods of chronic or critical stress.
- (3) A primary focus on anticipated negative effects of stress-a so-called "deficit" or "pathogenic" orientation to stress treatment-can have negative effects. For example, paying excessive attention to the negative consequences of stress may revictimize individuals through an exclusive focus on the need for therapy when none is needed. Ignoring the beneficial effects even undesirable stress may have for individuals, and concentrating on the negative effects of stress, may also undermine people's restorative capabilities.⁸

1 Enfurt, Foote, and Heirich, "The Cost-Effectiveness of Worksite Wellness Programs for Hypertension Control, Weight Loss, Smoking Cessation and Exercise," *Personal Psychology*, 1992, 45: 5 - 27.

2 Wellness Councils of America, "Making a Case for Worksite Wellness," Omaha, Nebraska: Author, 1999.

3 R. L. Church and N. Robertson, "How State Police Agencies are Addressing the Issue of Wellness," *Policing: An International Journal of Police Strategies and Management*, 1999, 22(3): 304 - 312; Deborah Galvin, U.S. Department of Health and Human Services, Center for Substance Abuse Prevention (CSAP), personal communication, August 2, 2000.

4 "On the Front Lines: Police Stress and Family Well-Being." Testimony by A.W. Zavaras, Hearing Before the Select Committee on Children, Youth, and Families, House of

Representatives, 102nd Congress, 1st Session, May 20, 1991, Washington, D.C.: U.S. Government Printing Office, 1991: 71.

5 Other terms sometimes used to refer to the resilience orientation include "salutogenic orientation," "hardiness training," "learned resourcefulness," "asset building," and "inoculation training."

6 2 Greene, L.W., "Uplifting Resilient Police Families," *The Police Chief*, October 1997: 70, 71.

7 The Hardiness Institute, <http://www.hardinessonline.com>.

8 For a discussion of the theoretical and empirical foundation of the resilience orientation, see, for example, the publications of Chris Dunning, Chair, Department of Governmental Affairs, University of Wisconsin-Milwaukee, including, "Fostering Resiliency in Disaster Responders," in Kalayjian, A.S. (ed.), *Disaster and Mass Trauma: Global Perspectives on Post Disaster Mental Health Management*, Long Branch, New Jersey: VISTA Publishers, 1995, and the publications of Richard Gist, Special Assistant to the Chief, Kansas City (Missouri) Fire Department, including, "Gist, R., and B. Lubin (eds.), *Response to Disaster: Psychosocial, Community, and Ecological Approaches*, Philadelphia: Taylor and Francis, 1999, and Gist, R., and S.J. Woodall, "And Then You Do the Hokey-Pokey and You Turn Yourself About . . .," in Brom, D. (Chair), *Treating PTSD: The Controversy Between Pathology and Functionality*, San Francisco: Symposium conducted at the 12th annual meeting of the International Society for Traumatic Stress Studies, 1996. See, also, Folkman, S., and J.T. Moskowitz, "Positive Affect and the Other Side of Coping," *American Psychologist*, 2000, 55(6): 647-654.