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**STATE OF CALIFORNIA
DEPARTMENT OF JUSTICE
COMMISSION ON PEACE OFFICER
STANDARDS AND TRAINING
COMMAND COLLEGE CLASS XIX**

**WHAT WILL BE THE ROLE OF
LAW ENFORCEMENT IN WORKPLACE
VIOLENCE BY THE YEAR 2004?**

NCJRS

JUN 15 1995

ACQUISITIONS

TECHNICAL REPORT

By

**Greg Twilling
January 1995
Sacramento Police Department**

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

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

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

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

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WHAT WILL BE THE ROLE OF LAW ENFORCEMENT IN WORKPLACE VIOLENCE BY THE YEAR 2004?

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ABSTRACT

This research project examines the role of law enforcement as it relates to workplace violence by the year 2004. The project consists of four sections: a future study; a strategic plan utilizing the Sacramento Police Department as a model for evaluation; a transition management plan; and a conclusion. Futures related research developed and identified emerging trends and events in this area, which were utilized in developing alternative future scenarios. These scenarios provided the basis for the development of policy consideration and a strategic plan. The strategic plan includes the identification of key stakeholders along with implementation considerations to achieve the desired future. The transition management plan provides the structure necessary to move the strategic plan forward. The project concludes that there are strategic initiatives that if enacted could reduce or eliminate workplace violence.

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JOURNAL ARTICLE

Author: Greg Twilling

Title: Workplace Violence and the Future Role of Law Enforcement

America the beautiful has become America the violent. Newspaper headlines along with television news broadcasts serve as irrefutable proof that violence has become a part of daily life. Violence in the workplace is not a new phenomenon. What is new, is the types and methods of violence that is being committed. Violence that was one limited to and directed at commercial establishments such as fast food outlets and convenience stores has invaded the sanctity of America's offices, factories and schools.

As a result employees, employers, patrons and clients face an ever increasing risk of being killed or injured in the workplace.¹ This increased risk does not come from industrial workplace accidents, rather from violent and sometimes armed confrontation between one another. Aggrieved employees, patrons and clients no longer resort to verbal tirades or fisticuffs to settle disputes. They now arm themselves with assault rifles, large capacity handguns and knives to commit such crimes as murder, rape and aggravated assault.

According to the National Center for Disease Control, National Institute for Occupational Safety and Health (NIOSH) the major categories of workplace homicide are robbery or commercial related, domestic or spouse related, employer directed and terrorism or hate crimes.² Homicide has become the third leading cause of death for males in the workplace behind machinery and automobile accidents.³ Even more ominous is the fact that homicide is the leading cause of death for female employees in the workplace.

How has law enforcement responded to this emerging and escalating threat to public safety. To date its response has been limited to a reactive approach. Simply put, Law Enforcement has responded to workplace violence as it has to any other criminal act. As the frequency of these violent incidents have increased, corporate leaders, employers and employees concerned about the environment in which they work are looking to Law Enforcement to provide the necessary leadership to deal with and manage this complex and dangerous issue.⁴

If Law Enforcement accepts the leadership role it is important to realize that there are a variety of social and economic factors driving the workplace violence trend. As such, there is no one solution that will completely eliminate this problem. However, there are ways to minimize and mitigate such incidents by identifying and dealing with issues such as high risk employees, workplaces and occupations.

It is the desire of this author to pursue a strategic plan that will impact the area of workplace violence. As a result, this article focuses on the following issue question:

**What will be the role of law enforcement in workplace violence
by the year 2004?**

In answering this question, a Futures Study, Strategic Plan and Transition Management Plan was prepared. The following is a discussion of that research.

DEFINING THE FUTURE

For Law Enforcement to successfully deal with the issue of workplace violence, it must look to the future and identify those trends and events that may have an effect on this issue. To

accomplish this, a nominal group technique or brainstorming session was held. This technique involves bringing together a panel of individuals who are familiar with workplace violence and the precursors and drivers that are impacting the issue. The panelist were presented with the following question. What trends will affect the role of Law Enforcement in workplace violence by the year 2004?

The panel selected the following ten trends as those which would most likely effect the future of the issue.

1. Degree of weapons availability.
2. Degree of television violence.
3. Level of reporting requirements for at-risk employees.
4. Level of demand for police response to workplace violence.
5. Level of births of cocaine/alcohol babies.
6. Degree of police involvement in environmental building design.
7. Level of worker dissatisfaction.
8. Level of violence toward social service providers.
9. Degree of partnership between police and private sector in crime prevention.
10. Level of workplace violence.

The panel also forecasted one time occurrences or events that could affect the role of Law Enforcement in the workplace violence arena. These events were:

1. Disgruntled employee kills council members during council meeting.
2. Violent workplace incident results in death of innocent civilians.
3. Group attacks and kills board of directors.

4. Violence breaks out at a sporting event due to racial tensions.
5. Workers Compensation building bombed.
6. A violent act forecasted but not acted upon occurs.
7. Court decision allows employers limited access to employee's criminal records.
8. Gang members shoot high school students during graduation.
9. Statistical study pinpoints risk factors for employees.
10. Disgruntled husband shoots wife and her co-workers over child custody battle.

SCENARIO GENERATION

Utilizing these trends and events, alternative future scenarios may be developed. The following is a normative or desired future written from the year 2004 looking back through time.

As Sacramento moves into the new century, optimism abounds. The new century has brought a reaffirmation of law and order to the community. Community based policing which had established its roots in the early 1990s is now the accepted norm for modern day law enforcement. When looking back on the mid-to-late 1990s, several events can be retraced which changed the downward trend law and order was taking. One of the most notable was the January 1999 Supreme Court decision that finally allowed employers the right to review current and prospective employees' criminal records (Event 7). This singular event had a tremendous impact in almost single-handedly wiping out violence in the workplace.

Of current interest is the fact that Sacramento is set to announce for the 30th straight quarter part one crimes as reported by Federal Bureau of Investigations are down again. As word of this tremendous feat spreads, Sacramento's economic situation continues to improve and strengthen.

This is mainly the result of scores of new businesses relocating to the Sacramento area due to its low crime rate and favorable conditions for raising a family.

Violence of all kinds has been reduced to the bear minimum as a result of partnerships that have been formed. In the area of crime prevention, the cooperation between the private sector and the police is unsurpassed by any other city in the state (Trend 9).

In looking back at how it all began, one must start in January 1994 (Event 9), when Dr. Jim Rogge's and Dr. William Harrison's violence in workplace study which pinpointed risk factors for both employees and occupations was published. The Sacramento Police Department took this study very seriously and immediately began holding community, business, and employee forums throughout the city in an effort to develop partnerships to deal with this rising trend of workplace violence. As a direct result of these forums, strategies were developed and enacted over a period of several years that changed the direction of this trend and sent it downward at a geometric rate.

Although it took two years of shepherding through the legislature by the Sacramento Police Department, in January 1996 pre-employment screening for identified high-risk jobs became mandatory (Surprise Event 2). By this time several other strategies and programs were in place which in conjunction with this legislation, made a tremendous impact on violence in general and specifically violence in the workplace.

Other positive events were the June 1997 (Surprise Event 1) OSHA decision mandating both post-accident drug screening and the development of a check and balance system which called for police approval of new buildings with special attention to environmental security design (Trend 6).

All in all, Sacramento has much to be thankful for and much more to look forward to.

STRATEGIC PLANNING

The achievement and the success of the desired future is largely dependent upon the successful implementation of policies and procedures which move forward strategic initiatives which are in support of the strategic plan. Although this plan has been developed for use by the Sacramento Police Department, it could easily be modified and adopted by either private or governmental agencies.

This study focuses on the Sacramento Police Department. The Police Department is made up of 993 employees serving a population of 400,000 people. The City and the Police Department have recently been involved in several high profile and deadly workplace violence incidents. These incidents have served as the impetus for the development of strategies to impact this problem.

As a means of setting goals, it is necessary to identify long term objectives for workplace

violence. An effective means of stating these objectives is through the development of a mission statement. After careful consideration of desired future, the following mission statement is offered.

The Sacramento Police Department will work in concert with local, state and federal officials in partnership with employee groups, employers and labor organizations to reduce and alleviate workplace violence.

To achieve this mission, the external and internal environment must be examined.

EXTERNAL ENVIRONMENT

There are a number of emerging issues that will effect this issue. For instance, the recent enactment of several criminal statutes that regulate behavioral problems which are closely associated with workplace violence. Statutes that prohibit and punish stalking along with empowering businesses to obtain restraining orders against third party individuals provide Law Enforcement additional tools to deal with aberrant behavior prior to the initiation of violent acts. Additionally there is a national trend towards stricter gun control. The enactment of both the recent Crime Bill and the Brady Bill provide hope that sensible ownership guidelines will be the wave of the future.

INTERNAL ENVIRONMENT

With the installation of a new Police Chief in 1993, who for the first time came from outside

the organization, the organization is struggling as it tries to define its culture. The new Chief has embraced a vision for the Department that is much different from the previous administration which was in power for seventeen years. As such, there are those who do not embrace this new vision and resist new programs as a way to demonstrate their disdain for the Chief. This acrimony coupled continual budget cuts has fostered a climate of mistrust between the Sacramento Police Officer's Association and the Department's Managers.

STAKEHOLDERS

To successfully implement strategies that impact the issue, consideration must be given to those key individuals or stakeholders who may affect the role Law Enforcement plays in this issue. For Sacramento this includes: National Rifle Association; American Society for Industrial Security; Sacramento Chamber of Commerce; Chief of Police; City Manager; Stationary Engineers Local 39, AFL-CIO; Social Service Providers; Sacramento Police Officers Association; Sacramento Police Officers; Sacramento District Attorney; and American Civil Liberties Union.

Each stakeholder was assigned various assumptions relative to the issue question. For the vast majority of stakeholders it was assumed that they would support initiatives that bring about a reduction in workplace violence and provide for management of the issue. However, there were several stakeholders who would be suspicious of such initiatives should they impact their members' individual rights or freedoms.

ALTERNATIVE STRATEGIES

To achieve the mission statement, alternative strategies were analyzed utilizing the following criteria: Employee Group Support; Implementation Feasibility; Cost; Community Support; Political Support and Long Term Desirability. As a result of this analysis, the following strategy was selected: Sacramento Police Department develops and institutes workplace violence strategies that can be universally applied.

IMPLEMENTATION PLAN

To advance the strategic plan various identified tasks would be undertaken over a period of time. To begin, the Chief of Police would create a work group whose many tasks would include, collecting and analyzing data relative to the issue along with holding meetings with the various stakeholders to educate them on the depth and intricates of this problem.

Individual meetings with stakeholders would be held to promote buy in and address any concerns they may have. The work group would develop specific qualifiable policies and procedures which addresses both behavioral and causational factors associated with workplace violence. Additionally the group would develop an instrument which would monitor and evaluate the effectiveness of the strategy.

TRANSITION MANAGEMENT

In order to successfully move from today's present state to the desired future, it is necessary to have a transition management plan that facilitates the change.

To advance the proposed mission, it is not sufficient to simply identify the stakeholders. It is necessary to identify those key stakeholders also known as Critical Mass individuals who can deliver the necessary stakeholder support to move the mission forward. To do this, the make or break stakeholders must first be identified. For Sacramento this involves: City Manager; Chief of Police; Sacramento Police Officers Association; Operating Engineers Local 39, AFL-CIO; Employee Relations and American Civil Liberties Union.

Having identified the make or break stakeholders, it is necessary to identify those individuals who comprise the critical mass. Not only is it critical to identify these individuals, it is imperative to identify their present commitment to the plan and where this commitment must be in order for the plan to be achieved.

The following have been identified as critical mass individuals: Sacramento's Mayor; Sacramento's Chief of Police; Sacramento Police Officer's Association President; Stationary Engineers Local 39, AFL-CIO President; Employee Relations Analyst; Chief Counsel American Civil Liberties Union and Project Manager.

As the head of local Government, the Mayor has the ability through his influence to deliver the City Manager, Sacramento Chamber of Commerce along with other private and governmental leaders. The Mayor needs to help change happen. To accomplish this, information that demonstrates the magnitude and effect that workplace violence is having on Sacramento in terms of lives lost, injuries and the financial cost to the community must be presented. In doing so,

the benefits of such a strategy can be illustrated.

The Chief of Police must be in the make change happen category. Through his leadership, the Chief can deliver the American Society for Industrial Security and District Attorney. Of critical importance is the Chief's selection of a Project Manager who will play an integral part in successfully implementing the proposed mission.

Next there is the Sacramento Police Officers Association and Local 39 Presidents. Both of these individuals have a great deal of influence over their respective labor organizations and their memberships. These two individuals must let change happen. To gain this commitment level, these individuals must be allowed valuable input into developing the strategic initiatives to ensure that their members' concerns are addressed.

Another member of the critical mass is the Employee Relations Representative who handles the negotiations and maintenance of Memorandum of Understandings and disciplinary matters between the City and the Sacramento Police Officers Association and Operating Engineers Local 39. The Employee Relations Representative needs to be in the help change happen category. To obtain this commitment level, the benefits of reduced adverse employee actions through the implementation of the mission should be stressed.

The Chief Counsel of the American Civil Liberties Union needs to let change occur. To reach this position, the Chief Counsel must have input into the strategic initiatives along with having

his concerns addressed.

Finally, the Project Manager who would be a Police Captain represents the last member of the critical mass. This individual needs to make change happen. To do so, requires the Chief of Police to bestow upon this individual the necessary authority to move this issue forward.

CHANGE MANAGEMENT STRUCTURE

A separate and unique structure is needed to manage and facilitate the transition from the present to the desired future of workplace violence intervention. To achieve this goal will require the development of partnerships amongst individuals and organizations that are at times both antagonistic and diametrically opposed. The proposed structure is comprised of two key elements: a Project Manager and the use of Representatives of Constituencies.

It is imperative that a Project Manager is selected who is familiar with the causational factors and the depth of the workplace violence issue. In addition, this person must be a highly trusted confidant of the Chief who can act on the Chief's behalf.

The Representatives of Constituencies bring together key players from the major stakeholders' groups who are empowered to speak and act on behalf of their respective organizations.

By utilizing this two part management structure, it will provide the following benefits:

- The necessary influence and authority to move the strategy forward.

- A sense of interpersonal cohesiveness.

INTERVENTION TECHNIQUES

Change by its very nature breeds both anxiety and resistance. To assist in securing the commitment from the stakeholders and the critical mass, the following intervention techniques could be utilized.

PROBLEM DEFINITION AND GOAL SETTING

Members of the critical mass along with the Project Manager could meet and develop a problem definition that will be utilized throughout the project's duration. Once an agreed upon problem definition is reached, the group could turn their attention to developing and instituting protocols and parameters by which they can operate. Through the establishment of such guidelines, the free exchange of ideas will be encouraged.

CONFLICT MANAGEMENT

No matter how much planning is done, obstacles which cause conflict are bound to occur. The interests and goals of various stakeholders and critical mass will at times differ and in some instances be diametrically opposed. To manage and overcome conflict, the Project Manager must act as a mediator who responds quickly to all concerns. Failure to do so may foster a climate in which personalities interject themselves into the issue and fractionalize the group.

CONCLUSION

As stated in the introduction, violence and its associated factors plague America's homes, businesses and streets. Workplace violence is an escalating trend that has been identified by the National Centers for Disease Control as a national epidemic. At present there is no overall or elixir for what ails the workplace. Its symptoms are numerous and complex, things such as: 1) availability of readily accessible weapons; 2) television and movie broadcasts which glamorize violence; 3) career dysfunction; 4) sexual harassment along with depressed economic factors all contribute to the workplace violence issue.

Law Enforcement in and of itself cannot solve this enormous problem. It will take a coordinated and concerted effort on behalf of the various stakeholders and critical mass individuals.

This study has explored a desirable future which is obtainable through the development and implementation of safe and sensible workplace guidelines that minimize and mitigate risk factors.

Law Enforcement's future role in workplace violence intervention has not been defined.

By stepping forward and taking the leadership role, Law Enforcement can gain considerable communal and political support, all the while carrying out one of its prime directives, PROTECTING THE CITIZENRY IT SERVES.

ENDNOTES

1. Joseph A. Kenney and Dennis L. Johnson, Breaking Point, National Safe Work Institute, 1993, p.15.
2. Ibid, Kinney and Johnson, p.20.
3. Gary G. Mathiason, The National Employer, Special Publication of Litter, Mendelson, Fastiff, Tichy and Mathiason, p.69.
4. Ibid, Mathiason, p.88.

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PREFACE

On February 16, 1988 at 2:47 A.M., the unthinkable happened at E.S.L. Corporation in Sunnyvale, California. Former employee Richard Farley entered the Silicon Valley Computer Company and proceeded to kill seven employees and wound four others including the object of his attack, Laura Black. How and why did this happen and could it have been prevented?

In examining the events that led up to that tragic day, there were several significant precursors and warning signs sent by Farley to his co-workers and E.S.L. management. Farley had been a valued employee at E.S.L. during the majority of his nine years prior to his termination on May 2, 1986. Farley's life took a turn for the worse the day he met co-worker Laura Black in July, 1984. That day was the beginning of Farley's fatal infatuation with Ms. Black. An infatuation that ultimately lead him down the path to that of a mass murderer.

Farley's continual advances were rebuffed at every opportunity by Ms. Black. Farley became so enamored with Ms. Black that he authored over sixty letters to her. At the beginning, the letters were romantic in nature, however, with each successive rejection the letters grew more ominous and threatening. In hindsight these letters provided descriptive warnings of what would eventually take place.

Ms. Black, in an effort to live and work in a violence and harassment free environment, turned to E.S.L. management. E.S.L. management was slow to react and during the course of the next two and one-half years reprimanded Farley only twice for his inappropriate behavior. In spite

of these reprimands, Farley continued his pursuit of Ms. Black and as a result E.S.L. reluctantly terminated Farley on May 2, 1986.

However, this was not to be the end of Farley's obsession with Ms. Black. Farley continued to stalk Ms. Black and write her threatening letters. One of the last letters Farley sent Ms. Black contained the following prophetic excerpts: "I asked you to see me and you refused which is your right. It's my option to make your life miserable. Do you know why they label radioactive material in a lead container as being dangerous, when we both know it's harmless. The reason is that if you play around with it and the container cracks from the pressure it may make you nauseous, then sicker, and it may KILL you."

As a result of the cumulative pressure caused by Farley's continual threats and intimidation, Ms. Black finally obtained a temporary restraining order against Farley on February 2, 1988. Ironically, a hearing on whether the restraining order should be permanently issued was scheduled for February 17, 1988. This meeting would never take place as a result of Farley's murderous rampage one day earlier.¹

In looking at this incident there were ample warning signs available to both E.S.L. and law enforcement that Farley's obsession with Ms. Black had crossed the line and had become criminal in nature.

BACKGROUND

America the violent. America's newspapers and television newscasts serve as irrefutable proof that violence has become a part of daily life. These daily servings of violence have desensitized and numbed Americans to the point that unless the act is so sensational, such as the recent O. J. Simpson case, it is cast aside as just another crime. Finally violence has invaded one of America's remaining sanctuaries, the workplace.² Employees, employers, patrons and clients face an ever increasing risk of being injured or killed in the workplace.³ This increased risk does not come from increased industrial workplace accidents rather from violent and sometimes armed confrontations. These confrontations include such crimes as murders, sexual assaults, arsons, extortions and kidnappings.⁴ The statistics surrounding workplace violence are astounding. According to the National Institute for Occupational Safety and Health, homicide is the third leading cause of death in the workplace for men, behind machinery and vehicular accidents.⁵ However, it is the leading cause of death for females in the workplace.⁶ The National Center for Disease Control reports that there were more than 1000 workplace homicides during 1992.⁷ As a result of this alarming statistic, the National Center for Disease Control declared workplace homicide an epidemic.⁸

Homicide is but one aspect of workplace violence. According to a 1993 survey by Northwest National Life Insurance, more than two million employees suffer physical attacks on the job each year and more than six million are threatened in some way.⁹ Equally as staggering are the financial costs associated with workplace violence. One study estimates that workplace violence

costs conservatively exceed 4.2 billion per year.¹⁰ These costs include such things as medical expenses, lost productivity, wages, legal expenditures and increased security costs.

How has law enforcement responded to this emerging and escalating threat to public safety? To date, its response has been limited to a reactive approach. Simply stated, law enforcement has reacted to those criminal events after they have occurred and dealt with them as they would with any other type of crime or tactical situation. Corporate leaders, employers and employees concerned about the environment in which they work are looking toward law enforcement to provide the leadership role in dealing with this complex and dangerous problem.¹¹

In taking this leadership role, it is important for law enforcement to realize that there is no one solution that will completely prevent workplace violence. However, there are ways to identify and deal with high risk employees, workplaces and occupations.

THE ISSUE AND SUB-ISSUES

The main issue this study will focus on is: **What will be the Role of Law Enforcement in Workplace Violence by the Year 2004?**

While there are a multitude of factors which may affect this issue, this study will examine the following three sub-issues:

1. **What types of training programs will reduce workplace violence?**
2. **What technological advancements will ensure a safe workplace environment?**

3. What policies will aid law enforcement in the intervention of workplace violence?

These three sub-issues were selected as a result of the author's personal experiences with workplace violence, a review of related literature and interviews with persons involved in this issue. Additionally, the author met with several Command College colleagues and developed a futures wheel (Figure 1) which depicts the main issue and related sub-issues which will be considered in this study.

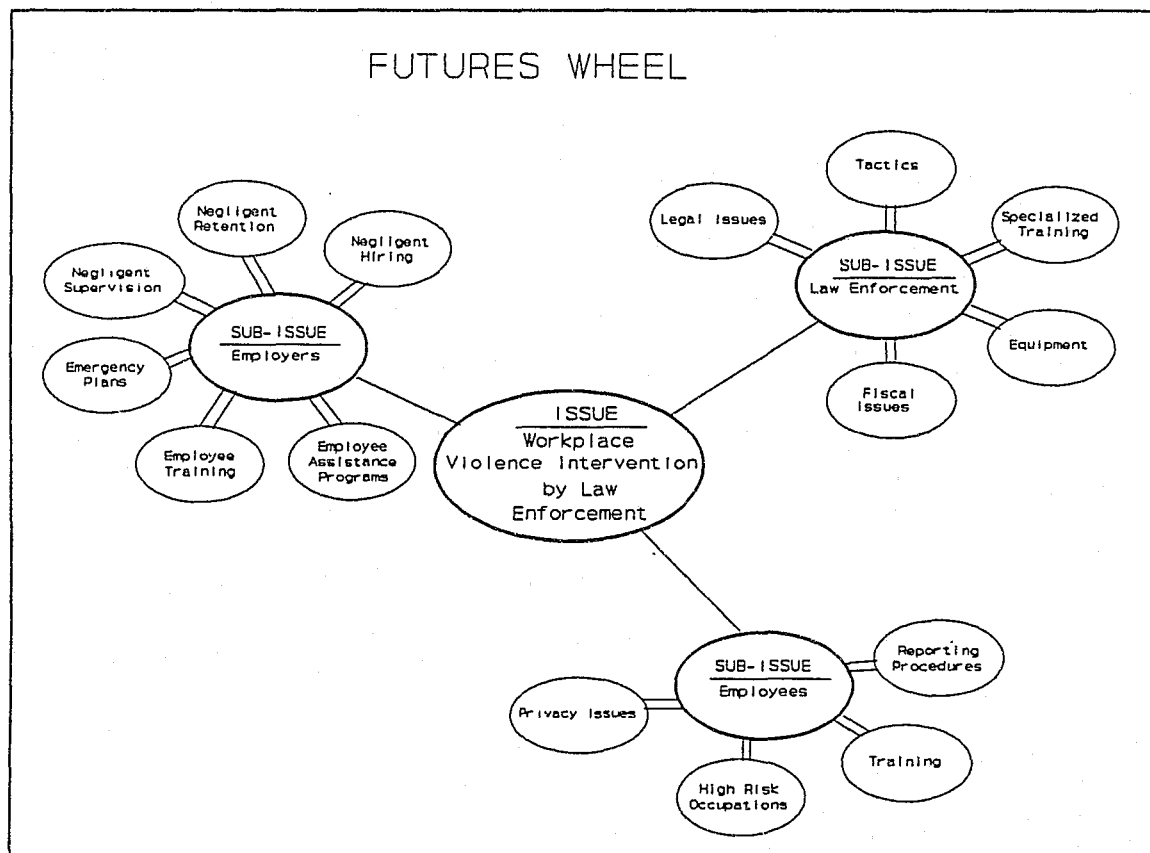


Figure 1

PART 1

FUTURES STUDY

DEFINING THE FUTURE

To gain a better understanding and develop a management plan for the issue and sub-issues identified in the introduction, the following futures study was prepared. The futures study method relies on the nominal group technique and the modified delphi process to identify and analyze relevant trends and events. The following flow chart depicts the major steps of this study (Figure 2). The arrows reveal the systematic progress of events as they relate to the futures study.

