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WORKPLACE MURDER IN 2004

HOW WILL SMALL DEPARTMENTS BE IMPACTED?

TECHNICAL REPORT

157068

U.S. Department of Justice
National Institute of Justice

Michael J. Cronin
May,1995

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).

ILLUSTRATIONS

INTRODUCTION

Background

Violence in the American workplace has more than tripled since the 1970's[1]. Murder was the third leading cause of death in the workplace between 1980 and 1989.[2] The National Institute for Occupational Safety and Health (NIOSH) reported that 7,600 workers were murdered in the workplace in the 80's.[3] By 1993, murder had become the second most common cause of work related death. Among women, it had become the most common cause[4]. An article in USA Today labeled workplace murder as the "fastest growing type of murder in the USA."[5]

There were 195 workplace murders in California in 1993; a twenty two percent increase over the preceding year. For the first time, murder became the most common cause of death in the workplace.[6]

In the public's perception, workplace violence gained prominence as an issue during the late 1980's and early 1990's. By then it had become a common feature of nightly news broadcasts, periodicals and daily papers. The majority of the coverage was focused on multiple murders. While these cases typically attract the most attention they are a small part of the overall problem of workplace violence.

Northwestern National Life, a major U.S. Insurance Company, reported in October 1992, that approximately 2.2 million full time workers had been physically assaulted on the job in a single year between July 1992 and July 1993. Another 6.3 million were threatened during the same period and still another 16.1 million said they were victims of harassment.[7]A 1994 survey completed by the Society for Human Resource Management (SHRM) and reprinted

in USA TODAY revealed that thirty two percent of respondents reported a violent incident in their workplace since 1989 with more than eighty percent of the incidents occurring since 1991. Michael R. Losey, president and CEO of SHRM said "Violence in the workplace is now a significant problem and it's getting worse not better."[8]

Most American workers, and the general public, believe the causes of workplace violence originate in social issues, especially substance abuse, layoffs and poverty.[9]

A survey of U.S. workers ranked the causes the causes of workplace violence as:

- Alcohol/drug abuse
- Layoffs/firings
- Poverty in society
- Availability of guns
- Violence on TV or in movies
- Job pressure
- Overly controlling management
- Conflicts with co-workers

Societal attitudes play a pivotal role. A 1993 Center for Disease Control (CDC) study of high school students revealed that nearly one of every five high school students carried a firearm, knife or club during a thirty day period immediately preceding the study.[10] The reason most often cited by students was for self protection. Alternatives to violence, or responses to threatened violence, like apologizing or walking away found little favor. Displaying or actually using a weapon were viewed as the most effective, and desirable, means of protection. Most students (77.9 percent) reported their families would support them responding violently rather than running from a physical confrontation even if it meant using a weapon. Seventy one percent thought the best way to avoid a physical fight was to

either carry, or threaten to use, a weapon.[11]

It is not hard to draw parallels between school and work or to suggest that attitudes and behavior seen in schools today will be seen in the workplace tomorrow. If these are the attitudes the next generation brings to a workplace where over twenty four million Americans have already been victims, what will the result be?

The economic loss from workplace violence is staggering. Seventy nine percent of workplace violence victims were affected psychologically. Forty percent had their work life disrupted. Twenty eight percent were physically injured or sick.[12] Victims experienced twice the rate of stress related conditions; were twenty times as likely to say their productivity was affected and ten times as likely to want to change jobs. Non-victims were also affected. Twenty one percent said they experienced one or more of the following consequences from fear of harassment or violence:[13]

- Mental or physical distress
- Desire to change jobs
- Reduced productivity on the job
- Changes in work hours
- One or more days of work missed, or
- Changing jobs.

Economic loss is not limited solely to a decline in productivity. Worker's compensation claims frequently follow episodes of workplace violence. Although sucessive changes over the last few years have significantly reduced costs this will remain a substantial expense for employers.

California Labor Code section 3600 sets forth a two pronged test for liability:

- The injury must be sustained in the course of employment,

and

- the injury must arise out of the employment.

Employees may exact additional penalties from employers who can be shown to be negligent in providing protection in the workplace. A 1965 case, (Rogers Materials Co. v. Industrial Accident Comm'n, 63 Cal. 2d 717, 721-722) made employers liable for increased compensation to employee victims when the employer deliberately failed to act for the safety of its employees, knowing the failure would probably result in harm. In most cases involving injury to employees, the only available remedy is worker's compensation. This limits awards to dollar amounts far below those frequently awarded by juries in civil cases. In instances where victims are not entitled to worker's compensation, but pursue a civil action, awards can reach into the millions of dollars.

A private consulting firm in Newport Beach, California found that lawsuits were filed in virtually every case where death or serious injury occurred as a result of violence in a workplace. By 1993, awards of up to 4.25 million dollars had been awarded to victims of workplace violence[14].

Media accounts and rumors contribute a less tangible loss factor, often adding millions of dollars to the cost by adversely affecting business reputations. Media attention fuels another disturbing aspect of workplace violence. Public perception. There is the perception that most episodes of workplace murder are caused by random gunmen, disgruntled employees and crazed clients.

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Media attention to workplace violence has convinced many members of the public that violence is escalating. In fact, statistics indicate crime is down three and a half percent overall from 1992. Violent crime is down four percent for the same period.[15] So to is the possibility of becoming a random victim. Polls indicate people feel less safe. This is significant because the public's perception of the issue will be one of the factors that drives policy.

In fact, the majority of workplace murders occur during robbery attempts. The most common victims are taxi drivers and retail clerks in liquor and convenience stores.[16] A census of fatal occupational injuries, compiled by the Bureau of Labor Statistics revealed that there were 822 murders committed in the workplace in 1992. Eighty one percent were attributable to robbery or other crimes. Police officers were the victims in six percent of cases. Another four percent were "personal disputes", eight out of ten being spillover from domestic violence. The remaining nine percent were the result of "business disputes" with just over half (45) the perpetrators being co-workers. The rest (42), were clients or customers.[17]

Material listed in the bibliography suggests that many of the perpetrators whose motives for murder are rooted either in personal or business disputes rarely exhibit fear of consequences, even death, and were either killed by police or took their own lives. They strike in communities of all sizes. In business disputes, victims may be randomly chosen; people who were simply at the wrong place at the wrong time. Sometimes the killer has a discernible motive, such as revenge for some real or imagined injury or insult. Sometimes the target is an individual. Often it is an institution. In seventy five percent of cases the weapon of choice is a firearm.[18] Usually it is a handgun.

Emergency response to these murders vary. They are often dictated by the size of the agency in whose jurisdiction the incident occurs. The options open to small sized departments are significantly different than those available to large agencies. It is always comes down to a question of available resources. In order to deal more effectively with these cases agencies may have to modify existing procedures and develop new ones.

PART 1 FUTURES STUDY, DEFINING THE FUTURE

In defining the future the first step was development of a model by which to mange the process. Relying on work down by earlier members of the Command College the following chart was developed.

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│         ISSUE           │
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┌─────────────────────────┐
│       SUB-ISSUE         │
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│        NGT PANEL        │
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│         TREND           │
│    I.D. AND ANALYSIS    │
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│         EVENT           │
│    I.D. AND ANALYSIS    │
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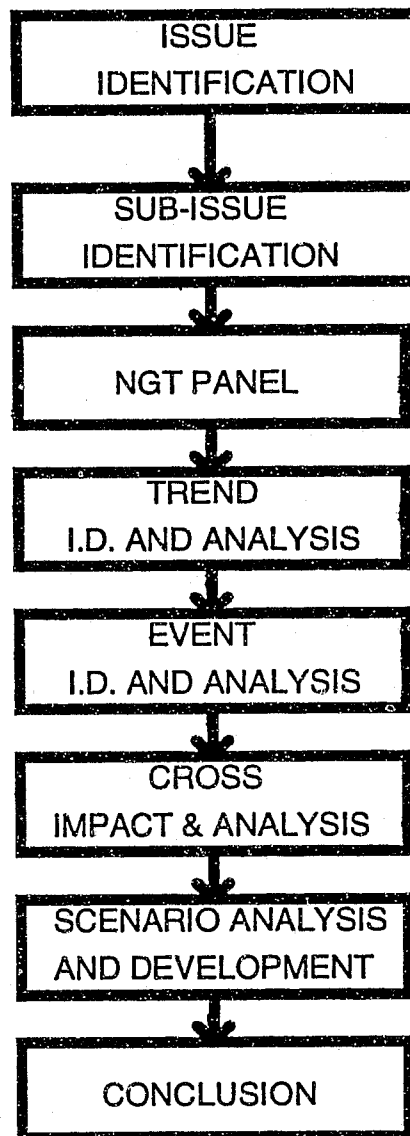
figure 1.

ISSUE AND SUB ISSUES

This paper will focus on two categories of workplace murders. They are those identified as either personal or business disputes. These are the cases that are most often sensationalized in the media and are rarely the outgrowth of another offense. It is about the impact a particular type of workplace murder; those committed for business or personal reasons, will impact small departments over the next ten years. Particular attention will be focused on three sub-issues. How will public perception, crime prevention and tactical response be impacted by this issue.

In defining the issues and sub-issues, a Futures Wheel was developed with input from ideas generated by experts. The futures wheel is a technique that helps identify and define issues and related sub-issues and graphically present their relationship to one another. The process started with the assembly of a small discussion group of professionals in fields related to the issue. The issue was written on the center of a drawing board and brainstorming identified a number of sub-issues, which were also recorded. based on personal experience and group expertise, components of three sub-issues were identified and also recorded. The results of the exercise were reproduced and are presented here as figure 2 on the following page.
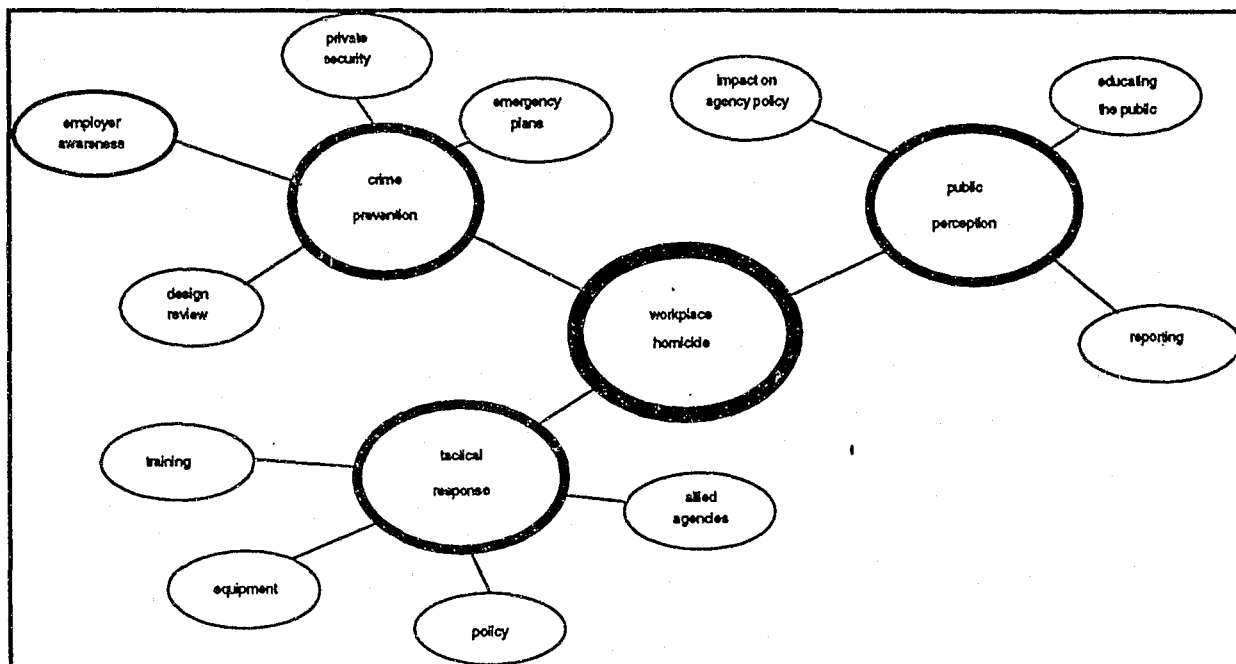
figure 2.

THE NOMINAL GROUP TECHNIQUE

The research design selected for this paper was the Nominal Group Technique (NGT) coupled with interviews and review of available literature.

The Nominal Group is a small group approach that alternates private thought with group discussion in an effort to develop ideas and achieve consensus. Interviews were with people who have particular expertise in the subject area. Both the NGT and the interviews are future oriented. Most of the literature on which the report relies is historical and provides the basis for some assumptions about the future. The historical information establishes the importance of the issue and chronicles efforts at prevention, tactics and public perception to date.

The NGT panel included ten people whose background, training and education established each as having an educational background or professional connection to the subject of workplace murder; the future of the issue and its connection to law enforcement.

THE NOMINAL GROUP PANEL

Suzanne Golt. Ms. Golt is an Assistant City Manager for the City of San Rafael and is the city's risk manager, a position she has held for five years.

Donala Besse. Donald Besse is a Captain with the Marin County Sheriff's Department. He currently heads the Operations Division.

Gerald Doane. Mr. Doane is President of the Doane Agency, a firm specializing in private investigation in San Rafael, California. He is retired from police service with the San Francisco and San Rafael Police Departments.

Richard Schmidt. Richard Schmidt is a Captain with the San Anselmo, California Police Department.

Stephen Ward. Mr. Ward is a Vice President and manager of Bank Services at West America Bancorporation.

Richard Douglas. Mr. Douglas is retired. He served twenty six years in municipal law enforcement in California before retiring as a Captain and accepting a position as the Security Manager for Fireman's Fund Insurance Company in Novato, California, a position he held for seven years.

Gregory Jones. Mr. Jones is a Supervising Deputy District Attorney in the Marin County, California, District Attorney Office.

Stephen Fraire. Mr. Fraire is the Assistant Principal at San Rafael High School in San Rafael, California, a position he has held since 1986.

Michael Dooher. Mr. Dooher recently retired from the Federal Bureau of Investigation (F.B.I.) following a twenty eight year career as a Special Agent and Supervising Special Agent. He is engaged in private consulting on security related issues. Mr. Dooher is a graduate of Syracuse University in Syracuse, New York. During his F.B.I. career Mr. Dooher worked in a variety of assignments including Bank Robbery and Counter-Intelligence.

Michelle Boyer: Ms. Boyer is the Coordinator of the Marin County District Attorney's Victim/Witness Program a position she has held for six years.

The panel was moderated by Thomas D. Boyd, a Commander with the San Rafael, California Police Department. Commander Boyd is a Command College Graduate of class 17. He distinguished himself by winning the Outstanding Student Award. Lt. Boyd was selected based on his law enforcement experience as well as his familiarity with the NGT process.

THE NOMINAL GROUP EXERCISE

The panel was provided with background material that included an executive summary of a study completed by Northwestern Mutual Life Insurance Company, several newspaper articles and a paper written by Mr. Jurg W. Mattman of the Workplace Violence Institute in Newport Beach, California. Panel members were encouraged to review any relevant material at their disposal. An explanation of the NGT was also provided.

The panel was brought together in April, 1994 to identify a number of future trends and events that relate to the issue or sub-issues. The process started with an overview of the technique. The panel moderator was Thomas D. Boyd, a Command College Graduate and a lieutenant in the San Rafael Police Department. Definitions for trends and events were prominently posted for easy reference by panelists. Trends were defined as:

"A series of events by which change is measured over time".

TREND NOMINATION

The first task facing the panel was the identification of trends. Each panelist was asked to privately write down a number of trends. The moderator then had each panelist identify a trend for recordation. As trends were suggested, the group worked together to refine each to a concise trend statement. Forty eight trends were identified in this manner.

In selecting trends, the NGT panel was instructed to focus on issues that would influence not simply violence in the workplace, but extreme violence resulting in murder. The panel was instructed to privately review all forty eight trends and select twenty for further consideration. Votes were recorded and the list was reduced to twenty trends.

The remaining twenty trends were then considered. Some additional discussion was permitted to clarify or refine trend statement. Panelists considered each of the twenty trends and assigned a value of 1 to 10 to each based on their perception of the importance of the trend to the issue. The data was collected and the ten trends with the highest scores were selected and recorded for the panel.

Finally, the panel was asked to record the trends on a "Trend Evaluation Form" (*figure 3*) on page 19 and make a subjective evaluation of the level of the trend at three time intervals: five years ago, five years from today, ten years from today. As a reference point, each trend was given a level of 100 for "today". Nominated trends were:

1.   Substance Abuse

2.   Work Stress

3.   Unemployment

4.   Availability of high tech weaponry/munitions

5.   Corporate Restructuring

6.   Employer/Employee Relations

7.   Multicultural Workforce

8.   Illegal Immigration

9.   Technology

10.   Government Mandates

TREND EVALUATION

The trends were graphed separately with each panelist's evaluation shown as a "series" of four points at five year intervals starting in 1989 and continuing to 2004. The graphs (illustrations 1 through 20) are on pages 15 through 34 where they are discussed in some

detail. The form used to record each panelist's evaluation is Appendix B.

The trends tended to fall into two general categories. The first and smallest were trends like Substance Abuse or High Tech Weaponry. These trends are common to most discussions about violence including workplace murders. The connection was easy to draw and there is little dispute about the relevance of the trend. Others, like Government Mandates, were less directly connected. The final selection of trends for inclusion in the paper was based on how important the trend is to the issue and related sub-issues.

Final voting on trends was fairly straightforward. Generally, the panel selected trends whose impact is fairly broad, like Unemployment and Corporate Restructuring. Panelists said this was a direct response to instruction to select trends that will have the greatest impact in the future whether negative or positive.

Following tabulation and graphing of the results, there was open discussion about each trend. Effort was made to identify the themes among different factions of the panel on a trend by trend basis. Notes were condensed and the information is recorded on the following pages of this section along with the trend graphs.

The opinions of different, and often shifting, factions within the panel displayed wide disparity of opinion on some trends. Where it was possible to clarify the basis for the difference, it has been recorded in the paper, usually under the subjective trend graphs.

As a general statement about the panel, It is fair to say that although every member is a professional with some connection to the issue, the media coverage of workplace murders appears to have had a great deal of influence over their opinions. References were constantly made to coverage of high profile events, usually multiple murders.

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TREND 1 - SUBSTANCE ABUSE
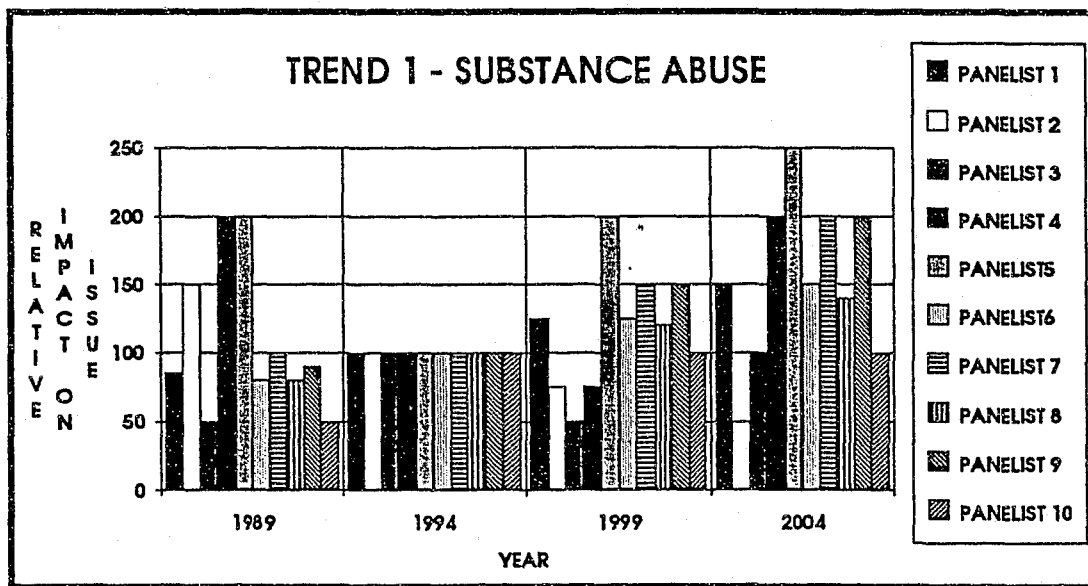
(illustration 1.)

In determining how much importance to attach to the subject of Substance Abuse, the panel was asked to consider it's impact on the issue of workplace murder. In making such a decision on the other nine trends there was a great deal of consistency by the panel for the year 1989, that is the past. Substance Abuse was unique. The panel voted in an exceptionally disparate manner about the past impact of Substance Abuse but with more consistency about the future impact. This is exactly the opposite of voting patterns on all other trends. Discussion may have revealed a clue. When some of the panelists were considering workplace murder, they were thinking about widely publicized incidents of mass murder, none of which were linked to Substance Abuse. Other panelists, particularly those with recent law enforcement experience, reflected on the number of Substance Abusers who commit violent crime, particularly robbery to maintain their addiction. Their victims are frequently retail clerks, tellers and other service providers who operate sales points.

TREND #1 - SUBSTANCE ABUSE
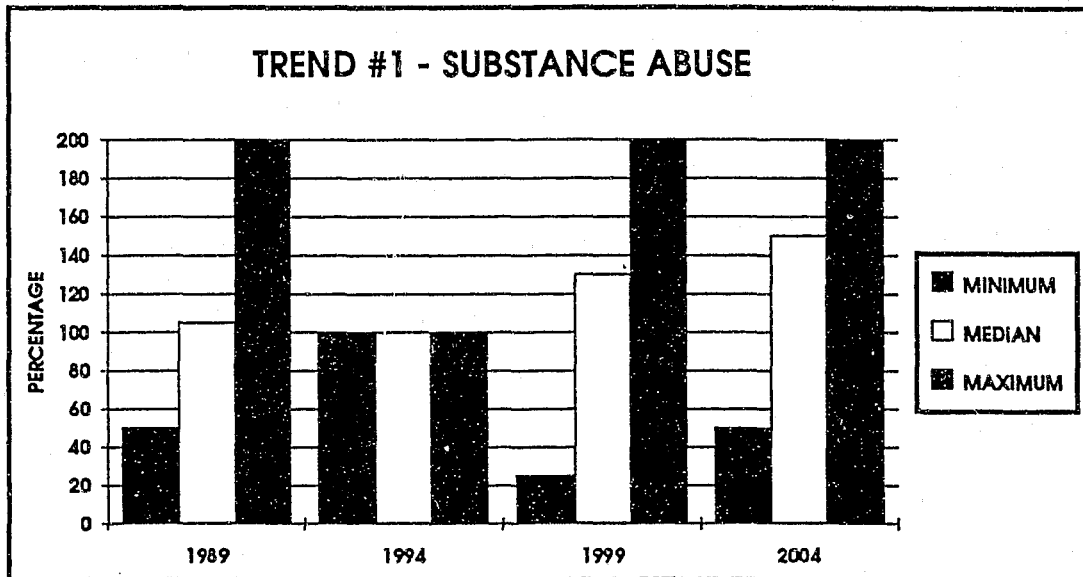
(illustration 2.)

Illustration 2 is a subjective graph which shows the maximum, median and minimum ranges of the trend from 1989 to 2004. The data point for 1994 was set by the author

While there is some disparity over timing, panelists generally agreed that substance abuse is here to stay and will continue to increase over the next ten years. The drop suggested over the next five years by the minimum trend is a reflection of the perceived effectiveness of drug education programs among school children and the high rates of incarceration currently being experienced. By 1999, the prison system and courts will become so burdened by drug offenders that incarceration will not be a viable alternative and will probably be proven as ineffective as well as economically insupportable leading to fewer casesof incarceration. Several panelists felt this would eventually be reflected in a higher incidence of abuse.