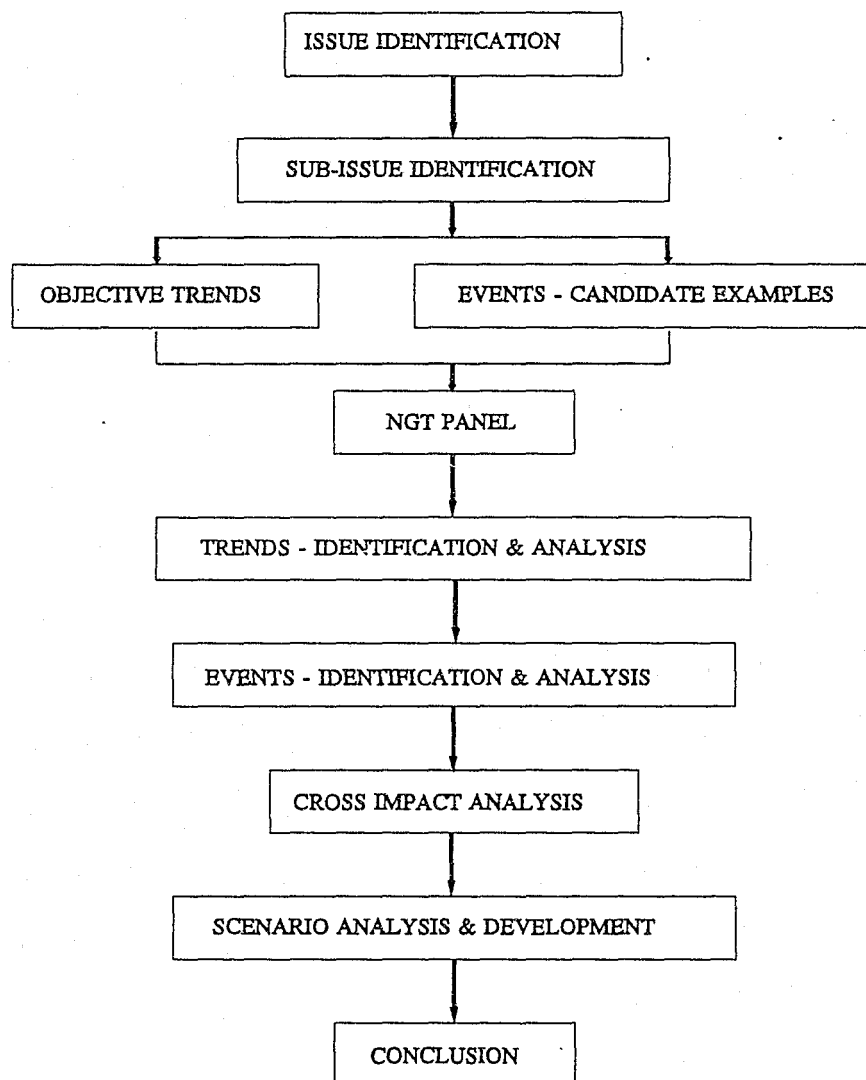


Figure 2

DEFINING THE ISSUES AND SUB-ISSUES

A review of related literature and the author's personal experience with violence in the workplace, along with a collaborative brainstorming exercise with Command College colleagues, was used to identify the major stakeholders: law enforcement, employers and employees. For law enforcement, the growing phenomenon of workplace violence will continue to pose both extreme dangers to the community it serves along with those police officers who respond to the community's needs. This phenomenon will also continue to siphon off more and more of law enforcement's shrinking assets, both human and financial. For these reasons, this study will examine, **WHAT WILL BE THE ROLE OF LAW ENFORCEMENT IN WORKPLACE VIOLENCE BY THE YEAR 2004.**

Law enforcement, along with the rest of society is undergoing a transitional period where its role is being reshaped and redefined. No longer is law enforcement viewed as strictly the enforcement arm of government. Law enforcement is being called upon to expand its sphere of influence and address the many ills facing society. Issues such as homelessness, abortion, dysfunctional families, needle exchange, just to name a few, are causing law enforcement to rethink its role in society.

With its missions being redefined, law enforcement's image has been enhanced as a body of government which is responsive to the ever changing society it serves. To that end, it is imperative that law enforcement steps to the forefront of the workplace violence issue and

provide the leadership necessary to analyze and impact this ever increasing problem.

SUB-ISSUES

1. WHAT TYPES OF TRAINING PROGRAMS WILL REDUCE WORKPLACE VIOLENCE?

One common sub-issue as defined by the Futures Wheel (Figure 1) that affects the primary stakeholders is that of training. This singular discipline has a thread that is interwoven amongst the three stakeholders. For instance, areas such as how to detect and report unacceptable behavior or at risk employees needs to be developed through cooperative meetings between the three stakeholders.

2. WHAT TECHNOLOGICAL ADVANCEMENTS WILL ENSURE A SAFE WORKPLACE ENVIRONMENT?

For law enforcement, the sub-issue of equipment as depicted in the Futures Wheel (Figure 1) is driven by new and obtainable technology. Future technological advancements may allow law enforcement to visually scan workplace violence incidents in progress and neutralize the responsables through the application of neural brain wave disruption. Ideas such as these although driven by technological advances, will most certainly be dependent on law enforcement's ability to obtain the necessary fiscal resources to obtain such equipment.

3. WHAT POLICIES WILL AID IN THE INTERVENTION OF WORKPLACE VIOLENCE?

The dynamics surrounding the role employers play in workplace violence must be examined. Issues such as negligent hiring, retention and supervision must be addressed. For instance, under the doctrine of "Respondeat superior," employers generally have been held liable for both the negligent and intentional acts of employees done in the course and scope of their employment, when such acts have injured others.¹²

For employees, one of the most significant sub-issues is that of reporting fellow co-workers who are harassing or acting in an inappropriate manner. The development of procedures which call for the early reporting of inappropriate behavior may very well prevent violent episodes. Much like cancer, the early detection and treatment of at-risk employees can mean the difference between proper conflict resolution and violent acts. It is quite possible that a valuable employee may be salvaged through the prevention of this unwanted and inappropriate behavior.

NOMINAL GROUP TECHNIQUE

The nominal group technique was selected as a method of identifying trends and events and to serve as a delphi panel to evaluate them. In preparation for this group technique the author

examined the issue question and extrapolated what backgrounds and fields of study panelists should be selected from. Once the fields of study were decided upon, potential candidates were identified. These individuals were contacted via telephone and asked to serve as a panel member to provide individual and group input on the issue question.

To follow up the phone conversation, the author generated a letter to each individual panelist (Appendix A). The letter included major points of interest to each panelist along with the following: the date, time and location of the nominal group exercise. In addition, each member was provided a copy of the Policy Analysis Company's definition of trends and events (Appendix B), along with a list of panel members.

Lastly, each panelist received a copy of the Futures Wheel (Figure 1) and the proposed agenda for the nominal group exercise.

NOMINAL GROUP PANEL

Participants were selected for their ability to provide insight and understanding to the possible futures of workplace violence. Participants were chosen for their familiarity with crimes of violence in general and workplace violence in specific. Special emphasis was given to ensure that the panel included a variety of disciplines that at one time or another have or may have to deal with this issue. The selection process took into account the ability of each panelist to bring

to the table both breadth and knowledge along with a futures view of those precursors or drivers that are impacting workplace violence.

The Panel

Jack Anderson is the City Safety Officer for the City of Sacramento. Mr. Anderson is responsible for the safety of 4,000 employees and the work environment in which they operate. Mr. Anderson also ensures that employees are afforded a safe workplace in accordance with local, state and federal ordinances. Mr. Anderson coordinates the monitoring of at-risk employees ensuring that a proactive approach is taken to avoid problematic symptoms.

Jim Barclay is a police officer for the City of Sacramento and has been employed in that capacity for over 28 years. Officer Barclay has earned a state-wide reputation as an expert in the field of building security through environmental design. In his position with the police department, Officer Barclay reviews and plan checks all major building developments to ensure that adequate and proactive security measures are taken.

Jim Hasse is a Postal Inspector with the United States Postal Service and has been employed in that capacity for 21 years. Inspector Hasse's current assignment includes the investigation of employee related violence. His field of investigation covers both internal and external violence directed at employees. Inspector Hasse has traveled the United States extensively, speaking to various postal employee groups about workplace violence and what can be done to

reduce it.

Betsy Bell Lault is a licensed Clinical Social Worker with a private counselling practice in Sacramento. Ms. Lault's practice involves the counselling of persons who are suffering various problems as a result of stress disorders, family disputes, child custody disputes, employer-employee conflicts. Ms. Lault has been a practicing clinician for the past eight years.

Dr. Rusty Otto is a Psychologist who has practiced in the Sacramento area for over 12 years. Dr. Otto treats both private patients from the community at large, along with contracting with the State of California to treat inmates from both the California Youth Authority and the State Correctional System. Dr. Otto specializes in treatment of persons who exhibit over-aggressive tendencies.

Dr. Jim Rogge is a Physician who specializes in industrial medicine at the University of California, Berkeley Medical Center. Dr. Rogge, along with his colleague Dr. William Harrison, are currently studying homicide in the workplace under a grant from the National Institute for Occupational Safety and Health, United States Department of Health and Human Services. This study is being centered in and around the Los Angeles area and will most certainly provide insight to workplace violence.

Chuck Riley is an Agent with the Federal Bureau of Investigation and has been employed as such for the past 15 years. Agent Riley is currently assigned to the field office in Sacramento.

Agent Riley is assigned to a special task force composed of federal, state and local officers whose focus is on major violent criminal offenders. Agent Riley's past assignments have included a five year stint on the FBI's National Hostage Rescue Team located at Quantico, Virginia.

Scott Stevens is the Property Manager of a major multi-tenant high-rise building in the City of Sacramento. Mr. Stevens brings 15 years of experience managing major high-rise buildings. Mr. Stevens' responsibilities include providing a safe environment for the building's tenants along with his customers. Of special interest, Mr. Stevens was recently assigned as one of the property managers at the building located at 101 California Street in San Francisco. He was at this location at the time of a violent workplace incident that occurred on July 1, 1993, that claimed the lives of eight persons and the wounding six others.

Greg Twilling is a Lieutenant with the Sacramento Police Department and has been employed in this capacity for 20 years. During Lieutenant Twilling's career, 12 years have been spent working as either a SWAT Officer, SWAT Sergeant or SWAT Lieutenant. During this period, Lieutenant Twilling has been involved in a number of violent workplace incidents. Most recently, during 1993, Lieutenant Twilling was involved in two violent workplace incidents that resulted in the deaths of four individuals. Lieutenant Twilling's responsibilities include developing proactive measures to handle violent workplace incidents for the police department.

NOMINAL GROUP EXERCISE

When the nominal group exercise was convened, the author was assisted by three persons who were familiar with the nominal group technique. These individuals acted as facilitators and assistants. They were: Deputy Chief Matt Powers, Sacramento Police Department, Lieutenant Mark Gantt, Stockton Police Department, and Captain Del Hanson, Woodland Police Department. Their functions included such things as recording trends and events and tabulating the panel's votes.

The author introduced each panelist and provided a short description of their individual backgrounds. The panelists were also provided an agenda that explained the proposed time table that would be utilized for the day's events. Next, the panelists were provided an overview of the process along with the issue question and its sub-issues. With this accomplished, the exercise was begun.

EVENT NOMINATION AND EVALUATION BY PANELISTS

The panel was provided a definition of both a trend and event as they related to this study. The issue question, somewhat modified was then posed to the panelists to initiate their individual work: **WHAT FUTURE EVENTS WILL EFFECT THE ROLE OF LAW ENFORCEMENT AS IT PERTAINS TO WORKPLACE VIOLENCE BY THE YEAR 2004?**

The panelists then began their silent and private generation of future events. After approximately ten minutes, the panel was advised that it was now time to list these events for the entire panel to view. With the assistance of the facilitators, these events were listed and displayed. Each event was then read to the group and a short discussion was held to clarify the event and ensure that each panel member had the same understanding of the event. The end result of this exercise was the nomination of 30 events (Appendix C).

The panelists were then asked to review the nominated events and individually and privately select ten events they felt were most likely to occur and have an effect on the issue question. The panelists' tally sheets were then collected and collated by the facilitators. This process revealed that several events were tied. The panel was asked to review their work and a second vote was taken to reach the final top ten events. In examining the ten selected events, it appears that the panel opted for events that are highly probable. The following is the list of the top ten events nominated by the group:

1. **Disgruntled employee kills council members during council meeting.**
2. **Violent workplace incident results in death of innocent civilians.**
3. **Group attacks and kills board of directors.**
4. **Violence breaks out at a sporting event due to racial tensions.**
5. **Workers Compensation building bombed.**
6. **A violent act forecasted but not acted upon occurs.**
7. **Court decision allows employers limited access to employee's criminal records.**

8. Gang members shoot high school students during graduation.
9. Statistical study pinpoints risk factors for employees.
10. Disgruntled husband shoots wife and her co-workers over child custody battle.

The panelists were then asked to review the Policy Analysis Company's event evaluation form (Table 1) with the facilitators. After a short review, the panelists were asked to complete the form in the following order: 1) Probability of event happening in ten years from now; 2) Probability of event happening in five years from now; 3) The number of years until the probability that the event happens exceeds zero; 4) The positive impact on the issue question if the event actually occurred; 5) The negative impact on the issue question if the event actually occurred. Table 1 indicates the panels collective scoring of the events.

EVENT EVALUATION TABLE

| Event Number | EVENT STATEMENT | Years Until Probability First Exceeds Zero | PROBABILITY | | IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED | |
|--------------|--|--|-------------------------------|------------------------------|--|--------------------|
| | | | Five Years From Now (0 - 100) | Ten Years From Now (0 - 100) | Positive (0 - 100) | Negative (0 - 100) |
| 1 | Disgruntled Employee Kills Council Members During City Council Meeting | 1.33 | 30 | 75 | 6.8 | 7.7 |
| 2 | Violent Workplace Incident Results in the Deaths of Innocent Civilians | .66 | 75 | 90 | 0 | 7.6 |
| 3 | Group Attacks and Kills Corporation Board of Directors | 1.44 | 30 | 75 | 7.3 | 4.6 |
| 4 | Violence Breaks Out at Sporting Event Due to Racial Tensions | 1.55 | 50 | 85 | 6.2 | 5.2 |
| 5 | Workers Compensation Building Bombed | 1.11 | 50 | 80 | 5.1 | 5.0 |
| 6 | Violent Act That Was Forecasted But Not Acted Upon Occurs | 1.55 | 50 | 90 | 6.1 | 7.3 |
| 7 | Court Decision Allows Employees Access to Employees Criminal Records | 2.44 | 30 | 75 | 7.3 | 5.0 |
| 8 | Gang Members Shoot High School Students During Graduation Ceremony | .55 | 50 | 90 | 4.2 | 6.7 |
| 9 | Statistical Study Pinpoints Risk Factors for Employees | 2.33 | 75 | 95 | 7.1 | 0 |
| 10 | Disgruntled Husband Shoots Wife and Her Co-Workers Over Child Custody Battle | .66 | 90 | 100 | 4.8 | 6.2 |

TABLE 1

EVENT EVALUATION

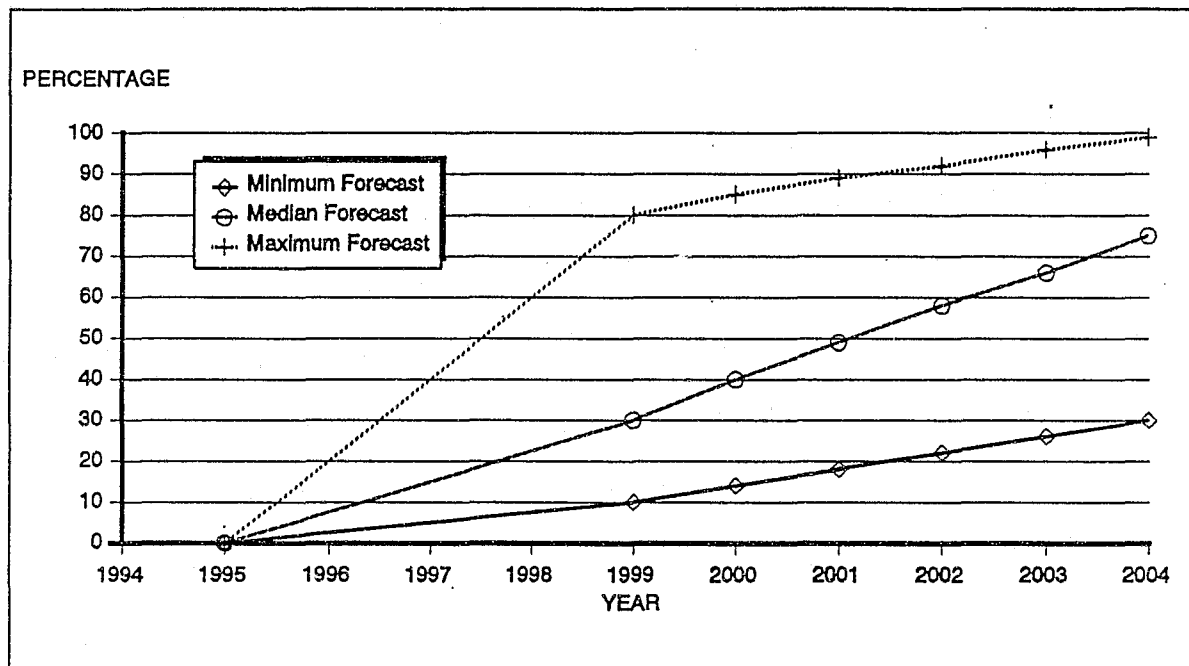
The following is an analysis of the ten events selected by the Nominal Group Technique Panel.

The following graphs and accompanying text represent the analysis for the top ten nominated events. This analysis included the following:

1. A graph representing the median probability of each event occurring in five years and ten years.
2. The average year in which the probability of the event occurring exceeds zero.
3. The minimum and maximum forecast at both the five year and ten year mark.
4. The average positive or negative impact on the event using a scale of zero (low) to ten (high).

EVENT 1

Disgruntled Employee Kills Council Members During City Council Meeting

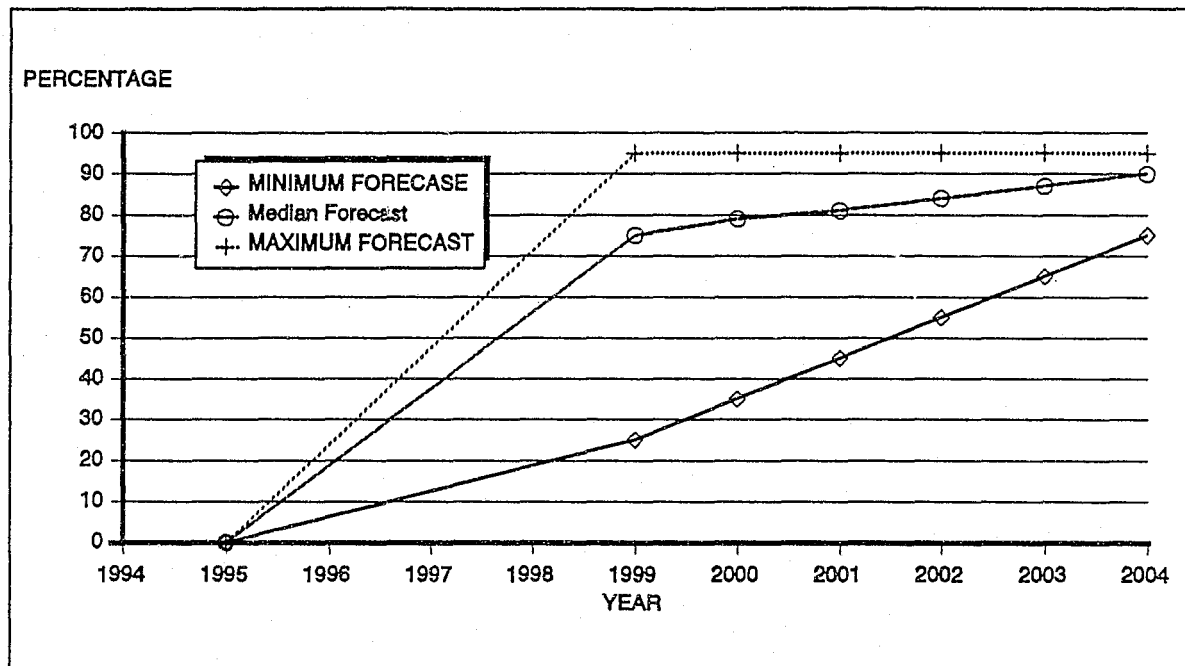


- The average projected year that the probability of this event occurring and exceeding zero was 1.33 years.
- The median probability for this event occurring in five years was 30%.
- The median probability for this event occurring in ten years was 75%.
- The average positive impact number for this event if it were to occur was 6.8 (Range 0-10).
- The average negative impact number for this event if it were to occur was 7.7 (Range 0-10).

The panel felt an act like this would occur as a result of either governmental downsizing or some type of employee discipline. The panel acknowledged that a contributing factor to such an incident would be the lax security measures employed at the council chambers. Additionally, council persons have demonstrated their desire to be approachable to their constituents without regard for their own safety. The effect of such an act would cause the City Council to elevate workplace security to a higher priority thereby committing financial resources to workplace violence strategies.

EVENT 2

Violent Workplace Incident Results in the Deaths of Innocent Civilians

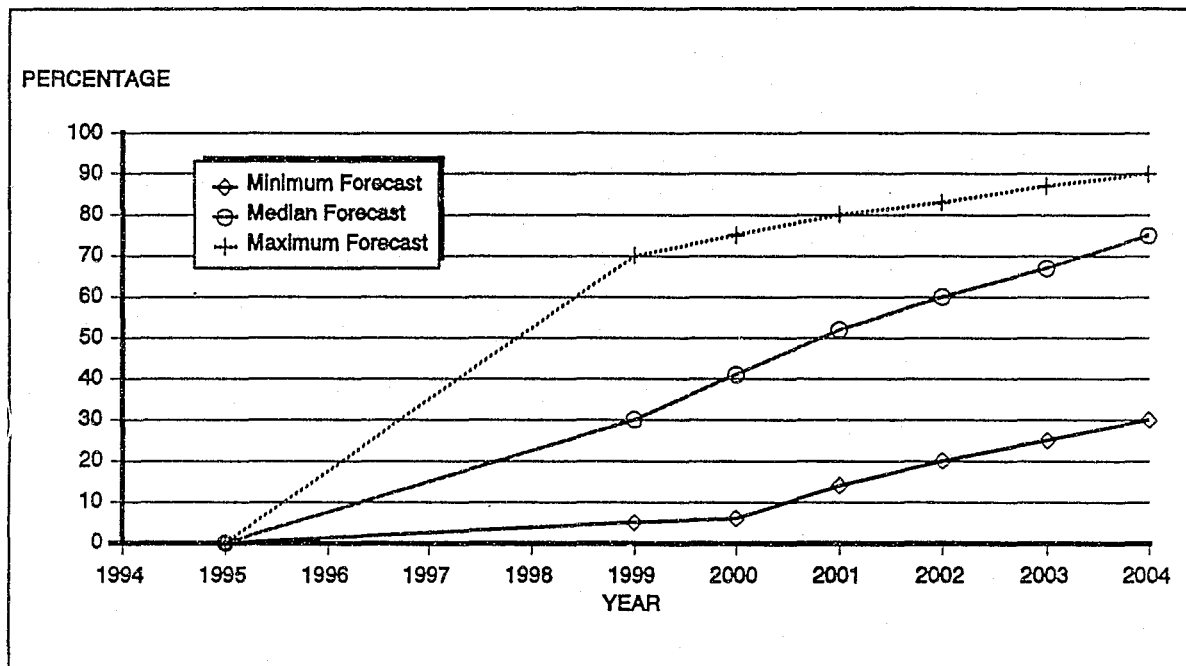


- The average projected year that the probability of this event occurring and exceeding zero was .66 years.
- The median probability for this event occurring in five years was 75%.
- The median probability for this event occurring in ten years was 90%.
- The average positive impact number for this event if it were to occur was 0 (Range 0-10).
- The average negative impact number for this event if it were to occur was 7.6 (Range 0-10).

As law enforcement responds to more and more incidents of workplace violence, the panel felt that the odds favored more innocent citizens being killed during such incidents. The panel felt an act such as this would occur as a result of law enforcement intervening in a workplace violence incident wherein during the course of their intervention they inadvertently kill innocent by-standers. The panel believed that the causational factors of such an incident would include lack of training and lack of proper equipment. The panel also believed that the aftermath of such an incident would prove to be a disastrous public relations nightmare for law enforcement and fuel calls for citizen review or oversight panels.

EVENT 3

Group Attacks and Kills Corporations Board of Directors

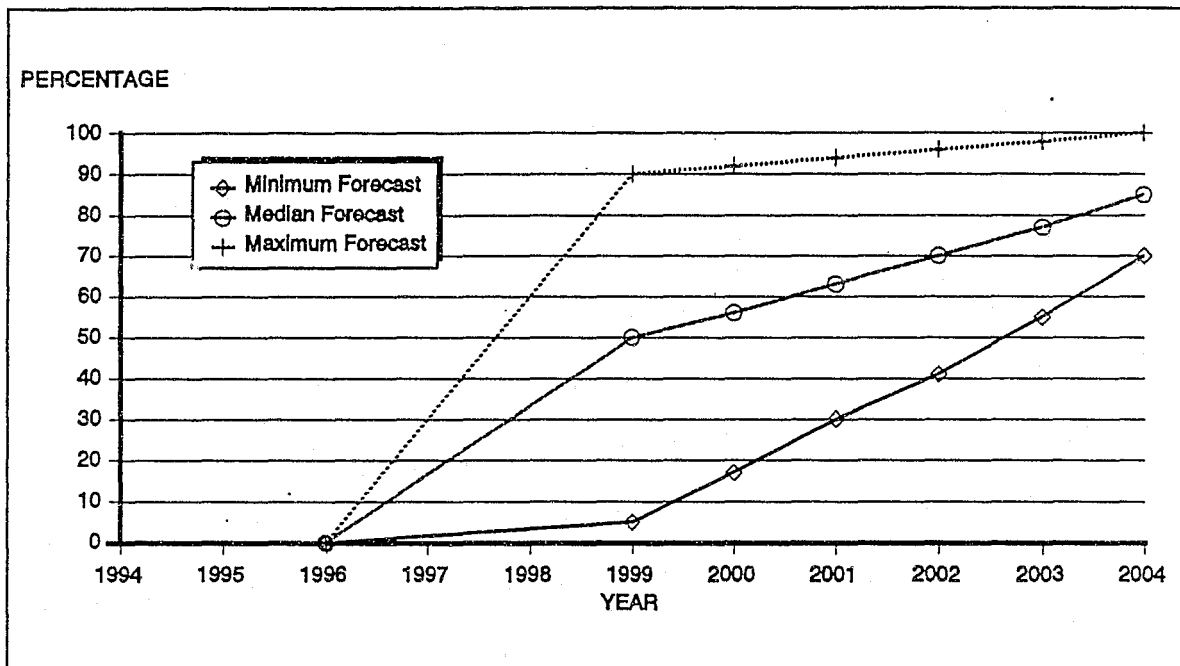


- The average projected year that the probability of this event occurring and exceeding zero was 1.44 years.
- The median probability for this event occurring in five years was 30%.
- The median probability for this event occurring in ten years was 75%.
- The average positive impact number for this event if it were to occur was 7.3 (Range 0-10).
- The average negative impact number for this event if it were to occur was 4.6 (Range 0-10).

The panel held the view that a growing number of Americans feel that their lifestyles and living standards are declining, and as a result they harbor feelings of anger, resentment and frustration towards those they feel are responsible. These include businesses and corporations who either appear to be guilty of price gouging or who appear to be making unreasonable profits in light of the nation's depressed economy. It was feelings such as these that the panel felt would lead to such an event. Several panelists felt that such an attack could also be perpetrated by disgruntled employee.

EVENT 4

Violence Breaks Out at Sporting Event Due to Racial Tensions

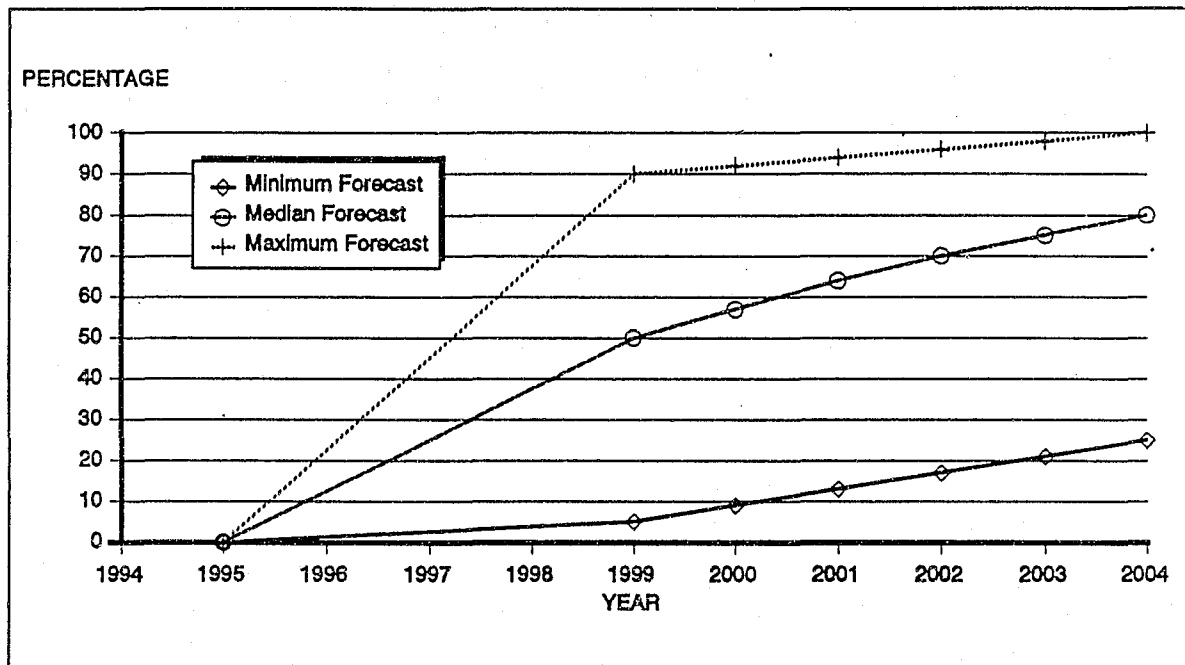


- The average projected year that the probability of this event occurring and exceeding zero was 1.55 years.
- The median probability for this event occurring in five years was 50%.
- The median probability for this event occurring in ten years was 85%.
- The average positive impact number for this event if it were to occur was 6.2 (Range 0-10).
- The average negative impact number for this event if it were to occur was 5.2 (Range 0-10).

It is interesting to note that the panel felt there was a 50% probability of such an event happening within the first five years. The panel attributed factors such as the increase of California's rising immigrant population, the influx of gangs and drugs into schools and the reductions in school police departments as a result of budget cuts. The panel reflected on several local incidents that had had the potential of such an event. In the case of one local incident, the panel discussed a high school football game that was cancelled when a predominately white high school refused to travel to a predominately black high school located in a gang infested neighborhood. The decision to forego the game was predicated on several previous contests between these two schools, during which there were several violent confrontations between spectators.

EVENT 5

Workers Compensation Building Bombed

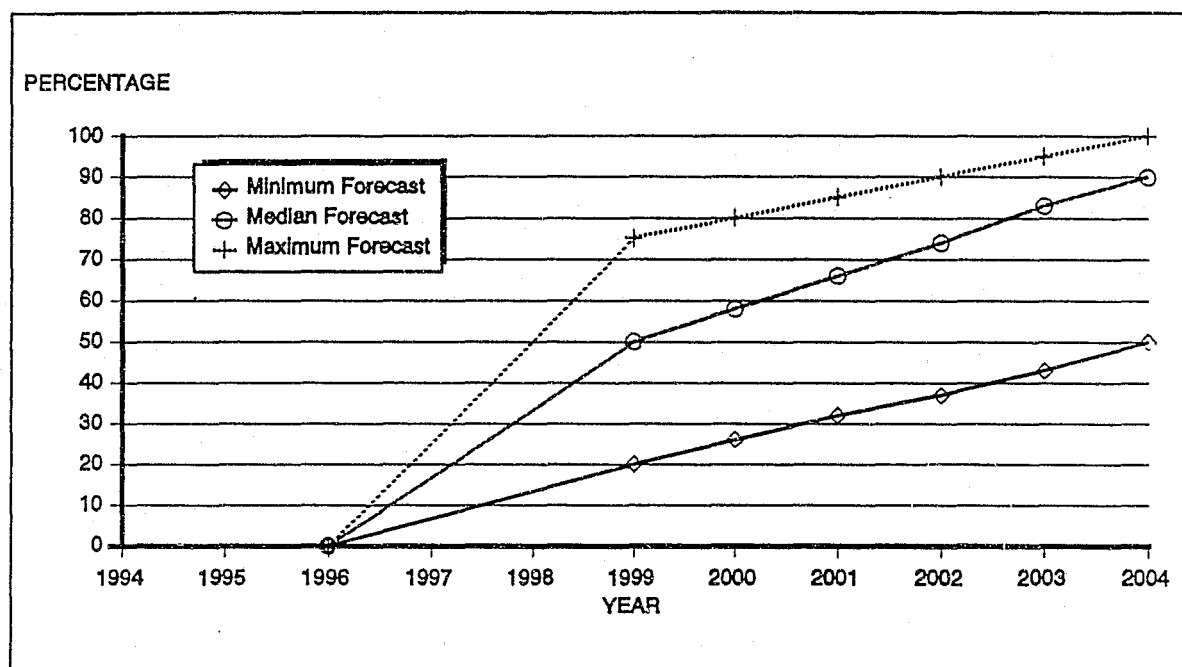


- The average projected year that the probability of this event occurring and exceeding zero was 1.11 years.
- The median probability for this event occurring in five years was 50%.
- The median probability for this event occurring in ten years was 80%.
- The average positive impact number for this event if it were to occur was 5.1 (Range 0-10).
- The average negative impact number for this event if it were to occur was 5.0 (Range 0-10).

With the onslaught of Workers Compensation reform legislation, the panel felt that workers who felt they were entitled to financial benefits would not receive them. These workers instead of directing their anger and resentment towards the legislature would direct it towards the regulatory agency responsible for carrying out the legislature's directives, the Workers Compensation Board. Several panelists related stories of family members or friends who had encountered a great deal of difficulty in having their claims processed or in receiving medical treatment and their resultant frustration and anger towards the system.

EVENT 6

Violent Act That Was Forecasted But Not Acted Upon Occurs

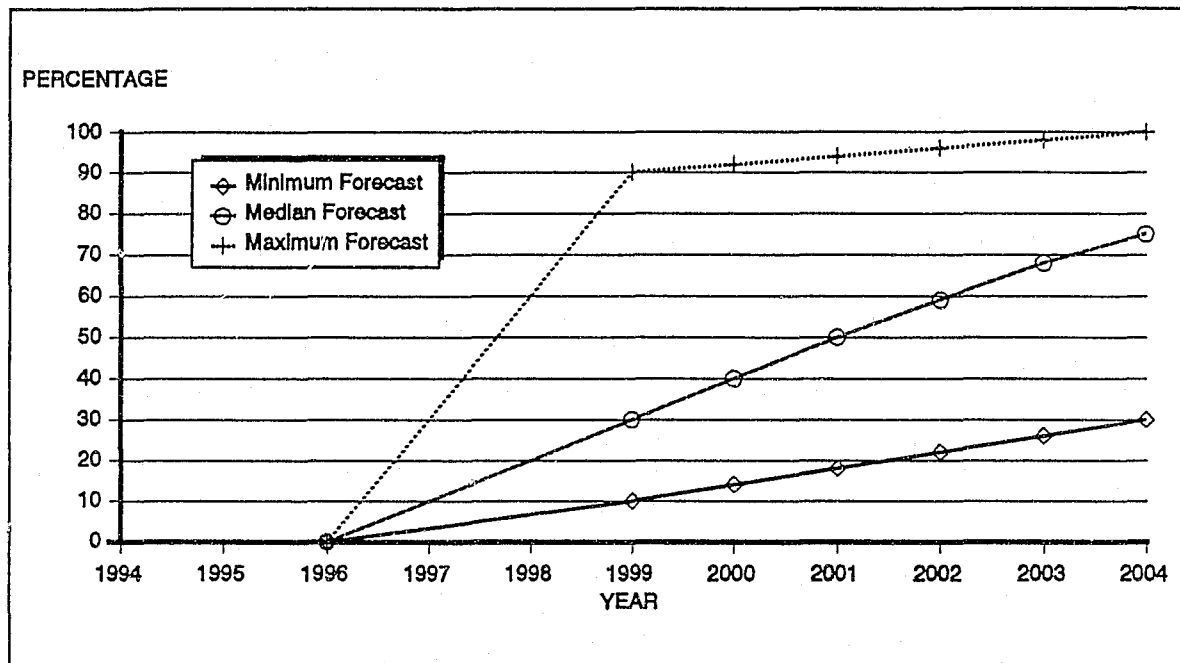


- a. The average projected year that the probability of this event occurring and exceeding zero was 1.55 years.
- b. The median probability for this event occurring in five years was 50%.
- c. The median probability for this event occurring in ten years was 90%.
- d. The average positive impact number for this event if it were to occur was 6.1 (Range 0-10).
- e. The average negative impact number for this event if it were to occur was 7.3 (Range 0-10).

Much like the events that the panel was forecasting, the panel felt that law enforcement would be made aware of an impending violent act such as a racial or gang type incident at a high school football game. The panel felt that law enforcement would fail to act on this information and the act would occur. This failure to act would be the result of law enforcement taking such threats in a nonchalant and lackadaisical manner. The fact that law enforcement had had advance warning would be published and cause an independent investigation into the policies and procedures of that agency.

EVENT 7

Court Decision Allows Employees Access to Employees Criminal Records

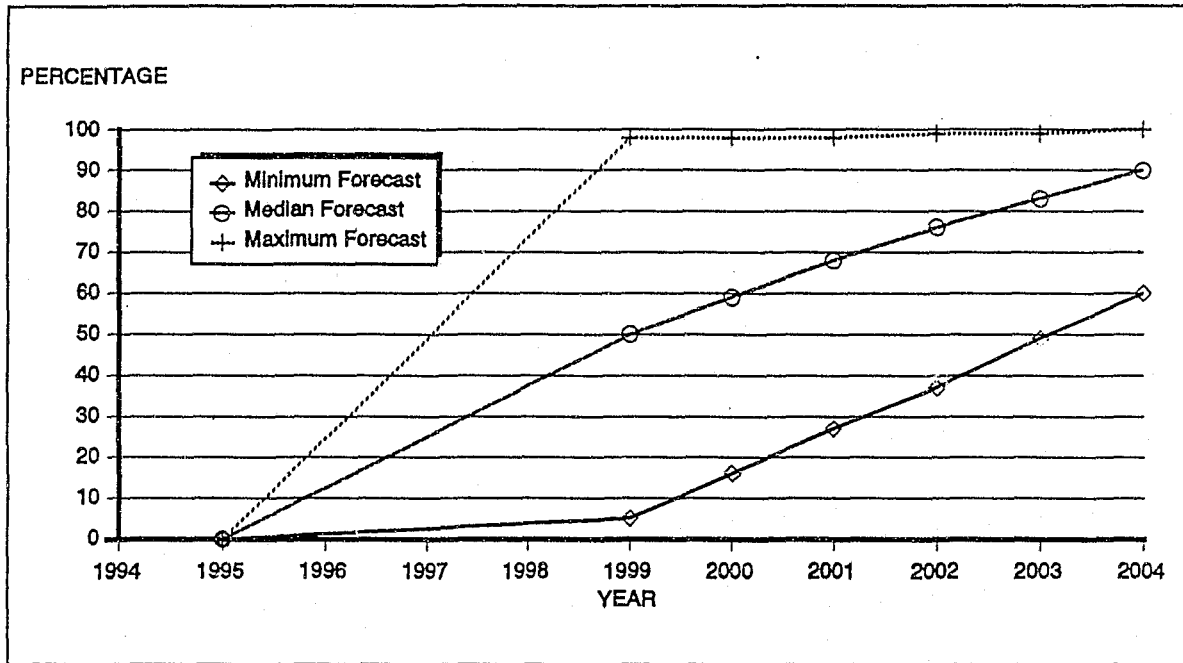


- a. The average projected year that the probability of this event occurring and exceeding zero was 2.44 years.
- b. The median probability for this event occurring in five years was 30%.
- c. The median probability for this event occurring in ten years was 75%.
- d. The average positive impact number for this event if it were to occur was 7.3 (Range 0-10).
- e. The average negative impact number for this event if it were to occur was 5.0 (Range 0-10).

With rising crime rates, the panel felt that the public would pressure politicians to do more for victims' rights. This type of movement would serve as the impetus for the reduction in criminals' rights. The panel felt that the public's overall preceptions would be felt by the judiciary. As a result, the panel felt the judiciary would respond and provide a favorable ruling which would allow employers the ability to obtain criminal backgrounds on current or perspective employees. The panelists felt such a decision would have a profound effect on this issue and serve as a precursor for future favorable court decisions that protect victims' rights.

EVENT 8

Gang Members Shoot High School Students During Graduation Ceremony

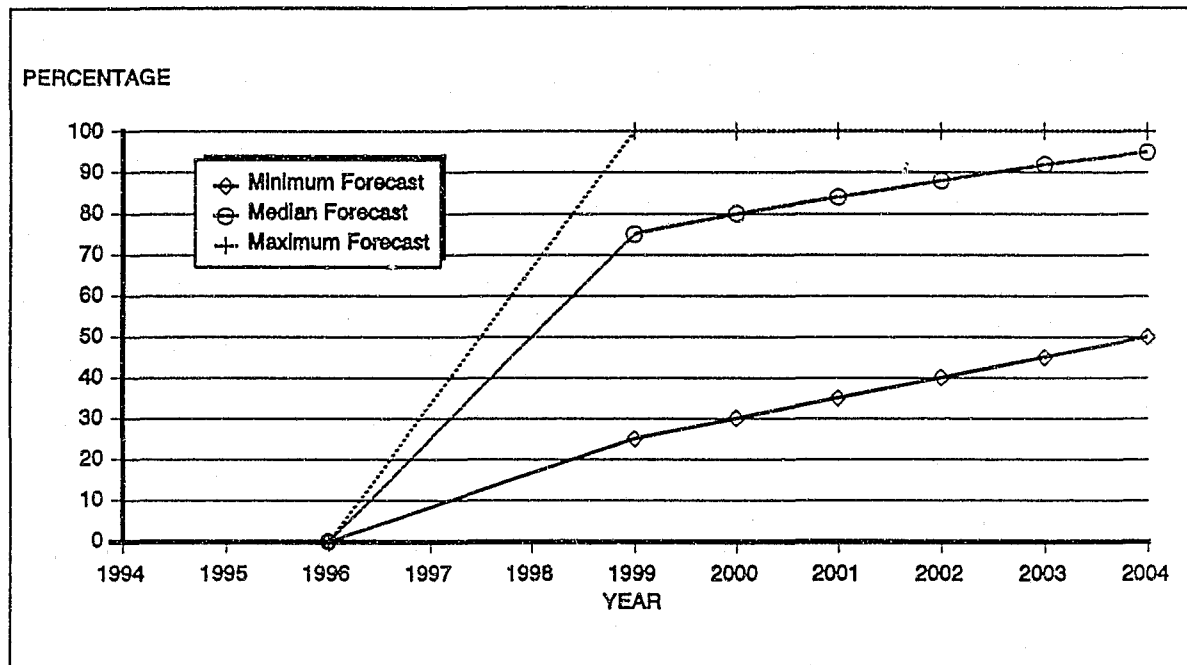


- The average projected year that the probability of this event occurring and exceeding zero was .55 years.
- The median probability for this event occurring in five years was 50%.
- The median probability for this event occurring in ten years was 90%.
- The average positive impact number for this event if it were to occur was 4.2 (Range 0-10).
- The average negative impact number for this event if it were to occur was 6.7 (Range 0-10).

The panel's discussion centered on several incidents at local area high schools in which students were either wounded or killed as a result of gang activity on campus. With the proliferation of gangs throughout the community, the panel felt that such an event was almost sure to occur within the ten year time frame. Gangs have demonstrated a propensity towards publicity that provides them the recognition that they crave and need. Such an event would certainly gain them this type of notoriety.

EVENT 9

Statistical Study Pinpoints Risk Factors for Employees

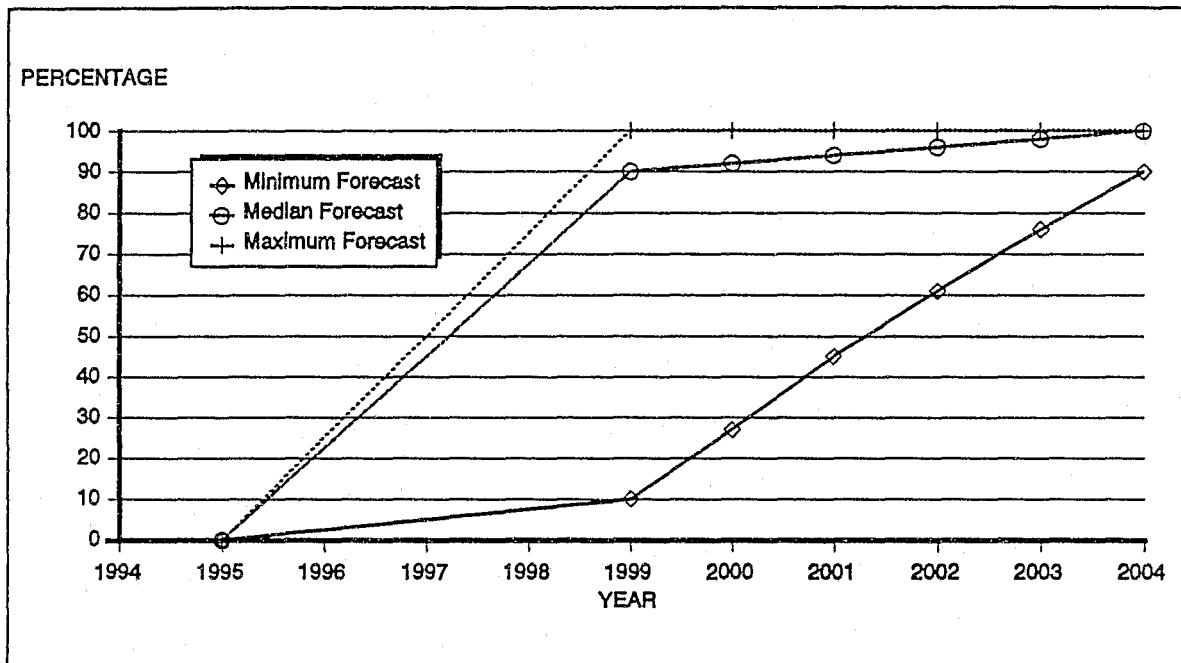


- The average projected year that the probability of this event occurring and exceeding zero was 2.33 years.
- The median probability for this event occurring in five years was 75%.
- The median probability for this event occurring in ten years was 95%.
- The average positive impact number for this event if it were to occur was 7.1 (Range 0-10).
- The average negative impact number for this event if it were to occur was 0 (Range 0-10).

The panel felt that workplace violence is an escalating trend that is spiraling out of control. As a result, the panel spoke of efforts underway at the federal level to identify causal factors and address them. The panel held the opinion that workplace violence has finally captured law makers attention and that they would now devote more of their time and energy along with tax dollars to deal with the issue. Through such efforts the panel felt that risk factors concerning various occupations would be developed with the goal of providing proactive strategies to deal with this issue.

EVENT 10

Disgruntled Husband Shoots Wife and Her Co-workers Over Child Custody Battle



- a. The average projected year that the probability of this event occurring and exceeding zero was .66 years.
- b. The median probability for this event occurring in five years was 90%.
- c. The median probability for this event occurring in ten years was 100%.
- d. The average positive impact number for this event if it were to occur was 4.8 (Range 0-10).
- e. The average negative impact number for this event if it were to occur was 6.2 (Range 0-10).