TREND #2 - WORK STRESS

RELATIVE ISSUE IMPACTION

	PANELIST 1
	PANELIST 2
	PANELIST 3
	PANELIST 4
	PANELIST 5
	PANELIST 6
	PANELIST 7
	PANELIST 8
	PANELIST 9
	PANELIST 10

1989 1994 1999 2004
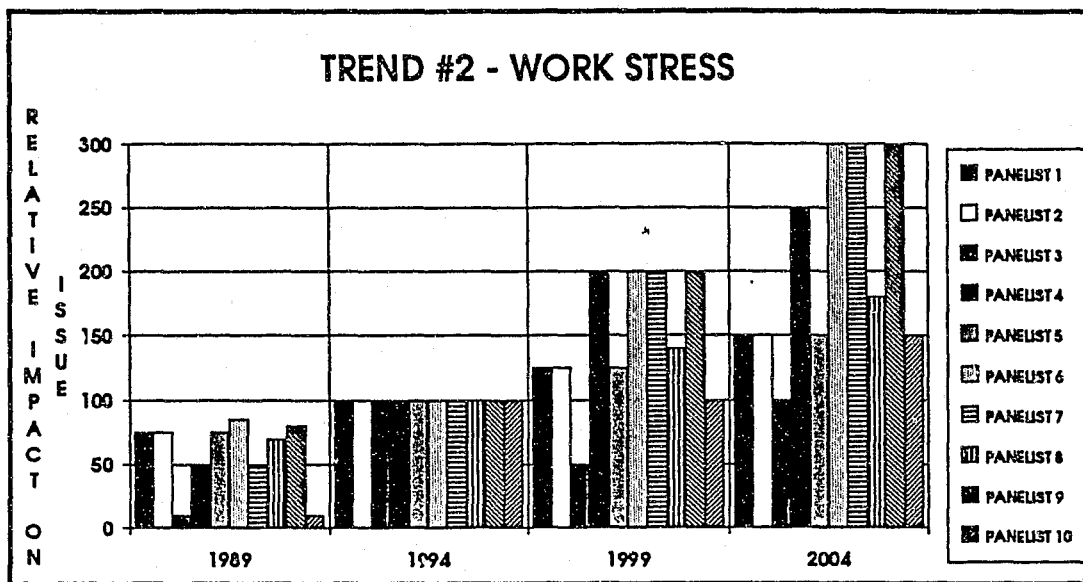
(illustration 3.)

Work stress was recognized as significant factor in workplace murder. Widely publicized reports of mass murders influenced discussion and decisions within the panel. Stress has often been mentioned in published reports of murders and frequently in connection with those murders within the US Postal Service .

A variety of issues, some identified as trends covered later in this report, were discussed as contributors to work stress. A sense of growing isolation and hopelessness among many workers was suggested. Violence was discussed as the last option for many people seeking to gain control over some, or any facet of their lives. The profiles of some perpetrators in workplace murders suggest they are isolated. Typically they are white males in anonymous jobs with no close family members. Isolation means they have one less means of reducing stress. They are often estranged from co-workers and are frequently problems for supervisors who must take steps to deal with them, adding to their stress.

17
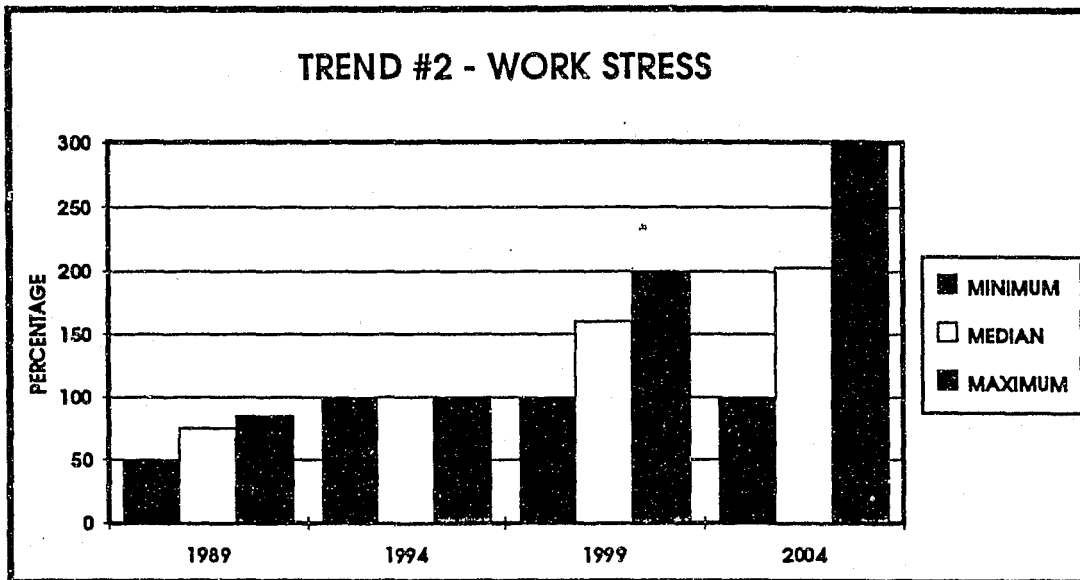
TREND #2 - WORK STRESS

(illustration 4.)

The panel saw work stress as a trend that has been rising. The majority of panel members saw it as a trend that will continue to rise as an issue impacting workplace violence. No one saw it declining from where is stands today.

A number of reasons were put forth to explain this. Competition for jobs, particularly at the bottom rung is intense. Immigration has resulted in an influx of tens of thousands of workers willing to work for lower wages and fewer benefits. Trade agreements like NAFTA are viewed as sending jobs out of the country. The economy continues to force companies to "downsize". There is a great deal of uncertainty in the workplace.

WORKPLACE MURDER IN 2004: How will small departments be impacted?

Abstract

The issue is workplace murders committed during business disputes and the impact those offenses will have on small law enforcement agencies by 2004. Emphasis is on crime prevention, public perception and tactical response. A model strategic plan for the target agency (a small police department) is presented which includes generic concepts and some specific recommendations including consolidation of Special Weapons and Tactics (SWAT) teams, transition to community policing and more public education. A supporting management/supervisory structure and a transition management plan is suggested. A futures forecasting method with supporting graphs detailing specific trends, events and data tables are also presented. Significant future trends and events include government intervention to prevent workplace violence; employer access to more police records and continued incidents of attacks by disgruntled employees. Appendixes, bibliography and references are included.

WORKPLACE MURDER IN 2004

HOW WILL SMALL DEPARTMENTS BE IMPACTED?

JOURNAL ARTICLE

Michael J. Cronin
May, 1995

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TITLE: WORKPLACE MURDER AND SMALL POLICE DEPARTMENTS

AUTHOR: MICHAEL J. CRONIN

INTRODUCTION

In 1993, murder became the leading cause of occupational death in the State of California. One Hundred ninety five workplace murders were recorded that year; a twenty two percent increase over the preceding year. This was the first time murder ranked as the most common cause of death in the workplace.[1]

Violence in the American workplace has more than tripled since the 1970's.[2] Nationwide, murder was the third leading cause of death in the workplace between 1980 and 1989.[3] By 1993, murder had become the second most common cause of work related death. Among women, it had become the most common cause[4]. The National Institute for Occupational Safety and Health (NIOSH) reported that 7,600 workers were murdered in the workplace in the 80's.[5] An article in USA Today labeled workplace murder as the "fastest growing type of murder in the USA."[6] Today, one in six violent crimes occurs in the workplace.[7] The cost associated with workplace violence was estimated at $4.2 billion in 1992[8].

In the public's perception, workplace violence gained prominence during the late 1980's and early 1990's. It was a common feature of nightly news broadcasts, periodicals and daily papers. Many of the most sensational cases occurred in a government agency, the U.S. Postal Service. The media sensationalized these cases, creating the impression that they were a common occurrence. A new phrase entered the jargon. "Going Postal". Many people think mass murders in workplaces are common occurrences. For law enforcement, the fear generated by this perception translates into calls for service.

While multiple murders committed by crazed killers typically attract the most attention they are a small part of the overall problem of workplace violence. In fact, the majority of workplace murders occur during robbery attempts. The most common victims are taxi drivers and retail clerks in liquor and convenience stores.[9] A census of fatal occupational injuries, compiled by the Bureau of Labor Statistics revealed that there were 822 murders committed in the workplace in 1992. Eighty one percent were attributable to robbery or other crimes. Police officers were the victims in six percent of cases. Another four percent were "personal disputes", eight out of ten being spillover from domestic violence. The remaining nine percent were the result of what one author called "business disputes". Just over half the perpetrators were co-workers. The rest were clients or customers[10]. The incidents that make up this nine percent, about seventy five murders in 1992, are the subject of this article.

The article will seek to define workplace murder as an issue as well as some related sub-issues and how they will impact small police agencies in the future. The author's own agency will be used as the target agency for development of a strategic plan to manage the impact.

ISSUE IDENTIFICATION

At the risk of appearing cynical, seventy five murders a year nationwide may not be a problem for small departments. The probability of a murder of the type considered by this paper occurring in one particular small jurisdiction may be so slight as to be statistically insignificant. However, the chance that a similar murder will occur in some small jurisdiction is a virtual certainty, making it a problem we must consider.

The issue this article will consider is how nine percent of workplace murders, specifically those committed during "business disputes", will impact small departments by 2004. The impact these murders will have on three specific areas of concern for law enforcement: crime prevention, public perception and tactical response will also be examined.

The three "sub-issues" of crime prevention, public perception and tactical response were identified from a brainstorming session with other law enforcement managers. As the issue was discussed, related topics were raised by participants and recorded in a manner showing their relationship to the issue and each other. In this manner, a "Futures Wheel" (shown below) was constructed. This graphic method of recording and displaying topics and ideas helped identify and establish the importance of a variety of sub-issues. Those included in the study are shown in the chart.
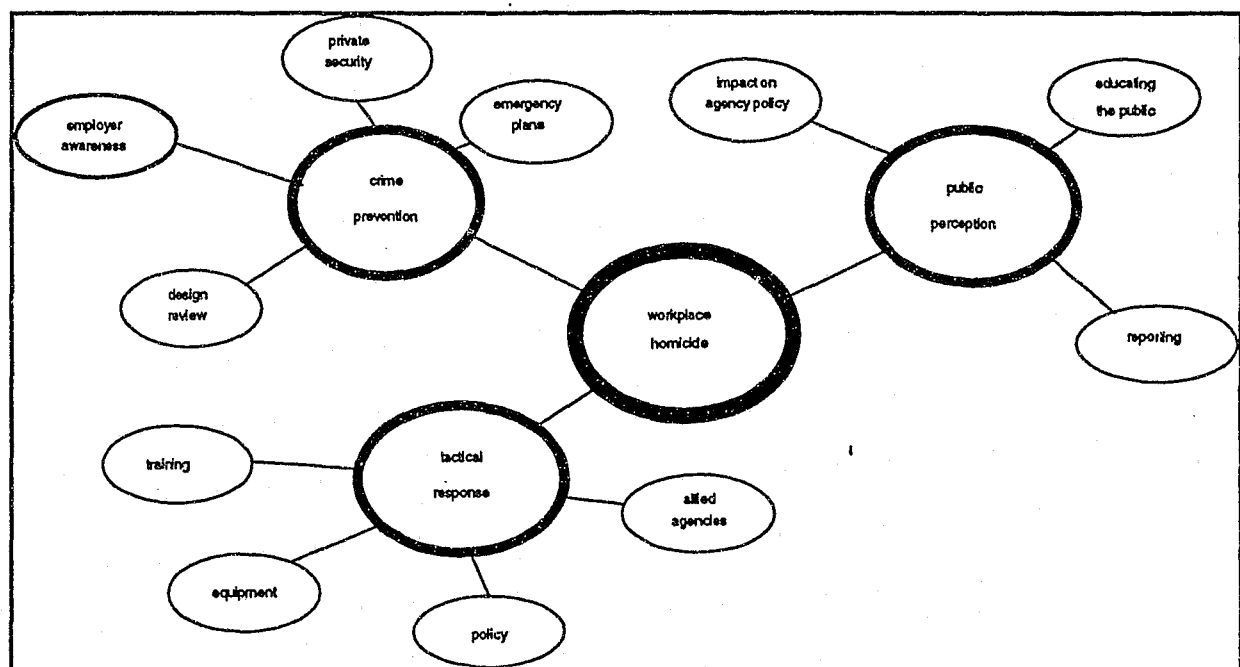
FUTURES WHEEL

THE NOMINAL GROUP TECHNIQUE

Following identification of an issue and related sub-issues, a strategic plan was developed. There were several steps to this process. The first step was to construct a plausible vision of the future.

A group of professionals in fields related to workplace violence was brought together to participate in a Nominal Group Technique (NGT) exercise. The Nominal Group is a small group approach that alternates private thought with group discussion in an effort to develop ideas and achieve consensus. The NGT panel included ten people whose background, training and education established each as having a professional connection to the subject of workplace murder and the future of the issue and its connection to law enforcement. The purpose of the exercise was to identify a series of trends and events, related to workplace murder, that may occur and affect the issue by 2004.

The panel was moderated by Thomas D. Boyd, a Commander with the San Rafael, California Police Department. Commander Boyd is a Command College Graduate of class 17 where he distinguished himself by winning the Outstanding Student Award. Commander Boyd was selected based on his law enforcement experience as well as his familiarity with the NGT process.

The group was provided with background material for review prior to the exercise. They were given material referenced in the introduction. At the beginning of the NGT process they were provided with some additional material that is summarized on the following pages:

- A survey of U.S. workers ranked the causes of workplace violence as:

    - Alcohol/drug abuse

    - Layoffs/firings

    - Poverty in society

    - Availability of guns

    - Violence on TV or in movies

    - Job pressure

    - Overly controlling management

    - Conflicts with co-workers

- Most American workers, and the general public, believe the causes of workplace violence originate in social issues, especially substance abuse, layoffs and poverty.[11]

- Northwestern National Life, a major U.S. Insurance Company, reported in October 1992, that approximately 2.2 million full time workers had been physically assaulted on the job between July 1992 and July 1993. Another 6.3 million were threatened during the same period and still another 16.1 million said they were victims of harassment.[12]

- Information from insurance company and criminal justice agency statistics clearly establish workplace violence as serious crime problem that has been getting worse. The future may not be any better. A 1993 Center for Disease Control (CDC) study of high school students revealed that nearly one of every five high school students carried a firearm, knife or club during a thirty day period immediately preceding the study.[13] The reason most often cited by students was for self protection. Alternatives to violence, or responses to threatened violence, like apologizing or walking away found little favor. Displaying or actually using a weapon were viewed

as the most effective, and desirable, means of protection. Most students (77.9 percent) reported their families would support them responding violently rather than running from a physical confrontation even if it meant using a weapon. Seventy one percent thought the best way to avoid a physical fight was to either carry, or threaten to use, a weapon.[14] These attitudes will soon be carried into the workplace as today's students become tomorrow's workers.

Following a review of the preceding material and a brief, generalized discussion of the subject, the group was asked to identify a number of trends. In selecting trends, the NGT panel was instructed to focus on issues that would influence not simply violence in the workplace, but extreme violence resulting in murder. Panelists were asked to privately write down their suggestions. The moderator then had each panelist identify a trend for recordation. As trends were suggested, the group worked together to refine each nominated trend into a concise trend statement. Forty eight trends were identified in this manner. A trend was defined as: A series of events over time.

Next, the panel was instructed to privately review all forty eight trends and select twenty for further consideration. Votes were recorded and the list was reduced to twenty trends.

The twenty trends were then considered. Additional discussion was permitted to only for the purposes of clarifying or refining trend statements. "Lobbying" by panelists, or any other effort to get a trend included in the final list was not permitted. Panelists then considered each of the twenty trends. They were instructed to assign a value of 1 to 10 to each based on their perception of the importance of the trend to the issue. The data was collected and the ten trends with the highest scores were selected and recorded for the panel.

Finally, the panel was asked to record the list of ten trends on a "Trend Evaluation Form" (Appendix A) and make a subjective evaluation of the level of the trend at three points in time: five years ago (1989), five years from today (1999), ten years from today (2004). As a reference point, each trend was given a level of 100 for "today". The top ten trends selected were:

1. Substance Abuse

2. Work Stress

3. Unemployment

4. Availability of high tech weaponry/munitions

5. Corporate Restructuring

6. Employer/Employee Relations

7. Multi-cultural Workforce

8. Illegal Immigration

9. Technology

10. Government Mandates

The trends tended to fall into two general categories. The first and smallest group were trends like "Substance Abuse" or "High Tech Weaponry". These trends are in subject areas that frequently come up in discussions about workplace murder and have a direct connection to the issue. The second group, which included trends like "Government Mandates", were less directly connected. The final selection of trends for inclusion in the paper was based on how important the trend is to the issue and related sub-issues.

Final voting on trends was fairly straightforward. Generally, the panel selected trends whose impacts are fairly broad, like "Unemployment" and "Corporate Restructuring". Panelists said this was a direct response to instruction to select trends that will have the greatest impact in the future whether negative or positive.

Event Nomination

The next step in the exercise was to identify a number of events that may occur in the future. Events were defined as: "A discrete, one time occurrence".

The process for "events" was similar to that for trends. There was discussion to merge some events together where strong similarities existed. The panel identified thirty seven distinct "events". To further reduce the list panelists voted on a 1-10 scale for each "event". This resulted in several ties with fifteen events falling in the top ten places. There was discussion in an effort to reduce the list but no consensus could be achieved on which "events" should be eliminated.

Events were evaluated on the "Event Evaluation Form" (Appendix B). The form was filled out privately by each panel member without discussion or collaboration.

The "Event Evaluation Form" posed a number of questions to panelists. The first question required an estimate of the number of years until the probability of the event's occurrence exceeded zero. The next two questions also concerned the probability, expressed as a percentage, of a particular event occurring five and ten years in the future. In the final question, panelists were asked to make a judgment of whether the event would have a positive or negative affect on the issue and to weight the effect on a one to ten scale. After the forms were completed the information was entered on a computer spreadsheet and the cumulative results were posted for the panel.

The fifteen "events" selected by the panel are listed on the following page.

EVENT LIST:

1. A soldier, forced out of the service due to cutbacks, bombs an army post.

2. Stock market drops 1000 points in a single week.

3. An earthquake closes many of the states major employers.

4. Courts expand rulings making employers responsible for the safety of workers to include safety from assaults.

5. Employers are permitted access to police records of current and prospective employees.

6. Court rulings mandate psychological counseling and services to fired or laid off workers.

7. Courts permit firing of employees who are "potentially violent".

8. A disgruntled municipal employee poisons the water supply of a medium sized city.

9. Legislature passes law allowing random use of psychological testing of employees by employer.

10. Fired airline worker places a bomb on an airliner, killing 250.

11. Courts approve use of "profiles" as basis for denying employment.

12. Law enacted making workplace murder a death penalty offense.

13. Police officer kills Chief during disciplinary hearing.

14. Fired worker takes elected officials hostage.

15. New law requires psychological screening for public employees.

"Events" fell into three general types. The first can be described as government regulation either by courts or the legislature. "Event" 4, 5, 6, 7, 9, 11, 12 and 15 fit into this group. They were all considered by the panel as having a potentially positive impact on the issue.

The second group of events were violent acts. "Event" 1, 8, 10, 13 and 14 fell into this category. They were all identified as having a negative impact. The panel acknowledged these "Events" as being incidents that, viewed in isolation, probably would not have a significant statistical impact on workplace violence. They would assume far greater importance as incidents that affect public perception because of their occurrence in institutions and businesses where there is a heavy investment of public trust. Media coverage would probably be heavy and resulting influence on public perception would be great.

The remaining "Events" were 2 and 3. These are best described as environmental factors. Both were considered as "negative". The distinction between positive and negative events plays a significant role in assessing cross impact.

CROSS IMPACTS

In forecasting the future it is essential to understand that trends and events do not occur in isolation. Each is influenced by the other. The degree to which this occurs is best determined through the application of Cross Impact Analysis. The "Event Evaluation Form" was used to assign a relative positive or negative value. A spreadsheet like the one on the following page is an effective way of demonstrating the relationships events have on each other.

This concluded the work for the nominal group.

NET CROSS IMPACT OF ALL EVENTS ON SINGLE EVENTS

	E1-1%	E2-3%	E3+2%	E4+25%	E5+15%	E6+5%	E7+15%	E8-5%	E9+5%	E10-5%	E11+20%	E12+10%	E13-2%	E14+3%	E15+5%	CHANGE	RESULT
E1 60%		51.50	51.00	37.50	42.50	47.50	42.50	52.50	47.50	52.50	40.00	45.00	51.00	48.50	47.50	-3.07	46.93
E2 27%	27.27		27.54	20.25	22.95	25.65	22.95	28.35	25.65	28.35	21.60	24.30	27.54	26.19	25.65	-1.70	25.30
E3 62%	62.62	63.86		46.50	52.70	58.90	52.70	65.10	58.90	65.10	49.60	55.80	63.24	60.14	58.90	-3.85	58.15
E4 80%	80.80	82.40	81.60		92.00	84.00	92.00	84.00	84.00	84.00	96.00	88.00	81.60	82.40	84.00	5.49	85.49
E5 40%	40.40	41.20	40.80	50.00		42.00	46.00	42.00	42.00	42.00	48.00	44.00	40.80	41.20	42.00	3.03	43.03
E6 60%	60.60	61.80	61.20	75.00	69.00		69.00	63.00	63.00	63.00	72.00	66.00	61.20	61.80	63.00	4.97	64.97
E7 35%	35.35	36.05	35.70	43.75	40.25	36.75		36.75	36.75	36.75	42.00	38.50	35.70	36.05	36.75	2.65	37.65
E8 35%	35.35	36.05	35.70	26.25	29.75	33.25	29.75		33.25	36.75	28.00	31.50	35.70	33.95	33.25	-2.25	32.75
E9 40%	40.40	41.20	40.80	50.00	46.00	42.00	46.00	42.00		42.00	48.00	44.00	40.80	41.20	42.00	3.31	43.31
E10 40%	40.40	41.20	40.80	30.00	34.00	38.00	34.00	42.00	38.00		32.00	36.00	40.80	38.80	38.00	-2.57	37.43
E11 40%	40.40	41.20	40.80	50.00	46.00	42.00	46.00	42.00	42.00	42.00		44.00	40.80	41.20	42.00	2.89	42.89
E12 35%	35.35	36.05	35.70	43.75	40.25	36.75	40.25	36.75	36.75	36.75	42.00		35.70	36.05	36.75	2.78	37.78
E13 36%	35.35	36.05	35.70	26.25	29.75	33.25	29.75	36.75	33.25	36.75	28.00	31.50		33.95	33.25	-2.18	32.83
E14 46%	45.45	46.35	45.90	33.75	38.25	42.75	38.25	47.25	42.75	47.25	36.00	40.50	45.90		42.75	-2.64	42.36
E15 50%	50.50	51.50	51.00	62.50	57.50	52.50	57.50	52.50	52.50	52.50	60.00	55.00	51.00	51.50		4.14	54.14

SCENARIOS

Three scenarios were constructed using trends and events from the nominal group exercise. The scenarios, based on anticipated trends and events selected by the nominal group, are possible futures used as the basis for planning. The scenarios included a "most interesting" future where extensive organizational change resulted in a department well prepared to cope with events; to a "pessimistic" future where no significant change had been made leaving a poorly prepared organization. The third scenario foresaw some effort taken to cope with the future and presented a "middle of the road" approach.

Selection of and events used in the construction of each scenario was made using a computer program named SIGMA. SIGMA is a probabilistic scenario generator that randomly selects events provided by the nominal group and assigns dates of occurrence over a predetermined (in this case ten years) time span. Trends are also identified and together with the events form the skeleton of the scenarios.

STRATEGIC PLAN

Based on the "Most Interesting Future" scenario, a strategic plan using the author's department as the target agency, was developed.