Of all ten selected events the panel felt that this event had the highest probability of occurring. This emotional issue has brought out the worse in people as demonstrated by rising incidents of spousal abuse and child stealing. Laws have been enacted that deal severely with spousal abuse and stalking. However, a victim of such an incident can most assuredly be found at her place of employment by a disgruntled husband. Such an incident would surely cause the business where such an act occurred to re-think building security. During discussion of this event, almost every panelist could relate a personal experience where a friend or relative had suffered through a difficult divorce involving children. The panel attributed these personal experiences as reasons why they thought such an incident as this one had such a probability of occurring.

TREND NOMINATION AND EVALUATION BY PANELIST

The author conducted research prior to convening the nominal group technique to determine what objective trends were available that impact the issue question. As a result of this research, the following two trends were identified.

1. Degree of firearms availability.
2. Degree of television violence.

The sources for this information included the United States Department of Justice, Federal Communications Commission along with the author's "future files."

These two trends were presented to the panelists prior to the silent generation of trends. The panelists were again presented with a modified issue question: **What trends will affect the role of law enforcement in workplace by the year 2004?**

Prior to beginning the Trend Nomination, several panelist were somewhat confused as to the meaning of a Trend versus an Event. Clarification was provided at which time the panel began their silent generation trends. Once completed, the facilitators collected and listed the panelist trends for everyone's review. A short discussion was held to ensure that the panel shared the same understanding of each listed trend. Various trends which were similar in nature were combined. A total of thirty-one trends were nominated. (Appendix D).

Panel members were given cards to vote on their top ten trends. As with events, this exercise resulted in several ties which were broken by a second ballot. The following is the list of the panel's top ten trends:

1. Degree of weapons availability.
2. Degree of television violence.
3. Level of reporting requirements for at-risk employees.
4. Level of demand for police response to workplace violence.
5. Level of births of cocaine/alcohol babies.
6. Degree of police involvement in environmental building design.
7. Level of worker dissatisfaction.
8. Level of violence toward social service providers.
9. Degree of partnership between police and private sector in crime prevention.
10. Level of workplace violence.

The panelists were then asked to direct their attention to the Policy Analysis Company's trend evaluation form. Utilizing this form, the panelists were lead through the procedures on how to properly complete it.

To begin, panelists were instructed that the arbitrary number of 100 would serve as the bench mark for 1994. The panelists were then told that using a scale between zero (low) to 1,000 (high), they should rate the level of each trend for five years ago, five years from now and ten years from now. Table 2 is the median for the numbers that the panelists assigned to the trends. With these tasks completed, the nominal group technique was now completed.

TREND EVALUATION TABLE

| Trend Number | TREND STATEMENT | LEVEL OF THE TREND (Today = 100) | | | |
|-----------------|--|-------------------------------------|-------|---------------------|----------------------|
| | | Five Years Ago | Today | 5 Years From Now | 10 Years From Now |
| 1 | Degree of Weapons Availability | 70 | 100 | 200 | 125 |
| 2 | Degree of Television Violence | 50 | 100 | 110 | 80 |
| 3 | Level of Reporting Requirements for At-Risk Employees | 20 | 100 | 300 | 550 |
| 4 | Level of Demand for Police Response to Workplace Violence | 50 | 100 | 200 | 500 |
| 5 | Level of Births of Cocaine-Alcohol Babies | 70 | 100 | 200 | 180 |
| 6 | Degree of Police Involvement in Environmental Building Design | 50 | 100 | 200 | 500 |
| 7 | Level of Worker Dissatisfaction | 50 | 100 | 250 | 450 |
| 8 | Level of Violence Toward Social Service Providers | 70 | 100 | 300 | 400 |
| 9 | Degree of Partnership Between Police and Private Sector in Crime Prevention | 50 | 100 | 200 | 300 |
| 10 | Level of Workplace Violence | 50 | 100 | 250 | 500 |

The Policy Analysis Co.

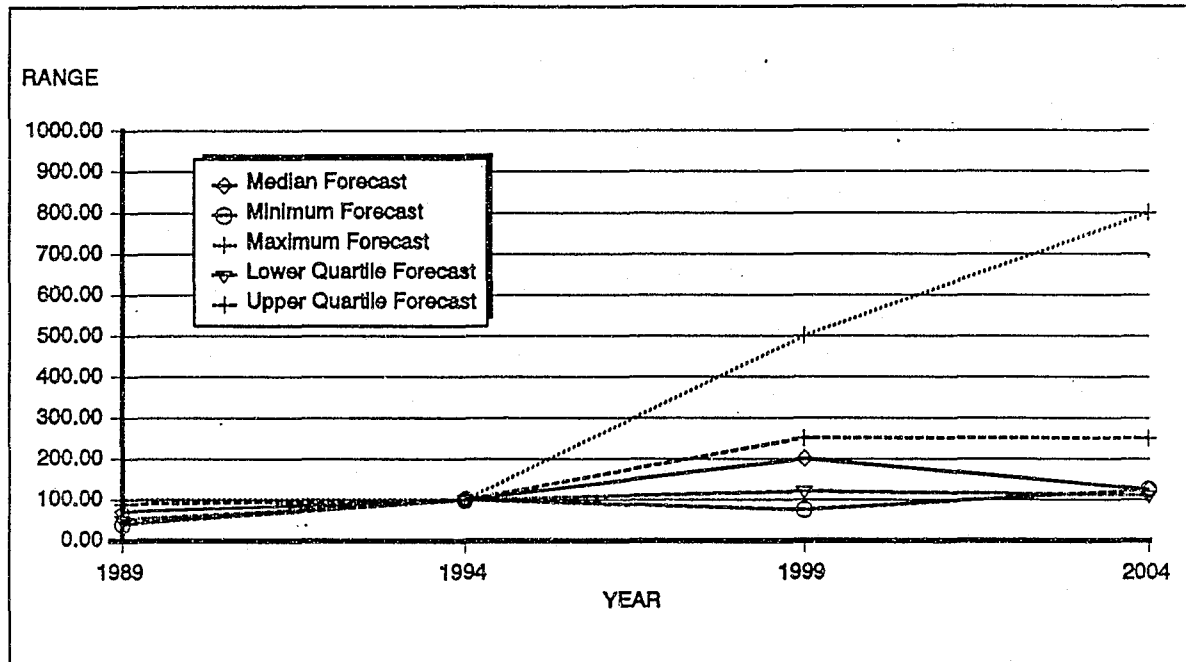
TABLE 2

TREND EVALUATION

The following graphs and accompanying text represent the analysis for the top ten nominated trends as selected by the panel. A graph depicting a ratio scale starting at zero was used for the projection of trends occurring five years ago, five years in the future and the median numbers assigned. The number value of 100 was assigned to 1994. Also plotted was the minimum and maximum forecast along with the upper and lower quartile forecast.

TREND 1

Degree of Weapons Availability

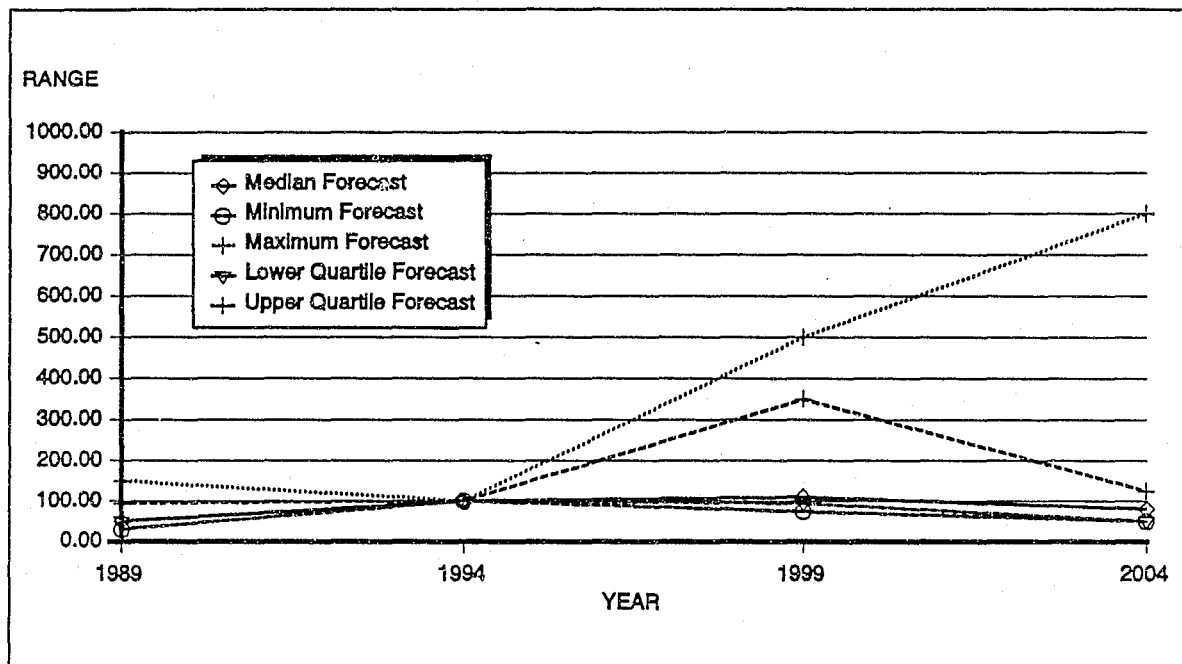


- a. With 1994 plotted at 100 and using a range of 0 to 1000, five years ago the projected median was 70.
- b. In 1999 the median was projected to be 200.
- c. In 2003 the median was projected to be 125.

Panelists were generally in agreement that the public was deeply concerned about the availability of weapons and their relationship to increased crime rates and wanted something done about it. The panel acknowledged that recent efforts at both the state and federal levels provided hope that the upward trend of readily available weapons was turning downward. The panel pointed to recently enacted bills such as the assault weapons ban and the Brady bill as evidence of this downward trend. The panel expressed their concern that organizations such as the National Rifle Association and the American Civil Liberties Union would oppose any type of gun control as an infringement on the Constitutional right to bear arms. However, they felt such obstacles should not prevent attempts to compromise with these groups in hopes of developing realistic laws that protect everyone's rights.

TREND 2

Degree of Television Violence

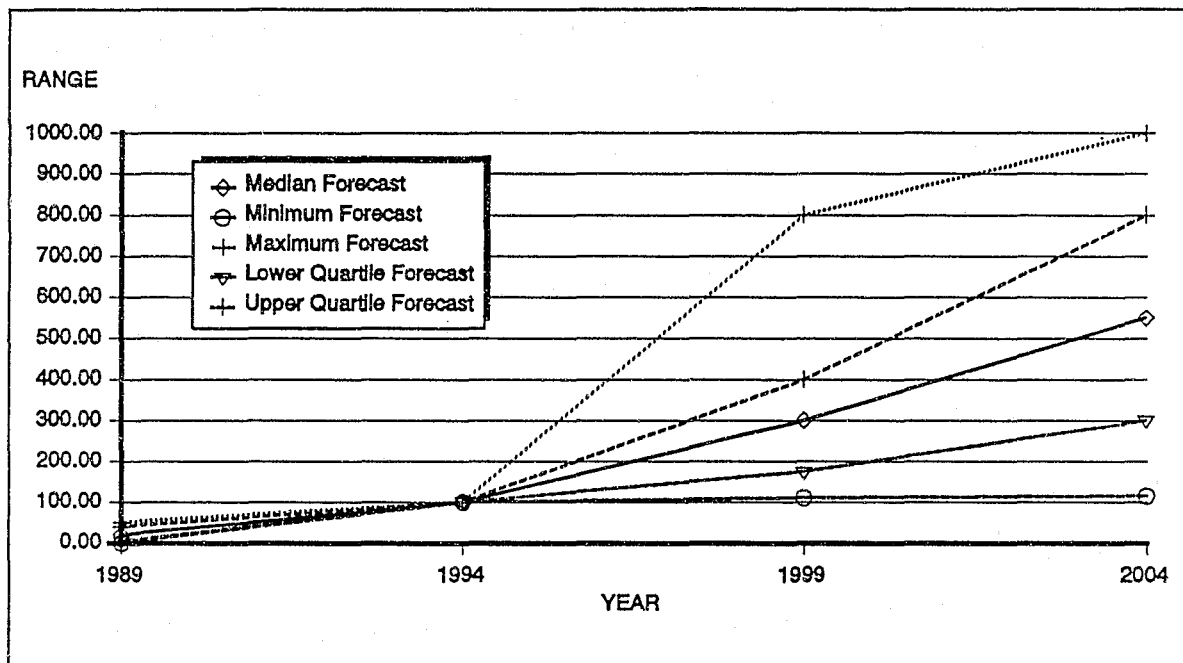


- a. With 1994 plotted at 100 and using a range of 0 to 1000, five years ago the projected median was 50 on the average.
- b. In 1999 the median was projected to be 110.
- c. In 2003 the median was projected to be 80.

The group as a whole was deeply disturbed by what it saw as the increased broadcasting of senseless and gratuitous violence by both the television and movie industries. The panel held the opinion that this is one of the primary causal factors for violent crime and other social maladies. The panel felt that there were several ways that citizens could mobilize and impact this issue. One idea supported by the panel was the formation of consumer groups who would boycott products and merchandise that are advertised during violent and unsuitable programming. The panel felt such groups could wield considerable political muscle at election time by recruiting and supporting candidates who share their beliefs.

TREND 3

Level of Reporting Requirements for At-Risk Employees

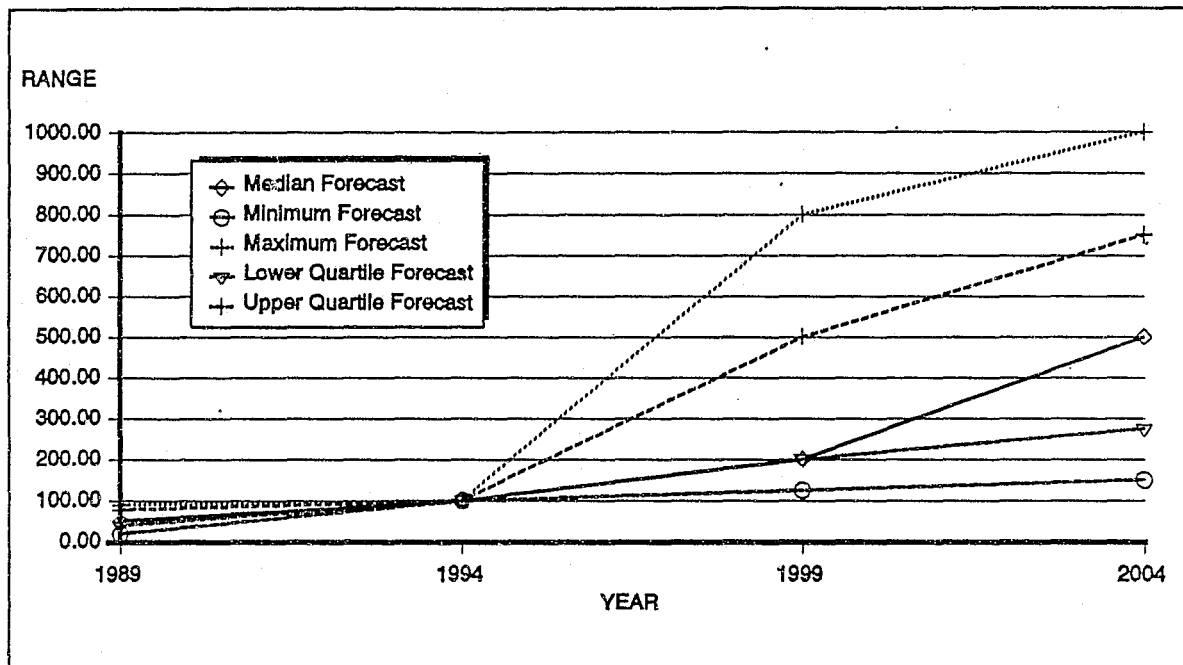


- a. With 1994 plotted at 100 and using a range of 0 to 1000, five years ago the projected median was 20 on the average.
- b. In 1999 the median was projected to be 300.
- c. In 2003 the median was projected to be 550.

The panel felt to effectively deal with workplace violence, both employers and employees would have to work in unison to confront and deal with this issue. The panel felt that employers would institute policies and procedures which would mandate the reporting of inappropriate behavior and at-risk employees. The panel further felt that employers would be required to enact strategies that would nurture a violence free workplace atmosphere. These strategies would include zero tolerance levels for sexual harassment and workplace intimidation. In addition, the panel felt convenient methods of anonymous reporting of at-risk employees would become mandatory, i.e. telephone hot lines. It was noted that co-workers are the best source for identifying and reacting to troubled workers.

TREND 4

Level of Demand for Police Response to Workplace Violence

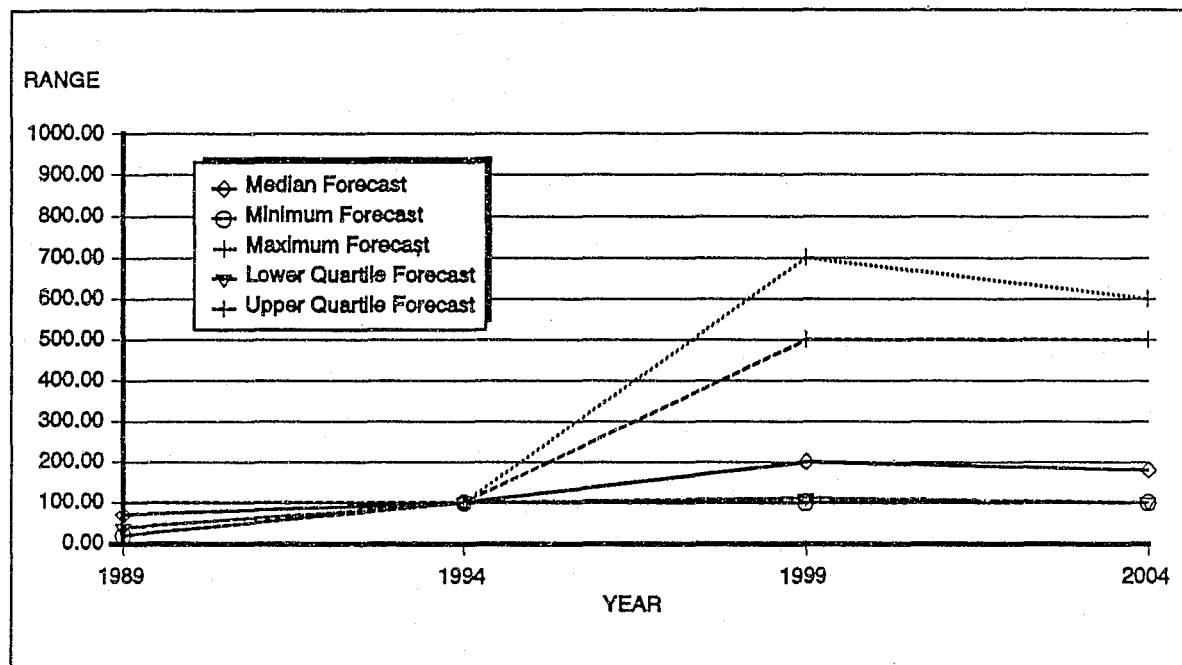


- With 1994 plotted at 100 and using a range of 0 to 1000, five years ago the projected median was 50 on the average.
- In 1999 the median was projected to be 200.
- In 2003 the median was projected to be 500.

It was apparent to the panel that the number of workplace violence incidents are increasing dramatically. The lethality of such incidents are becoming frequent and as such demand a multi-faceted response from law enforcement. No longer is law enforcement's response limited to uniform patrol officers. These responses include personnel from various police units such as SWAT, homicide, investigations, sexual assaults investigators, and crime scene investigators, plus others. In summary, not only are the number of workplace violence incidents increasing that law enforcement must respond to but also the number of law enforcement personnel being sent to each incident. As a result, this increased response may cause law enforcement to reduce or eliminate other programs to meet this ever-increasing demand.

TREND 5

Level of Births of Cocaine-Alcohol Babies

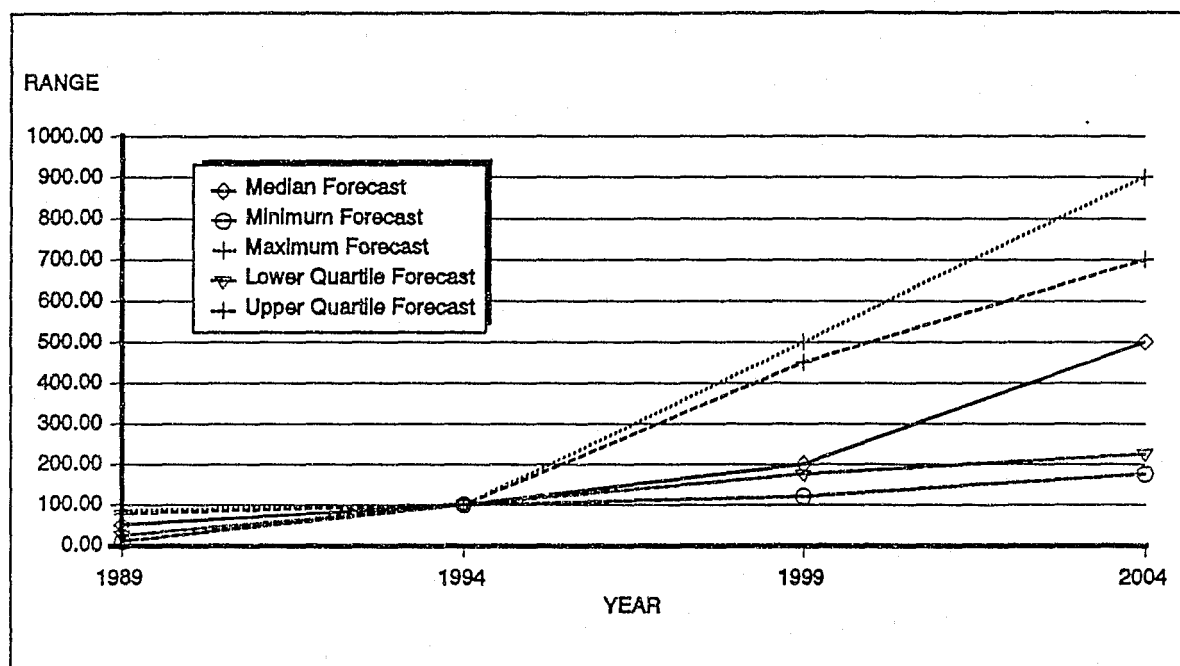


- a. With 1994 plotted at 100 and using a range of 0 to 1000, five years ago the projected median was 70 on the average.
- b. In 1999 the median was projected to be 200.
- c. In 2003 the median was projected to be 180.

The panel held the view that the number of cocaine-alcohol babies being born would continue to increase dramatically during the next five years due to unemployment and the economies depressed situation. The group as a whole held the optimistic view point that the level of these births would then either level off or drop slightly. The group attributed the latter opinion to the economy becoming revitalized along with continual educational efforts regarding the effects of alcohol and cocaine on fetuses. It is significant to note the panel held the perception that children who were born as cocaine-alcohol babies are more likely to become a criminals and thereby impact this issue. The panel also held the opinion that these cocaine-alcohol babies would require a disproportionate amount of tax dollars to care for and treat them. The end result of such costs would be the reduction or elimination of other programs.

TREND 6

Degree of Police Involvement in Environmental Building Design

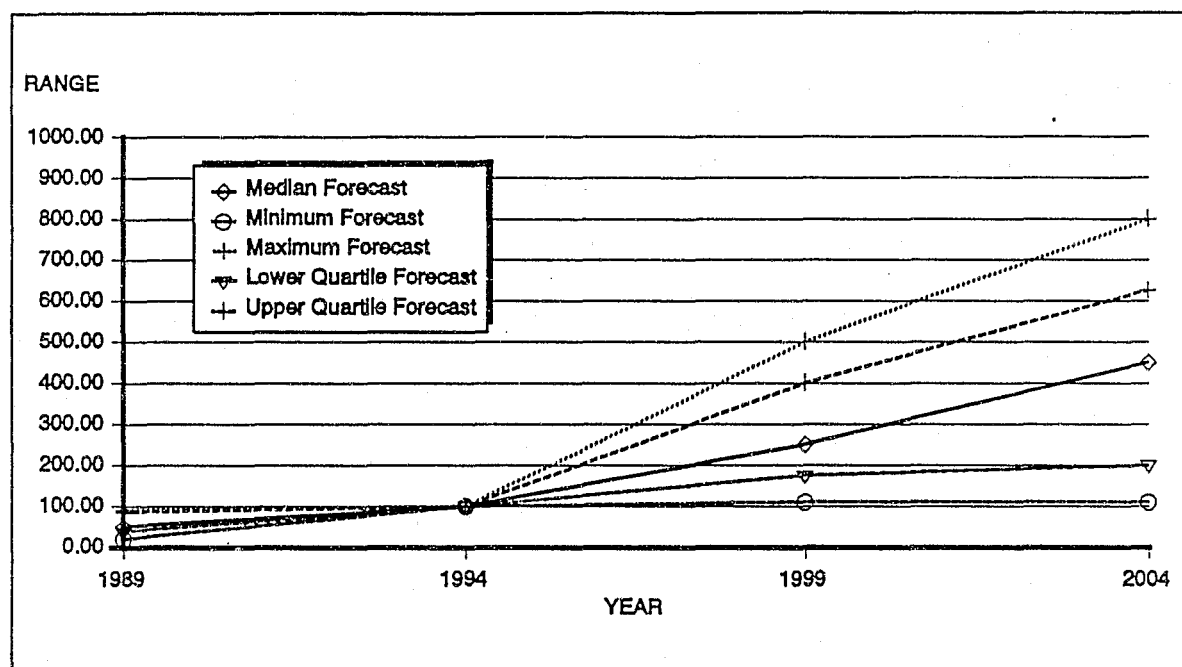


- a. With 1994 plotted at 100 and using a range of 0 to 1000, five years ago the projected median was 50 on the average.
- b. In 1999 the median was projected to be 200.
- c. In 2003 the median was projected to be 500.

The panel reflected on two recent local workplace violence incidents that resulted in innocent persons being killed. The panel felt that if reasonable physical building security measures had been in place, these incidents may have been avoided. The group was of the opinion that legislation would be enacted that mandated environmental building design review by law enforcement with emphasis on physical security measures. The group also felt that if law enforcement truly wanted to deal with workplace violence in a holistic manner, it would step to the forefront and sponsor such legislation lending its considerable political clout to this issue. The panel saw the enactment of such legislation as a way for law enforcement to reduce certain types of calls for service.

TREND 7

Level of Worker Dissatisfaction

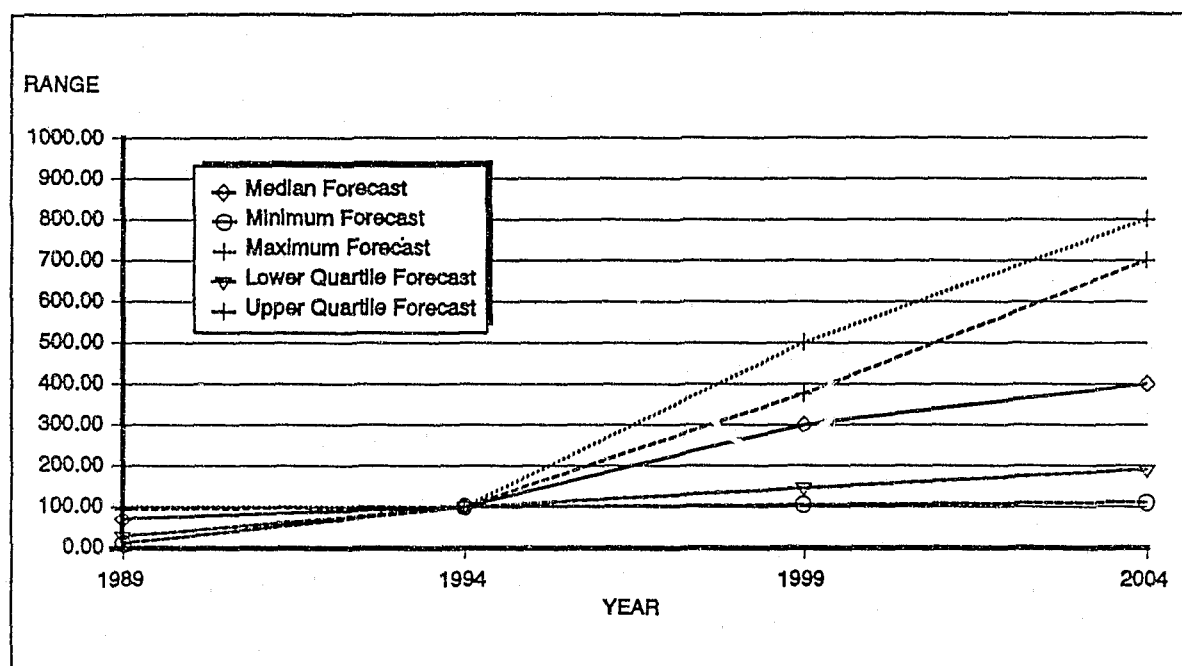


- a. With 1994 plotted at 100 and using a range of 0 to 1000, five years ago the projected median was 50 on the average.
- b. In 1999 the median was projected to be 250.
- c. In 2003 the median was projected to be 450.

The panel attributed the growing level of worker dissatisfaction to areas such as government and corporate rights sizing or down-sizing, unemployment, lack of opportunities for advancement, loss of pay and or benefits, depressed economy, etc. Several panelists noted that within their organizations, employee discipline has been on the rise, which in turn has sent employee morale downward. The panel felt that it was incumbent on employers to look for unconventional ways to enhance employee morale and provide a positive workplace atmosphere. In forecasting for the next ten years, the panel held the pessimistic viewpoint that this trend would not get better, thus creating countless time bombs in and out of the workplace.

TREND 8

Level of Violence Toward Social Service Providers

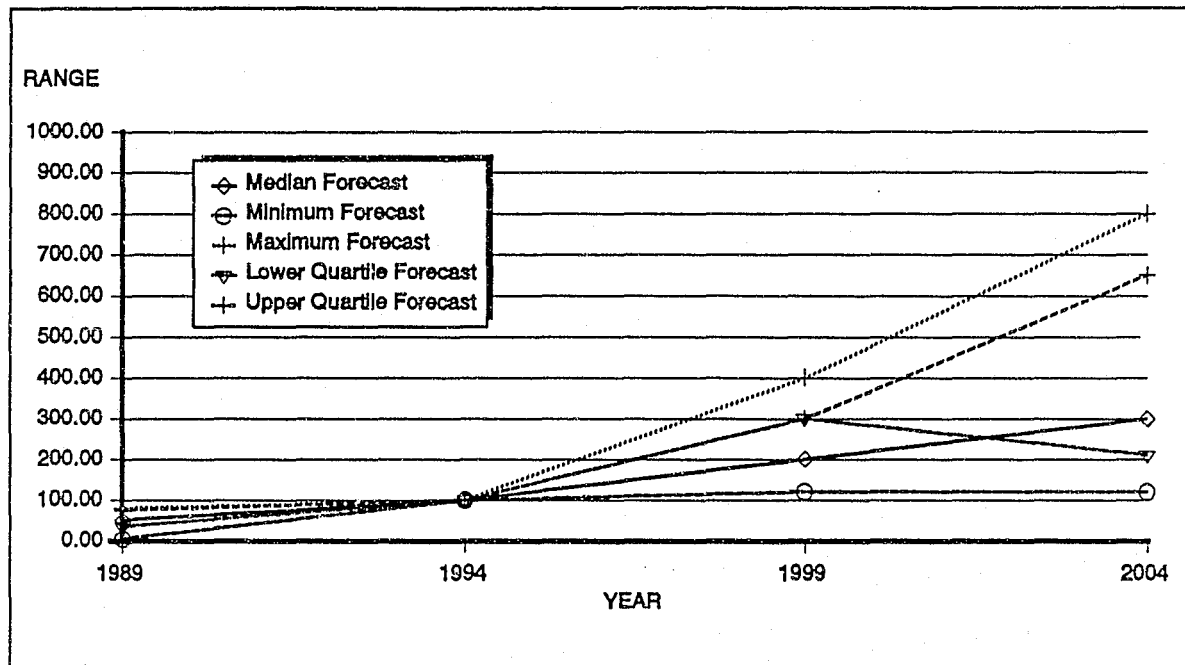


- a. With 1994 plotted at 100 and using a range of 0 to 1000, five years ago the projected median was 70 on the average.
- b. In 1999 the median was projected to be 300.
- c. In 2003 the median was projected to be 400.

The general feeling with this trend was, as government tries to balance its budget, more and more emphasis will be given to cut social service programs such as welfare, aid to dependent families, county health clinics, etc. In addition, as more and more politicians climb on the anti-crime bandwagon, they will feel pressure to provide additional funding for law enforcement programs, thereby exacerbating the cuts in social programs. As a result, persons whose lives depend on these programs will feel disenfranchised and as such turn their anger toward those who they feel are responsible. In most cases, these persons will be the individuals that they have one-on-one contact with, i.e. case workers. The panel found it interesting that the local Sacramento County Welfare Office is staffed by three full time deputy sheriffs due to increasing incidents of violence at this location.

TREND 9

Degree of Partnership Between Police and Private Sector in Crime Prevention

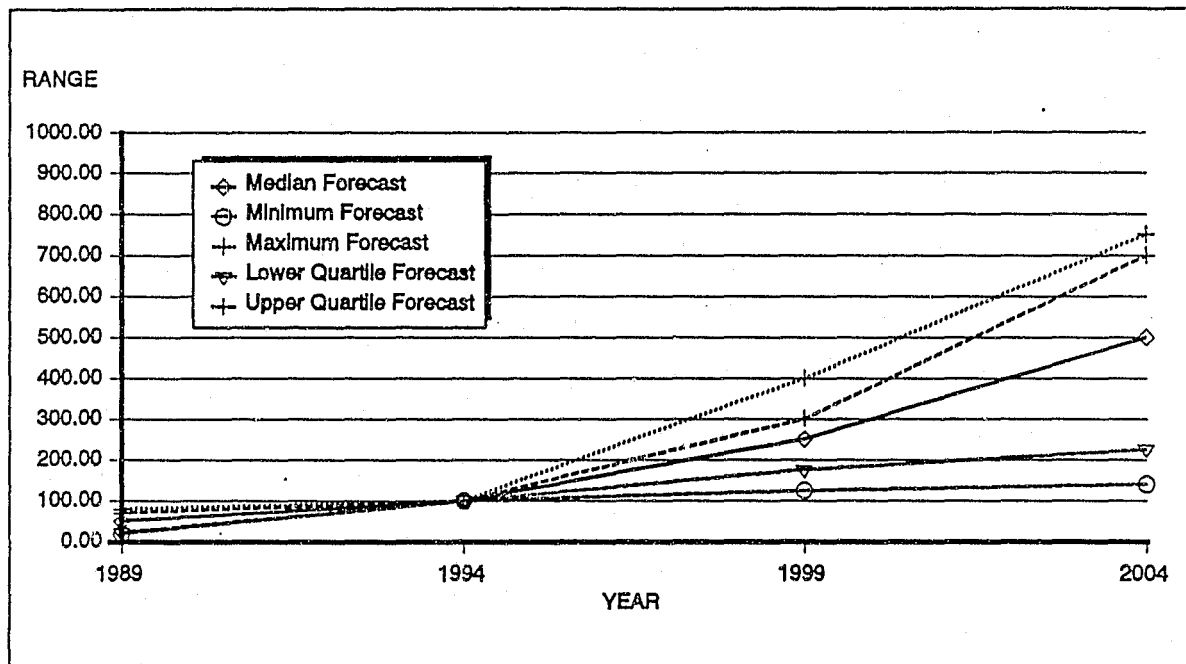


- a. With 1994 plotted at 100 and using a range of 0 to 1000, five years ago the projected median was 50 on the average.
- b. In 1999 the median was projected to be 200.
- c. In 2003 the median was projected to be 300.

As both private enterprise and law enforcement struggle to do more with less, the panel felt they would look to one another and form partnerships with the goal of working together to solve problems of mutual concern. The panel pointed to the national trend towards community oriented policing as evidence that law enforcement realizes it cannot solve society's problems by itself. This growing movement also includes efforts to educate the public of the need to assist in preventing crime.

TREND 10

Level of Workplace Violence



- a. With 1994 plotted at 100 and using a range of 0 to 1000, five years ago the projected median was 50 on the average.
- b. In 1999 the median was projected to be 250.
- c. In 2003 the median was projected to be 500.

Unfortunately the panel felt that the level of workplace violence incidents would continue unchecked for the next ten years. The overall consensus was one of hopelessness as society tries to come to grips with the multitude of problems it faces. In addition, the panel felt that more and more Americans feel as if they are losing ground when it comes to quality of life issues. The resultant frustration from such feelings along with the preception that family values will continue to decline, will serve to fuel workplace violence incidents.

CROSS IMPACT ANALYSIS

Following a review of the Nominal Group Technique panel's data, the author proceeded to utilize cross impact analysis as a method to determine both individual and cumulative effects that events would have on events and the effects of events on trends. The author used the median percentile of each event and trend as a starting point for analysis. Cross impact analysis serves as an intricate part of futures forecasting and scenario generation.

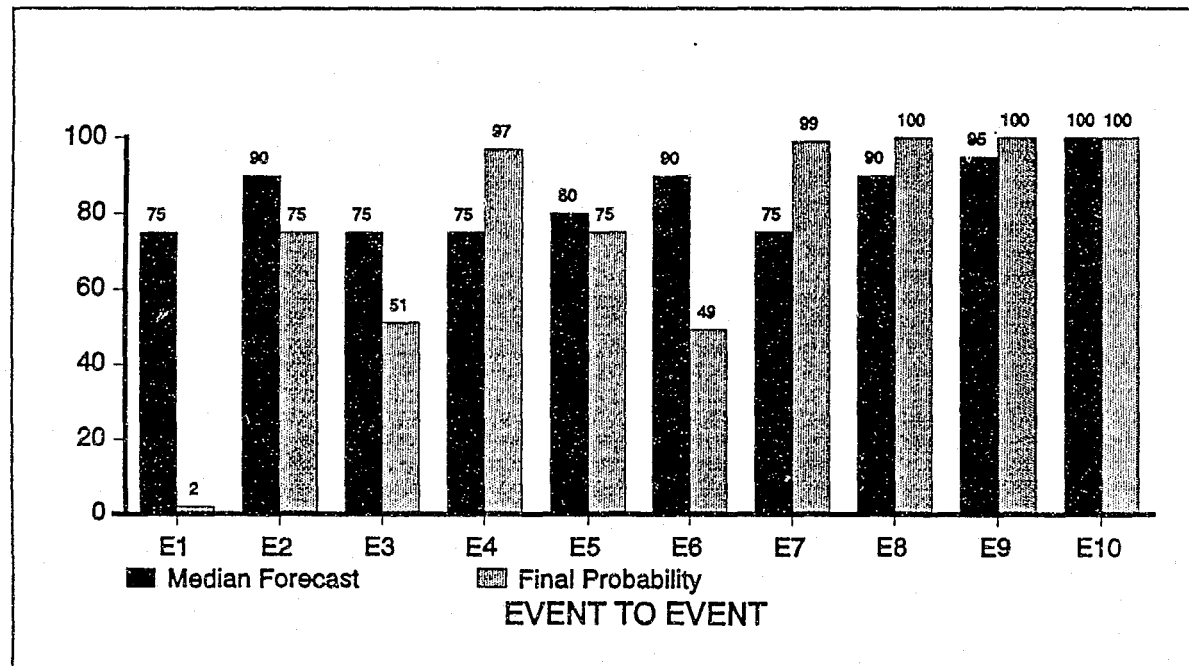
Table 3 is a matrix which demonstrates event to event cross impact analysis. The ten events utilized are those selected by the NGT panel. This type of analysis provides insight on how the probability of events can be affected if certain other events occur. This effect can be positive, negative or neutral.

The numbers displayed in each cell represents the positive, negative or neutral impact an event might have on the probability of another event occurring. The method of determining this probability was provided by the Policy Analysis Company. This method is presented and instructed by Dr. William Renfro, at the POST Command College. The computer program utilized is contained in Dr. Renfro's computer software program titled X Mpact.

TABLE 3

| EVENTS IMPACTED BY EVENTS | | | | | | | | | | | |
|---------------------------|----------|----------|----------|----------|----------|----------|----------|----------|----------|------------|-------------------|
| Initial Problem | E1 75 | E2 90 | E3 75 | E4 85 | E5 80 | E6 90 | E7 75 | E8 90 | E9 95 | E10 100 | FINAL PROBABILITY |
| E1 75 | X | -10 | -10 | -5 | -5 | -10 | -15 | -10 | -10 | -10 | 2 |
| E2 90 | -15 | X | -5 | -5 | -7 | 10 | -5 | 10 | -15 | 10 | 75 |
| E3 75 | -10 | -10 | X | 0 | 5 | -10 | -5 | -5 | -5 | 10 | 51 |
| E4 85 | 2 | 2 | 0 | X | 0 | 10 | 0 | 10 | -10 | 0 | 97 |
| E5 80 | 5 | 5 | 2 | 2 | X | -10 | -10 | 5 | -10 | 5 | 75 |
| E6 90 | -20 | -20 | -20 | 10 | -10 | X | -10 | 15 | -10 | 10 | 49 |
| E7 75 | 10 | 5 | 5 | 0 | 2 | 2 | X | 0 | 5 | 0 | 99 |
| E8 90 | 0 | 0 | 0 | 5 | 0 | 6 | 0 | X | 0 | 0 | 100 |
| E9 95 | 1 | 1 | 1 | 0 | 0 | 1 | 2 | 0 | X | 0 | 100 |
| E10 100 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | X | 100 |

The following graph represents the median probability of each event as determined by the nominal group technique panel and the final probability as determined by the cross impact analysis.



The following are examples of some of the events impact on others:

1. Event one, disgruntled employee kills council members during council meeting, experienced the greatest reduction of any event as the result of the cumulative cross impact. Event one went from a median percentage of 75 down to a final probability of two percent. Event seven, court decision allows employers access to employees' criminal records had the greatest individual impact on event one reducing it by 15 percent. The overall reduction is explained by the almost certain paranoia felt by everyone touched by violence in general and workplace violence in specific. Public officials' senses will most assuredly be heightened should the other events occur.
2. Event seven, court decision allows employers access to employees' criminal records, experienced the greatest increase of any event as a result of the cumulative cross impact. Event seven went from a median percentile of 75 upward to a final probability of 99 percent. Event one, disgruntled employee kills council members during council meeting, had the greatest individual impact on event seven, increasing the probability by ten percent. In this instance, it is logical to draw a nexus between a group of city council members being killed and a subsequent court decision allowing access to employees' criminal records in an effort to stem this type of violence.

These are but two examples that demonstrate how cross impact analysis provides a method to

explore the impact of events upon one-another.

The author then utilized the Policy Analysis Company's cross impact computer program to demonstrate how individual events may effect trends. Table 4 is the event to trend cross impact matrix. This type of analysis provides a look into the future on how trends can be influenced by the occurrence of an event or events.

Each cell in Table 4 depicts the cross impact an individual event would have on the NGT panel's ten year projection of the median level of the ten trends.

TABLE 4

| | TRENDS IMPACTED BY EVENTS | | | | | | | | | |
|-----|---------------------------|----------|----------|----------|----------|----------|----------|-----------|-----------|------------|
| | E1 2 | E2 75 | E3 51 | E4 97 | E5 75 | E6 49 | E7 99 | E8 100 | E9 100 | E10 100 |
| T1 | -10 | -5 | -5 | -5 | 0 | 0 | 0 | -15 | 0 | -5 |
| T2 | 0 | 0 | 0 | 0 | 0 | -5 | 0 | 0 | 0 | 0 |
| T3 | 5 | 5 | 5 | 0 | 0 | 0 | 0 | 0 | 5 | 5 |
| T4 | 5 | 6 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| T5 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 0 |
| T6 | 10 | 10 | 10 | 0 | 0 | 0 | 0 | 0 | 5 | 5 |
| T7 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| T8 | 0 | 0 | 0 | 0 | 0 | 5 | 0 | -10 | 0 | 0 |
| T9 | 5 | 5 | 5 | 0 | 5 | 0 | 0 | 0 | 5 | 5 |
| T10 | 5 | 6 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |

* Author's estimates of event impacts upon trends assuming each event occurs within a ten year time line.

Although the program does not allow for a cumulative affect analysis, it can be modified to show directional changes and movement of trends. The following are examples of the type of effects an event could have on a trend.

1. As a result of the effects of all events, trend six had the largest individual increase. Events one, two and three each increased trend six by ten percent. As a result of these events occurring, it could be postulated that the degree of police involvement in environmental design would continue to grow.
2. Trend #1 saw its level reduced dramatically by the occurrence of violent events, such as Event #1 employee kills city council members and gang members shoot high school students during graduation. It is felt such acts would serve as the catalyst for further gun control measures within California.

SCENARIOS

As a result of trend and event forecasting, coupled with cross impact analysis, three possible future scenarios were developed as a way to forecast a futures prospective of what the role of law enforcement will be with regard to workplace violence intervention. These scenarios provide a basis for law enforcement executives along with other stakeholders to peer into the future and develop strategies and policies that will impact workplace violence in a positive manner.

In developing possible futures, the author utilized the top ten events as selected by the nominal group panel. In addition, the author included three additional surprise events that ranked 11th,

12th, and 13th by the panel members. They were:

1. OSHA mandated post-incident drug screening.
2. Pre-employment screening for high-risk jobs mandated.
3. Police officer shoots and kills chief of police.

These 13 events were then entered into SIGMA, a scenario generating software program provided by the Policy Analysis Company. SIGMA's scenario generating ability is initiated through the introduction of a seed number, or in this case a telephone number. By introducing different seed numbers, SIGMA generates a variety of possible futures. Along with the events, the author entered their final probabilities and the average positive or negative impact number as determined by the nominal group technique and cross impact analysis.

For this study, 40 seed numbers were utilized which produced 40 scenarios over a ten year period, 1994 through 2004. Each scenario generated contained events that occurred listing them in chronological order. Additionally, each scenario listed those events which failed to occur.

A review and analysis of the 40 scenarios that were generated, revealed a natural division or grouping of scenarios had occurred. These groupings were then broken down into sub-groups with special attention given to those scenarios that fell into one of the following categories:

1. Nominal or extension of the past.
2. Normative or better than the extension of the past.
3. Hypothetical or worse than the extension of the past.

SIGMA produced singular groupings that played out each and every event with the exception of one. This happened a total of six times and each time the event left out was different. These six scenarios were discarded from the remainder of this study.

The author then selected three scenarios, one from each group to utilize in developing future scenarios. In addition, the author utilized selected trends from the NGT panel's top trend list as a way to demonstrate how events can impact trends. To provide clarification, the following descriptive passages are offered with regard to the three scenario categories.

1. Nominal or extension of the past. This scenario is written in an exploratory style looking back through time. Simply stated, this scenario plays out those trends and events which will most likely happen.
2. Normative or better than the extension of the past. This scenario is written in a demonstration style looking back through time that plays out those trends and events that provide the best possible future.
3. Hypothetical or worse than the extension of the past. This scenario is written in exploratory style looking back through time. It plays out those trends and events that provide a worst case scenario in the future.

Scenarios have long been used by a wide variety of businesses, sports teams and individuals to

developed strategies and alternatives for handling various situations. The three scenarios were selected to provide a frame work through which a clear understanding of the future may be gained. By peering into the future and posing "what if questions", it is hoped that undesirable futures may be altered or avoided through the development and implementation of strategies and policies.

Following each scenario is a reproduction of the Policy Analysis Co. Sigma Scenario Printout that was generated and used in the development of the scenarios.

SCENARIO 1

NOMINAL

As New Years Eve 2003 approaches, the citizens of Sacramento have very little to celebrate. They are still reeling from the effects of yet another in a long list of violent workplace incidents. The latest, which occurred in October, was the result of a distraught husband whose messy divorce was about to cost him his home, wife and kids. When he apparently could not take it any more, he travelled to her place of employment, Nordstroms at Arden Fair, and proceeded to dispatch her and two of her co-workers to a life in the here-ever-after (Event 10). This is just one more example that demonstrates, no matter who you are or where you work, no one is immune from violence.

It is clear that the increasing numbers of workplace violence incidents (Trend 10) like this one provided the genesis for the landmark 1999 Supreme Court Ruling (Event 7). It was this singular ruling that allowed employers the right to review prospective or present employees' criminal records to assist in identifying and dealing with troubled individuals with the express intent of reducing workplace violence. At the time, the ruling came under systematic attack by civil libertarians, employee organizations and union leaders challenging the legality of such an invasion of privacy. However, as the years have past, these detractors have tempered their view point as a result of the benefits the ruling brought to society.

Sacramento has continued its economic down-swing of the late 1990s into the new millennium. Neighborhood police officers whose positions were reinvented during the mid 1990s and paid for by public redevelopment agencies to assist regular district officers in trying to reclaim troubled and impoverished neighborhoods have all but disappeared. In their place are now special district officers whose salaries are paid by the wealthy to protect their homes and businesses.