In order to become the agency best able to cope with the future described in the scenario, the department must undergo some significant changes. The San Rafael Police Department of 2004 will have to be different than the department of 1994. It is unlikely, given even an optimistic economic situation, that the department will be much larger. It is equally unlikely that the workload will be any smaller. The answer may lay in how we do the work and who does it.

In 1994, the department was organized along traditional lines. The bulk of the manpower was in the uniformed patrol division which staffed a number of patrol "beats" around the clock. There were a number of smaller units handling tasks like investigations, traffic enforcement and support activities. Two officers were assigned to crime prevention. The department had a small, competent SWAT Team made up of personnel assigned to various sub-units.

A small group of department staff and supervisory members was consulted and the issue and sub-issues were reviewed. A number of changes with a variety of alternatives were recommended to deal with the issue and sub-issues. The changes had to also be consistent with other department goals and could not rely on increases in manpower. Discussion continued until consensus was reached.

The group adopted the approach of dealing with each sub-issue separately. The first was crime prevention.

Crime Prevention. The department is already making a substantial effort at keeping employers abreast of current information, practices and suggestions on dealing with workplace violence. The recent establishment of a "Citizen's Academy" an additional officer, funded by an Office Of Criminal Justice Planning grant have significantly enhanced the department's crime prevention program. The group suggested seven additional tasks for the crime prevention unit. Many of the suggestions made by the group shift focus away from homeowners and residential areas and into the business community. These changes may be very timely. The city has recently adopted a much more aggressive approach towards supporting business in the city. Linking department crime prevention programs to this effort will improve both efforts.

The groups recommendations were:

1. Development of training plan to train private security companies to coordinate with police at incidents.

2. Develop emergency plans for specific employers.

3. Require builders to meet specifications and design changes identified by police crime prevention unit in plan review function.

4. Develop training plans for presentation to employer and employee groups.
   A. Pre employment screening
   B. Emergency response to violence

5. Increase contacts, seminars, talks, etc. with employers.

6. Include "Workplace Violence" in the Citizen's Academy.

7. Prepare and distribute informational "flyers" on workplace violence.

Public Perception. The public conveys its perceptions and beliefs to the police department in a number of ways one of which is through elected officials. This inevitably results in a response from some part of the department. Frequently, mis-informed citizens generate workload for managers in this way. What is potentially worse is that they influence officials to the point of formulating ill advised policy, wasting department resources. The issue of public perception, and how to manage it, overlays many of the crime prevention issues. While crime prevention reaches many of our residents, patrol officers reach many more.

They have some unique opportunities to inform the public and frequently meet with them when their interest is highest; after they have been involved in an incident. Recommendations were:

1. Insure officers are taking reports on violence occurring in workplace rather than leaving incident to be handled by employer.

2. Train officers in identification of potentially violent situations and offenders including "profiles".

3. Include workplace violence information in programs taught by officers in public schools.

4. Have officers explain department capabilities and response to workplace violence when opportunities arise.

Tactical Response. The speed at which some incidents occur often precludes effective, early intervention by responding officers. Equipment and training deficiencies further inhibit effective response. Exactly how patrol officers should respond is a matter of some debate. Generally, responding officers concentrate on securing the perimeter while awaiting the arrival of superiors and special units like SWAT. While they wait, the perpetrator continues to attack victims. Opinion was split about whether this should be changed to include a larger role for first responders; enhance deployment of a SWAT team(s) through modification of assignments; or remain as we are. Agreed upon alternatives were:

1. Assign SWAT personnel to shifts and beats where incidents are most likely to occur and require them to take equipment into the field on their normal assignments.

2. Merge all SWAT teams within the county into a single team operating under a joint powers agreement and coordinate assignments within their respective agencies to assure availability.

3. Enhance patrol officer training and equipment to include some SWAT tactics and equipment like rifles, ballistic shields and helmets to allow facilitate intervention.

4. Develop new SWAT or patrol tactics to facilitate rapid engagement of the suspect by initial responders.

5. Rely on the Sheriff's Department team under mutual aid.

During the discussion of the sub-issues, it became apparent that the department's current structure and operating philosophy does not lend itself to implementation of any of the group's recommended courses of action, particularly for the issues of crime prevention and public perception. To implement the changes needed in these areas would require more consistent contacts with employers meaning more crime prevention officers. Additional manpower is not a likely prospect so another way had to be found if the recommendations were to be adopted. This realization provoked the most significant change recommendation made by the group. That is the reorganization of the department to include shifting a number of responsibilities. The largest change would occur in the Patrol Operations Bureau (POB) where community policing teams, organized as a the Community Policing Bureau (CPB) would replace much of the existing structure.

Each team would be responsible for policing a specific area of the city twenty four hours per day. Assignments would be for up to three years. The team leader, a sergeant, would essentially become the crime prevention officer for the area and would have authority to

task officers on the team with specific assignments. Team leaders would report to the CPB commander. They would task officers by initiating calls for service in the Computer Aided Dispatch (CAD) system. Team leaders would also be responsible for follow-up to assure quality. While on duty, the officers would operate under the direct supervision of the watch commander.

The POB would provide watch commanders on a twenty four hour basis who would be principally responsible for supervision of all uniformed officers including those from the community policing teams as well as the POB. While the community policing teams would handle all calls for service (CFS) in their respective areas, POB officers would generally provide evidence collection capabilities, field training and back-up to the teams. They would be supported by the integration of the traffic enforcement officers into this bureau. The sergeant currently supervising the traffic unit would assume one of the team sergeant positions.

Reorganization would require the addition of four sergeants to the department. It would mean the conversion of four officer positions to sergeant's rank. Elimination of the existing two crime prevention officer positions and two foot patrols would make this possible. Crime prevention duties would be reassigned to the teams sergeants and the foot beats would be taken over by the team assigned to the downtown business district. Net cost would be roughly $40,000 per year in salary increases. Much of it would be made up for in reduced overtime costs currently resulting from shortages available supervisors during vacation and training.

This reorganization would facilitate accomplishment of the tasks outlined under "Crime Prevention" and "Public Perception" by spreading the workload over a far larger group; the five sergeants assigned to community policing. Their duties would allow them the time and

flexibility to meet the new demands. Their experience, with some additional training, would allow them to carry out the new responsibilities far more effectively than in the past. Long term team assignments to particular areas of the city, for both supervisors and officers, will increase familiarity with their areas of responsibility. This has been shown to have beneficial effects in dealing with problems, either by prevention, or by intervention during an incident.

While the recommended reorganization resolved many of the problems with crime prevention and public perception, it has little impact on tactical response. One benefit was the certainty of having an officer immediately on the scene who at least has had the opportunity to become familiar with the location of an incident and perhaps some of the parties involved in it. This is invaluable to other responders, particularly SWAT.

The remaining issue of tactical response was resolved by adopting two recommendations:

1. The issuance of rifles, ballistic shields and helmets for patrol units. Acquisition costs will be about $30,000 and can be spread over two to three years. Additional training costs must also be addressed but do not represent significant expenses and can be absorbed by shifting emphasis in the normal department training cycles. This is not an attempt to convert all patrol officers to SWAT team members. The intent here is to provide them with some equipment and training that will enhance their ability to act effectively in worst case situations if the opportunity presents itself.

2. Concurrently, the department will move towards consolidation of the SWAT team with other agencies. Ultimately this will result in a reduction in the number of San Rafael Officers assigned to SWAT as an additional duty while increasing response capability. The savings to SRPD will eventually offset the costs associated with equipping patrol units.

TRANSITION MANAGEMENT

The strategic plan is focused on a more aggressive approach to workplace violence. The plan places greater emphasis on prevention and suggests changes in tactics to speed response when events occur. Its success requires patrol officers to expand their roles in the areas of prevention and tactical response. The plan requires an evaluation of SWAT (Special Weapons And Tactics) tactics and team organization. Most importantly, the plan requires organizational changes and a number of changes in operating procedures, responsibilities and relationships. The strategic plan focused on what change will be made. The transition management plan will focus on how change will be made.

In the strategic planning phase, a number of stakeholders were identified. While support of all the stakeholders is desirable, there are a few whose support is essential. These individuals, or organizations are referred to as the "critical mass". Without their support, change cannot occur. These key people or organizations have varying levels of interest and commitment. For each individual or organization the current level of commitment must be assessed. In some cases that level of commitment is already sufficient to support the change. Where it is insufficient, strategies must be developed and implemented to secure support, or at minimum, neutralize resistance.

The structure most suitable for implementation of the plan is the use of Line Management Hierarchy. The Chief of Police should give the project to the two Patrol Bureau Commanders whose positions would be "job enriched". They would bring in key personnel from other bureaus during the transition stage, such as the Crime Prevention and Training Officers. The commanders will be expected to form the committees made up of key players to develop the "product". The committees would include people with operational authority, formal and informal, over activities required in the project.

The choice of the Patrol Bureau Commanders are based on the premise that their personnel will ultimately play the largest role in the plan's implementation. They will bear the greatest departmental responsibility for its success. One will become the commander of the CPB). They are philosophically committed to community policing and have day to day control over most of the resources needed to make it happen. Given authority over additional personnel and resources, along with assurances of continued support if additional help is required, the Patrol Bureau Commanders will be the persons most likely to make this plan a success.

This approach has a number of advantages. It fits best into the current organizational structure and has minimal disruption of established lines of communication and authority. It does not result in anyone having to surrender a piece of their "kingdom" except as participants in committee activities. It is consistent with the Chief's previously stated message that patrol is the backbone of the department. All in all this approach will help reduce uncertainty and retain stability as the necessary changes are made.

The future scenario envisioned legislation making more criminal justice information available to employers through local police agencies. This helps meet a requirement of the strategic plan which foresees closer cooperation between employers and the police. Existing technology for transferring information will suffice but the access will change. Before that can occur, safeguards against abuse must be in place. Techniques to evaluate and safeguard Criminal Offender Record Information (CORI) and Criminal History Information (CHI) must be developed and must be in place before information can be released. Criminal statutes and civil remedies for misuse of information will require some modification.

Techniques for evaluating risk and/or potential threats have to be refined. The Los Angeles Police Department's Threat Management Unit is a sophisticated approach to this problem. Psychologists and other related professionals entering this area of interest may contribute.

New tactics must be developed by first responders and SWAT to incidents in progress. This is essential if we are going to be effective at intervention. Tactical team leaders and trainers must take the lead in developing these tactics and techniques. New technology will probably have a great impact in this area, particularly in the development of "less than lethal" weaponry. Continuing effort must be made by the training staff to monitor the development and applicability of new technology.

Architects may begin to consider building designs that makes it hard to get in, easy to get out. Plan review, carried out by cities, usually incorporates a crime prevention review component that should consider designs that inhibit attackers and protect potential victims. Employers must include sections on workplace violence and prevention in the workplace safety plans.

Several techniques borrowed from the work of Beckhard and Harris[15], and suggested in an earlier report on this subject[16] can be extremely useful in managing the change by securing commitment from the stakeholders and especially from the critical mass.

Problem Solving and Goal Setting. Members of the critical mass and the committees established to work on the issue must meet with the project manager(s) and arrive at consensus on a problem definition. There must be agreement that the current situation is in need of change and that there are viable first steps available. From these basic agreements, rules can be established where free expression is valued and protected. This assures a free ranging discussion where all alternatives receive a fair hearing before goals are set.

Conflict Management. Conflicts are bound to occur. The persons involved in this process are all strong willed individuals. Police work is an occupation where decisiveness is valued. Police officers are "doers". The project manager must be assertive in managing the process in order to keep everyone interested and involved. Constant reference to established rules and goals must be made in order to keep the process on track.

Tracking Change. The inclusion of a number of individuals, organizations and committees makes coordination essential. Strict adherence to deadlines and parameters is essential if the plan is to be implemented in a coherent fashion. Frequent meetings, updates and correspondence is essential to the manager's ability to monitor and coordinate progress.

Responsibility Charting. Clear delineation of responsibility is essential to accountability. Accountability is essential to progress. A chart setting forth specific tasks necessary for implementation of the plan and identifying levels of responsibility for each participant is perhaps the best way to avoid problems in this area. An example of such a chart with stakeholders and tasks identified is provided below.

RESPONSIBILITY CHART

	CHIEF	CITY MGR.	S.R.P.A.	STAFF	CITY COUNCIL	PROJECT MGR.	DEPT. MEMBERS	COMMITTEES
PROJECT MANAGER SELECTION	R	S	I	S	I		I	I
COMMITTEE SELECTIONS	A	I	I	S	I	R	I	
POLICY APPROVAL	A	S	I/A*	S	I	A	I	R
GENERATE COMMUNITY SUPPORT	S	S	I	S	S	S	R	R
MONITOR PROJECT PROGRESS	S	S	I	S	I	R	I	S
POLICY DEVELOPMENT	A	I	I/A*	S	I	A	I	R
PERSONNEL SELECTION	A	I	I	S	I	R	I	S
DEVELOP BUDGET	A	A	I	S	S	A	I	R
TRAINING	A	S	I	S	I	A	I	R

R: RESPONSIBLE   A: APPROVAL   S: SUPPORT   I: INFORM

The final element in the transition plan is a timetable. The timetable is another device that helps set forth clear expectations. It is essential for management of a smooth transition. The timetable should be on a large chart where accurate updated information can be displayed. This helps inform the organization of the progress of change and serves as a reminder to others of their responsibilities.

CONCLUSION

Workplace murder of the type considered in this futures study are but a small percentage of the murders committed annually in the United States. The ability to predict such events is impossible. A question that came up often during discussion of this issue was "Why should a small police department worry about it at all"?

In answer to that the author only say that it is our job to worry about it, to plan for it and to deal with it when and if it occurs. The certainty that small jurisdictions will continue to be the sites of incidents makes this imperative. The public sees workplace murder as a common occurrence. They expect departments of all sizes to be prepared to protect them. This poses problems for small agencies who do not possess the resources to establish specialized units, or in some cases even modest training programs aimed at prevention and response.

Data derived from the NGT indicated increases in virtually every trend identified as causing or contributing to workplace violence. Events, particularly violent events, all showed a steadily increasing probability of occurrence over the next ten years. A number of events intended to reduce violence also appeared and the probability of their occurrence increased. Measures like employer access to police files and random psychological testing may have an unintended effect, eroding privacy and fostering paranoia. Growing uncertainty, brought on

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Data derived from the NGT indicated increases in virtually every trend identified as causing or contributing to workplace violence. Events, particularly violent events, all showed a steadily increasing probability of occurrence over the next ten years. A number of events intended to reduce violence also appeared and the probability of their occurrence increased. Measures like employer access to police files and random psychological testing may have an unintended effect, eroding privacy and fostering paranoia. Growing uncertainty, brought on by demographic and economic change may feed stress provoking further violent behavior.

Continued media attention will undoubtedly assure the widest distribution of accounts of workplace murders, further raising the public's anxiety. The response by those holding political office may be calls for better enforcement and stricter laws, usually without any suggestion of how to pay for either.

In recognizing this situation as a possible future, San Rafael, in "The Most Interesting Future" scenario adopted a broad approach concurrently addressing a number of other issues. The strategic plan based on that scenario envisions a number of changes in the department that will improve effective response to workplace violence while meeting many other needs.

The strategic plan recognizes that effective tactical response is important but prevention is far more effective. A fundamental element of prevention is education of the public. By educating the public, we can buy the time needed to implement proactive crime prevention programs rather than invest a disproportionate share of resources in reactive measures. The proposed reorganization of the department takes this approach and provides a number of other benefits that will enhance service to the community on a wide range of issues. The training and equipment needed to implement the plan have many other uses.

No small agency can allow a single, highly emotional issue to become the driving factor in decision making. Workplace murder is an issue with that kind of potential. To avoid overreaction at the expense of other, equally important though less visible issues, we must prepare to respond effectively now, not after an incident has occurred. If the public is to become a partner in prevention or a supporter following intervention, it has to be well informed. The process and recommendations presented here are steps to make that future a realistic one.

APPENDIX A

NO.	TREND STATEMENT	LEVEL OF TREND (TODAY = 100)			
		1989	1994	1999	2004

TREND EVALUATION FORM

APPENDIX B

NO.	EVENT STATEMENT	YRS UNTIL PROBABILITY EXCEEDS "0	PROBABILITY		IMPACT ON ISSUE IF EVENT OCCURRED	
			1999	2004		
			(0-100)	(0-100)	POS. 0-100	NEG. 0-100

EVENT EVALUATION FORM

ENDNOTES

[1]   San Francisco Chronicle. <u>Number of Killings at Work Rises.</u> Laura Bendix, San Francisco, California, August 18, 1994, p.A23.

[2]   Workplace Violence Research Institute. <u>Avoiding Violence in the Workplace.</u> Workplace Violence Research Institute, Newport Beach, California, 1993.

[3]   Center for Disease Control. <u>Fatal Injuries to Workers in the United States, 1980 - 1989: A Decade of Surveillance.</u> U. S. Department of Public Health and Human Services, Washington D.C. August, 1993, p.8.

[4]   Center for Disease Control. <u>ALERT - Preventing Homicide in the Workplace</u>. U.S. Department of Health and Human Services, Washington D.C. September 1993, p.2.

[5]   Center for Disease Control. <u>ALERT - Preventing Homicide in the Workplace</u>. U.S. Department of Health and Human Services, Washington D.C. September 1993, p.1.

[6]   USA TODAY. <u>Survey: Homicides at Work on the Rise.</u> Julia Lawlor, USA TODAY, October 18, 1993, p.3B.

[7]   Department of Justice, Bureau of Criminal Justice Statistics <u>Violence and Theft in the Workplace,</u> Washington, DC, 1994

[8]   National Safe Workplace Institute. <u>The Workplace Violence Epidemic and What To Do About It,</u> Joseph A. Kenney and Dennis L. Johnson, 1992

[9]   San Francisco Chronicle. <u>Number of Killings at Work Rises.</u> Laura Bendix, San Francisco, August 18, 1994, p.A23.

[10]   The Wall Street Journal. <u>Companies See More Workplace Violence.</u> Joan Rigdon, April 12, 1994, p.B1.

[11]   Northwestern National Life. <u>Fear and Violence in the Workplace - A Survey Documenting the Experience of American Workers.</u> Northwestern National Life, Minneapolis, Minnesota, October, 1993, p.7.

[12]   Northwestern National Life. <u>Fear and Violence in the Workplace - A Survey Documenting the Experience of American Workers.</u> Northwestern National Life, Minneapolis, Minnesota, October, 1993.

[13]   Center for Disease Control. <u>Morbidity and Mortality Weekly Report.</u> U.S. Department of Health and Human Services, Washington, D.C. October 11, 1991, Vol. 40, No. 40, p.681.

[14]   Center for Disease Control. <u>Morbidity and Mortality Weekly Report.</u> U.S. Department of Health and Human Services,Washington, D.C. November 26, 1993, Vol. 42, No. 46, p. 776.

[15] Richard Beckhard and Reuben T. Harris, <u>Organizational Transitions, Managing Change,</u> P.77.

[16] Greg Twilling, <u>What Will Be the Role of Law Enforcement in Workplace Violence by the year 2004?</u>, P.111, 112.

TREND #3 - UNEMPLOYMENT

R E L A T I V E   I S S U E   I M P A C T I O N

Legend
■ PANELIST 1
□ PANELIST 2
■ PANELIST 3
■ PANELIST 4
▦ PANELIST 5
▦ PANELIST 6
▤ PANELIST 7
▥ PANELIST 8
▨ PANELIST 9
▨ PANELIST 10

Years: 1989, 1994, 1999, 2004
Values axis: 0, 50, 100, 150, 200, 250
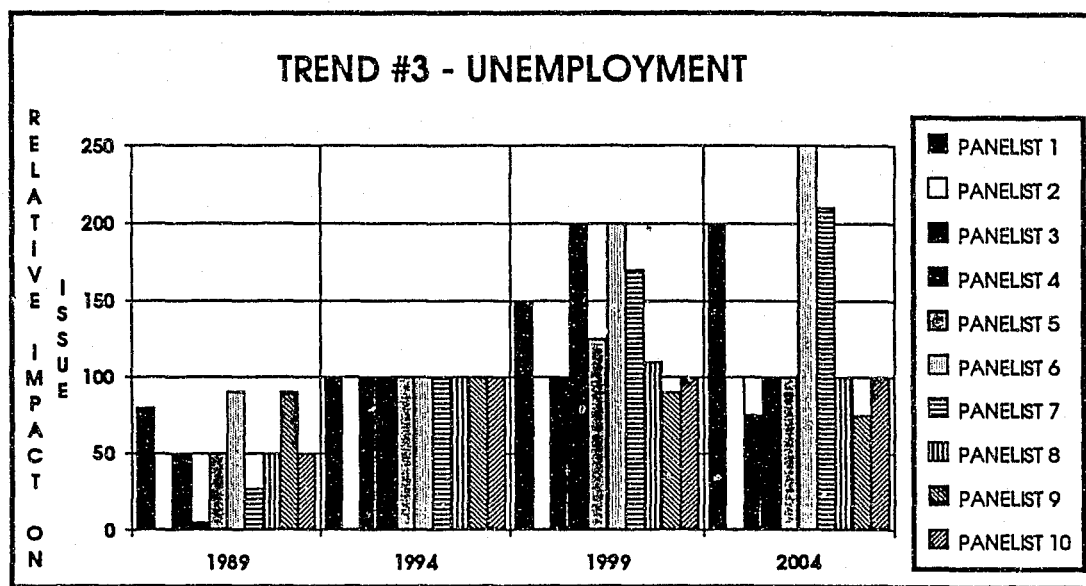
(illustration 5.)

Unemployment, when it has come about as a result of being fired from a job, is a common · cause of workplace violence. The current economic situation no longer makes it certain that another job can be easily found. Unemployment has profound effects and these are often reflected in a violent response at the mere prospect. Former employees make up a significant percentage of perpetrators in workplace murder cases.
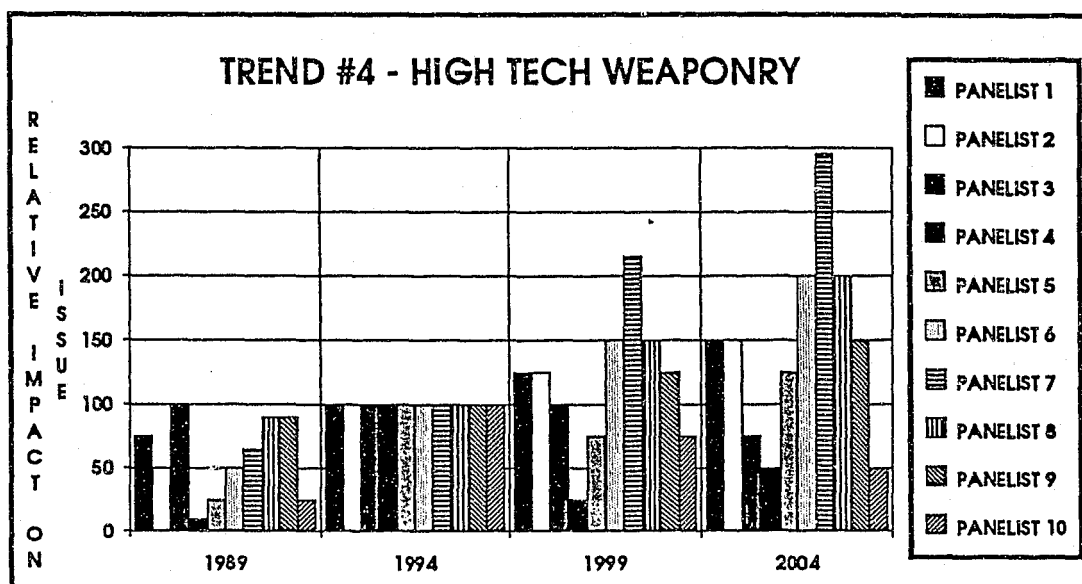
Many perpetrators of workplace murders accept little or no blame for the circumstances of their dismissal. This is often necessary in order to justify revenge. They see themselves as victims. They often attack co-workers whom they view as having betrayed them by not providing support. They see things in black and white. "You're either for me or against me. If you're still at work, you must be against me." The may suspect the co-worker(s) had something to do with their termination.