In reflecting back at the last ten years, the citizens of Sacramento seem to marvel at the demise of their once beautiful and proud city. With major reductions in the police department, coupled with increased calls for police services, citizens now feel that it is up to them to provide their own security (Trend 4). The old notion of being safe and secure at work or home is now a thing of the past. It appears that the final straw that broke the proverbial camel's back occurred in March of 2002. As history recalls, it was then that rookie Sacramento Police Officer Ron

Darling walked into Chief of Police Jane Strong's Office, where he shot and killed her (Surprise Event 3). Shortly before this tragic event, Officer Darling had received a letter of intent (Skelley) informing him that he was to be suspended for 40 hours as the result of insubordination. The suspension, while certainly serious, was by no means the end of Officer Darling's new career. Rather, Officer Darling's actions demonstrated a symptom that is still being felt to this day, that of worker frustration and dissatisfaction (Trend 7).

Once again, this tragic event served a powerful message to the public: no matter who you are or where you work, everyone is at risk to workplace violence.

All is not lost however, there have been some successes to root for. After years of intense research, the final results of Dr. Jim Rogge's and Dr. William Harrison's violence in the workplace study pinpointing risk factors for various employees and occupations was finally published in March 2003 (Event 9). As a direct result of this study, the United States Department of Health and Human Services sponsored legislation through Congress that mandated reporting requirements for at-risk employees (Trend 3). Corporate leaders, employers, employees, along with law enforcement, applauded this long over-due development.

Events which occurred:

1. November 1999, Court decision allows access to employees criminal records (Event 7).

2. March 2002, Police Officer Kills Police Chief (Surprise Event 3).
3. March 2003, statistical data pinpoints risk factors for employees (Event 9).
4. September 2003, husband shoots wife and co-workers over child custody (Event 10).

The remaining events did not occur.

SCENARIO 2

NORMATIVE

As Sacramento moves into the new century, optimism abounds. The new century has brought a reaffirmation of law and order to the community. Community based policing which had established its roots in the early 1990s is now the accepted norm for modern day law enforcement. When looking back on the mid-to-late 1990s, several events can be retraced which changed the downward trend law and order was taking. One of the most notable was the January 1999 Supreme Court decision that finally allowed employers the right to review current and prospective employees' criminal records (Event 7). This singular event had a tremendous impact in almost single-handedly wiping out violence in the workplace.

Of current interest is the fact that Sacramento is set to announce for the 30th straight quarter Part I crimes as reported by Federal Bureau of Investigations are down again. As word of this

tremendous feat spreads, Sacramento's economic situation continues to improve and strengthen. This is mainly the result of scores of new businesses relocating to the Sacramento area due to its low crime rate and favorable conditions for raising a family.

Violence of all kinds has been reduced to the bare minimum as a result of partnerships that have been formed. In the area of crime prevention, the cooperation between the private sector and the police is unsurpassed by any other city in the state (Trend 9).

In looking back at how it all began, one must start in January 1994 (Event 9), when Dr. Jim Rogge's and Dr. William Harrison's violence in workplace study which pinpointed risk factors for both employees and occupations was published. The Sacramento Police Department took this study very seriously and immediately began holding community, business, and employee forums throughout the city in an effort to develop partnerships to deal with this rising trend of workplace violence. As a direct result of these forums, strategies were developed and enacted over a period of several years that changed the direction of this trend and sent it downward at a geometric rate.

Although it took two years of shepherding through the legislature by the Sacramento Police Department, in January 1996 pre-employment screening for identified high-risk jobs became mandatory (Surprise Event 2). By this time several other strategies and programs were in place which in conjunction with this legislation, made a tremendous impact on violence in general and specifically violence in the workplace.

Other positive events were the June 1997 (Surprise Event 1) OSHA decision mandating both post-accident drug screening and the development of a check and balance system which called for police approval of new buildings with special attention to environmental security design (Trend 6).

All in all, Sacramento has much to be thankful for and much more to look forward to.

Events which occurred:

1. January 1994, statistical study pinpoints risk factors for employees (Event 9).
2. January 1996, pre-employment screening for high risk jobs mandated (surprise Event 2).
3. June 1997, OSHA mandates post accident drug screening (surprise Event 1).
4. January 1999, Court decision allows access to employees criminal records (Event 7).

The remaining events did not occur.

SCENARIO 3

HYPOTHETICAL

The year is 2003 and the pall hanging over Sacramento appears as if the city is wearing a cloak of darkness. Crime and violence abound everywhere, sparing no one from its wrath. Citizens

numbed by it, have retreated to the sanctuary of their boarded up and barricaded homes, afraid to venture out to shopping centers, restaurants, or movie theaters. The resulting economic depression has taken its toll on the city services. The once proud Sacramento Police Department is now a mere shell of what it used to be. City parks and public libraries long neglected are of little use or value to anyone.

The void left by the recent slaughter of the entire city council during a council meeting on homelessness is still being felt throughout the city (Event 1). There is little for the citizens of Sacramento to hope for. Those who are financially able, are fleeing the city in record numbers, causing further financial strain on the already over-burdened city coffers.

History has proven most unkind to Sacramento. The list of major workplace violence incidents read like a Steven King horror novel. In recapping some of these gruesome events, there was the infamous November 2000 bombing of the 17-story State Workers Compensation building which claimed the lives of 650 individuals (Event 5). That event culminated years of increased violence toward social service providers (Trend 8).

Prior to that there was the major riot of 1998 that brought the national spotlight to Sacramento (Event 4). As one recalls, the riot broke out at Arco Arena during a National Basketball Association game between the Sacramento Kings and Boston Celtics which resulted in the deaths of 440 persons. The riot was a result of long simmering racial tensions directed toward the Boston organization. Since the mid 1990s, the Celtics had not employed any minority players

and, in fact, it had been widely speculated that the owner was a member of the Aryan Nation, a white supremacist organization.

The list goes on. There was the March 1994 attack on the Sanwa Bank's Board of Directors in which six directors were killed (Event 3). And, of course, as far as law enforcement is concerned, the peace du resistance occurred in January 1996 when probationary Sacramento Police Officer Ron Darling shot and killed Sacramento Police Chief Jane Strong (Surprise Event 3).

The picture painted in Sacramento is certainly a bleak one. However, Sacramento is not alone in its misery. Many other California cities and cities throughout the nation are experiencing these same types of violent incidents. To try and understand how Sacramento reached such a low point in its history, one need only examine a few trends that were allowed to continue unchecked.

To begin, let's travel back to 1995 when soon-to-be ex-president Clinton in an attempt to bolster his sagging re-election efforts did an about face on gun control (Trend 1). Among the things implemented by Clinton was the ability of anyone over the age of 18 to purchase and own a handgun without any type of waiting period or records check. He also managed to modify existing Federal laws with regard to handgun possession by ex-felons. Under Clinton's new rules, persons who were convicted of draft-dodging could now possess handguns.

Next, let's look back at 1999 when the government suspended all efforts to curtail and regulate violence on television (Trend 2). Not only did this decision allow the continued display of senseless and gratuitous violence, it was viewed by the television industry as a signal that there was nothing wrong with this type of entertainment.

These two continual trends, coupled with the increase birth rate of cocaine and fetal alcohol syndrome babies led to what should have been foreseen (Trend 5). That was, a new generation of children and young adults who had no regard for others' lives or property and whose senses had been dulled by watching continued acts of wanton violence on television.

Sacramento is most certainly on the edge of becoming a lawless city where no one is safe from violence.

Events which occurred:

1. March 1994, group attacks and kills board of directors (Event 3).
2. January 1996, police officer kills chief of police (surprise Event 3).
3. September 1998, violence breaks out at sporting event due to racial tensions (Event 4).
4. November 2000, Workers Compensation building bombed (Event 5).
5. June 2003, employee kills council members during council meeting (Event 1).

The remaining events did not occur.

CONCLUSION OF FUTURES STUDY

"Thy letters have transported me beyond this ignorant present and I feel now the future in the instant." Shakespeare ¹³

As Shakespeare suggests, the future isn't predicated on the past, however the past can lead to the future. What will be the role of law enforcement in workplace violence. If the answer were known, future's research such as this would be unnecessary. However, as the future is unknown, studies such as this may prove invaluable in exploring the many trends and events which may shape law enforcement's role in workplace violence.

As demonstrated in this study, the nominal group technique is extremely valuable in bringing together persons from unique and diverse backgrounds who can then share their particular insights and knowledge on various issues.

The methods that were utilized in this study were valuable, in that they provided insight and understanding into the effects possible trends and events may have on the issue question. Generally the trends that were forecasted were directly related to precursors that are driving the level of workplace violence upward. The cross impact analysis demonstrated that trends may in fact be altered by either an event occurring or not occurring. This indicates that by recognizing and managing these possible futures or in essence asking a multitude of "what if" questions, realistic strategic and transition management plans could be developed to positively

impact law enforcement's role on workplace violence.

The workplace violence issue has the ability to touch the lives of each and every citizen, whether the violent act occurs to them, a friend or relative. For this reason it may be easier to develop and form the necessary partnerships between the private and public sector to deal with this issue. As stated in the introduction, the role of law enforcement in society is changing and it must become flexible and adaptive to handle emerging issues.

To accomplish this commitment, a strategic plan has been developed and follows this section. In order to construct a viable strategic plan, the author has selected the normative scenario for further consideration and development.

PART II

STRATEGIC PLANNING

AND

MANAGEMENT

INTRODUCTION

In Part I, Futures Study-Defining the Future, three alternative scenarios were developed as a result of trend and event analysis. The second or normative scenario has been selected for development of a strategic plan and management.

The achievement and success of this desired future is largely dependent upon the successful implementation of policies and procedures which move forward strategic initiatives which are in support of the strategic plan. Through the development of such a strategic plan, an organization can position itself to capitalize on its strengths and opportunities. Conversely such efforts prepare the organization to deal with obstacles and pitfalls that inevitably arise and may prevent the achievement of stated goals.

Although this plan has been developed for use by the Sacramento Police Department, it could easily be modified and adopted by either private or governmental agencies.

ORGANIZATIONAL DESCRIPTION

This study focuses on the City of Sacramento and the Sacramento Police Department in particular. The City of Sacramento is the capitol of the State of California and is located in the state's central valley. It has a resident population of 400,000 people. As the location for numerous state, federal and local governmental offices, the city's work day population grows by the influx of more than 100,000 persons daily. Additionally, the city serves as the center for the Sacramento metropolitan area which encompasses parts of four counties and eight cities with a population in excess of 1.3 million persons.

The City of Sacramento is the oldest incorporated city in California with its charter dating back to 1849. As a charter city with a council manager form of government, the city is run by a city manager who is appointed by a majority of the elected city council. The council is comprised of eight council persons who are elected by districts and a mayor who is elected at large.

Sacramento is a city with a rich and diverse history. It is best remembered for the discovery of gold by Captain John Sutter. The city is situated at the confluence of two rivers and serves as a major hub for agricultural products through its deep water port.

The city serves a diverse population that is as rich as its history. The diversity includes African Americans, Hispanics, Asian, Pacific Islanders and Native Americans and is anchored by a population base of over 60% caucasians.

The Sacramento Police Department employs 993 people. Of these, 584 are sworn police officers which provides a ratio of 1.5 officer per 1000 residents. The department is managed by the Chief of Police who is appointed by the City Manager. In 1993, the present Chief of Police was appointed to office and shortly thereafter reorganized the department as part of a ten year strategic plan. The major focus of this reorganization was decentralization of the patrol services into four separate geographic areas with each one managed by a police captain.

The department is organized into four major offices: Office of Operations, Office of Investigations, Office of Administrative Services, and the Office of the Chief. The first three offices are managed by a deputy chief, while the last is managed by a captain. The department's current 1994-95 budget is \$65 million dollars. While the department continues to provide traditional police services, it has pursued and embarked on several non-traditional programs. The flagship, Community Oriented Policing is supplemented by others such as the Magnet School Program, Neighborhood Revitalization, Safe Streets and Expressions. In the pursuit of new programs, the department since 1992 has sought and successfully obtained funding from various federal, state and local government agencies which has resulted in the acquisition of 54 additional officers.

The department is committed to providing the citizens of Sacramento an environment which nurtures and supports their lives and lifestyles. The department clearly possesses enough talented and insightful employees who can positively impact the workplace violence issue. To date, it has no plan in place to deal with this issue. However, it is the goal of this study to provide such a plan.

MISSION STATEMENT

To properly evaluate the impact of the issue and sub-issues on the Sacramento Police Department, it is necessary to identify long-term objectives for workplace violence. An effective means of stating these objectives is through the development of a mission statement. After careful consideration of the futures study along with the desire to achieve the alternative scenario, the following mission statement was developed.

The Sacramento Police Department will work in concert with local, state and federal officials in partnership with employee groups, employers and labor organizations to reduce and alleviate workplace violence.

SITUATIONAL ANALYSIS

Once the mission for the strategic plan has been identified, an analysis of both the external and internal forces which either threaten the mission or positively impacts the organization's ability

to effect the desired changes must be undertaken. To accomplish this, this situational analysis will include the following: 1) external environment assessment; 2) an internal organizational assessment; 3) a critical stakeholder identification and analysis; 4) a mapping of strategic assumptions; 5) the development of alternative strategies; 6) an implementation plan.

EXTERNAL ENVIRONMENTAL ASSESSMENT

What will be the role of law enforcement in workplace violence by the year 2004? Applying the issue question to the proposed mission for the Sacramento Police Department requires an indepth analysis of the organization's environment. To accomplish this, it is essential to examine the strengths and opportunities that will move the agency forward toward the achievement of the mission and the threats and weaknesses that will impede its progress. The author accomplished this task through a method known as WOTS UP Analysis (Weakness, Opportunities, Threats, and Strengths).

The trends and events identified by the nominal group technique panel were reviewed along with other material relevant to provide the basis for analysis of present and future opportunities and impediments. Three law enforcement managers from within the organization met, discussed and reached consensus on both external and internal influences that were deemed to be significant. The following are the results of this effort.

OPPORTUNITIES

- Workplace violence has gained considerable media and community interest due to several local deadly workplace violence incidents. This interest has nurtured a grass roots movement which is committed to dealing with this issue in a proactive manner. Grass roots movements, such as this one have the tendency to mobilize the political community in support of their cause. Politicians view such opportunities as a chance to build community coalitions for their future benefit.
- The California legislature has recently enacted some tough criminal statutes that regulate certain behavioral problems that are closely associated with workplace violence. Statutes that prohibit and severely punish stalking and the utterance of terroristic threats have provided law enforcement additional tools to deal with at-risk individuals prior to the consummation of a violent act.
- Recent advances in a number of high tech areas have the potential to greatly enhance law enforcement's ability to curtail and respond to workplace violence. Improvements in both computers and telecommunications will enhance and speed information sharing between law enforcement and public and private agencies. Other technological advancements that have recently become financially feasible also have the potential to impact the issue. For instance rapid improvements in Global Positioning Systems (GPS) may be integrated into a building's security system and function as both an employee

identification and location system during workplace violent incidents. Other areas such as advanced non-lethal weapons and vehicle immobilization systems present opportunities to bring peaceful resolutions to potentially violent episodes.

- Recently enacted federal legislation indicating a trend for stricter gun control measures, provides another area that can make a positive impact on the issue. For instance the recently signed crime bill (8-94) prohibits the manufacture, importation and sales of assault type weapons. This law follows into passage the Brady bill which created a nationwide mandatory waiting period before obtaining newly purchased weapons. This so called cooling off period will undoubtedly save lives, while allowing individuals time to let tempers subside.
- New sources of federal funding (i.e. Federal Crime Bill, H.U.D., etc.) for local law enforcement provides an opportunity for the Sacramento Police Department to gain much needed staffing that was lost due to budget cuts. This increased staff may provide the department the ability to carry out strategic initiatives that are in support of the mission statement.
- Enactment of local ordinances that enable the police department to veto new construction projects (both residential and business) should they fail to properly address security issues. Such a proactive measure encourages developers to work in partnership with the police department to address areas of mutual concern.

THREATS

Influences which do not support the mission or appear to advocate the status quo are considered threats. The following have been identified:

- The National Rifle Association presents a formidable opponent to any further attempts to increase gun control measures. Not only are they a powerful political lobby, they possess considerable financial resources to fight legislation which may further impact their goals.
- The American Civil Liberties Union is another powerful organization that is committed to protecting its ideals. This organization prides itself on being America's watch dog when it comes to ensuring constitutional freedoms. It can be assumed, that it will closely scrutinize policies and procedures that restrict or infringe on an employees individual rights.
- As California and Sacramento continue to struggle with their depressed economies, there is little doubt that governmental revenues continue to decline. The State in an effort to balance its budget continues to transfer more and more mandatory programs to cities and counties without providing the corresponding budgetary funds. This has resulted in drastic reductions in local governmental work forces through layoffs and program cuts. These cuts are not limited to the public sector. Right-sizing or more accurately

downsizing is occurring throughout governmental and private enterprise. This tremendous loss of jobs has stressed an already unsatisfied and frustrated work force, creating tens of thousands of potential workplace time bombs. While this has been occurring, law enforcement's ability to respond to these types of incidents has been diminished due to reductions in its own staffing levels as a result of budgetary cuts. For example, the Sacramento Police Department was forced to eliminate 73 sworn officers between 1992-93 and 1993-94 fiscal years.

- Sacramento's air quality is extremely poor and ranks among the nations worst as reported by the Environmental Protection Agency. The primary source of this pollution has been identified as automobile exhaust. The federal government has established mandatory air quality guidelines that must be met by the region or it will impose sanctions to correct the problem. For instance, the EPA has proposed one solution in the form of mandatory non-driving days. This would in effect restrict a person's ability to drive on a particular day based on automobile license numbers. Such a policy would create undue stress on the region's work force while adding another enforcement responsibility to local law enforcement.
- During the early 1990s Sacramento lost through military base closures two of its three bases, costing the region in excess of ten thousand jobs along with millions of payroll dollars. Sacramento's final military installation is hanging on by a thread. As a result of intense lobbying, Sacramento was successful in getting the federal government to

delete this base from the proposed 1994 base closure list. However, the fight to maintain this installation is not over and will require the political muscle of each and every state, local and federal politician along with the Sacramento community. Yet, the mere potential of this base being closed has added stress and uncertainties to its employees and their families, increasing the potential for workplace violence.

- As recently reported by the Federal Bureau of Investigation, Sacramento's Part 1 violent crimes rose over the previous year's statistics. While this is not surprising, it is interesting to note that the statewide trend indicated a reduction in this category. These crimes place additional demands on an already understaffed and overworked police force. The community expects the police department to take some sort of action to bring this crime rate under control. Such an effort could very well limit resources that would be available to pursue strategic initiatives to deal with workplace violence.

ORGANIZATIONAL ANALYSIS

To proceed towards the mission of this study, it is imperative to understand and assess the Sacramento Police Department's strengths and weaknesses. To accomplish this, this study examines current and future organizational issues. Areas that were analyzed are the department's mission, organizational structure, tactical capabilities, training and communications. As previously stated, this analysis was conducted with the assistance of three managers from within the organization. The following is the results of this effort.

MISSION

Strengths - The Sacramento Police Department developed and instituted its present mission statement in 1993. It is:

The mission of the Sacramento Police Department is to work in partnership with the community to protect life and property, solve neighborhood problems, and enhance the quality of life in our city.

The mission clearly supports efforts to address workplace violence through strategic planning. First and foremost it mandates that the department works in partnership with the community to protect life and property. These parameters clearly cover the issue. It is also clear that the police department cannot solve the workplace violence problem without developing community partnerships to educate and respond to this issue. Secondly, the mission speaks of enhancing the quality of life within the city. This goal can in part be achieved through the successful implementation of strategies which positively impact workplace violence.

Weakness - The mission statement is very broad-based and is a dramatic departure from the previous administration's mission. The department's previous administration was in place from 1977 to 1993, and as such created a great deal of the organizations present day culture. This culture may, in fact, not accept or be slow to accept such a drastic change in the status quo. For the community, the mission will be meaningless unless it is reflected in the words and deeds

of the men and women of the police department.

ORGANIZATIONAL STRUCTURE

Strengths:

Upon the arrival of a new Chief of Police, who for the first time in the city's history came from the outside, the department's organizational structure and its priorities were dramatically altered. The Office of Operations which is responsible for patrol services and providing first responders to workplace violence was drastically changed. The city was divided into four geographic areas known as Sectors and a Police Captain was placed in charge of each sector. As a result of this reorganization, two layers of management were reduced (Assistant Chief of Police and Commander) with the hope that this would speed decision making. In providing each sector with a Captain who has 24 hour a day coverage, it is also hoped that the business community along with the community at large will have greater access to the department which in turn will foster a spirit of partnership along with honest and open dialogue. In terms of the issue question, the partnerships that will be developed as a result of new communication frontiers, will provide opportunities to develop alternative strategies in cooperation with other public and private enterprises, on how they and law enforcement can impact the workplace violence issue.

Weaknesses

The department continues to experience significant yearly budget cuts that have mandated departmental prioritization of resources and cutting or reducing low priority units or personnel. Prior to implementing the 93-94 budget, the department lost 73 sworn positions as the result of

budget cuts. In addition, prior to the present chief's arrival 22 months ago, the tactical section was centralized under a singular command which had sole responsibility and authority for all decisions. At that time the unit consisted of four teams of eight officers each. Under the previous chief, budget cuts were being prepared for the 93-94 fiscal year which would occur under the new chief. These cuts centered around services such as community resources and others associated with Community Oriented Policing. The tactical unit was high on the priority list and not in danger of being cut. However when the new chief took over, he came to the department with a different vision of where the department was going and how it would get there. With this premise in mind, he revisited proposed cuts and re-prioritized them causing two tactical teams to be eliminated. In addition, through a departmental reorganization, specialty units were decentralized including the tactical unit, thereby fragmenting them and potentially weakening them.

As a result of the department's uncertain financial status vacancies created by retirements, promotions, filling of grant positions, etc., have not been filled for salary saving reasons. The department in fact is projecting 54 vacancies by January 1995. These openings coupled with the previously mentioned loss of 73 officers has created a situation where the department is barely keeping its head above water trying to respond to priority calls for service. The department is now struggling on how it can hire and train this number of new officers in a relatively short time frame.

TACTICAL CAPABILITIES

Strengths

Personnel assigned to the tactical teams have a history of demonstrated excellence during tactical deployments including several recent incidents of workplace violence. Presently, these officers are provided ample training time to hone their tactical and firearm skills. In addition, at present the tactical unit possesses the best possible, most technological up to date tactical equipment available. The mid-manager in charge of the unit is their most ardent supporter and is willing to fight for their cause even if the fight is unpopular with management.

Weaknesses:

Under the leadership of the new chief it appears that the high level of support received under previous administrations has all but disappeared. Prior to June 1992, the Sacramento Police Department had four tactical teams whose responsibilities among others were to respond and handle workplace violence incidents. As a result of competing priorities, today the department has only two teams remaining. Not only has the lack of support been objectively measured through the reduction of one-half of the tactical units, it has been the object of much subjective speculation. Tactical incidents that were once hailed by previous administrators are now being questioned and scrutinized as never before. It is speculated that this increased scrutiny is the result of management's feeling that the tactical unit is aligned with the old administration and not supportive of the Chief's new vision for the department.

While down-playing of the department's tactical capabilities, the Chief has focused funding on

a variety of Community Oriented Policing strategies. This redirection of funds coupled with continued budget cuts may make it more difficult to stay abreast of technologic advancements in the tactical field.

TRAINING

Strengths:

The department is in the enviable position of being located in the same city where California's Peace Officer Standards and Training is located. This close proximity allows access to a wide variety of POST sponsored training programs at a minimal expense, i.e., no travel, lodging or meal expenses. Additionally, within the past 18 months, the department provided 10 hours of training to each and every sworn officer on how to respond and handle critical incidents such as workplace violence. To compliment this training the department recently augmented this training with a two hour course for each sworn officer on how to handle critical incidents in high rise buildings. The department also benefits from the fact that Sacramento as the capitol of California, draws presenters and salesmen from throughout the nation to the area providing low cost training seminars in hopes of gaining the attention of the Legislature and media. The department also possesses a state of the art multi-media production unit that has the ability of creating interactive training videos that could be utilized by employees and the community.

Weaknesses:

Under the previous administration, the department presented a yearly 40 hour in-service training course for sworn staff that focused on contemporary issues. However, under the new

administration, this has been reduced to 24 hours. This Reduction coupled with higher priorities being placed on training strategies which compliment neighborhood revitalization efforts have given some officers the impression that the Chief of Police is soft on crime and that critical incident and other enforcement type training has been placed on the back burner.