TREND #3 - UNEMPLOYMENT
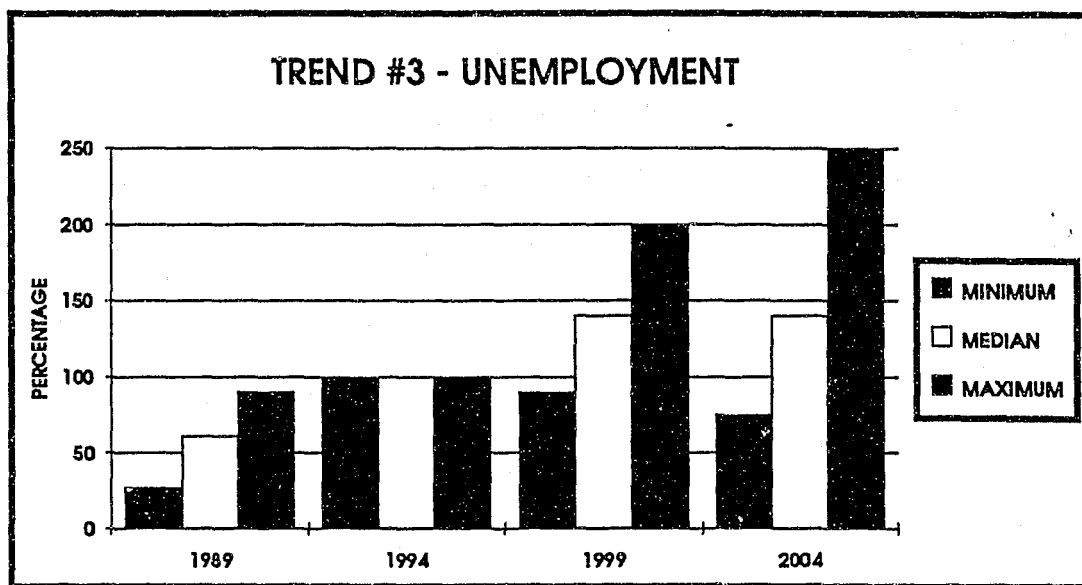
(illustration 6.)

The panel was unanimous in viewing employment as a trend that has increased since 1989. Two thirds believe it will continue to increase until 1999. Only one third think it will continue to increase beyond that point but another third, those in the median trend believe it will remain at 1999 levels, about forty percent above the 1994 point.

There was some agreement that the reason for the leveling reveled in the median trend, and the decline in the minimum trend will come about as a result of demographic shifts with workers moving to other areas rather than as a result of new jobs. The panel stressed that their perceptions were based on the rate at which people are losing jobs, not a net figure based people getting and losing jobs. The believe the numbers of persons losing jobs will continue to rise through at least 1999.

TREND #4 - HIGH TECH WEAPONRY

Legend:
- PANELIST 1
- PANELIST 2
- PANELIST 3
- PANELIST 4
- PANELIST 5
- PANELIST 6
- PANELIST 7
- PANELIST 8
- PANELIST 9
- PANELIST 10

(illustration 7.)

High tech weaponry is a two edged sword when it's impact on workplace murder is considered. On the one hand, it can be used to deter perpetrators and on the other it can be used by them. The panel acknowledged this. Effort to define "high tech" brought out the fact that most panelists were thinking about compact automatic weapons of the kind frequently associated with street gangs and used in the California Street incident in San Francisco. It was agreed that a new generation of weapons such as "stun guns" and particle beams are probably farther off than ten years.

Military explosives, even man portable nuclear weapons are a more plausible possibility and were considered by some panelists. With the chaos following the disintegration of the Soviet Union and the Warsaw pact, this seemed all the more plausible..
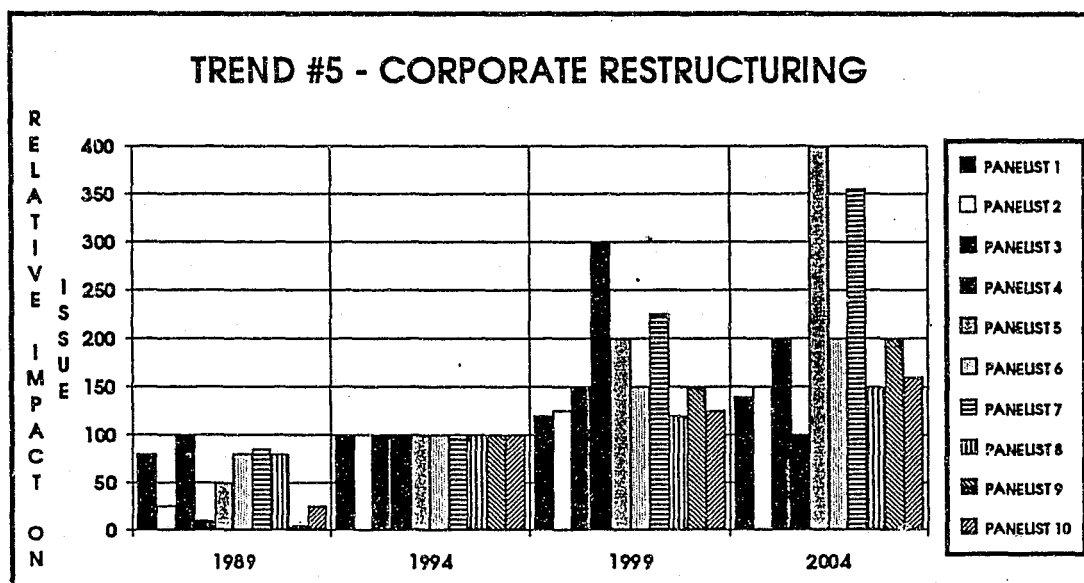
TREND #4 - HIGH TECH WEAPONRY
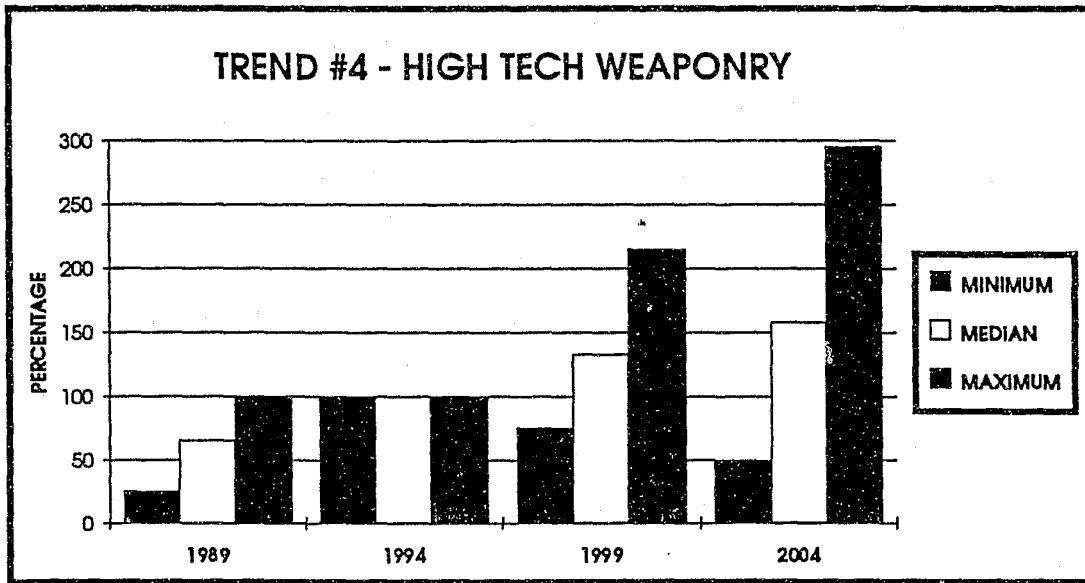
(illustration 8.)

Like the majority of trends examined it is generally viewed as growing. Considering the agreed upon definition for "high tech" and the continuing proliferation of cheap weapons this is probably accurate. The maximum trend displayed actually is attributable to a single panelist. Half voted in the 150 to 200 range, which while still an increase is not quite so dramatic. The trend will probably have a negative influence on events for so long as the police, who hold a substantial amount of "high tech" weapons, and whose role it is to deter perpetrators, remain in a reactive role.

If this trend were examined over a longer period, it may positively affect the issue. The advent of effective "less than lethal" weapons which will probably appear in the next century may make effective personal defense a viable option for most people.

Private security, one of the fastest growing services in America, may change that. Many companies are looking into expanding the role of security guards from "door shakers" to SWAT teams capable of intervening effectively in workplace attacks.

TREND #5 - CORPORATE RESTRUCTURING

RELATIVE ISSUE IMPACT ON

Panelist legend: PANELIST 1, PANELIST 2, PANELIST 3, PANELIST 4, PANELIST 5, PANELIST 6, PANELIST 7, PANELIST 8, PANELIST 9, PANELIST 10

Years: 1989, 1994, 1999, 2004

(illustration 9.)

Corporate restructuring is close to Unemployment in terms of how it impacts the issue. "Restructuring" has become a not too secret code word for layoffs. In truth it has become a synonym. Unfortunately, restructuring usually takes some period of time. In a sense those people who lose their jobs early in the process are fortunate. The waiting is over for them. They can begin to look for new jobs. Those who remain face the risk of job loss every day. It does not always mean layoffs. It frequently means new job assignments in new work areas with new supervisors. Sometimes for less pay. As companies restructure, stress builds. Management, eager to avoid the perception that the company is "going under" often contribute by failing to include employees in discussions or even refusing to keep them abreast of intentions. People whose lives are affected by restructuring may feel cheated and seek revenge. Restructuring is a major contributor to the feelings of powerlessness some workers have. This feeling is widely believed to be a factor in a particular type of workplace murder.

TREND #5 - CORPORATE RESTRUCTURING
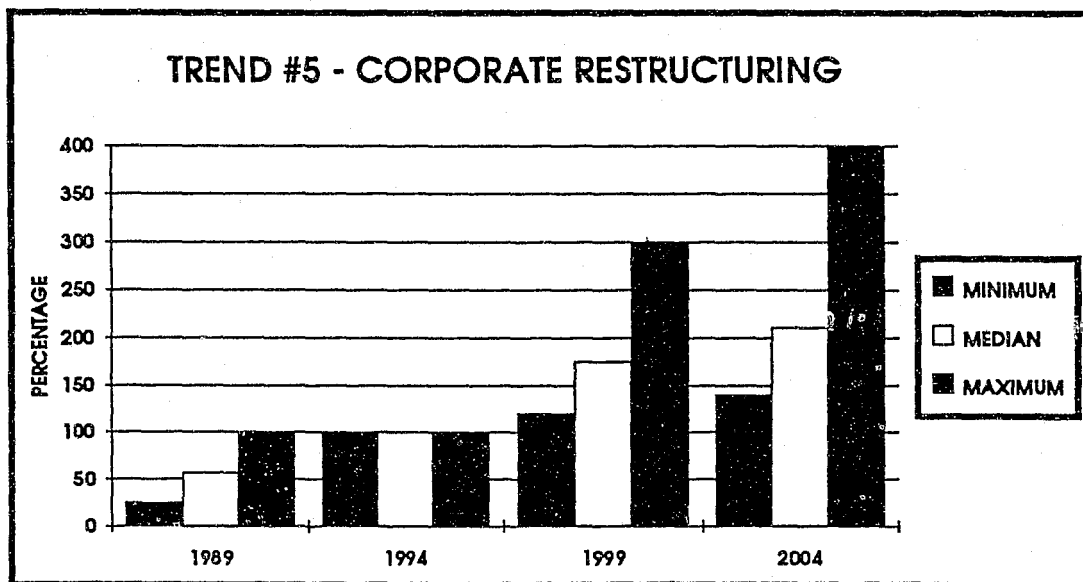
(illustration 10).

The panel agreed this trend will continue for the next ten years but there was some disagreement on the rate. One member thought it would stay flat while two saw dramatic increases. The remaining five were in the middle ground, solidly behind an increase of about 60% to 75% over the next ten years.

The effects of restructuring may have more far reaching effects. Corporations are becoming more efficient and may well opt for higher profitability when the economy turns around rather than invest in rehiring laid off workers. Whether this will generate another wave of resentment among the large numbers of affected workers or not remains to be seen. It will almost certainly be at least part of the motivation of someone who attacks his former employer or co-workers in the coming years.
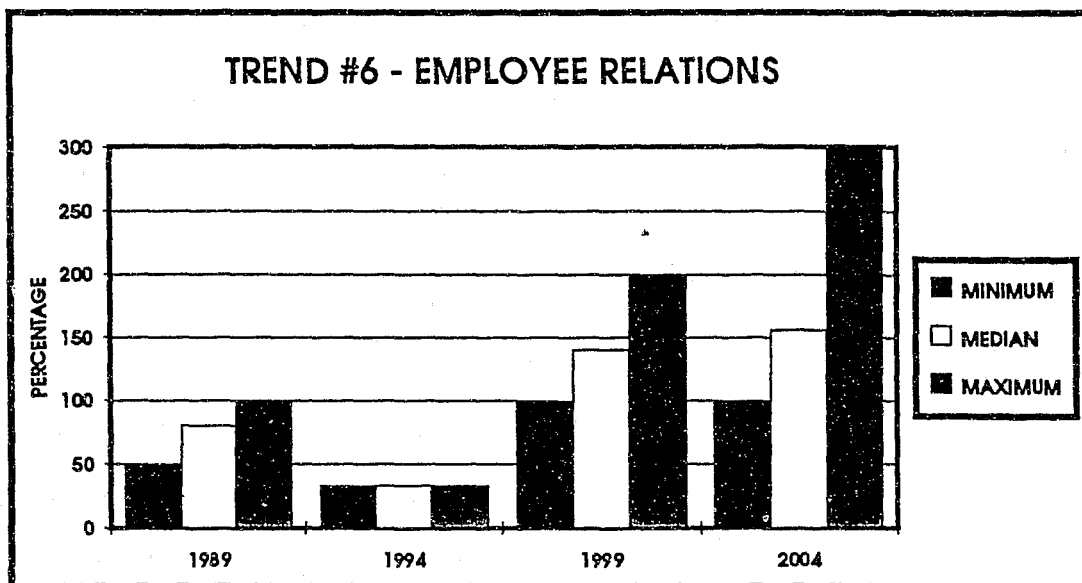
TREND #6 - EMPLOYEE RELATIONS
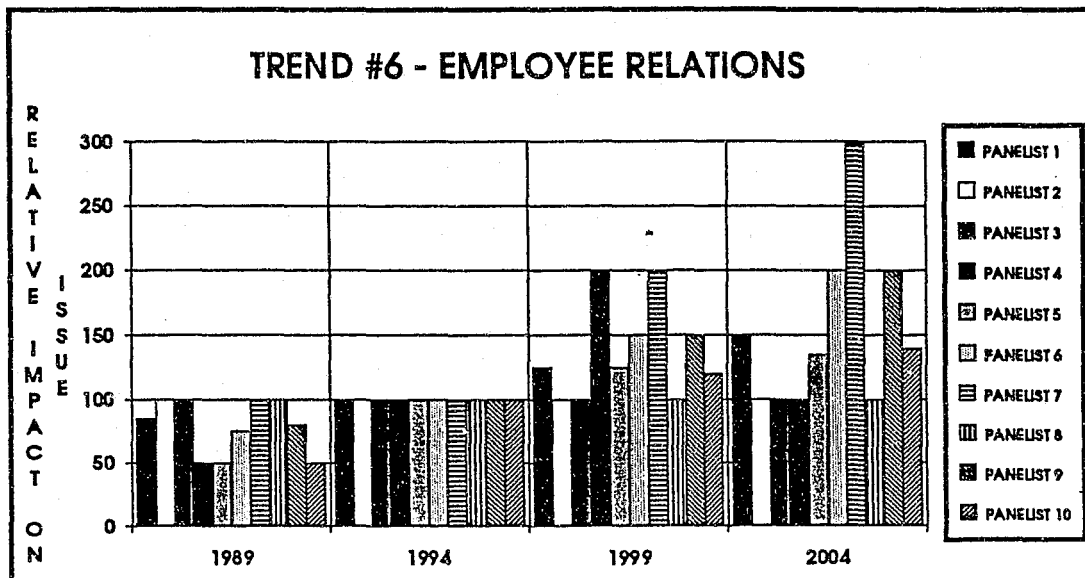
(illustration 11.)

Employee relations may be central to a large number of workplace murders. This trend overlaps "Corporate Restructuring", "Unemployment" and "Technology" to some extent.

Some experts in the field note that an effective employee grievance and performance evaluation program is essential to avoiding violence. They believe it provides an outlet for problems before they escalate.

Others argue this may only be useful in preventing mild disputes but won't work with someone who is willing to kill. They argue these people cannot accept responsibility for any deficiencies and are predisposed to respond violently. This makes hiring the key focus of an effective plan to reduce violence by screening out violence prone individuals before they enter employment.

TREND #6 - EMPLOYEE RELATIONS

(illustration 12.)

The panel expressed it's belief that Employee Relations will continue to have an effect on workplace murder. The maximum and median trends were defined by a total of only four members. The rest saw the trend as flat and are represented by the minimum trend. They focused their attention on employees and former employees who victimized co-workers. They conceded this was a result of media attention, but pointed out it is still a potent factor.

They point out that while employee relations may impact murders by current employees, they have no effect on the largest group of perpetrators who are from outside the victim's workplace.

TREND #7 - MULTICULTURAL WORKFORCE
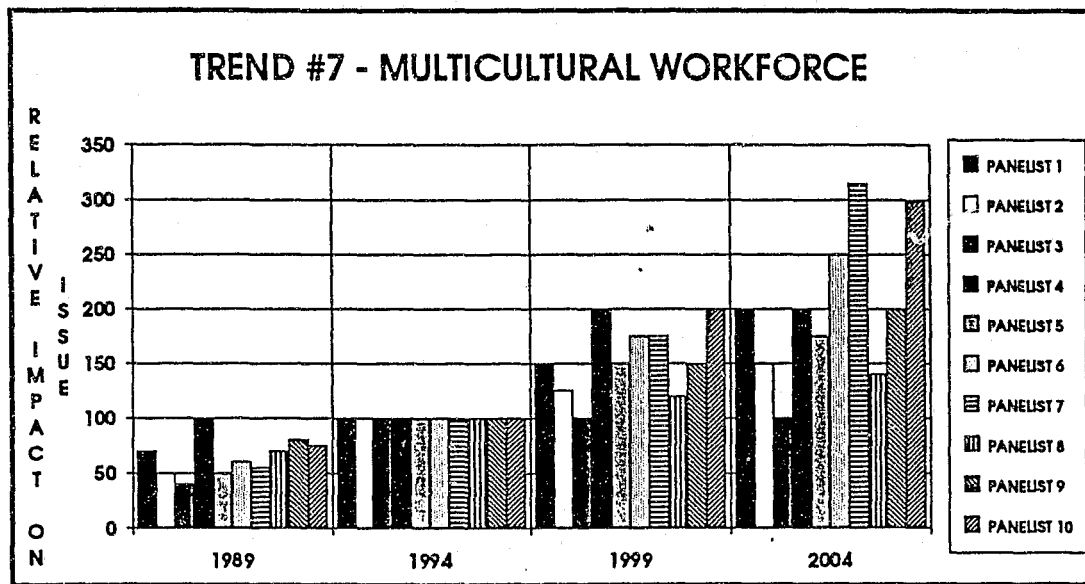
(illustration 13.)

The Multicultural Workforce was identified as a rising trend but not so dramatically as press accounts might suggest. The question of how this will affect workplace murder and related issues brought several suggestions.

Race issues have frequently been at the root of societal problems. Economic conditions have exacerbated the problem recently with one race pointing to another as contributing to the overall decline in the economy and for taking jobs, when they're available, for less pay, forcing wages down.

Cultural differences have often been the sparks that ignited acts of violence. Intolerance, ignorance and suspicion are common causes of violence. Over the next ten years these issues, incurring with increasing frequency as the cultural mix in the workforce changes, will continue to contribute to the number of murders in the workplace.

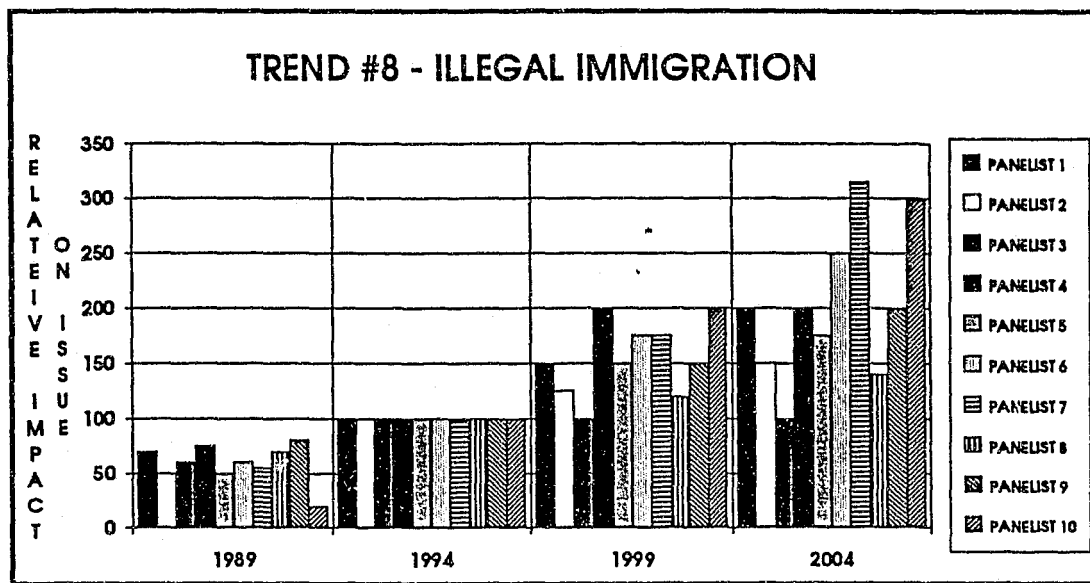## TREND #7 - MULTICULTURAL WORKFORCE
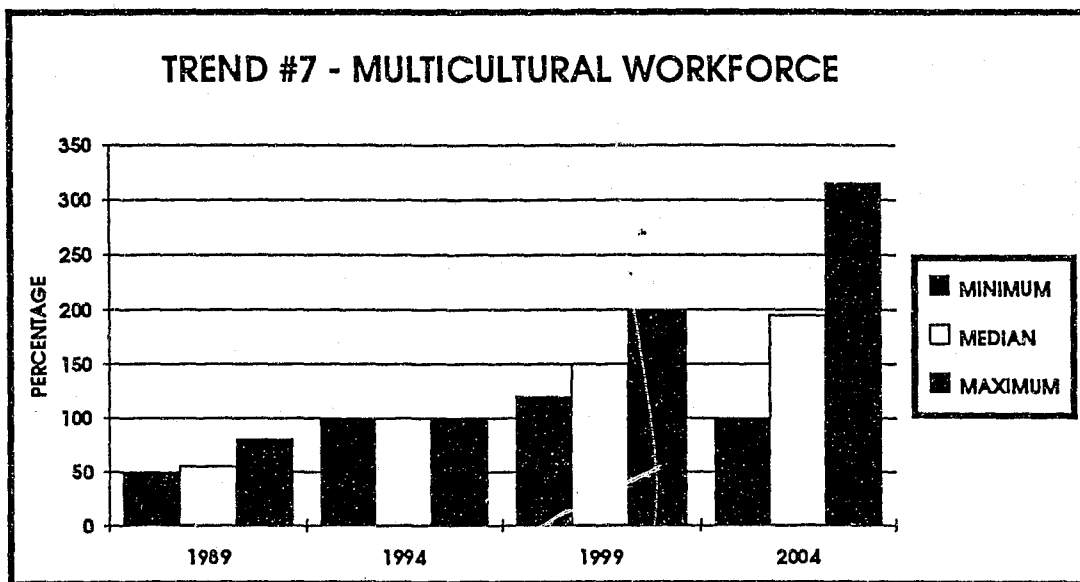
(illustration 14.)

For as much attention this issue has attracted in the media, particularly in California, the trend results were somewhat surprising. The median trend suggests the number of people from cultures other than that of the average American worker in 1994 will double by 2004. When viewed in light of the attention the issue is getting, the panel seems to have acted with restraint.

a one hundred percent increase is however, substantial, maybe even revolutionary. The challenge will be to accommodate this influx without severe consequences. History suggests this will be difficult if not impossible. We may be about to repeat the experience of the Irish and the Chinese who came to America in the mid 1800's. The economy only makes it worse. There is plenty of evidence pointing to a strong backlash. One backlash usually generates another. The actual numbers may not be important as their attitudes of those thrown together in the workplace.

TREND #8 - ILLEGAL IMMIGRATION

(illustration 15.)

"Illegal Immigration" is separate from the preceding trend, "Multicultural Workforce".

While legal immigration has been a subject of controversy, it is nothing like the issue of illegal immigration. Illegal immigrants frequently take the very last jobs on the employment ladder. In times of prosperity this attracts little interest from the "legal" workforce. With the recession, and seemingly endless numbers of illegal immigrants flooding California they have become an issue and are blamed for everything from increasing crime rates to inflated healthcare costs. Tragically, many people conclude that anyone with dark skin and an accent is an "illegal".

The feeling against illegal immigration is the cause for innumerable acts of violence, many in the workplace. Murder is certainly one of them.

TREND #8 - ILLEGAL IMMIGRATION
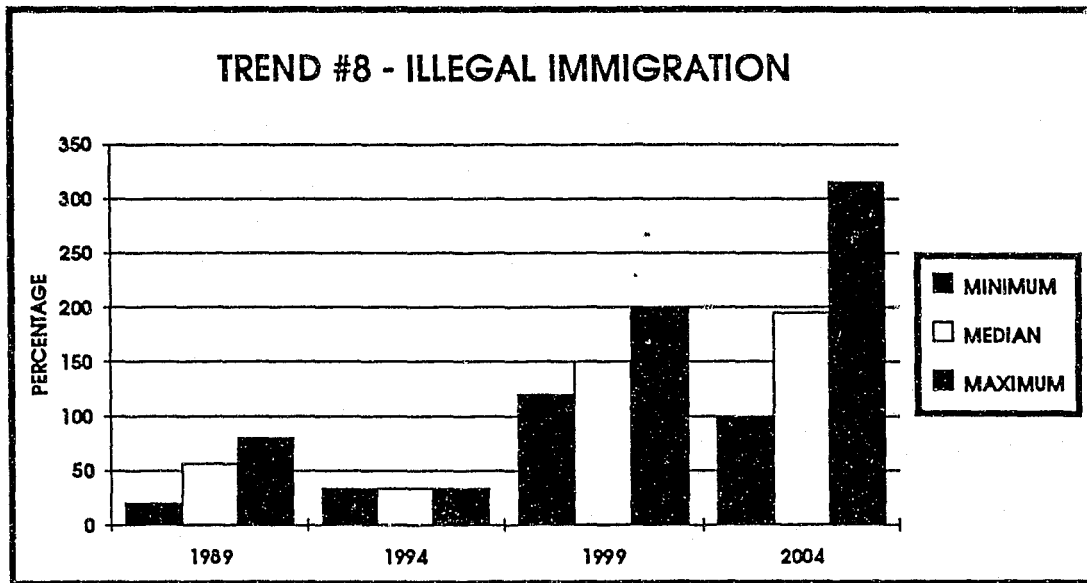
(illustration 16.)

The panel drew a clear distinction between "Multicultural Workforce" and "Illegal Immigration". Immigration contributes to a multicultural workforce but the latter is not dependent on the former. America has maintained a variety of cultures for centuries. In spite of this, the panel provided nearly identical responses to both questions.

The maximum trend shows illegal immigration in 2004 as being triple the rate of today. Even if the highest three estimates were averaged after deletion of the extremes, the figure would have only been reduced by about one sixth. This group points to the population explosion in Latin America, particularly Mexico, and the continuing ineffectiveness of prevention measures.

The minimum trend shows a decline after 1999. This was supported by a belief that trade agreements will improve conditions in Latin America and that illegal entry into the U.S., and life here as an illegal, will become more difficult.

TREND #9 - TECHNOLOGY

RELATIVE ISSUE IMPACT ON

Chart showing data for years 1989, 1994, 1999, 2004 with a vertical axis from 0 to 500.

Legend:
- PANELIST 1
- PANELIST 2
- PANELIST 3
- PANELIST 4
- PANELIST 5
- PANELIST 6
- PANELIST 7
- PANELIST 8
- PANELIST 9
- PANELIST 10
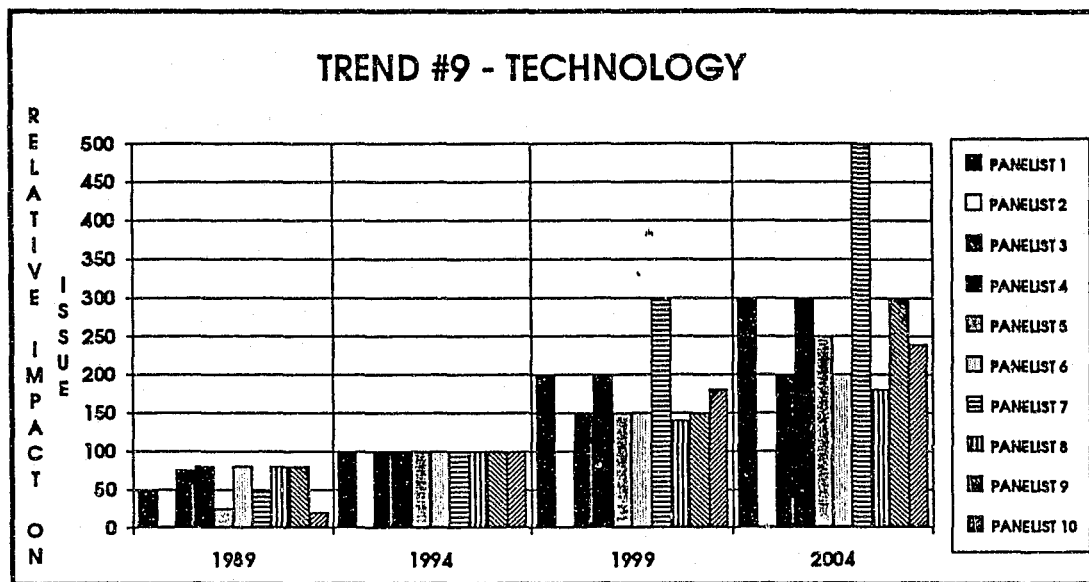
(illustration 17.)

"Technology" was limited to the kinds of things that improve productivity in the workplace. The development of new technology is another two edged sword. While it theoretically makes some jobs, like writing this paper, easier it also causes significant shifts in the workplace often resulting in lost jobs. It was pointed out that new technology creates new jobs as well. This is true but those jobs aren't always taken by the old workers.

Many people are threatened by technology. Often the introduction of new technology creates isolation for workers. Assembly lines are a prime example. Where once hundreds worked, robotics, interspersed with shrinking numbers of workers now do the job. Interpersonal skills are no longer valued or believed necessary by employers. The U.S. Postal Service is "reaping the whirlwind" for years of impersonal management of a system moving towards more and more automation.

TREND #9 - TECHNOLOGY
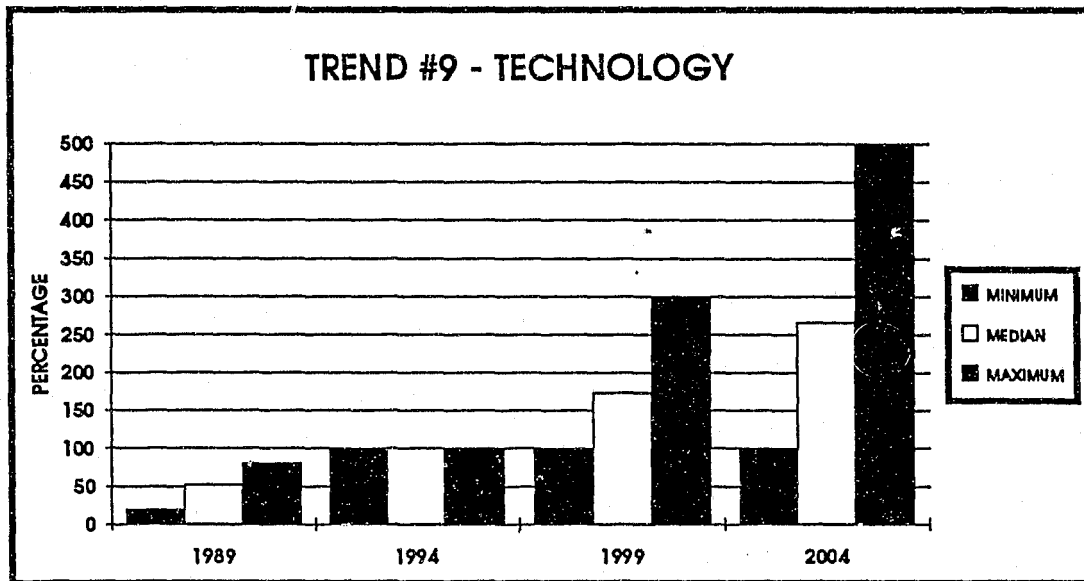
(illustration 18.)

The "maximum" trend depicted is not well supported. It predicts a fivefold increase in the next ten years. The median trend is broadly supported with five panelists within fifty points plus or minus. This group believes technology will continue to evolve at an increasing rate. They do not subscribe to Dr. William Renfro's rate of growth for technology but point out that they view as separate issues the discovery (theoretical) technology and it's implementation. The graph depicts actual implementation.

The minimum group believes we are close to the limit of our ability to <u>absorb</u> new technology and this will limit growth as consumers, particularly commercial customers, become more selective opting to go for occasional large changes rather than many smaller ones. They also believe growth of capital will not keep pace with growth in new technology again limiting expansion.

TREND #10 - GOVT. MANDATES
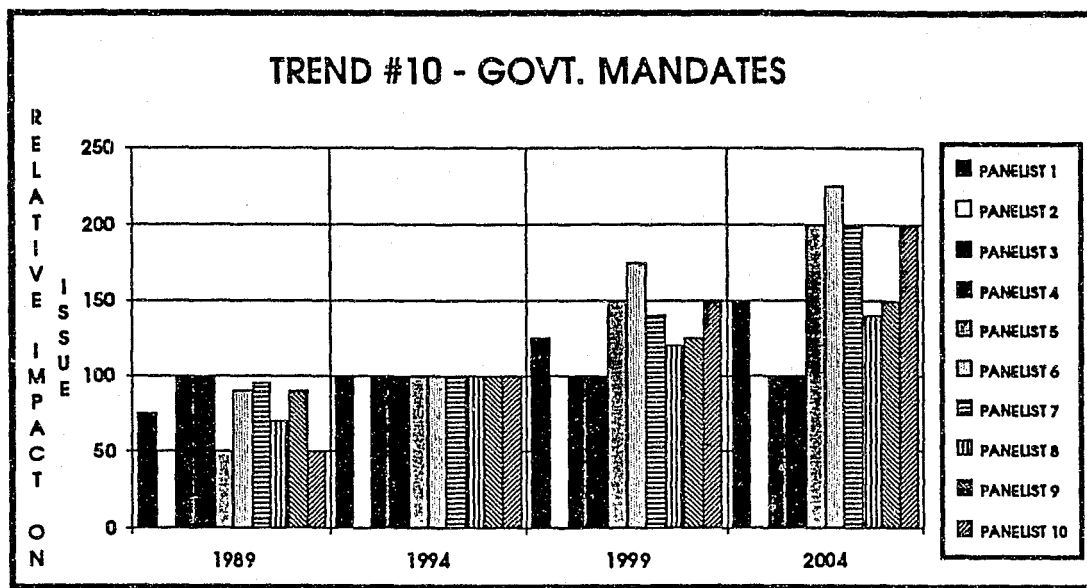
(illustration 19.)

The title "Govt. Mandates" is meant to include legislation, regulation by state and federal agencies and court decisions having a direct effect on the workplace. Again, this is a subject that cuts both ways. The term "regulation" will be used to cover all three.

On one hand, government creates regulations that restrict employer's in some very significant ways. The social benefits of many such laws are well known and generally agreed upon. On the other hand, many of these same regulations often preclude, usually indirectly, employers from taking effective action against potentially, and sometimes demonstrably, dangerous or violent employees. Employers, fearing endless and expensive litigation, often ignore warning signs of violence. The result is sometimes tragic. When it is, the inevitable lawsuits follow, usually with large judgments against employers, particularly where negligence is found.

TREND #10 - GOVT. MANDATES
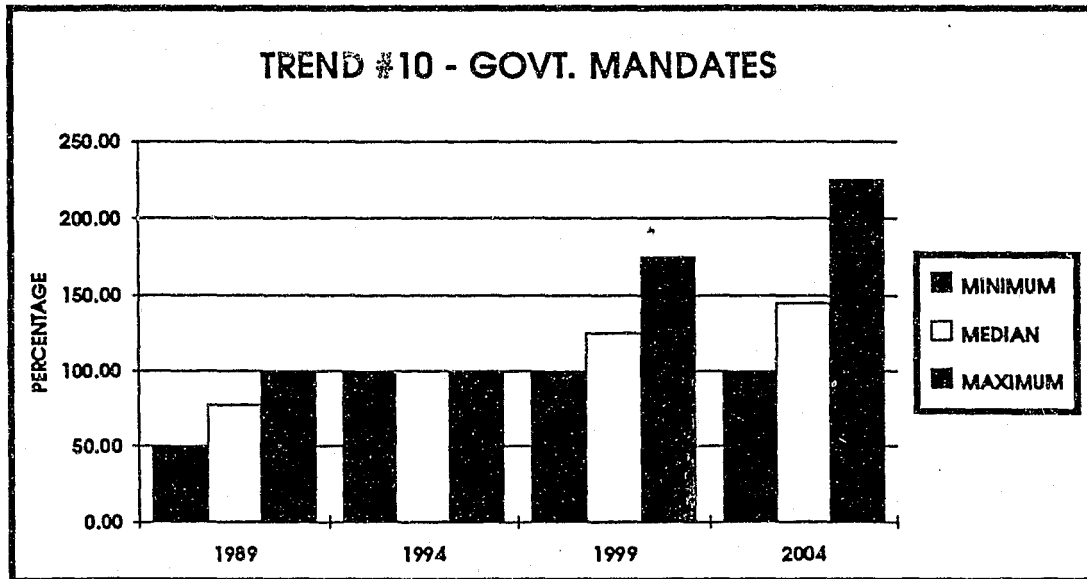
(illustration 20.)

On this topic, the split among panelists for the three trends was fairly even. One group, the minimum saw this trend as flat for the next ten years. The median trend was supported by a group who believed a fifty percent increase over ten years was reasonable. The maximum trend was for an increase of a little more than double.

Government regulation has been widely cited as hampering the economy. Just as often, it has been cited as necessary to control unscrupulous employers who defile the environment, cheat consumers and mistreat workers. Politics motivated all panelists to some degree. The effects of Democratic vs. Republican control of the government played a large role in the discussion.

Regulation was seen more as a federal rather than state issue since employment is a property right enjoying constitutional protection.

Event Nomination

Events were defined as:

"A discrete, one time occurrence".

The process for "events" was similar to that for trends. The panel identified thirty seven events. Rather than reduce this list to twenty, panelists voted on a 1-10 scale for each event. This resulted in several ties and fifteen events were selected for inclusion in the final list. Events were evaluated on the "Event Evaluation Form" (Appendix C).

This form posed a number of questions for the panelists. It was handled on a question by question basis. The first question required an estimate of the number of years until the probability of the event's occurrence exceeded zero. The next two questions also concerned the probability, expressed as a percentage, of a particular event occurring five and ten years in the future. In the final question, panelists were asked to make a judgment of whether the event would have a positive or negative affect on the issue and to weight the effect on a one to ten scale. The top fifteen events are listed below:

1.   A soldier, forced out of the service due to cutbacks, bombs an army post

2.   Stock market drops 1000 points in a single week

3.   An earthquake closes many of the states major employers

4.   Courts expand rulings making employers responsible for the safety of workers to include safety from assaults.

5.   Employers are permitted access to police records of current and prospective employees

6.   Court rulings mandate psychological counseling and services to fired or laid off workers.

7.   Courts permit firing of employees who are "potentially violent".

8.   A disgruntled municipal employee poisons the water supply of a medium sized city,

9.   Legislature passes law allowing random use of psychological testing of employees by employer.

10.   Fired airline worker places a bomb on an airliner, killing 250.

11.   Courts approve use of "profiles" as basis for denying employment.

12.   Law enacted making workplace murder a death penalty offense.

13.   Police officer kills Chief during disciplinary hearing.

14.   Fired worker takes elected officials hostage.

15.   New law requires psychological screening for public employees.

FINDINGS ON EVENTS

The selection of "Events" was similar to the process for trends. Selected "Events" were to be those with the greatest potential for affecting the issue.

As "Events" were listed there was discussion for the purpose of refining the "Event" statement only. In the final voting, a number of "Events" were tied. There was no clear consensus for a top ten events. Further discussion failed to resolve the ties. There was a clear break between the top fifteen and the remaining events and the top fifteen were retained. The panel then completed the "Event Evaluation Form" (See appendix C). The results were compiled and graphed. Further discussion was held concerning the panel's "confidence" in their decisions about "Event" probability and impact.

"Events" were graphed and follow in pages 38 through 53 as illustrations 21 through 35. The graphs depict the probability of occurrence over the next ten years starting at the point where probability first exceeds 0. Some comments on each event are contained on the same pages.

"Events" fell into three general types. The first can be described as government regulation either by courts or the legislature. "Events" 4,5,6,7,9,11,12 and 15 fit into this group. They are considered as having a potentially positive impact on the issue.

The second group of events were violent acts. "Event" 1,8, 10, 13 and 14 fell into this category. They were all defined as having a negative impact. The panel acknowledged these "Events" as being incidents that probably would not , in themselves, significantly alter the long term statistical impact of workplace violence. However, as representative incidents occurring in institutions and businesses where there is a heavy investment of public trust, the actual incident would assume importance out of all proportion to the act itself. Media coverage would probably be heavy and the influence on public perception would be great. The remaining "Events" were 2 and 3. These are best described as environmental factors. Both were considered as "negative".

The distinction between positive and negative events plays a significant role in assessing cross impact.

EVENT #1 - FIRED SOLDIER BOMBS MILITARY POST
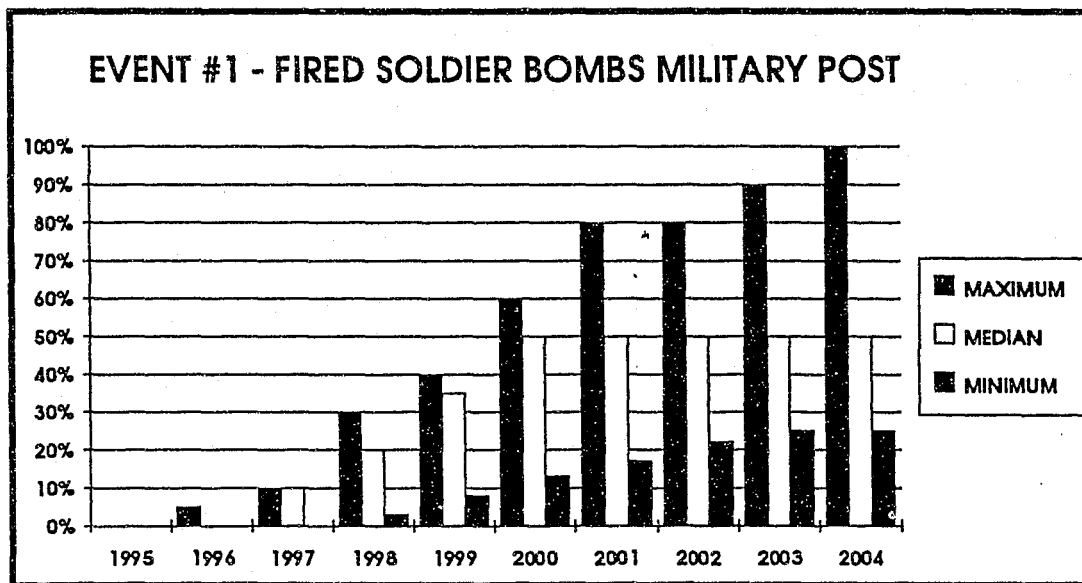
(ILLUSTRATION 21)

MEDIAN PROBABILITY: 50%   **CONFIDENCE: 5**

Event one started as a discussion about base closures. The discussion moved to force reductions in the military services and the actual "laying off" of many military personnel who had not reached retirement age and, aside from a severance bonus if they volunteered to separate, were basically fired with little to assist them in the future. After years in the military, they frequently feel isolated. 50% probability of this event occurring was a "low side" compromise.

Life in the military, particularly in combat arms branches, does not prepare one very well for life on the "outside". The skills learned are not easily transferable. These people do however, possess some extraordinary abilities and access to a variety of explosive material, if they decide to retaliate.

A feeling of betrayal over an event like this can change dedication to service to isolation, bitterness and perhaps, to revenge.

EVENT #2 - STOCK MARKET DROPS 1000 PTS.
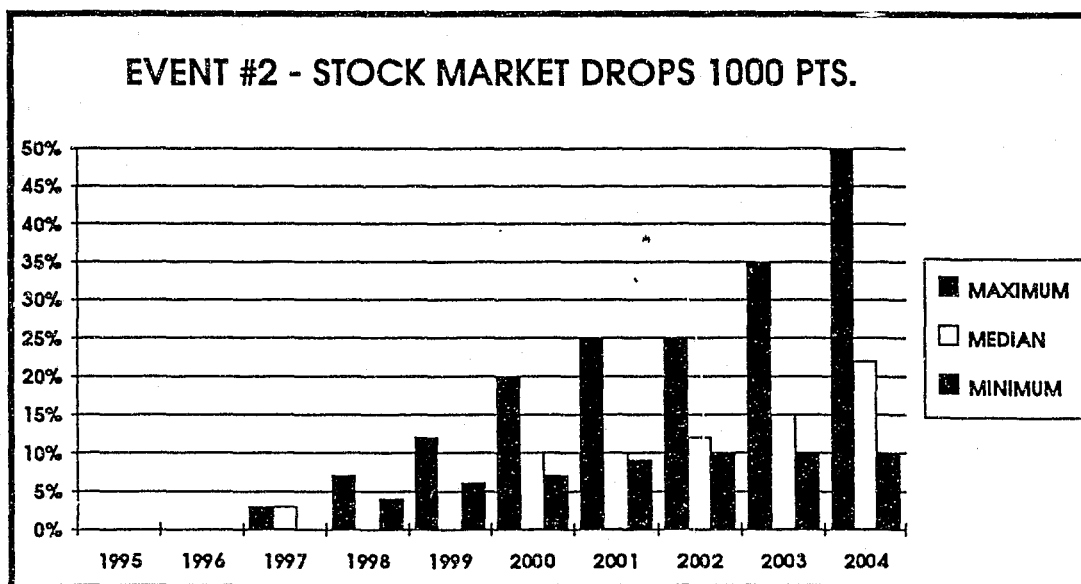
(ILLUSTRATION 22)

MEDIAN PROBABILITY: 22%   **CONFIDENCE: 3**

A stock market crash would certainly have an impact on the workplace and add many of the factors often associated with violence. Not least among them might be violence at brokerage firms.