COMMUNICATIONS

Strengths:

The Sacramento Police Department is presently redesigning its communication system. The Department has entered into a partnership with other local law enforcement and governmental agencies to design, acquire and operate a new complex 800 megahertz trunk communication system. This state of the art system will provide the optimum number of radio frequencies to handle the departments ever increasing needs. While this system was not designed solely with tactical purposes in mind, some of the advanced technologies will undoubtedly enhance tactical efficiency and effectiveness. For instance, the new system will make it virtually impossible for non-law enforcement personnel to monitor transmissions, i.e., suspects or media. This system will also allow for immediate data retrieval that would be invaluable in dealing with suspects, victims, etc. This information will eventually include items such as criminal history, victim and suspect photos, property schematics and building blueprints.

Weaknesses:

The department's present communication system is both antiquated and at times inoperable. Due to its age and advancing decline, the contract service provider has found it difficult to

identify and correct problems once identified. The department will have to continue using this system for the next two to three years, until the new system is on line.

Since obtaining the present system, Sacramento has seen a tremendous influx in the number of high rise buildings within the city. These buildings have become the source of intense frustration. Due to their size and construction, the present system is unable to operate within the vast majority, placing the public and officers at risk. In fact, during a recent workplace violence incident in a 23 story high rise, the radio system failed at a critical stage in the operation when officers engaged the suspect in a gun battle.

STAKEHOLDER ANALYSIS

For the City of Sacramento, there are a multitude of stakeholders who could affect the future role that law enforcement will play in workplace violence intervention. Working with a group of six colleagues comprised of sworn personnel from the Sacramento Police Department and Command College classmates, the following 11 stakeholders and their assumptions were identified. The group believes that the stakeholders and their assumptions can either advance or restrict the issue. This section concludes with an Assumption Chart which graphs the importance and certainty of the stakeholders' assumptions. This chart is used to quadrant off stakeholders' assumptions so that planning strategies are developed based on the assumption, importance and certainty.

Stakeholder 1 - National Rifle Association.

- a. Government is utilizing the workplace violence issue as a major reason to impose stricter gun control legislation.
- b. If stricter gun control measures are enacted and which removes guns from law abiding citizens, citizens will be at the mercy of criminals due to law enforcement's demonstrated inability to protect them.

Stakeholder 2 - American Society for Industrial Security

- a. If workplace violence is not brought under control, the cost to businesses in both direct and indirect costs will drive many out of business and cause others to relocate to a less violent areas.
- b. It is imperative that businesses develop partnerships with both government and law enforcement to provide violence free work environments.

Stakeholder 3 - Sacramento Chamber of Commerce

- a. If workplace violence is not curtailed, it will be difficult to attract new businesses to the community.
- b. If workplace violence is not brought under control, Sacramento will lose businesses to communities who have learned to effectively manage it.

Stakeholder 4 - Chief of Police

- a. If workplace violence continues its upward trend, it will continue to drain off

fiscal resources that are being utilized to support Community Oriented Policing and Problem Oriented Policing programs.

- b. To change the upward trend of workplace violence, it will be necessary to enter into multi-partnerships with other governmental and private agencies, and collectively develop strategies while combining financial resources.

Stakeholder 5 - City Manager

- a. If workplace violence is not controlled and reduced, it will be necessary to divert more funds from the general fund into the police department causing severe cutbacks within other city departments.
- b. If workplace violence can be controlled, Sacramento will be seen as an attractive location for new businesses to locate, thereby enhancing the local tax base and economy, which would allow for the restoration of program cuts that have occurred during lean budget years.

Stakeholder 6 - Stationary Engineers Local 39, AFL-CIO

- a. Our members comprise all of the city's clerical and support staff positions and as such face the greatest risk of being the victims of workplace violence.
- b. Will support all policies and procedures which will provide a safe environment for its members. However, will oppose efforts to restrict members' individual rights such as drug testing.

Stakeholder 7 - Social Service Providers

- a. The work environment that we operate in is filled with fear and anxiety while we await the next episode of violence directed towards us by the citizens we serve.
- b. If government wants to reduce the workplace violence, it must start by attacking social problems that contribute to the issue, such as fetal alcohol/cocaine syndrome births. To do this, it must provide greater amounts of funding.

Stakeholder 8 - Sacramento Police Officers Association

- a. It is the employers' responsibility, or in this case the city, to provide a safe and violent free environment for our members to work in.
- b. Early intervention programs integrating professional treatment funded by employers must be part of any proposed solutions to workplace violence as opposed to increased employee discipline.

Stakeholder 9 - Sacramento Police Officers

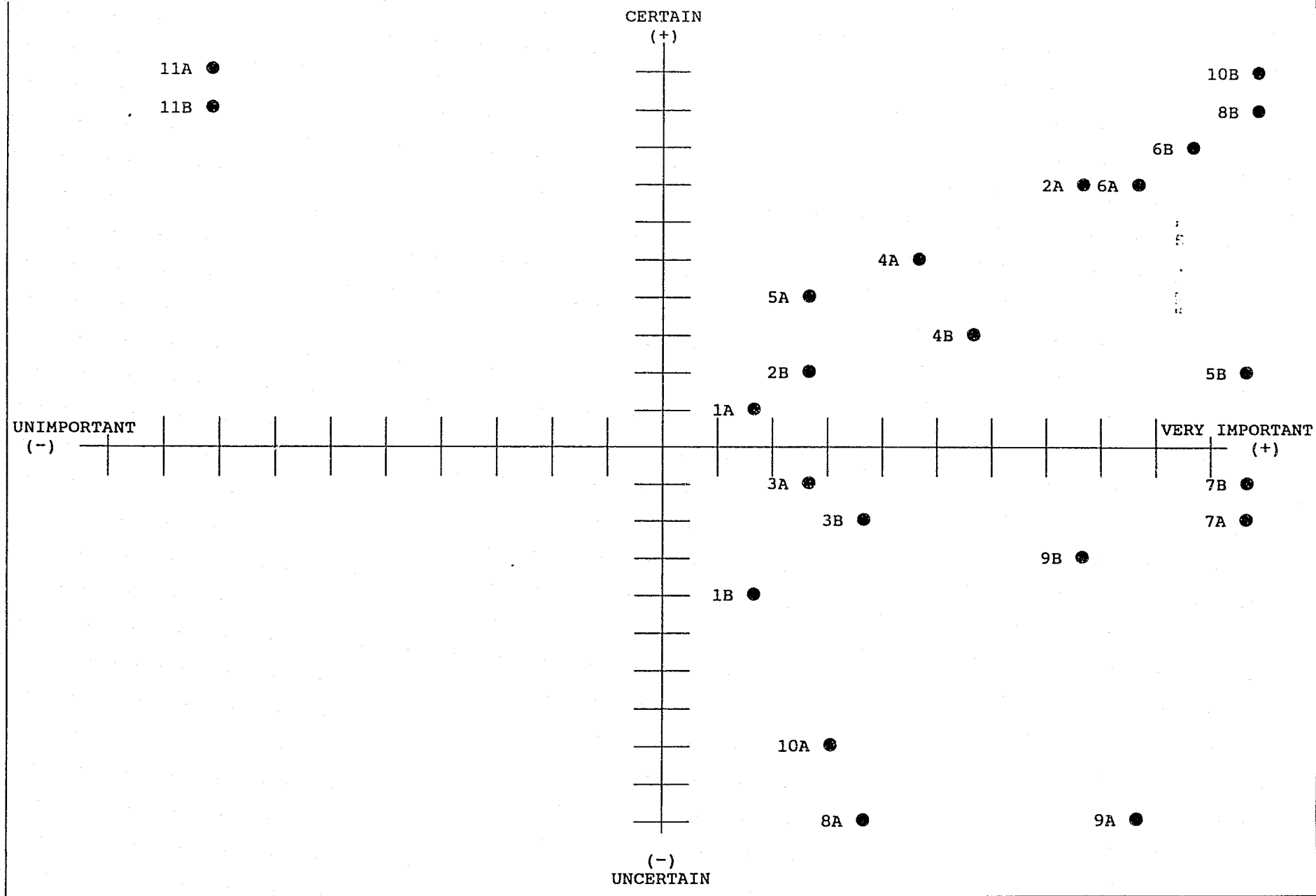
- a. The issue of workplace violence is so volatile and unpredictable, how can we possibly develop pro-active measures to impact and prevent it.
- b. To be effective in dealing with workplace violence, police need to be trained and equipped with the best technological equipment available to reduce the dangers faced. This will necessitate the shifting of large amounts of budget dollars from other city programs.

Stakeholder 10 - Sacramento District Attorney

- a. The approaches that law enforcement takes to deal with workplace violence must be systematic and universally employed.
- b. To effectively manage this issue a coordinated state-wide effort must be developed including a state-wide data base system that allows law enforcement the ability to track and record crime statistics in this area.

Stakeholder 11 - American Civil Liberties Union

- a. Will support the reduction of workplace violence, as long as government does not further restrict the constitutional rights of citizens.
- b. Will oppose the implementation of policies and procedures which would be construed as censorship.



NOTE

This map plots assumptions as described in the stakeholders' analysis;
 Example 1A denotes the National Rifle Association's Assumption A.

DEVELOPING ALTERNATIVE STRATEGIES

Working with a group of six sworn personnel from the Sacramento Police Department and colleagues from Command College Class 19, and utilizing a modified delphi process to identify and analyze alternative strategies that the Sacramento Police Department could consider in order to achieve the mission statement, ten alternative strategies were developed. To develop alternatives the panel first worked silently and independently in developing strategies that they felt could impact the issue. The strategies were then written on chart paper and placed on easels for all to review. The following is a list of these strategies:

1. Federal government funded programs that educate public and private companies and corporations on how to identify abuse and stress in the workplace.
2. Fortune 500 companies form a coalition to combat weapons availability and to lobby the federal government for stricter guidelines.
3. Union groups form coalition to lobby state and federal government to enact legislation to reduce and regulate violence on television.
4. Television industry voluntarily establishes standards and guidelines regulating the broadcast of both news stories and entertainment stories.
5. Sacramento Police Department develops and institutes workplace strategies that can be universally applied.
6. POST develops state-wide standards for response to workplace violence.
7. Development of multi-disciplinary response teams to workplace violence that

includes police, psychologists, safety officers, etc.

8. NRA establishes committee to establish the effects of firearms in workplace violence.
9. Establishment of employee assistance programs which are effective in identifying, preventing and treating at risk employees to reduce workplace violence issues.
10. Federal Government enacts strict gun control measures drastically altering citizens' rights to possess handguns.

ANALYSIS CRITERIA

In order to analyze three alternatives, the modified delphi policy group identified the following six criteria and included them on a rating form. They are:

- Employee Group Support.
- Implementation Feasibility.
- Costs.
- Community Support.
- Political Support.
- Long term desirability.

The rating form allowed participants to list the strategies, one through ten, and then measure them against the above criteria using a one-to-four range with one being low and four being high.

RATING CHART

| STRATEGY | EMPLOYEE GROUP SUPPORT | IMPLEMENTATION | COST | DESIRABILITY LONG-TERM | POLITICAL SUPPORT | COMMUNITY SUPPORT | TOTAL |
|----------|---------------------------|----------------|------|---------------------------|----------------------|----------------------|-------|
| 1 | 23 | 26 | 26 | 28 | 25 | 25 | 153 |
| 2 | 20 | 21 | 26 | 24 | 22 | 25 | 138 |
| 3 | 24 | 26 | 27 | 27 | 25 | 27 | 156 |
| 4 | 17 | 16 | 21 | 21 | 20 | 20 | 115 |
| 5 | 24 | 26 | 26 | 26 | 26 | 27 | 155 |
| 6 | 20 | 15 | 24 | 24 | 20 | 18 | 121 |
| 7 | 24 | 16 | 28 | 24 | 24 | 24 | 140 |
| 8 | 16 | 14 | 20 | 20 | 14 | 14 | 98 |
| 9 | 20 | 22 | 24 | 20 | 22 | 20 | 128 |
| 10 | 12 | 14 | 20 | 14 | 10 | 10 | 90 |

CRITERIA ANALYSIS RESULTS

Utilizing the above criteria, the delphi group rated the list of alternative strategies and selected the following three alternatives.

Highest rated alternative - #3

Union groups form coalition to lobby state and federal government to enact legislation to reduce and regulate violence on television.

Analysis:

The panel reached consensus that the pros for this strategy were:

- a grass root effort by union and employee associations which supports and promotes buy-in.
- politically powerful union organizations have a great deal of financial resources that they are able to allocate to political action committees which influence political decisions.
- large number of people represented by unions who are affected by this issue.
- relatively inexpensive in terms of organization and administration.

The Cons were:

- construed by civil libertarian groups as advocating censorship.
- no formal organization and controls.
- potentially costly to broadcast organizations due to loss of advertisements and mandates enacted by legislative bodies.
- large numbers of legal challenges.

STAKEHOLDER PERCEPTIONS

In general, this initiative would likely be well received by a majority of stakeholders. Non-listed stakeholders such as religious groups, educators and parent teacher associations are seen as some of the more outspoken proponents of such an initiative. However, critics such as the American Civil Liberties Union are sure to raise the hue and cry of censorship.

Second highest rated alternatives - #5.

Sacramento Police Department develops and institutes workplace violence strategies that can be universally applied.

The Pros were:

- community and business support.
- develops new funding source by charging fees for instructions to organizations.
- insurance premiums could be reduced for adopting and instituting police department plans.
- attractive to businesses who are considering relocating to Sacramento.
- complete control over program.

The Cons were:

- potential liability issues.
- more demand for training than the department could handle.
- another in a long list of training programs.

STAKEHOLDER PERCEPTIONS

It is difficult to identify any opposition to this initiative. Stakeholders such as employee groups and business leaders would welcome opportunities to either work in or provide a violence free work environment. In fact, it is quite possible that partnerships developed between the stakeholder would negate any opposition that might arise.

Alternative With Greatest Diversity - #4 *

Television broadcast media voluntarily establishes standards and guidelines for regulating the broadcasting of violence. The Pros were:

- very low cost.
- promotes positive news reporting and entertainment broadcasting.
- establishes ethical guidelines for media.
- reduces copy-cat crimes.
- promotes family values.

The Cons were:

- lack of consistency if each media station regulates and controls their own organization.
- potentially costly to media in terms of loss of viewership and advertisers.
- first amendment - freedom of speech, censorship issues.
- no enforcement guidelines.

STAKEHOLDER PERCEPTIONS

Again, as with the highest rated alternative, most stakeholders would support such an effort. However, as a strictly volunteer program, there are no guarantees that restrictive guidelines would either be enacted or adhered to. It could be reasoned that without 100% participation by the local broadcast stations, certain stations could gain an unfair competitive edge by broadcasting violent shows while others refrained.

Following this analysis, the group again utilized the previously identified analysis criteria to again rank the three selected strategic alternatives. As a result, the panel felt that the second highest rated strategic alternative would provide the best opportunity for the Sacramento Police Department to impact the issue question.

* The alternative with the greatest diversity, is by definition the strategy that has the greatest disparity in the scores it received by the modified delphi panel.

ALTERNATIVE #5

Sacramento Police Department develops and institutes workplace violence strategies that can be universally applied.

- Desirability - With Sacramento's rapidly increasing crime rate, along with the proliferation of drugs and gangs, citizens have the desire and need to feel safe and secure while at their places of employment. Several recent local deadly workplace violence

incidents have brought this issue to the forefront. There exists in the community a general desire to take proactive steps to solve this problem.

- Employee Group Support - As a result of recent deadly workplace violence incidents in Sacramento, employee groups have mobilized, organized and led the charge towards developing safe environments for their members to work in.
- Community Support - The community which includes its work force is concerned about crime and the impact it has on quality of life issues. Thus, there exists opportunity to obtain community support and buy in for city-wide strategies which would achieve long term success.
- Cost - This strategy actually involves very little in terms of hard costs. There are a multitude of organizations among the stakeholders who already have in place support staff and facilities which can provide the administration and support necessary to move this strategy forward.
- Political Support - The fact that Sacramento has experienced several deadly incidents of workplace violence, has brought together politicians from the state, federal and local levels, along with union leaders that form a powerful and influential coalition seeking to address and capitalize on this issue.

- Implementation Feasibility - This strategy is clearly something that could be implemented with little or no major opposition or obstacles. There are stakeholders that will have to be monitored and addressed, such as employee groups or the ACLU who may feel that the rights of their constituents are being infringed upon if policies and procedures related to this strategy are too stringent.

IMPLEMENTATION PLAN

In order to implement a plan to advance the workplace violence intervention strategies that have been selected, several key areas need to be addressed. To begin, key stakeholders such as employee organizations and law enforcement must be committed to bringing this plan to fruition. For the Sacramento Police Department, this represents a paradigm shift from an aggressive enforcement style organization to an organization that is willing to contemplate, consider and act on non-traditional methods in dealing with societal problems that law enforcement ends up handling. On the external front, local, state, and national politicians must express unyielding support for these strategies. With these strategies, and others, i.e., stricter weapons laws, reduction of broadcast violence, reduction in births of alcohol/cocaine syndrome babies, a meaningful and significant reduction in workplace violence can be achieved.

In utilizing many of the ideas and strategies that were proposed by the panel, the following steps would take place in rank order:

1. At the direction of the City Manager, the Chief of Police, along with the Sacramento Police Department, would be named as the head of a city-wide multi departmental task force whose purpose is the development of a city-wide workplace violence strategy.
2. The Chief of Police selects a project manager from within the police department and convenes a work group for the purpose of collecting and analyzing data relative to this issue.
3. The work group would hold a series of meetings with members of various city departments and employee groups. The focus of these meetings would be education in terms of number of lives lost, injuries sustained and the overall cost to society and Sacramento in particular.
4. Utilizing this same information, the work group would meet with key stakeholders to explain in detail, key concepts of the workplace violence issue.
The goal of such meetings would be to promote buy in on the part of the stakeholders and address any concerns they may have.
5. The work group would develop specific policies and procedures to be implemented. Areas would include: specific workplace behavioral guidelines; zero tolerance policies; reporting procedures including early intervention reporting

of at-risk employees; a training program that encompasses employees, supervisors, managers and executives; the development of a management intervention team that would conduct case analysis and make recommendations; and post incident debriefing procedures.

6. The work group would identify project costs and prepare a budget that would include items such as training costs and technology that would be supportive of the strategies, etc.
7. The work group with the approval of the chief of police would present the agreed upon policies and procedures to the city manager and city council for adoption. Once adopted, they would be published and implemented.
8. As part of the implementation process, indepth training would occur to ensure that all employees understood the policies and procedures along with what is expected of each of them.
9. The work group would implement procedures to monitor and evaluate the effectiveness of the adopted policies and procedures. These procedures would include the ability to recommend modifications as deemed necessary. Lastly, these procedures would call for annual hearings to assess the effectiveness of the strategic initiatives as they apply to the workplace violence issue.

SECTION SUMMARY

Strategic planning provides a method for achieving the desired workplace violence scenario as identified in Part 1, the Future's Study. In proceeding through such a process, it demonstrates a methodology which can achieve stated goals.

For the Sacramento Police to take the leadership role in the workplace violence issue, it is necessary to peer into the future and forecast both internal and external factors which could impede or advance its leadership role. The process learned and utilized in this section will prove beneficial in the years to come, as the author deals with other emerging issues facing California's Law Enforcement community. From stakeholder identification and assumptions to the WOTS-UP analysis of the internal and external strengths, opportunities, threats, and weakness, these exercises provided the opportunity to bring together law enforcement professionals who could provide insight into the workplace violence issue. As a result, an implementation plan was developed which depicts a natural progression of events which would lead to the development and implementation of selected workplace violence strategic initiatives. To attain these strategies along with implementing them the following section proposes a transition management plan.

PART III

TRANSITION MANAGEMENT

INTRODUCTION

In recapping this study to this point, Part I, the Futures Study was used to develop three alternative futures: desired (normative), status quo (nominal), and worst case (hypothetical). The author selected the desired future as the role for the Sacramento Police Department's efforts towards workplace violence intervention by the year 2004. In Part II, Strategic Management an internal and external analysis was utilized to develop a strategic plan which would most likely achieve the desired future. This section, Transition Management, will conclude the final part of the technical report.

It is necessary to develop a specific transition management plan in order to successfully manage the transition from today's present state to the desired future state. This plan will consist of an identification of the key players, commitment analysis and planning chart, change management structure, intervention techniques and a change schedule. In utilizing these sections together, support for the implementation of the plan can be achieved.

KEY PLAYER IDENTIFICATION AND COMMITMENT ANALYSIS

There are a multitude of stakeholders who can affect the role the police play in workplace violence intervention strategies. The following ten stakeholders were identified as those most likely to advance or restrict the pursuit of the proposed mission and implementation plan.

- The National Rifle Association
- American Society for Industrial Security
- Sacramento Chamber of Commerce
- Chief of Police
- City Manager
- Stationary Engineers Local 39, AFL-CIO
- Social Service Providers
- Sacramento Police Officers Association
- Sacramento District Attorney
- American Civil Liberties Union (Snaildarter)

In the perfect society all citizens would strive for a peaceful coexistence. However, as there is no such thing as the perfect society, not all persons including some of the stakeholders desire to pursue a workplace violence intervention strategy that impacts the type of work environment they must provide or work in. There are many established norms which could impede both commitment and acceptance of the proposed implementation plan.

Progress towards an effective city-wide workplace violence policy that reduces or removes violence from the workplace will be difficult, if not impossible, to achieve without stakeholder approval, or at least their tacit support.

This issue is particularly difficult for a police agency to move forward, due to the fact that almost all of the stakeholders are outside the normal spheres of influence within which the police have traditionally interacted with. The issue of workplace violence cannot and does not rest solely with the police department, rather it is the collective responsibility of the entire community.

To advance the proposed mission, it is not sufficient to simply identify stakeholders. It is necessary to identify those key individuals or positions who can deliver the necessary stakeholders' support to move the mission forward. These key individuals, also known as critical mass individuals, represents that collection of persons whose support if secured would lead to successful implementation of the proposed mission. Conversely, should one or more of these individuals oppose the proposed mission, in all likelihood it would lead to it's failure. To identify these key players it is first necessary to determine which stakeholders have the power to make or break the success of this strategic plan.

After a careful assessment of the proposed strategic plan, the following have been identified as the make or break stakeholders:

- City Manager
- Chief of Police

- Sacramento Police Officers Association
- Stationary Engineers Local 39, AFL-CIO
- City of Sacramento Employees Relation Unit
- American Civil Liberties Union

The following key players have been identified as the critical mass individuals:

- Mayor Joe Serna
- Chief of Police Arturo Venegas, Jr.
- Jim Jorgenson, SPOA President
- Art Viat, Stationary Engineers Local 39 President
- Dee Contreras, Employee Relations
- Chief Counsel, American Civil Liberties Union
- Police Captain, Project Manager

COMMITMENT ANALYSIS AND PLANNING CHART

A commitment planning chart follows which displays the author's analysis of each person who comprises the critical mass. This chart depicts each individual's present commitment level to the proposed mission and also indicates the minimal commitment required from each individual to achieve a successful implementation of the proposed mission. The 'X' denotes the critical mass individual's current position while the 'O' denotes where their commitment is needed.

| CRITICAL MASS | BLOCK CHANGE | LET CHANGE HAPPEN | HELP CHANGE HAPPEN | MAKE CHANGE HAPPEN |
|-----------------------|-----------------|----------------------|-----------------------|-----------------------|
| MAYOR | | X—————> | 0 | |
| CHIEF OF POLICE | | | X—————> | 0 |
| SPOA PRESIDENT | X—————> | 0 | | |
| LOCAL 39 PRESIDENT | X—————> | 0 | | |
| EMPLOYEE RELATIONS | | X—————> | 0 | |
| ACLU | X—————> | 0 | | |
| PROJECT MANAGER | | | X—————> | 0 |

The following is an analysis of present and projected commitment levels for each member of the critical mass as determined by the author. The analysis includes an approach which could be utilized to shift each individual critical mass member's commitment level to the minimum level necessary.

CRITICAL MASS: INDIVIDUALS

Joe Serna, Mayor, City of Sacramento.

CURRENT LEVEL OF SUPPORT: Mayor Serna is presently willing to let change happen.

MINIMAL LEVEL OF SUPPORT: Mayor Serna's support and community leadership is a key component to the success of this strategy and it is essential that he comes on board and helps change happen. Due to the Mayor's influence and control over City Government, his support would secure the support of the City Manager, Sacramento Chamber of Commerce, along with other City, County and Civic Leaders.