The effect on jobs would be widespread. When a good worker loses a job because of bad investment strategy by his employer or because of a panic among investors, he or she may feel helpless. Years of hard work are gone and the future is uncertain. These are common attributes of perpetrators of murders in the workplace.

Investors may have the same feelings. In a 1000 point drop a lot of futures can be destroyed. Even small adjustments in interest rates cause sharp declines in assets triggering a wide range of responses, many of them emotional, some of them irrational.

EVENT #3 - EARTHQUAKE DEVASTATES BUSINESS
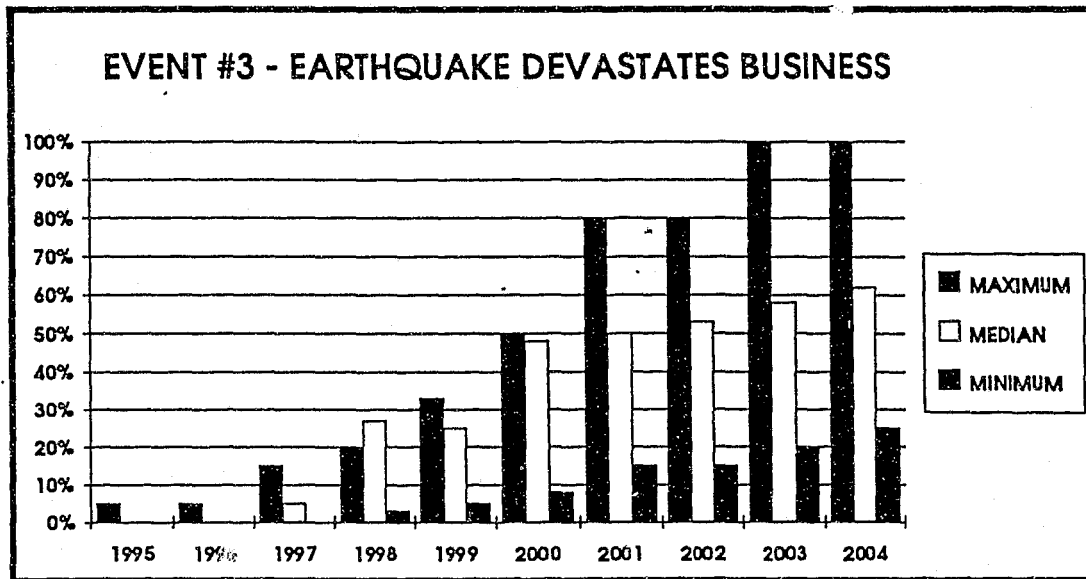
(ILLUSTRATION 23)

MEDIAN PROBABILITY: 61%   **CONFIDENCE: 6**

Earthquakes are a fact of life in California.   The impact on the workplace can be devastating. A major earthquake will create enormous stress on the population. Adding to the stress will be overburdened emergency workers and other public agencies unable to cope with the demands services.

Major employers will close, some forever, adding to the numbers of displaced workers. Frustration and anger were evident in large segments of the population following the Loma Prieta earthquake. The anger persisted when expected benefits proved difficult to obtain or in some cases non-existent.

Anger was directed at federal state and local relief agencies as well as insurance companies and other service providers. There remains the persistent belief that someone, either the government or an employer should restore what has been lost. Failure to do so engenders anger and sometimes violence.

EVENT #4 - EMPLOYER'S REQUIRED TO PROVIDE SAFE WORKPLACE
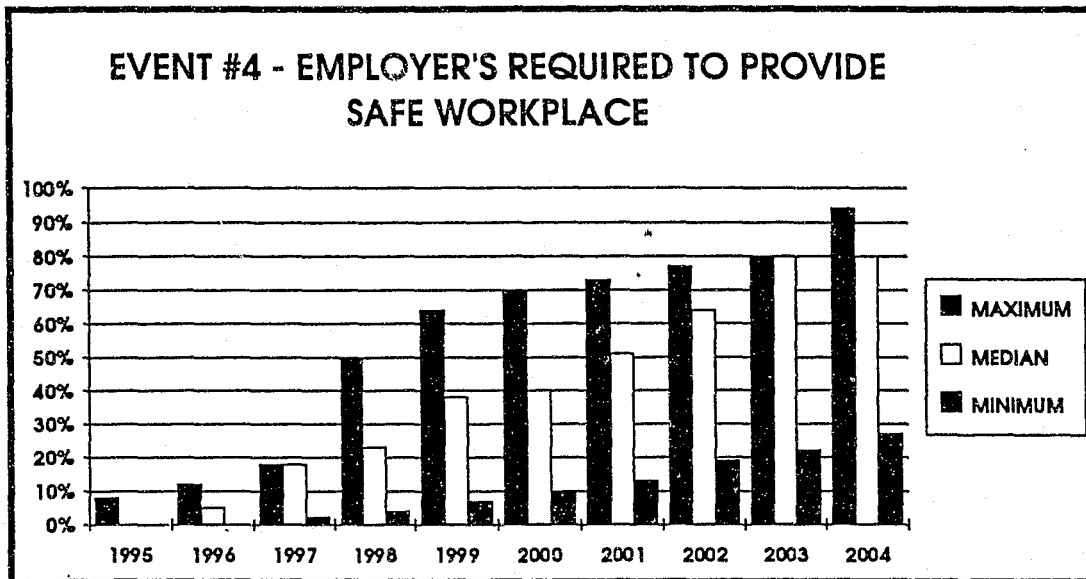
(ILLUSTRATION 24)

MEDIAN PROBABILITY: 80%   **CONFIDENCE: 8**

There are a wide variety of federal, state and local regulations dealing with worker safety. A number of government organizations monitor compliance. There are rules governing equipment use, protective clothing, hazardous substances, number of hours that can be worked and a host of other regulations all designed to protect workers, and the public, from the hazards of almost every job in America. In every case it is clearly the responsibility of the employer to provide a safe environment.

Except in cases of negligence, employer responsibility is less clear when it comes to exposing workers to violence by co-workers. It is even less so when the threat comes from outside the workplace.

This event supposes a clear cut case decision requiring an employer to assure the safety of employees from violent attack from any source.

EVENT #5 - EMPLOYERS GRANTED ACCESS TO POLICE FILES

(ILLUSTRATION 25)

MEDIAN PROBABILITY: 24%   **CONFIDENCE: 4**

California law prohibits the use of criminal histories, maintained by the Department of Justice and local agencies, by prospective employers with obvious exceptions for public safety jobs and where the request comes from an individual for information relating to themselves.

This event considers the impact of legislation similar to the DMV PULL Program allowing employer access to criminal histories both of prospective and current employees.

The panel, with extensive criminal justice experience did not view this as very likely for a number of years. The consensus was that the situation will have to get a good deal worse before this information, with enormous potential for abuse, is made public.

EVENT #6 - COUNSELING REQUIRED FOR FIRED WORKERS
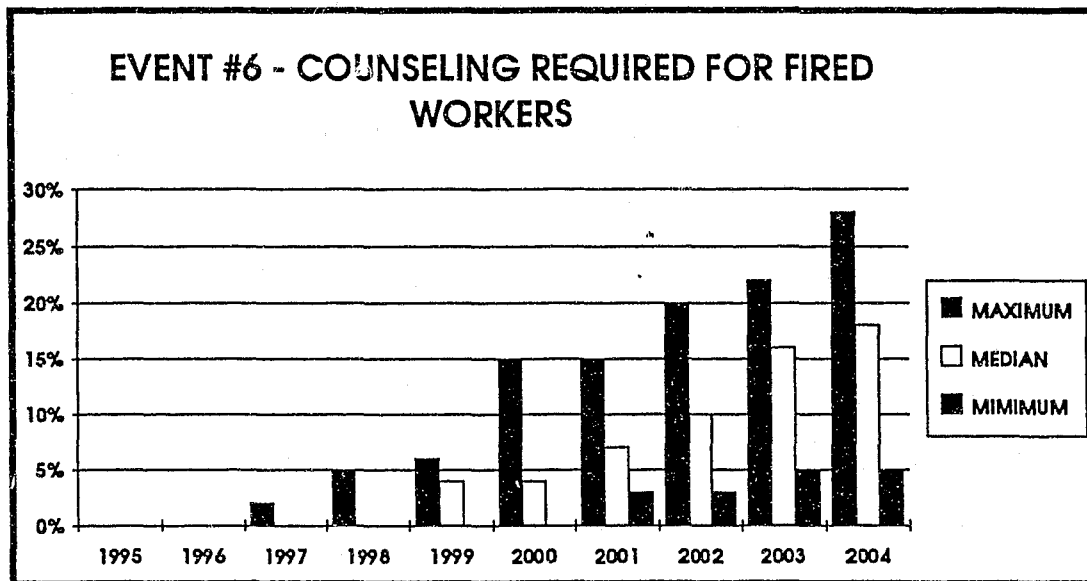
(ILLUSTRATION 26)

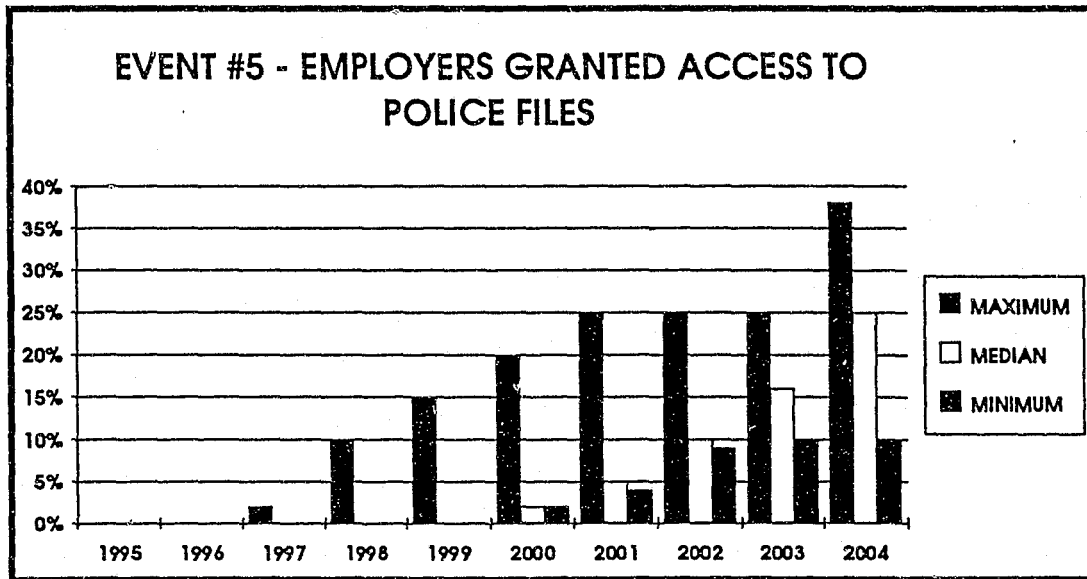**MEDIAN PROBABILITY: 18%**   **CONFIDENCE: 4**

There are a wide variety of federal, state and local regulations dealing with worker safety. A number of government organizations monitor compliance. There are rules governing equipment use, protective clothing, hazardous substances, number of hours that can be worked and a host of other regulations all designed to protect workers, and the public, from the hazards of almost every job in America. In every case it is clearly the responsibility of the employer to provide a safe environment.

Except in cases of negligence, employer responsibility is less clear when it comes to exposing workers to violence by co-workers. It is even less so when the threat comes from outside the workplace or a former co-worker. This event supposes a clear cut case decision requiring an employer to assure the safety of employees from violent attack from former co-workers by providing counseling as a preventive, and perhaps predictive, measure.

43

EVENT #7 - COURT OK'S FIRING "POTENTIALLY VIOLENT" EMPLOYEE
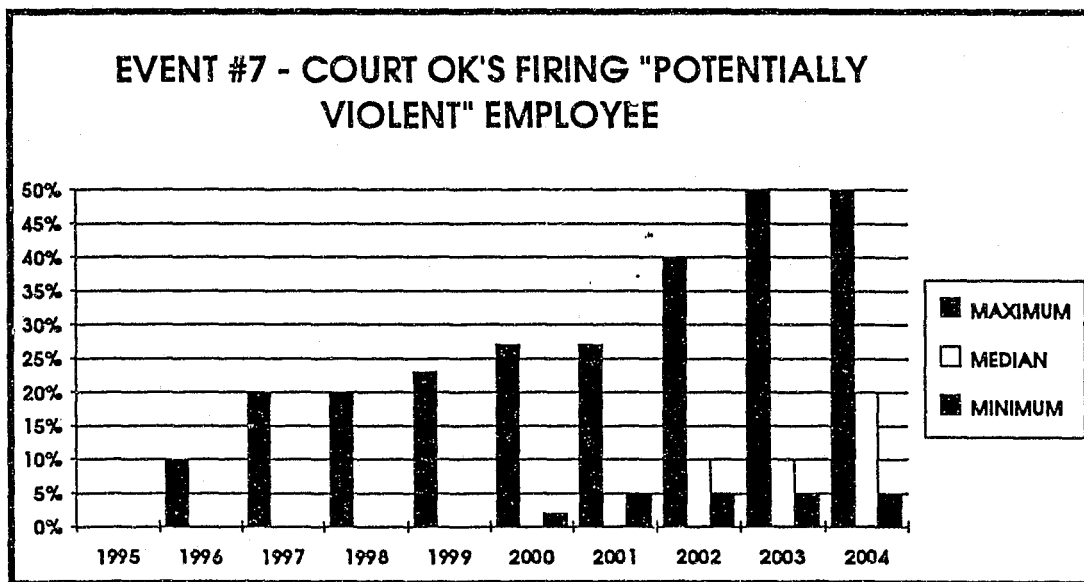
(ILLUSTRATION 27)

MEDIAN PROBABILITY: 20%   **CONFIDENCE: 4**

Event #7 was selected by the panel for inclusion in the final list and then almost totally discounted by a significant segment for the next ten years.

Discussion about the event defined it as a sort of "preemptive strike strategy". The suggestion that objective evidence establishing the "potential" for violence by a worker would minimally include threats or violent acts still left them skeptical. The "event" statement seemed to imply more. Their chief criticism was the potential for abuse.

Jobs are a constitutionally protected property right and due process is an essential prerequisite to deprivation which is what this event envisioned. The term "potential" implied the absence of an overt act and was troubling for the panel. They agreed that if the workplace murder increased significantly, this "event" would become more viable. Most panelists cited past reluctance by courts to approve depriving a citizen of a protected right without an overt act of violence or repeated threats.

EVENT #8 - DISGRUNTLED EMPLOYEE POISONS CITY WATER SUPPLY
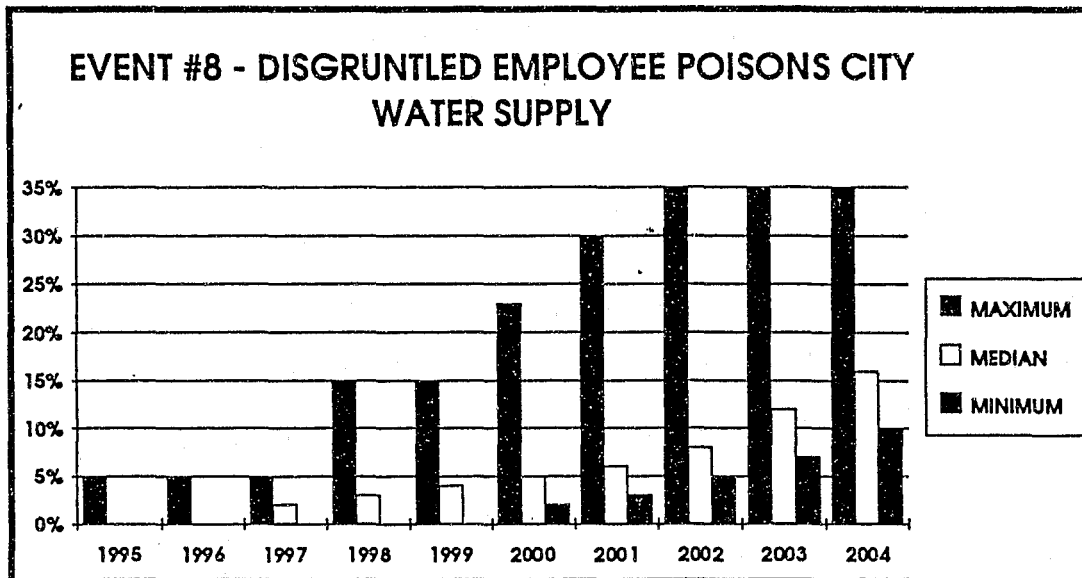
(ILLUSTRATION 28)

MEDIAN PROBABILITY: 16%   **CONFIDENCE: 4**

This is the kind of event that has been the subject of endle_o novels and screenplays. It is also the kind feared most by many officials. Most agree that the only thing preventing an act like this is the small chance of three essential ingredients coming together simultaneously. They are: difficulty in obtaining a toxin in sufficient quantity to achieve a dangerous level of toxicity in the water supply; a sufficiently demented employee; the mechanical problems in avoiding detection while actually contaminating the water supply.

The panel considered it a realistic possibly that would have risen to the level of a probability over a longer time period. The availability of a toxic substance sufficiently concentrated to make contamination by a single individual would significantly raise the probability. Similar types of attacks on the general population with commercially available toxins or explosives were considered a greater possibility and there was some discussion about recasting this event to include that possibility..

EVENT #9 - RANDOM PSYCH. EVALUATION OF EMPLOYEES APPROVED
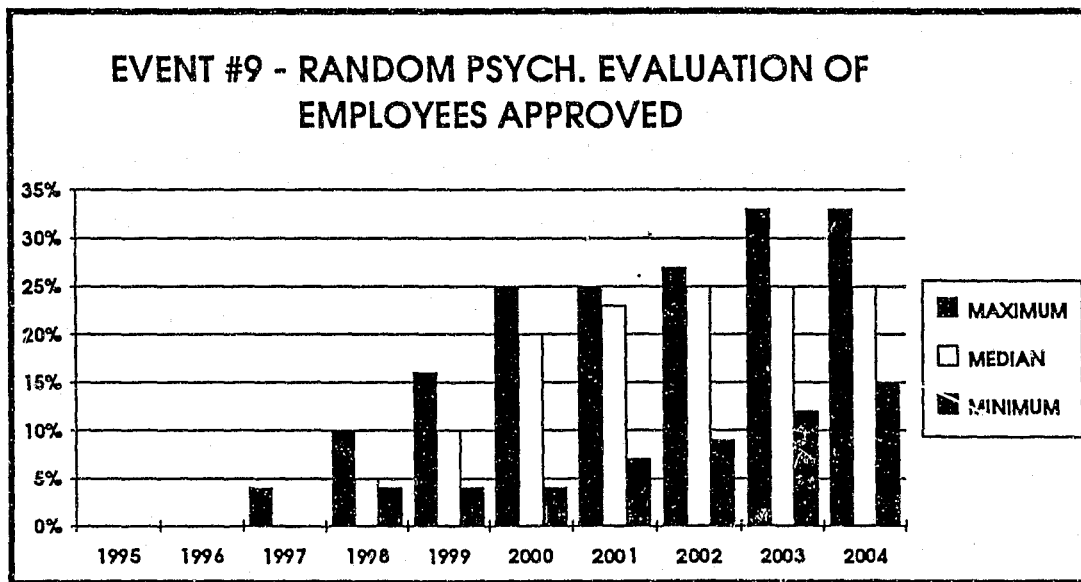
(ILLUSTRATION 29)

PROBABILITY: 25%   **CONFIDENCE:** 5

In adoption of this event statement, the panel envisioned some controls as preconditions. They were agreed on in order to give the event a meaningful probability of occurrence since most doubted courts would approve anything close to a "random" invasion of privacy except in extremely sensitive jobs.

It was agreed testing might be approved so long as information derived by the person administering the test would be maintained in a manner with current law. Only information suggesting an intention to do violence to another person would be released and then only to police, if the victim was either outside the employers workplace or not employed by him. The police would determine if further release of the information were necessary.

Another caveat was that the tests would truly have to be random in order to avoid there use as a tactic to harass workers for other reasons.

EVENT #10 - FIRED AIRLINE WORKER BOMBS PLANE. KILLS 250
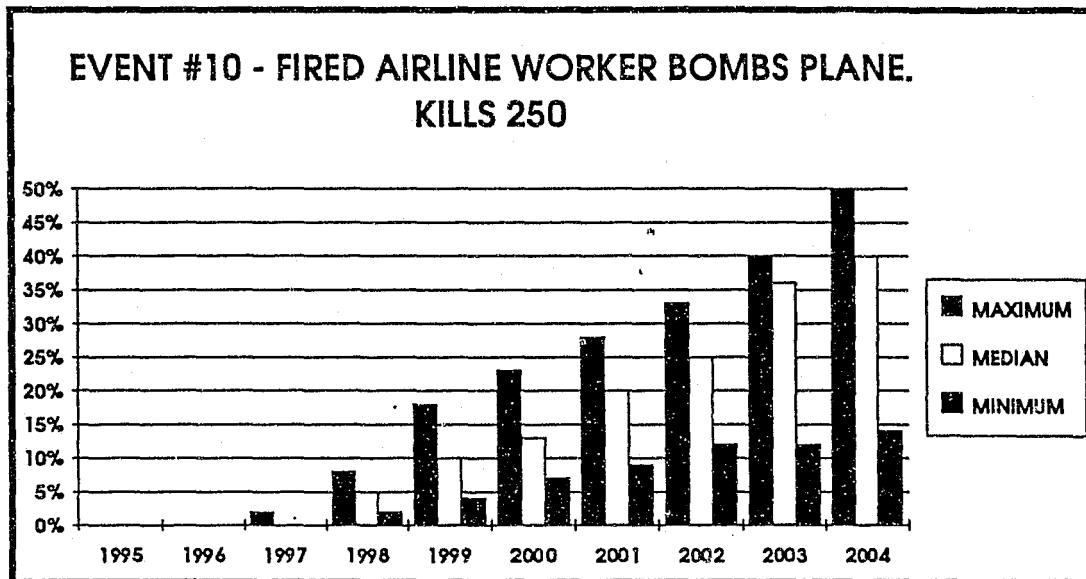
(ILLUSTRATION 30)

MEDIAN PROBABILITY: 40%   **CONFIDENCE: 4**

This event, similar to Event #8, is more probable because, unlike Event #8, the availability of an explosive sufficient to cripple an aircraft is far greater than the toxin required in Event #8. The mechanical process of actually getting it into or on an aircraft, by an ex-employee may also be simpler. Balancing this somewhat are the safeguards in place to prevent such events. Central to this event is the fact that we are talking about a "fired" airline worker. Presumably, airport and airline security would have some deterrent effect. A current employee would have raised the probability substantially.

The impact of such an event would be high. Public reaction, though somewhat accustomed to terrorist bombings of overseas flights, would be extreme. The reaction by airlines and government would undoubtedly reflect this as the public perception of airline safety dropped and the effect rippled through society and the economy. This may be the kind of incident that would result in closer scrutiny of employees.

EVENT #11 - COURT APPROVES PROFILE USE IN HIRING
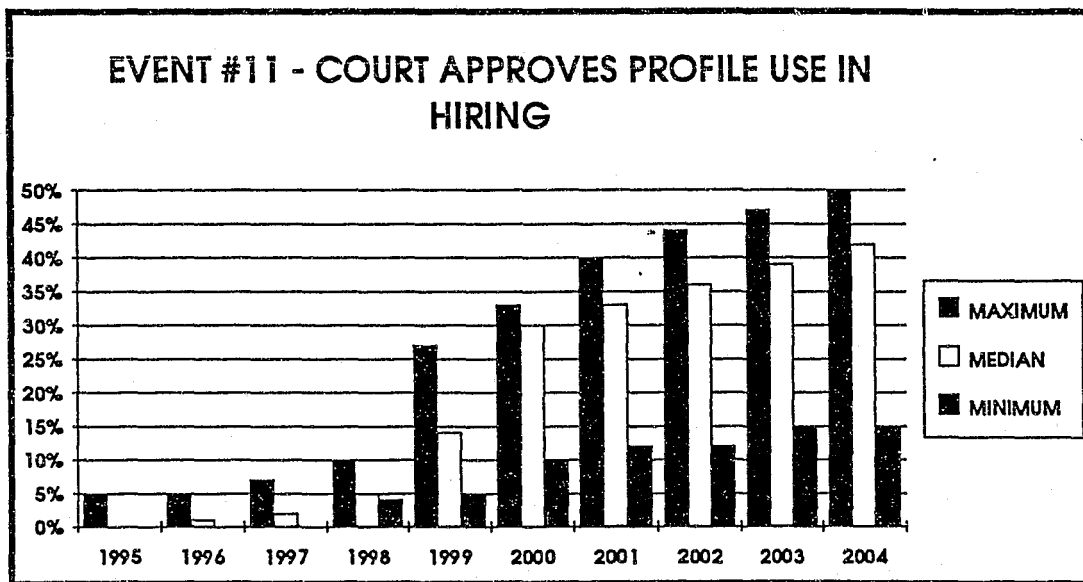
(ILLUSTRATION 31)

MEDIAN PROBABILITY: 42%   **CONFIDENCE: 7**

Profiling, occasionally used by law enforcement, is just as often a subject of controversy.

To date profiles have been viewed with skepticism by courts and cannot be used as the sole basis for a legal detention which requires a "reasonable suspicion". They are nonetheless used by agencies as a starting point, and coupled with additional information may be used to detain individuals.

A "profile" of a potentially violent worker has been put has been put forward by at least one consultant in private security but it is relatively untested. There use in employment decisions depends on areas they get into. Protected areas categories are, and would remain, absolutely prohibited. This event envisions a profile based solely on behavioral patterns and is considered a fair possibility of occurring in the next ten years.

EVENT #12 - WORKPLACE MURDER DECLARED A DEATH PENALTY OFFENSE

Bar chart showing MAXIMUM, MEDIAN, and MINIMUM percentages for years 1995 through 2004, with values ranging from 0% to 60%.
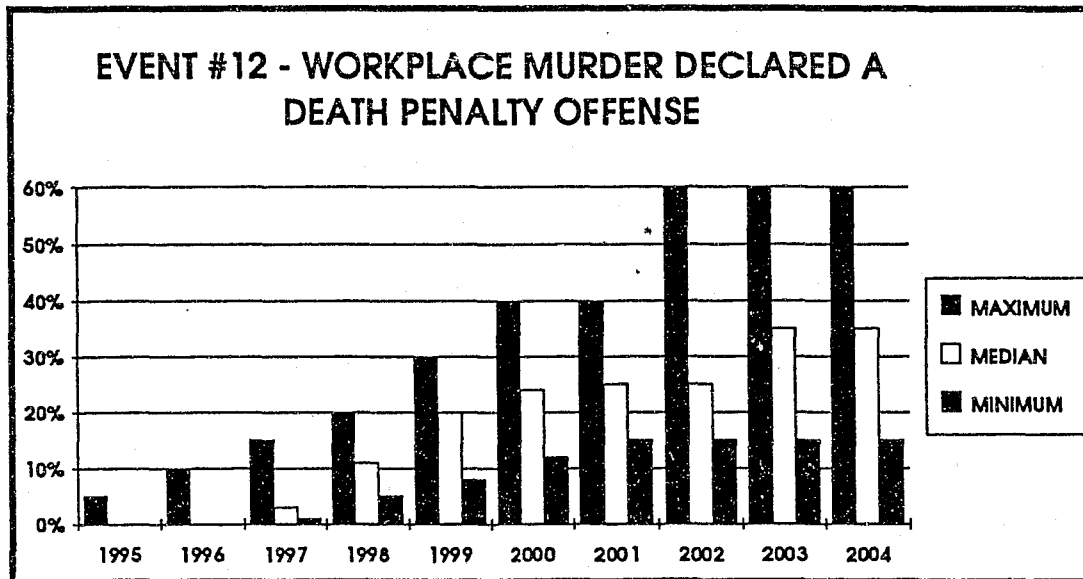
(ILLUSTRATION 32)

MEDIAN PROBABILITY: 35%   **CONFIDENCE: 5**

California law defines a number of circumstances where the death penalty may be imposed. These are called "special circumstances" and include mass murder, murder of a police officer and murder by torture to name a few.

This event foresees inclusion of workplace murders as a special circumstance in California law or in federal law where the business is engaged in some activity falling within the purview of federal legislation. This kind of legislation which usually comes about out of public concern generated by an incident or a series of incidents that attract widespread coverage and attention. The workplace attacks that receive the most exposure are usually mass murders and are already death penalty offenses under existing law. Given the media attention this issue has received this was viewed as a possibility as early as 1996 with an increasing chance of occurrence reaching 35% by 2004.

EVENT #13 - POLICE OFFICER KILLS CHIEF DURING DISCIPLINARY HEARING
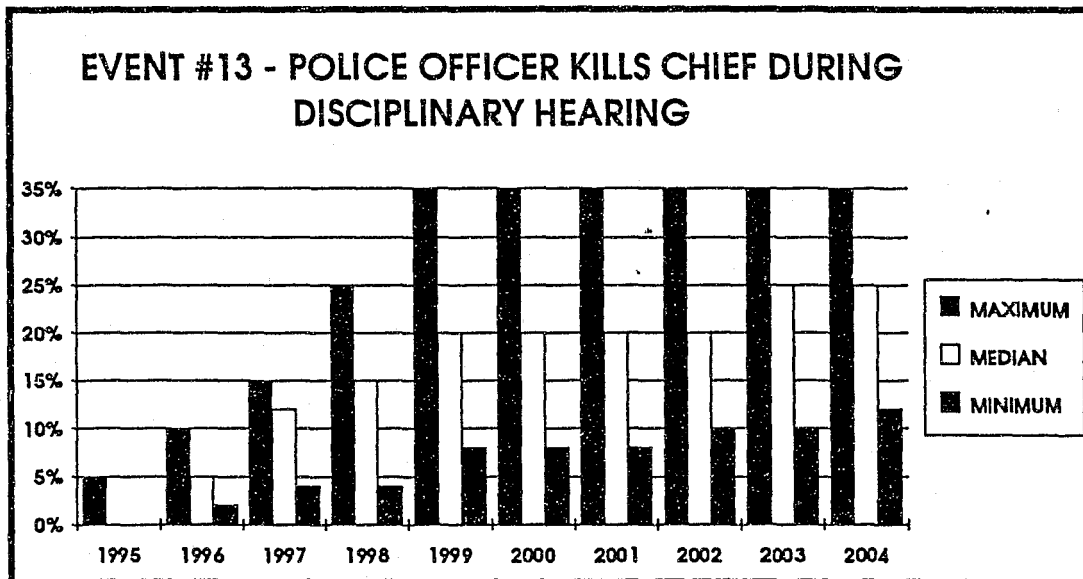
(ILLUSTRATION 33)

MEDIAN PROBABILITY: 25%   **CONFIDENCE: 5**

This event statement was arrived at after discussion of the potential for a police officer to become a perpetrator in a workplace murder.

This event has some of the aspects of Event #1, the former soldier bombing a military post. Again it involves someone with some special skills. As an additional problem for resolving the event, it would probably occur in a police station in a small or medium sized jurisdiction where chiefs frequently handle discipline. In a smaller facility it would hamper communications and access to equipment, not to mention the emotional impact on reconsiders.

The group would have raised the likelihood of occurrence if the target of the officer was broadened to include other public officials. Most members commented thi change would have made the probability almost a certainty. When asked to cite reasons they pointed to the perceived decline in reputations of the police and the increased frustration they must experience.

EVENT #14 - FIRED WORKER TAKES OFFICIALS HOSTAGE
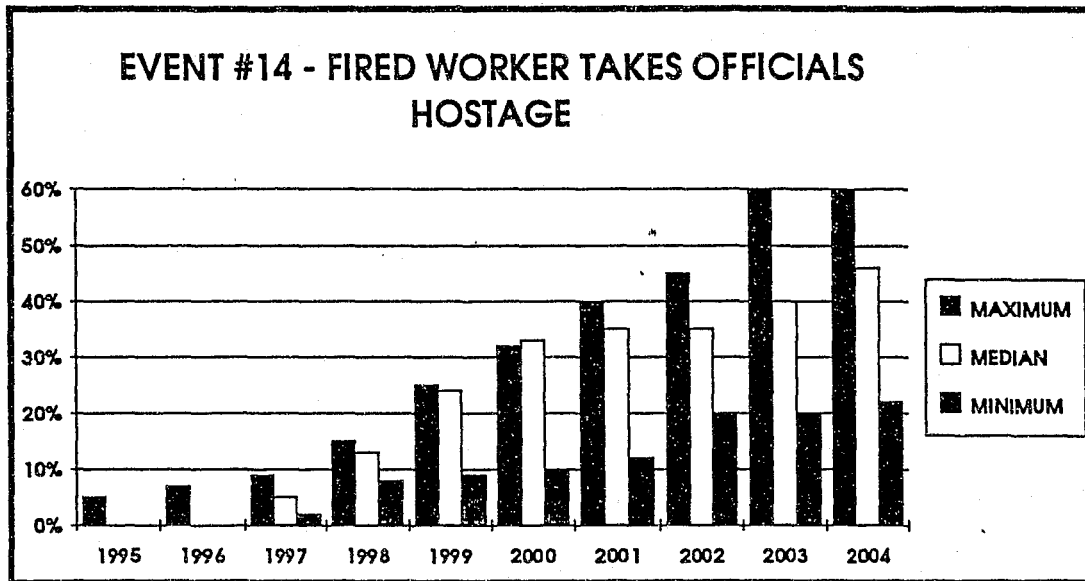
(ILLUSTRATION 34)

MEDIAN PROBABILITY: 46%   **CONFIDENCE: 5**

This event is remarkable only in that it hasn't happened yet or hasn't resulted in a high profile case that captured the attention of the media. It probably should have included the murder of elected officials to establish a closer connection with the issue. It was selected because no other event included an elected official as a victim.

Public appearances, published schedules and agendas and City Council meetings all increase exposure of elected official. Their status guarantees publicity and makes them a frequent target of blame for a variety of problems.

The panel saw this as a fair probability for the future as California's cities and towns continue to cope with a growing list of problems including the widening effects of the property tax law changes of the early 1980s, a sluggish economy, immigration, gun control and a host of other emotional topics..

EVENT #15 - PSYCH SCREENING REQUIRED FOR PUBLIC EMPLOYEES
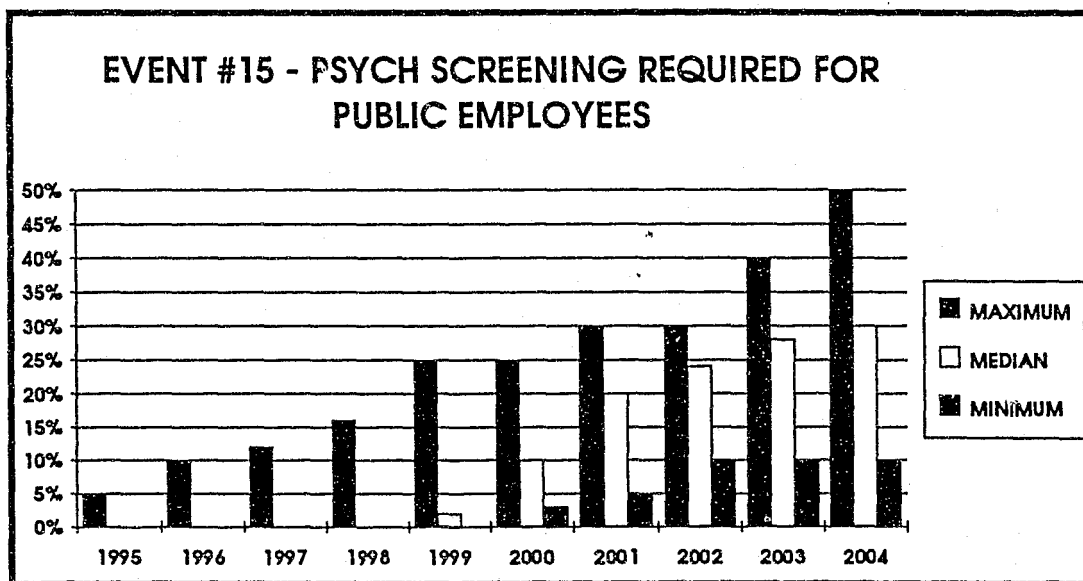
(ILLUSTRATION 35)

MEDIAN PROBABILITY: 30%   **CONFIDENCE: 5**

This statement is somewhat misleading. It does not envision the testing of all public employees, but rather only those that engage in threatening or otherwise bizarre behavior. The idea was to reduce the potential for violence in the public workplace both for the protection of other public employees and the public themselves.

On that basis it was seen as having a one in three chance of occurring in the next ten years but probably not for at least five. The delay was explained as being attributable to cost factors over the next few years and delays imposed by courts responding to suits by unions.

California has a law requiring the state to reimburse cities and counties for expenses mandated by state programs. The current administration is experiencing severe budget problems and is not likely to assume any new costs in the near future. This could change however, if the state went ahead and mandated the program without funding.

CROSS IMPACTS

In forecasting the future it is essential to understand that trends and events do not occur in isolation. Each is influenced by the other. The degree to which this occurs is best determined through the application of Cross Impact Analysis.

In considering the issue of workplace murder, along with the trends and events selected by the panel, it was evident that some would generally be considered to have a positive impact and some would be negative. The first step in this process then, is to make a determination of whether a specific event is positive or negative. The second step is to assign a relative value to the event. The "event Evaluation Form" (figure 4) was used to assign a value. Use of a spreadsheet like those contained on following pages as tables 1 and 2 is an effective way of demonstrating the relationships events have on each other.

On the "event Evaluation Form", each of the fifteen "Events" identified by the NGT Panel, is evaluated for it's impact on each of the other "Events". Along the top of the chart the "Events" are listed as "E1" through "E15". A numerical value, expressed as a percentage, (positive or negative) is also included. The Left side again lists "Events" along with the probability of occurrence assigned by the NGT Panel. Events that are shaded are considered negative events. This is important because it helps explain some results.

The rules for computing the effect of the Cross Impact are:
- When a negative "Event" is run on another negative "Event" the probability increases.
- When a negative "Event" is run on a positive "Event" the probability decreases.
- When a positive "Event " is run on a positive "Event" the probability increases.
- When a positive "Event" is run on a negative "Event" the probability decreases.

By finding the cell in which a vertical line Form an "Event" intersects with a horizontal line from another "Event", we can see the net result or impact. When a series of "Events" are included in a scenario, the net effects of several cross impacts must be considered. Table 1 on page 55 shows the impact of single events on other single events. Table 2 on page 56 shows the net change of all events on any single event and resulting probability.

(table 1)

55

	E1-1%	E2-3%	E3-2%	E4+25%	E5+15%	E6+5%	E7+15%	E8-5%	E9+5%	E10-5%	E11+20%	E12+10%	E13-2%	E14+3%	E15+5%
E1 50%		51.50	51.00	37.50	42.50	47.50	42.50	52.50	47.50	52.50	40.00	45.00	51.00	48.50	47.50
E2 27%	27.27		27.54	20.25	22.95	25.65	22.95	28.35	25.65	28.35	21.60	24.30	27.54	26.19	25.65
E3 62%	62.62	63.86		46.50	52.70	58.90	52.70	65.10	58.90	65.10	49.60	55.80	63.24	60.14	58.90
E4 80%	80.80	82.40	81.60		92.00	84.00	92.00	84.00	84.00	84.00	96.00	88.00	81.60	82.40	84.00
E5 40%	40.40	41.20	40.80	50.00		42.00	46.00	42.00	42.00	42.00	48.00	44.00	40.80	41.20	42.00
E6 60%	60.60	61.80	61.20	75.00	69.00		69.00	63.00	63.00	63.00	72.00	66.00	61.20	61.80	63.00
E7 35%	35.35	36.05	35.70	43.75	40.25	36.75		36.75	36.75	36.75	42.00	38.50	35.70	36.05	36.75
E8 35%	35.35	36.05	35.70	26.25	29.75	33.25	29.75		33.25	36.75	28.00	31.50	35.70	33.95	33.25
E9 40%	40.40	41.20	40.80	50.00	46.00	42.00	46.00	42.00		42.00	48.00	44.00	40.80	41.20	42.00
E10 40%	40.40	41.20	40.80	30.00	34.00	38.00	34.00	42.00	38.00		32.00	36.00	40.80	38.80	38.00
E11 40%	40.40	41.20	40.80	50.00	46.00	42.00	46.00	42.00	42.00	42.00		44.00	40.80	41.20	42.00
E12 35%	35.35	36.05	35.70	43.75	40.25	36.75	40.25	36.75	36.75	36.75	42.00		35.70	36.05	36.75
E13 35%	35.35	36.05	35.70	26.25	29.75	33.25	29.75	36.75	33.25	36.75	28.00	31.50		33.95	33.25
E14 45%	45.45	46.35	45.90	33.75	38.25	42.75	38.25	47.25	42.75	47.25	36.00	40.50	45.90		42.75
E15 50%	50.50	51.50	51.00	62.50	57.50	52.50	57.50	52.50	52.50	52.50	60.00	55.00	51.00	51.50	

CROSS IMPACT OF EVENTS ON EVENTS

(table 2)

	E1 -1%	E2 -3%	E3 -2%	E4 +25%	E5 +15%	E6 +5%	E7 +15%	E8 -5%	E9 +5%	E10 -5%	E11 +20%	E12 +10%	E13 -2%	E14 +3%	E15 +5%	CHANGE	RESULT
E1 50%		51.50	51.00	37.50	42.50	47.50	42.50	52.50	47.50	52.50	40.00	45.00	51.00	48.50	47.50	-3.07	46.93
E2 27%	27.27		27.54	20.25	22.95	25.65	22.95	28.35	25.65	28.35	21.60	24.30	27.54	26.19	25.65	-1.70	25.30
E3 62%	62.62	63.86		46.50	52.70	58.90	52.70	65.10	58.90	65.10	49.60	55.80	63.24	60.14	58.90	-3.85	58.15
E4 80%	80.80	82.40	81.60		92.00	84.00	92.00	84.00	84.00	84.00	96.00	88.00	81.60	82.40	84.00	5.49	85.49
E5 40%	40.40	41.20	40.80	50.00		42.00	46.00	42.00	42.00	42.00	48.00	44.00	40.80	41.20	42.00	3.03	43.03
E6 60%	60.60	61.80	61.20	75.00	69.00		69.00	63.00	63.00	63.00	72.00	66.00	61.20	61.80	63.00	4.97	64.97
E7 35%	35.35	36.05	35.70	43.75	40.25	36.75		36.75	36.75	36.75	42.00	38.50	35.70	36.05	36.75	2.65	37.65
E8 35%	35.35	36.05	35.70	26.25	29.75	33.25	29.75		33.25	36.75	28.00	31.50	35.70	33.95	33.25	-2.25	32.75
E9 40%	40.40	41.20	40.80	50.00	46.00	42.00	46.00	42.00		42.00	48.00	44.00	40.80	41.20	42.00	3.31	43.31
E10 40%	40.40	41.20	40.80	30.00	34.00	38.00	34.00	42.00	38.00		32.00	36.00	40.80	38.80	38.00	-2.57	37.43
E11 40%	40.40	41.20	40.80	50.00	46.00	42.00	46.00	42.00	42.00	42.00		44.00	40.80	41.20	42.00	2.89	42.89
E12 35%	35.35	36.05	35.70	43.75	40.25	36.75	40.25	36.75	36.75	36.75	42.00		35.70	36.05	36.75	2.78	37.78
E13 35%	35.35	36.05	35.70	26.25	29.75	33.25	29.75	36.75	33.25	36.75	28.00	31.50		33.95	33.25	-2.18	32.83
E14 45%	45.45	46.35	45.90	33.75	38.25	42.75	38.25	47.25	42.75	47.25	36.00	40.50	45.90		42.75	-2.64	42.36
E15 50%	50.50	51.50	51.00	62.50	57.50	52.50	57.50	52.50	52.50	52.50	60.00	55.00	51.00	51.50		4.14	54.14

CROSS IMPACT OF EVENTS ON EVENTS - NET CHANGE

SCENARIOS

In futures forecasting scenarios often prove useful. Construction of scenarios based upon possible future events and trends provides a basis for planning.

The scenarios are based on "Events" nominated by the NGT panel. The fifteen events with "probability" and "confidence" factors were entered into a computer program titled SIGMA. SIGMA is a Probabilistic Scenario Generator that selects varying combinations of events and assigns each a time frame over the next ten years.

Also included in scenarios are various combinations of "Trends" nominated by the NGT panel. In combination with "Events" they form the basis for each scenario. The three scenarios are titled:

1. Most Pessimistic Future.

2. Most Interesting Future

3. Expected Future

The "Most Likely Future" is on that assumes some effort is made to manage the issue. The "Most Interesting Future" assumes a significant effort was made to manage the issue. The "Most Pessimistic Future" assumes no effort was made.

All three scenarios occur in the medium sized Northern California city of San Rafael (pop. 50,000). San Rafael is the seat of an affluent county on a peninsula north of San Francisco. The county contains a number of smaller, bedroom communities. San Rafael is predominantly upper middle class and white. There is a significant Hispanic population of about 8,000 crowded into a densely populated neighborhood of older apartment buildings. Many are employed in service industries.

San Rafael is the retail center of the county. It is connected to neighboring communities by surface streets and US 101, a north south multi lane freeway that traverses the county along it's eastern side and connects it with San Francisco on the south and Sonoma County on the north. State highway 580, a smaller east west freeway with it's terminus in San Rafael, connects the county to major industrial centers in the east bay via a two mile long bridge. Like many California cities in the post tax payer revolt era, San Rafael is heavily dependent on sales tax revenues and use fees to pay for public services. A series of natural disasters in the early eighties and the recession of the early 1990's seriously depleted the city's reserves by 1994. Remaining revenue has been invested primarily in salaries to avoid large scale layoffs. Staff reductions have been through attrition and have been substantial. Investment in capital projects or infrastructure have been deferred for several years.

All three scenarios were from a "family" of twenty. The three are contained in Appendix A. Scenario no.1 is based upon run no. 10 of 20. Scenario no. 2 is based on run no.5 of 20. Scenario no. 3 is based on run no.3 of 20. Based on the probability factors assigned to trends and events, scenario 1 is the most probable. In each scenario the occurrence of an "Event" or "Trend" is identified by the inclusion of an "E" or "T" followed by a number. For example, "E1" means "Event 1". All three scenarios are presented as seen by the fictional character, Sam Jones, City Manager of San Rafael.

SCENARIO #1

In May 1996, Sam Jones, City Manager, was meeting with the city personnel director to determine how many, if any, of the city's former employees were entitled to [E-6] psychological help based on recent legislation signed into law only a week earlier.

The law was an attempt to mitigate the effects of job loss on employees and reduce the probability of a fired worker taking revenge against his former employer. It wouldn't mean much in San Rafael since terminations were rare but Sam could see where it might help. His biggest concern at the moment was the cost. How much counseling would be required; how long; who would provide it.

In addition to direct costs to the city, the Chief of Police wanted money to increase awareness among businesses of their obligation under the new law and some effort made at insuring compliance and following up on people who were identified as potentially violent. Sam dismissed the request.

After establishing a program to meet the new statutory requirements, several former employees were contacted and offered assistance. Most declined. The cost was minimal and the program seemed well received.

Twelve months later, a maintenance worker in one of the city's largest employers had been fired for excessive absences. The man was Asian and said he needed the time to take care of his parents who were unable to manage for themselves [T-7]. A psychologist he saw warned the city that the man harbored extreme anger for the employer's lack of understanding of his obligation to his parents. He felt betrayed and posed a danger to those whom he saw as responsible. The man had made a number of statements about seeking

revenge. A police report was made but no effort was made to contact the man.