APPROACH: Data must be collected and presented to the mayor that demonstrates the magnitude that workplace violence is having on the Sacramento community in terms of lives lost, injuries and the cost to the local economy. The positive benefits that would be obtained through this intervention strategy, such as stronger family values and a reduction in violent crime, should be stressed. These would in turn make Sacramento a more attractive location for families and business to relocate, thus improving the area economy and the mayor's reputation as a civil leader.

Arturo Venegas, Jr., Chief of Police, City of Sacramento.

CURRENT LEVEL OF COMMITMENT: Chief Venegas is in the help change happen category. He has adopted a ten year strategic plan which includes a commitment to reducing crime and increasing the quality of life in Sacramento.

MINIMAL LEVEL OF COMMITMENT: As the focal point for Sacramento Law Enforcement, the Chief must accept the keynote role as leader in the effort to **make change happen**. As equally important as the Chief's posture, will be the Chief's selection of the project manager who will be a prime mover and shaker in successfully implementing the proposed mission.

APPROACH: The Chief is currently faced with a work force that is woefully understaffed and overworked. Chief Venegas has shown the desire to deal with the root causes of crime, not just crime itself. To do so requires the shifting of budgetary funds into non-traditional police programs, such as Community Oriented Policing. This proposed mission has the potential to transcend many of these programs. Areas such as gangs, parental responsibility, family values and spiritual guidance can all relate one way or another to reducing workplace violence. By relying heavily on the overall positive aspects of the proposed mission, the Chief will be able to accomplish some goals that he cannot accomplish at this point due to lack of budgetary resources. With the Chief's support, he could deliver the support of American Society for Industrial Security and the Sacramento District Attorney.

Sergeant Jim Jorgenson, President, Sacramento Police Officers Association

CURRENT LEVEL OF COMMITMENT: As president of the SPOA, Sergeant Jorgenson has been openly suspicious and critical of new programs proposed by Chief Venegas. This acrimony has reached the point where both men openly challenge and antagonize each other in the press. In addition, Sergeant Jorgenson has expressed his concern over the increase in disciplinary actions being taken by the Chief. Sergeant Jorgenson may reason that implementation of new policies and procedures regulating employee behavior will result in additional disciplinary cases

and as such, is in the **block change** category.

MINIMAL LEVEL OF SUPPORT: Sergeant Jorgenson needs to let **change happen**. This would help relieve the SPOA members' anxieties and fears concerning a new program and help secure their support.

APPROACH: In order to secure the necessary level of commitment, Sergeant Jorgenson must be convinced that in the long term the proposed strategy would benefit the majority of his members. Secondly, by coming on board, Sergeant Jorgenson could assure that the members would have input into the strategy and that their rights would be protected.

Art Viat, President, Local 39, Stationary Engineers, AFL-CIO

CURRENT LEVEL OF SUPPORT: As with the president of the SPOA, Mr. Viat is suspicious of additional policies and procedures that further restrict the rights of members and pose additional disciplinary actions and therefore is in the **block change** category.

MINIMUM LEVEL OF SUPPORT: Mr. Viat needs to let **change happen**. As president, Mr. Viat could deliver the support of the members who will be directly affected by implementation of the proposed strategy.

APPROACH: Statistics indicate that those employee classifications represented by Local 39 face a greater risk of being victims of workplace violence. To gain support and accentuate the positives of the proposed strategy, persuasive evidence that shows that the Sacramento area is a community in crisis due to the violence taking place could be presented. In addition, this

evidence could be personalized by identifying Local 39 members who have suffered as the result of workplace violence. Lastly, by coming on board, the president could assure that members' concerns would be addressed.

Dee Contreras, Employee Relations Representative

CURRENT LEVEL OF SUPPORT: As the arbitrator of grievances and disciplinary matters, Ms. Contreras' present level of support is to **let change happen**. Ms. Contreras has demonstrated the willingness to address both management and employee concerns.

MINIMAL LEVEL OF SUPPORT: Ms. Contreras needs to **help change happen**.

APPROACH: Changes in working conditions as the result of implementing new policies and procedures will have to be negotiated in meet and confer meetings in accordance with the Myers Milias Brown Act. Ms. Contreras' job as employee relations analyst is to handle such negotiations. Additionally, Ms. Contreras' job is to examine and approve all proposed discipline for Local 39 and SPOA members. By stressing the positive benefits of the strategy in relationship to decreases in employee disciplinary cases, Ms. Contreras can be brought on board to help change happen. In addition, Ms. Contreras is also an attorney and by endorsing the proposed policies and procedures, it could be reasoned that her support would deliver the City Attorney.

American Civil Liberties Union, Chief Counsel.

CURRENT LEVEL OF SUPPORT: Because of concern for the privacy, due process and employment rights of employees, this individual's present level of commitment would probably

be to **block change**.

MINIMAL LEVEL OF SUPPORT: The Chief Counsel needs to minimally **let change** happen.

Approach: In its perceived role as protector of the oppressed and upholder of the Bill of Rights, the American Civil Liberties Union's opposition will focus on freedom of speech and censorship issues. To move them from **blocking change** to **let change happen**, it will be extremely important to allow them input and buy-in to the proposed mission. This input must be acted upon rather than just aired and discarded. In doing so, an end product that all parties can live with and which keeps the American Civil Liberties Union's ideals intact will be achieved.

Police Captain, Program Manager

CURRENT LEVEL OF SUPPORT: As one of Chief Venegas managers, a police captain is committed to helping the chief achieve the Department's ten year strategic plan. Therefore this captain is in the **help change** happen category.

MINIMUM LEVEL OF SUPPORT: As project manager, this captain must **make change** happen.

Approach: To secure the level of support necessary, the chief will need to select someone who

he has a great deal of confidence in. The person selected should be someone who has the ability to form partnerships and build coalitions. It would be critical that this person is seen by others as someone who is accessible and flexible.

CHANGE MANAGEMENT STRUCTURE

A separate and unique structure is needed to manage and facilitate the transition from the present to the desired future of workplace violence intervention, or in this case, the implementation of policies and procedures which regulate and eliminate inappropriate behavior in the workplace. To achieve this goal, requires the development of a partnership that heretofore has not been achieved in the Sacramento Metropolitan area. The Sacramento Police Department by itself does not have the capability to move the proposed mission forward without calling upon key individuals in both the private and public sector.

In developing the appropriate transition structure, three ingredients must be considered:

- Will the work group leadership have the necessary authority to move the change forward?
- Can the work group gain the respect of the community and the necessary "change advocates"?
- Will the work group be able to influence and persuade the critical mass and the community that the proposed mission must be implemented?

Upon evaluating the various change management's structure options, it appears that a management structure with the greatest potential for success would be a combination of:

- Project Manager
- Representatives of constituencies

With such a great deal of diversity among the stakeholders and critical mass, it is imperative that a **project manager** be selected who is familiar with the causational factors and the depth of workplace violence issues. This person would need to be someone who has the prerequisite skills to develop a matrix system, which involves the setting of priorities, the ability to negotiate and persuade, and the ability to expedite the proposed mission.

The **representatives of constituencies** style would be used in conjunction with the project manager. This style brings together key players from the major stakeholder organizations which are empowered to speak and make decisions on behalf of their respective organizations.

In combining these two styles, it is imperative that both the project manager, along with the key players or work group, work cohesively in pursuing the proposed mission. Each individual must have the feeling that they are an intricate part of the mission's ultimate success. In turn, each individual must buy into the premise that the ultimate strategy being pursued is beneficial to everyone involved and must come before personal agendas. This can be accomplished by building a cohesive team that is working collectively towards a common goal.

By utilizing this two part change management structure, it is believed that it will develop the

following positive results:

- The necessary influence and authority required to move towards a strategy which is heavily dependent upon the private sector for success.
- The acknowledgement and approval of the critical mass and major stakeholders upon which this strategy is dependent. This would occur as a result of team building which would develop understanding and sensitivity to both the project manager and work teams' needs.
- A sense of interpersonal cohesiveness. This will be the result of the stakeholders and critical mass learning to work together in a cooperative and effective manner towards the common goal, which could not be achieved without their support and commitment.

IMPLEMENTATION TECHNOLOGIES AND TECHNIQUES

Change by its very nature breeds both anxiety and resistance. To successfully implement change, this area of human nature must be addressed and managed. Therefore the transition management plan must identify techniques which can be utilized to assist in securing commitment from the various stakeholders and the critical mass. Among the areas that need to be considered are technologies and techniques.

TECHNOLOGIES

Both basic and advanced technologies are needed to support and manage the proposed mission

and its transition management. These would include:

- computer software that will provide the capability of tracking in detail workplace violence incidents in the Sacramento Metropolitan area. The purpose of such a system would be to provide sufficient information to evaluate mission progress, identify problems and concerns along with proposed corrections.
- 24-hour telephone systems that allow employees to anonymously report at-risk employees or other inappropriate behavior. This system must also have the ability to page members of the management intervention team in emergency situations where immediate action must be taken with regards to an at-risk employee.

TECHNIQUES

Various intervention techniques, as described by Beckhard and Harris, can be utilized in securing the commitment of the stakeholders and critical mass.¹⁴

Problem Definition and Goal Setting

Members of the critical mass along with the selected project manager must meet and develop a problem definition that will be referred to and utilized throughout the projects duration. In determining a common goal, Beckhard and Harris' readiness assessment indicates that for change to occur there must be a level of dissatisfaction with the status quo, existence of clear goals and a perception that there are viable first steps available for achieving goals. By capitalizing on this area, the critical mass can develop inducements that can build commitment for the proposed

changes.

Once the members agree upon a common definition, they can turn their attention to developing and instituting protocols and parameters by which they will operate. By establishing rules which nurtures and encourages an environment where the free exchange of ideas and brainstorming is not only expected but desired, thoughts and ideas that may be outside the norm will be shared. In utilizing a process such as this, the end product will result in the establishment of realistic goals which will have buy in from all members as a result of the groups synergy.

Conflict Management

No matter how hard we try to foresee obstacles and mitigate them, conflict is bound to occur during the transitional phase. The interests and goals of various stakeholders and critical mass will at times differ and in some instances be diametrically opposed. To manage and overcome conflict, the project manager must act as a mediator who responds quickly to all concerns. The manager must reiterate and reinforce the common agreed upon goal and vision. Failure to do so, may foster a climate in which personalities inject themselves into the project, clouding issues and splintering the group into opposing sides.

Tracking the Course of Change

The course in which the transition takes must be carefully followed and monitored by the project manager. Through adherence to assigned responsibilities, periodic meetings with critical mass individuals along with regularly reviewing progress towards goals, the project manager can

evaluate the current direction or course that is being taken and alter it if necessary. Failure to stay abreast of these issues could seriously impact the transition. Those individuals belonging to the critical mass must constantly keep the project manager apprised of their progress. The frequency of these contacts would be dependent on each member's assignment or need to have input or approval on an issue.

Team Building

To foster a spirit of trust and cooperation, team building exercises should be held at regular intervals. These exercises would overcome any hostilities that may exist amongst work group members and would ensure that potential irritants are addressed and resolved.

Responsibility Charting

A successful transition can only occur if responsibilities of the critical mass are identified and tracked. Responsibility charting helps to eliminate confusion, clarify individual responsibilities, provide a sequence of actions and establish time frames. The following responsibility chart fixes responsibilities and action of critical mass individuals necessary to bring about the desired changes.

RESPONSIBILITY CHART

| TASK | CRITICAL MASS | MAYOR | CHIEF OF POLICE | PRESIDENT SPOA | PRESIDENT LOCAL 39 | EMPLOYEE RELATIONS | ACLU | PROJECT MANAGER |
|---|------------------|-------|--------------------|-------------------|-----------------------|-----------------------|------|--------------------|
| Selection of Project Manager | | S | R | I | I | I | I | |
| Establish Representatives of Constituents | | S | A | S | S | S | S | R |
| Create Work Group | | I | A | S | S | S | S | R |
| Formulate Policy | | I | A | A | A | A | I | R |
| Develop Project Budget | | S | A | S | S | S | I | R |
| Implement Strategic Plan | | A | R | S | S | S | S | S |

R = Responsibility

A = Approval

S = Support
(including Resolves)

I = Inform

TRANSITION MANAGEMENT TIMETABLE

Year 1

- Month 1
 - Chief of Police selects Project Manager.
- Month 1-3
 - Project Manager identifies representatives of constituencies and selects work group members.
 - Team building exercises for Project Manager and Work Group.
 - Work Group and Project Manager develop organizational structure, policies and procedures.
 - Work Group and Project Manager develop problem definition and goals.
- Month 4-6
 - Conflict Management Analysis conducted by Project Manager with support of work group.
- Month 6
 - Work Group members meet with Chief of Police and Project Manager to develop approaches for commitment plan.
 - Commitment plan developed.

- Team building exercises for Project Manager and Work Group.
- Months 7-12
- Technology committee develops cost analysis and specifications for needed support equipment, software and related services.
 - Work Group develops project budget.
 - Work Group and Project Manager develop transition management implementation plan.
 - Ongoing meetings with Critical Mass and stakeholders build understanding and buy-in.
 - Draft report prepared and submitted to Chief of Police for review.
- Year 2
- Month 1
- Second draft report prepared and submitted.
 - Individual meetings with critical mass and stakeholders to explain report findings.
 - Team building exercises for Project Manager and Work Group.

- Month 3
- Project Manager and Work Group schedule meeting with internal stakeholder groups: Local 39 and SPOA members, managers and executives.
- Month 6
- Identified technologies secured.
 - Project Manager coordinates implementation of data base for collection of relevant statistics.
 - Mission strategies implemented.
- Year 3
- Month 1-3
- Work Group and Project Manager conduct an analysis on previous six months data.
 - Work Group and Project Manager publish six-month report.
 - Work Group and Project Manager utilize conflict management, problem definition and tracking course of change to identify areas of concern along with corrected actions.
- Month 8
- Work Group and Project Manager conduct an analysis on second six months of data.

- Work Group and Project Manager publish second 6-month report. (Note - this would occur after every six month period.)

PART IV

CONCLUSION

As stated in the introduction, violence and its associated factors plague America's homes, businesses and streets. The focus of this study has been the creation of intervention strategies which would reduce and alleviate workplace violence. Workplace violence is an escalating trend that has been identified by the National Center for Disease Control as a national epidemic¹⁵. At present, there is no cure-all for what's ails the workplace. Its symptoms are numerous and complex. Things such as: 1) availability of readily accessible weapons; 2) television and movie broadcasts which glamorizes violence; 3) career dysfunction; 4) sexual harassment; and 5) economic reasons such as unemployment or the inability to achieve the American dream, all contribute to the workplace violence issue.

Clearly law enforcement cannot correct all the social ills facing society nor can it solve the workplace violence issue by itself. Therefore this study has attempted to examine those trends

and events which could influence the future of this issue along with developing strategic and transition management plans which would provide for the effective management of this issue in the future.

This study has explored a desirable future which is obtainable. This future paints a picture where workplace violence has become a thing of the past as a result of strategies that were developed and implemented through this study. These strategies center around the creation of a work group which has been empowered by city government, employee groups and other primary stakeholders to impact this issue through the development and implementation of policies and procedures. The transition plan was developed as a result of these strategies and provided a vehicle through which the desired future could be obtained. This method provides answers to the sub-issues that were identified in Part 1, the future's study.

What types of training programs will reduce workplace violence? If strategies in this study are utilized, a city-wide program which educates its work force would be achieved. This education process would teach employees how to recognize workplace violence warning signs and what actions are expected of them. In addition, training on how to defuse potentially violent situations would occur. In taking a holistic approach to employee training, employees would be better prepared to control workplace violence rather than it controlling them.

What technological advancements will ensure a safe workplace environment? The possibilities are endless. There are a multitude of new and refined technologies available, which

if utilized could reduce and in some cases eliminate workplace violence in certain types of business environments.. As mentioned in Part II Strategic Planning, rapid improvements in global positioning systems may enable their inclusion into building security systems, which would allow for the immediate identification and location of all authorized persons on the premises. Such information would allow law enforcement to properly plan for a tactical response in the event of a workplace violence incident. New technology such as new plastic polymers, i.e. ballistic material are becoming more affordable and can provide insurmountable protection for high risk positions such as receptionist or security positions. Also advancements in non-lethal weaponry provides a new alternative to ending potentially violent episodes without having to resort to lethal force.

What impact will proactive intervention policies have on law enforcement? There is no single cause of workplace violence. If law enforcement is going to impact this issue, it will require the formation of partnerships with a variety of other agencies and individuals. Through the development of proactive policies, certain workplace violence symptoms could be addressed. Areas such as 1) employees who have a history of violence or threats of violence; 2) employees who abuse drugs and alcohol; 3) management practices which tolerate employees who use intimidation, harassment or coercion in the workplace, have been identified as having a causal relationship to workplace violence¹⁶. By implementing strategies that deal with these and other behavioral problems, a positive workplace atmosphere can be achieved and nurtured. In providing acceptable boundaries of workplace behavior, individuals who deviate will be much more readily identifiable and easier to deal with.

What will be the role of law enforcement in workplace violence by the year 2004?

The future poses two choices for law enforcement with regard to workplace violence. The first is to continue on the path of the status quo. This path would have law enforcement continue to respond to workplace violence as it has always done, in a reactive mode. However, the second choice provides an opportunity to confront the workplace violence issue head on and manage it rather than allowing it to manage law enforcement. By electing to chose the second choice, law enforcement can and will play a positive role in the effort to eliminate workplace violence.

This study has attempted to provide an overview of the workplace violence issue along with several sub-issues. In and of themselves, these issues have no clear cut solutions that will deal with the overall problem. However, by combining and addressing them in a comprehensive plan, advances towards realistic solutions can be achieved. Through the establishment of acceptable behavior guidelines, recognition and reporting programs along with the acquisition and implementation of a merging technological security devices, law enforcement can take a lead role in providing a safe and violence free workplace for the citizens it is sworn to protect.



DEPARTMENT OF
POLICE

CITY OF SACRAMENTO
CALIFORNIA

HALL OF JUSTICE
813 SIXTH STREET
SACRAMENTO, CA
95814-2495

November 5, 1993

PH 916-264-5121

Ref. I-11-16

Dear

I want to again thank you for participating in the upcoming meeting concerning workplace violence. As a reminder, the meeting will be held on Monday, November 15, 1993, in Suite 670 of the Wells Fargo Building, 400 Capitol Mall at 0830 hours. The Wells Fargo Building has parking and I would request that you bring your ticket to the meeting so we may validate them.

Next, I wanted to take just a moment to provide you a little background on my project and the Nominal Group Technique (NGT) that we will be utilizing at the meeting. To begin, I would like the group to consider the following issue question.

WHAT WILL BE THE STATUS OF LAW ENFORCEMENT
INTERVENTION STRATEGIES TO WORKPLACE VIOLENCE
BY THE YEAR 2004.

In dealing with this issue, we will utilize the NGT method. Simply stated, the Nominal Group Technique is a small group technique for achieving acceptable consensus on the answer to a single, usually two part, question by a process that alternates private work and open discussion. The steps we will utilize during the NGT are:

1. Individual generation of ideas in writing.
2. Round-robin recording of ideas.
3. Serial discussion for clarification.
4. Preliminary vote on items.
5. Discussion of preliminary vote.
6. Final vote.

November 5, 1993

The NGT is a structured technique that will allow us to gather, analyze and evaluate a great deal of information in a relatively short period of time. To assist, we will have several persons joining us to facilitate the process. It is my hope that this will prove to be a valuable experience for all involved parties.

Again, thank you in advance for your assistance and participation. I have attached the following for your review: 1) Definitions of trends and events; 2) Futures wheel; 3) List of panelists; 4) Proposed agenda.

Sincerely,

GREG TWILLING, LIEUTENANT
EXECUTIVE LIEUTENANT, SECTOR 1
OFFICE OF OPERATIONS

GT:lm
Attachment

TREND

"A SERIES OF EVENTS BY WHICH CHANGE IS
MEASURED OVER TIME"

IN OTHER WORDS, A TREND IS A SERIES OF EVENTS
THAT ARE RELATED, OCCUR OVER TIME,
AND CAN BE FORECASTED.

THE TREND SHOULD NOT INCLUDE A
PREDETERMINED MEASUREMENT.

EVENT

"A DISCRETE, ONE-TIME OCCURRENCE"

IN OTHER WORDS, AN EVENT IS A ONE TIME
OCCURRENCE THAT CAN
HAVE AN IMPACT ON THE ISSUE.

NOMINATED EVENTS

1. Disgruntled city employee murders majority of council members during council meeting.
2. Law enforcement response to a violent workplace incident results in the death of innocent civilians.
3. Gunman shoots persons in common areas within tenant space of a multi-tenant building.
4. Gang members shoot high school students at graduation ceremony.
5. Legislation enacted that requires pre-employment screening of candidates for high risk jobs.
6. A violent act which receives wide media attention that could have been forecasted but was not acted upon.
7. Major earthquake destroys twenty-five percent of office complexes in Sacramento.
8. A court decision allows employers limited access to criminal records.
9. Police officer kills police chief in major city.
10. Family member of prominent national figure killed during robbery at his/her place of employment.
11. Violent act in the workplace causes employers to make building fortress like.
12. Major railroad toxic spill results in contamination of Sacramento River.
13. Statistical studies pinpoints risk factors for employees.
14. Attack of major building/World Trade Center resulting in large number of deaths.
15. Toxic chemicals used through ventilation system to attack building and occupants.
16. Welfare Workers Comp building bombed.
17. Rodney King II takes place in relationship to racial unrest and a major employer.

18. Study published which shows high amounts of unreported violence in a workplace.
19. Psychologist shot after black gang member sentenced to prison as a result of psychological assessment.
20. Legislation enacted which requires identified high-risk businesses provide conflict resolution training for their employees.
21. World economy crashes causes large number of workplace suicides.
22. Legislation passed similar to Federal Bank Protection Act minimum workplace standards.
23. OSHA mandates post-accident drug screening.
24. Group of people attack and kill board of directors of major corporations.
25. Employee shot and killed at Mule Creek Correctional Center resulting from findings for fitness for duty which led to termination.
26. Inter-city violence breaks out in Montreal, Canada, when Somalia refugees are denied welfare benefits.
27. Violence breaks out at sporting event due to racial tension.
28. Legislation enacted that requires high-risk businesses to set up reporting procedures for at-risk or troubled employees.
29. Clinician shot after child custody report is shared with court.
30. Disgruntled father shoots wife and other employees as a result of child custody.

TRENDS

1. Increase in worker frustration due to job dissatisfaction.
2. Increase in school drop-out rates which produces lower mentalities which produces a lack of coping skills and ability to communicate.
3. More litigation alleging unsafe working conditions.
4. More emphasis on employers to take a proactive posture for training programs that prevent confrontation, i.e., verbal judo.
5. Increased weapon availability.
6. Increase in business and governmental employee down-sight.
7. Reduction in mental health services for providers and recipients.
8. A numbing memory action to violence as a result of increased apathy for workplace violence.
9. The number of husbands and wives working within a family increases.
10. Increase in birth defects relate to substance abuse, i.e., crack babies and fetal alcohol syndrome.
11. Continued increase in conflict with third world values versus western world values.
12. Increase in violence toward social service providers, i.e., case workers and hearing officers.
13. Increase demand requirement for police response to workplace violence.
14. Increased reporting requirements for employers for the early intervention provided by multi-disciplined teams, i.e., law enforcement, social services.
15. Increased T.V. violence.
16. Broadly's definition of workplace violence to include situations not previously considered workplace violence.

17. Increased law enforcement environment in plan review in common in area of crime prevention through environmental design.
18. Increase in community outrage regarding hate crimes.
19. High tech authorized pre-employment screening.
20. Increase in Federal funding to address violence in workplace violence.
21. Workplace violence becomes more common.
22. Increased sexual abuse/harassment cases in a workplace creating potential for violence.
23. Increased prison population produces many persons lacking the skills to participate in society.
24. Increased numbers of legislation dealing with safety in the workplace.
25. Deceased funds for law enforcement to provide protection and control.
26. Increased of law enforcement in private sectors developing partnerships for prevention of crimes.
27. Court ordered medical and psychological intervention to receive treatment for dysfunctional behavior, i.e., implants.
28. Increasing coalition efforts by previously antagonistic groups to reduce workplace violence, i.e., labor management.
29. Business taking their own steps through security measures to prevent workplace violence.
30. Increase in the reliance on private security to help prevent workplace violence.
31. Law enforcement media partnerships to increase media awareness and participation in reporting.

ENDNOTES

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