The employer ignored the warnings and took no special precautions during the man's appeal process, part of which included a meeting with the personnel manager. The man took the manager hostage[E-14] during the meeting in his office after the manager refused to reconsider[T-6] the termination. When one of the city's police officers attempted to intervene the man began shooting, killing the manager and wounding the police officer before killing himself. Sam had known the slain manager well.

The following year, 1998, the murder was cited as forming part of the basis for termination of an employee who was deemed to be a [E-7] "potentially violent" worker. The case went to court and the termination was upheld. This sort of "preemptive termination" was something new. Sam wondered how many lawyers it would take to define "potentially violent".

Once again the Chief wanted money to increase staffing so threats posed by "potentially violent employees could be managed. Again Sam turned him down.

In May of 1999, the problems of the past years were put firmly into the background when the north/central part of the state was rocked by a strong earthquake in the 8.5 range [E-3]. The results were catastrophic. and business was slow to recover. Among those slowest was the city government itself.

Just as the final touches were put on reconstruction of the City Hall, a new court decision was handed down [E-4] mandating a variety of steps to be taken to insure the safety of workers from violent assault in the workplace. The decision was followed shortly by legislation establishing new guidelines on employer responsibility. The most troubling of

the new guidelines was the requirement to make a number of modifications to the structure itself to assure safety. A clause in the law allowed cities to delay modification if they could show an economic hardship.

SCENARIO #2

Another Monday morning department head meeting was over.

Sam Jones was beginning to think taking the job of City Manager a month earlier hadn't been such a good idea. The city was facing some difficult decisions as the new fiscal year began.

The latest news from Sacramento was that the Governor was about to sign emergency legislation requiring psychological screening [E-15] for a wide category of public employees. The bill had been written following an incident in September of the previous year in which the San Francisco Board of Supervisors had been taken hostage [E-14] by a radical group made up of heterosexual middle class white males, all former employees, whose complaint was lack of representation.

The unbudgeted financial impact of the required changes would hurt.

Revenue projections for the year had not held up and the city was already facing a shortfall of about $500,000.00 and the first quarter wasn't even over. The news hadn't gone down well with the department heads. They knew it would mean more cuts. The only bright spot was that most of the money could be made up from salary savings attributable to positions already vacant and widespread layoffs might be avoided.

That brought Sam to another problem. Vacancies, particularly in the police and fire departments were getting hard to ignore. Three successive reorganizations [T-5] of five departments hadn't helped much except in the police department. A shift towards community based policing hadn't increased staffing or pay but officers, many of whom were now assigned to neighborhood teams, seemed to be enjoying their work more. Sam knew pay was the problem. The police and fire departments hadn't had raises in three years. Initially the pay problem had slowed recruitment as qualified candidates sought jobs elsewhere. Now people were leaving.

Sam had told the mayor and the council this a number of times but the discussion always came back to the same point. "Fine, we know they're underpaid. Where is the money going to come from for a raise?"

The mayor had explained that it was "politically unacceptable" to reduce services any further. It was equally "politically unacceptable" to raise taxes, even if it were possible under California's stringent requirement of a two thirds majority of voters [T-10].

Contract negotiations with the three public employee's union representing the police, fire and general employees were dragging on and had degenerated into finger pointing and name calling. The newspaper loved it and was keeping things stirred up by reprinting every scrap of information they could dig up. Employer/Employee relations [T-6] were at an all time low.

The suspension of one of the general employees shop stewards, Frank Buttkopf, for racial slurs and threats directed at other city employees of Hispanic descent [T-7] hadn't done much to improve things. He wanted to fire Buttkopf but the City Attorney said he needed something more.

The courts had upheld earlier legislation and approved random [E-9] psychological testing for public employees. The council, recognizing the mood of employee groups and fearful of what had happened in San Francisco, ordered the testing. Hoping this would help him with the Buttkopf case, Sam made certain Frank was " randomly selected" in the first group.

No luck. Frank was a bigot, but a stable bigot.

Several months later, an employee who had not been tested, dumped a large amount of LSD into a water storage tank [E-8] that served about ten thousand city residents. Part of his job was to periodically test the water in the storage tanks for any sign of contamination. In an effort to save money the city decided to contract for the service and he was about to lose his position. He decided to create an emergency in the hope that the city world see how important his position was.

Fortunately for everyone the poisoning occurred late at night and was discovered at around 3:00 A.M. after a woman living near the storage tank called police when she saw someone climbing on the tank. She wouldn't have called a year earlier but had recently been to a neighborhood watch meeting and had met the police team assigned to her neighborhood. They told her it was better to call and she felt comfortable enough after meeting them to do so.

The only person to suffer serious symptoms was a man generally described by the local police as a "dirt bag biker" named "Ratsy" Renfro. He began hallucinating and telling his girlfriend he was a Washington based consultant. When he started babbling about cross impacts and something called "sigma", she really got worried. With the expertise developed over years of living with a series of bikers, she recognized the symptoms and took "Ratsy", who now thought he was a POST consultant, to the hospital. The source was quickly

discovered and only a few people ingested any of the contaminated water.

In a later discussion the Chief of Police pointed out that he couldn't have warned the public without the call from the woman and the phone tree set up by the neighborhood policing team. Now he wanted more money to add new equipment to the teams. When Sam asked him the old "Where's the money going to come from" question, he had part of the answer. The Chief of Police came up with an idea for generating some new money. He had been sitting on the idea for some time but had not brought it up until he saw there was a fair chance the revenue would come back to the police department. A January, 1997 decision made police records available [E-5] to employers and prospective employers. The Chief intended to charge a hefty fee for providing them. Sam saw this as a good idea and took it to the council who approved it immediately. Then he began reviewing records of city employees for any interesting bits of information.

Another court decision came as a pleasant surprise. The courts upheld the firing of a "potentially violent" employee based on an examination by a qualified psychologist or upon the basis of past history.

Two weeks later Buttkopf threatened a co-worker. Sam sent him to a psychologist who judged him to be sufficiently violent to pose a threat. He was fired. Just how dangerous became apparent when he received the news from his supervisor. He went to his locker and equipped himself with a rifle and a ballistic vest before setting off for city hall. Officers, alerted to his intentions, managed to head him off and a brief car chase ensued. Buttkopf crashed and fled to a building rooftop with a commanding view of the city's downtown including city hall. He fired several shots at his pursuers and city hall while threatening to start shooting anyone in view. Fortunately, San Rafael had equipped officers with rifles several years earlier and one wounded Buttkopf at a range of about one hundred yards.

The only thing that spoiled Buttkopf's termination, and subsequent wounding, for Sam was when, six months later, a bill passed requiring counseling [E-6], at the employer's expense for anyone fired in the past year, including prison inmates. This was another in a series of legislative acts and court decisions putting in place some effective measures to deal with the rising number of violent acts in the workplace.

In October of 1998, workplace murders became "special circumstance" murders with death as a possible penalty for the offense [E-12]. Sam had a passing thought that maybe it would have been better if Buttkopf killed someone, like the mayor maybe. Dismissing the thought, Sam returned to his work.

In September of 2002, a court decision put the finishing touch on what had become collectively known as the "Safe Workplace Act". Court decisions and legislation made employers take additional steps to assure the safety of all employees. A spate of federal regulations were issued and Sam found himself spending more and more time reviewing safety glass for windows, personal alarms for employees and a host of other expensive modifications. The work became overwhelming. It was reminiscent of the impact the American's With Disabilities Act had in the 1900's.

Sam had expected the police department to be overwhelmed with requests for inspections and business checks. He knew that would bring another budget increase request from the Chief. he was pleasantly surprised when none was forthcoming. At a meeting he casually asked the Chief if the law had generated much new business. The Chief said it hadn't, probably because of the work the crime prevention team and the neighborhood policing teams had put in over the preceding years in conjunction with the planning department. The public was well informed and had made necessary changes over a longer period. Most business avoided the sudden impact of a large expense. Most, but not the city, who had

ignored police suggestions to make the building safer.

In January, the council approved a recommendation by Sam to hire a consultant to help implement the necessary changes and monitor the city's compliance with then safety guidelines.

SCENARIO #3

Sam Jones was trying to figure out where the city would come up with the money to pay for the new psychological testing [E-15] the Governor had just mandated in a piece of emergency legislation.

The law was enacted after a psychotic, working in a data processing department of another city had used access to police records to select women whom he then sexually assaulted. Over thirty women had been victimized before the police caught on.

Now Sam had to find money to test about a third of the employees of the City of San Rafael, the city he managed. In May 1995, that wouldn't be easy. The city still hadn't recovered from the recession and Sam had just finished next years budget. There wasn't a dime to spare.

A month later, the testing issue had created another problem. It had revealed some disturbing news about one of his employees, a fireman named John Smoketter. So disturbing was the news that the psychologist had called Sam the minute the man had left his office.

It seemed that Engineer Smoketter had a problem with women. He hated them. That's why he had become a fireman or as he said it a "fire man". He didn't have to work around women. That had been true in 1982. It wasn't in 1996. The fire department had several women fire fighters. One had just been promoted to Captain, a position Smoketter had tested for three times.

Smoketter hadn't been the least bit reticent in telling the psychologist exactly what he'd like to do to the new captain if he ever got the chance. He actually seemed to enjoy talking about what he had obviously been thinking about for some time. His fantasies were extremely violent. He became further aggravated when his division chief suggested he look into the employee assistance program. He refused and the chief ordered him into counseling.

Counseling didn't help. Smoketter began to make his feelings known at every opportunity. He made vague threats against the women members of the department and the men who "protected" them. The women were quick to hear and equally quick to complain. Smoketter became withdrawn and stopped participating in any recreational activity with the rest of his company. When he refused to help a female firefighter in a maintenance task, he was reprimanded. A month later he was suspended for another incident involving a female captain.

The Fire Chief also called the police department. The responding officer had received some training on identifying problems of this kind and thought Smoketter fit the "profile". He suggested Smoketter was dangerous and out to be evaluated for fitness for duty or at least kept away from the captain. The Chief ignored the idea citing all kinds of union problems.

With little chance of rehabilitating Smoketter and under pressure from the attorney representing the WFFAA (Women's Fire Fighters Association of America), the Chief

recommended that Smoketter be fired[T-6]. Sam concurred. Smoketter appealed, and with the help of the Fireman's Union quickly went to court where, surprise of surprises, he lost [E-7].

Sam's preoccupation with the Smoketter case was short-lived when four months later, a former soldier, being sought by the F.B.I. for blowing up the Post Headquarters building [E-1] at the nearby Presidio of San Francisco, was discovered living on Water Street in the predominantly Hispanic section of San Rafael. He lived in an aging apartment complex in a neighborhood of similar buildings.

An attempt by the F.B.I. to arrest him in the parking lot of his apartment complex failed when one of the agents accidentally discharged his pistol while getting out of his car. The shot excited two nearby gang members who thought they were being attacked and started shooting back.

In the confusion, the soldier retreated to his top floor apartment and barricaded the door. By the time the F.B.I. decided to tell the police department, the man had fortified his apartment and was threatening to "blow up the whole complex" with C-7, the newest, and most potent of military explosives [T-4]. He was armed with an assault rifle, a ballistic vest and helmet and had a gas mask. With the rifle he was able to keep police at a distance for some time before a SWAT team was assembled.

When the soldier refused to surrender tear gas was used. An F.B.I. tear gas grenade ignited a fire and the soldier succumbed to smoke inhalation. In minutes the entire building was aflame and neighboring structures were threatened.

A rumor, spread by residents angered by INS sweeps of the area, said the police were trying to arrest a local immigration rights activist who lived in the building, and deport him. A huge crowd gathered and began threatening the police and fire units responding to the scene. Police Officers, many of them unfamiliar with the neighborhood because of a mandatory beat rotation policy couldn't convince the crowd otherwise.

Relations with the fire department hit a new low when fireman refused to enter the building, letting it burn to the ground instead. A press report quoted an "anonymous source" in the fire department as saying "I'm not going in there for what they pay us". Several fire fighters were reprimanded following the incident and one, a captain, was fired.

Before the city could recover from the apartment building debacle a tragedy occurred. A plane leaving S.F.O. exploded over the county and crashed in city open space [E-10]. This time, the fire department, chastened by public reaction over the apartment fire, responded smartly and distinguished themselves in suppressing numerous fires and recovering remains. It was later determined that a fired airline worker had placed a bomb on the plane set to go off while it was in a maintenance area to prove the airline needed more help. A schedule change put the plane in service early.

Later, Sam would point to the plane disaster was as one of those tragedies that help pull people together. An improving economy helped. By the spring of 1999, the city was able to offer substantial pay raises. Contract negotiations with the three unions proceeded smoothly and agreements were reached by mid June.

Sam was looking forward to a relatively prosperous year, ...until the earthquake.

In July of 1999 an 8.3 earthquake struck the state. It's epicenter was along the unpopulated west side of the county on the newly discovered Renfro fault.

The resultant damage closed the county's major employers, mostly retail businesses. The resulting drop in tax revenue forced the city to make extensive layoffs. The fallout from the "Quake of 99" continued well into 2002 when the appellate court ruled the city had to pay for [E-6] counseling for the workers it laid off following the earthquake. The bills were enormous.

This decision, coming in July, again right after contracts had been settled, was the last straw for the City Council. This was the second time in only three years that Sam Jones had given away too much at contract negotiations and not been prepared for "unforeseen developments". At the second meeting in July they fired Sam Jones.

By the following April, the new manager was deep in negotiations with the unions again. Fearful of suffering his predecessor's fate, he wasn't offering much of a raise. [T-6] The mayor and the unions were at it again in the paper. The mayor was ahead on points. In her latest salvo she had referred to the police union president as a "doughnut eating, semi literate hog who had his head so far into the public trough that he couldn't see the reality around him".

At the first council meeting in April disaster struck. While in executive session, discussing contract negotiations, an obviously deranged, and recently released, John Smoketter appeared. He shot the mayor with a TASER [T-4] and took her hostage before fleeing to his apartment on Water Street where he barricaded himself in.

The police department arrived and assessed the situation. Budget cuts had eliminated the SWAT team and no one had been trained or equipped to handle incidents like this.

Chief Barney Melekian, was able to get Smoketter to put the mayor on the phone. He told her not to worry, he was calling the Fire Department and the F.B.I.

CONCLUSION OF PART 1

Dwight D. Eisenhower said something to the effect that while plans were often useless, planning was indispensable.

Planning offers the best chance for new ideas to be developed and exercised. In developing and exercising plans to cope with episodes of extreme workplace violence it is essential that we include the greatest number of people possible. More than any written policy directive, rule, regulation or operating procedure, this is the best way to communicate what we expect from ourselves and others around us when an incident occurs. Many of the written directives we produce to guide members of our agencies are designed to shield us from liability. They constrain and restrict. They tell us what we can't do. Planning tells us what we can do.

No agency will ever formulate the perfect plan for responding to workplace violence. Planning offers us the best opportunity to do what we get paid to do; save lives and property.

And so we plan.

PART II: THE STRATEGIC PLAN

Fundamental to any attempt at planning is some means of communicating what it is you are attempting to accomplish. Mission statements meet this need. They serve as a guiding light to planners. They are the yardstick against which various options are measured. Perhaps more importantly, they provide an easy reference tool for members of the agency when confronted with situations not covered by the "book".

A mission statement, developed specifically to address the issue of workplace murder and guide the department in moving towards the future described in "The Most Interesting Future", was developed with the assistance of other department managers and supervisors.

MISSION STATEMENT

The San Rafael Police Department recognizes the increasing threat posed to the safety of workers in their places of employment and; the obligation of the department to make every reasonable effort to cooperate with employers in order to extend protection through programs of education, prevention, and when necessary intervention.

It is the goal of the San Rafael Police Department to reduce the incidence of workplace murder by: engaging in cooperative prevention programs with employers and employees; thoroughly investigating potentially violent or threatening situations; maintaining a capability for rapid, effective intervention designed to bring about the early conclusion of incidents in the safest possible manner.

ENVIRONMENTAL ANALYSIS

The next step in planning is an analysis of the environment in which the mission is to be carried out. The size, composition and geography are all important factors. So to are resources and attitudes.

The City of San Rafael is a major center of employment. The resident population of the city in 1994 was about 50,000 with an annual rate of increase of about two percent. The large number of employees commuting to San Rafael swells the population to approximately 90,000 to 100,000 on weekdays. The location of a regional shopping mall within the city also raises the number of people significantly on weekends. The majority of employers are service industries, retail and government. Due to strict enforcement of height limitations, only a few buildings are taller than three stories. Major employers are city and county government, a hospital, the postal service, a software manufacturer, a motion picture business an insurance company and several large retailers.

The city is transitioning from a "mainstreet" town built around large retailers to one more dependent on entertainment, dining, specialty retailers, services and manufacturers of hi-tech computer software and equipment. The period during the transition has been economically painful as sales tax revenues dropped during the recession. A long term policy of slow growth has done little to broaden the tax base and increase revenue.

The demographics are changing rapidly. A large, and continuing, influx of Hispanics have crowded into the city's cheapest housing, dramatically raising the population density in some quarters. The number of Hispanics has increased significantly in the population and is becoming increasingly evident in crime statistics.

The city is surrounded by a variety of allied agencies. Most are smaller cities with their own police departments. The Sheriff's Office is located within the city and is staffed with over one hundred fifty deputies. A CHP station of about seventy officers is located five miles south of San Rafael.

Geography is a significant factor in considering the deployment of emergency services. The city is located on San Pablo Bay, an Arm of San Francisco Bay and is spread across two east/west valle s. The valleys are separated by a ridge crossed only in one place by a freeway and a frontage road. The ridge separates about one third of the city from the remainder which is again divided nearly in half by a canal that crosses halfway from the bay on the east side to the western city limit. US 101 runs north/south through the city. At peak commute hours it is often heavily congested as is a significant portion of the city's center.

The Chamber of Commerce and other merchant groups are accessible to the police department and provide a means of exchanging information with the business community. Some of the city's largest employers maintain strong relationships with the department. Several have made their facilities available for training exercises both to the police and fire departments.

The police department is generally well thought of in the community and enjoys the support of business and residents alike.

ORGANIZATIONAL ANALYSIS

Organizational analysis should consider the size of the organization as well as its structure, resources, capabilities and the attitudes and skills of its members. The San Rafael Police Department has a number of strengths and weaknesses. Some of the more significant are:

WEAKNESS

- Over the years the police department has steadily increased in size to about one hundred five members but has had difficulty keeping abreast of service demands. Personnel shortages, once only periodic, have become chronic. The department has not reduced service levels but frequently relies on overtime to meet minimum staffing levels.

- The department has a limited Spanish language capability. Only five officers are fluent. This limits the department's ability to interact with the significant Spanish speaking community.

STRENGTHS

- The department has made, and continues to make, a significant investment in training. The Special Response Team and the Crisis Negotiation Team receive continuing training are exceptionally competent for an agency of San Rafael's size. The members of the teams have a number of years experience working with each other and function smoothly with little or no supervision required in routine tasks. The teams are generally well equipped but lack significant night vision equipment, ballistic shields and a paramedic component. Recent coordination of training and equipment purchases with other teams in the county has been beneficial. Common radio frequencies are available and some unity of command structures has been achieved.

- The department has maintained a modest, though effective, crime prevention effort that concentrates heavily on business. The department recently started a citizen's academy. The crime prevention unit relies heavily on volunteers for neighborhood watch programs. The unit works closely with the Planning Department on plan review for safety security considerations.

- Average age and experience of officers within the department is also high. Supervisors average eighteen years of service. Managers average twenty four years. Officers, supervisors and managers are thoroughly familiar with the city, most of its more important structures as well as a variety of environmental factors affecting deployment of police and fire services.

- The age and experience of officers contributes to their ability to respond to emergencies and function as a team. The communications system is generally adequate but suffers from reliability problems and officers lack confidence in it. It has enough frequencies to support a number of simultaneous operations. The frequency range (800 MHz) makes it suitable for communications inside large structures without significant signal strength degradation.

- Availability of off duty personnel is limited. The majority of officers live more than twenty five miles from the department with some as far as fifty miles. Four out of five managers live within ten miles of the department with three of five living in the city itself. Ingress and egress from Marin County, and San Rafael, is restricted to US 101 making response time for the majority of members dependent upon traffic conditions.

- The city has a good fire department with two paramedic units and Emergency Medical Technicians assigned to every one of it's five engine companies. Mutual aid agreements between San Rafael Fire Department and neighboring agencies are excellent.

- The county Mutual Aid Coordinator is the Sheriff's Office Watch Commander. A good mutual aid system is in place and is supported by a skilled communications center that is adequately staffed. The mutual aid system can provide San Rafael anywhere from 20 to 40 additional officers depending on the time of day, within thirty minutes.

- The department has a large senior volunteer component. About fifteen retired individuals assist the department in a variety of functions besides crime prevention. Their willingness to work on a variety of tasks and projects provides the department with the ability to maintain a number of projects that would otherwise be lost. They are an effective means of disseminating informational bulletins and flyers to the community.

STAKEHOLDER ANALYSIS

Stakeholder analysis is an important part of the planning process. Identification of those individuals or groups who will impact the issue, either because they are part of the process, or simply have an interest, is critical. Stakeholders were identified by a sub-group from the NGT panel and police department personnel.

1. The City Council.

    A. The police department has adequate resources to handle an incident.

    B. The police department is competent to handle an incident.

    C. The police department is taking steps to prevent such incidents.

2. The Police Department.

    A. The department will be the lead agency in responding to an incident.

    B. The department will be allowed to handle an incident without external interference.

    C. The police department is adequately trained and equipped to handle the incident.

D. The police department will receive the support of the community in handling an incident.

3. The Sheriff's Department

A. Will assist in handling an incident.

B. Will be tasked by the District Attorney with any post shooting investigation of any incident involving the police department.

4. Allied Agencies

A. Will provide assistance under mutual aid plan.

5. Public/Community

A. Expects police to handle incident promptly w/o unnecessary loss of life.

B. Expects police to take steps to prevent situations from developing.

C. Expects police to make public, information about possible perpetrators to potential victims and businesses.

6. Business Community

A. Generally expects police to handle w/o active participation from business during incident.

B. Generally expects police department to provide, or at least offer, direction on how to prevent or respond to potential threats and actual incidents.

C. Expects police to advise businesses of potential situations and/or information about persons who may pose threat.

D. Expects police to rapidly conclude incidents with minimal interruption to business.

E. Will be critical of police if incident is poorly handled.

7. Families of Victims

   A. Expects police to immediately rescue victim.

   B. Will be critical if victims are harmed.

8. Victims

   A. Expect prompt police response.

   B. Expect to be treated courteously by police.

   C. Will be critical if rescue is not prompt or if they are harmed.

9. San Rafael Police Association

   A. Expects to be included in any decision affecting members

10. Chief of Police

   A. Expects plan to stay within broad parameters, such as budget.

   B. Retains control of change process.

   C. Plan must be feasible.

   D. Plan must have broad support in community and agency.

11. Department management staff

   A. Must have input, significant voice in plan development.

   B. Retain authority over operations

12. City Manager

   A. Plan must stay within budget constraints.

   B. Must not have significant opposition from business, labor, citizen's groups.

13. Private Patrol Operators

    A. Must not reduce their "market share"

SNAILDARTER

The San Rafael Police Association will support the change only if they perceive it as a benefit to their membership, or certain persons in their membership who exert influence within the association. Certain facets of the reorganization require the department to "meet and confer". The association may bargain for concessions in other areas if they believe they can achive them in exchange for support.

An Assumption Map, on the following page *(figure 1)* is helpful in understanding the importance of the assumption to the issue. It shows the relative importance of each stakeholder's assumption(s) and the degree of certainty assigned the assumption by the panel members.

Assumption Map
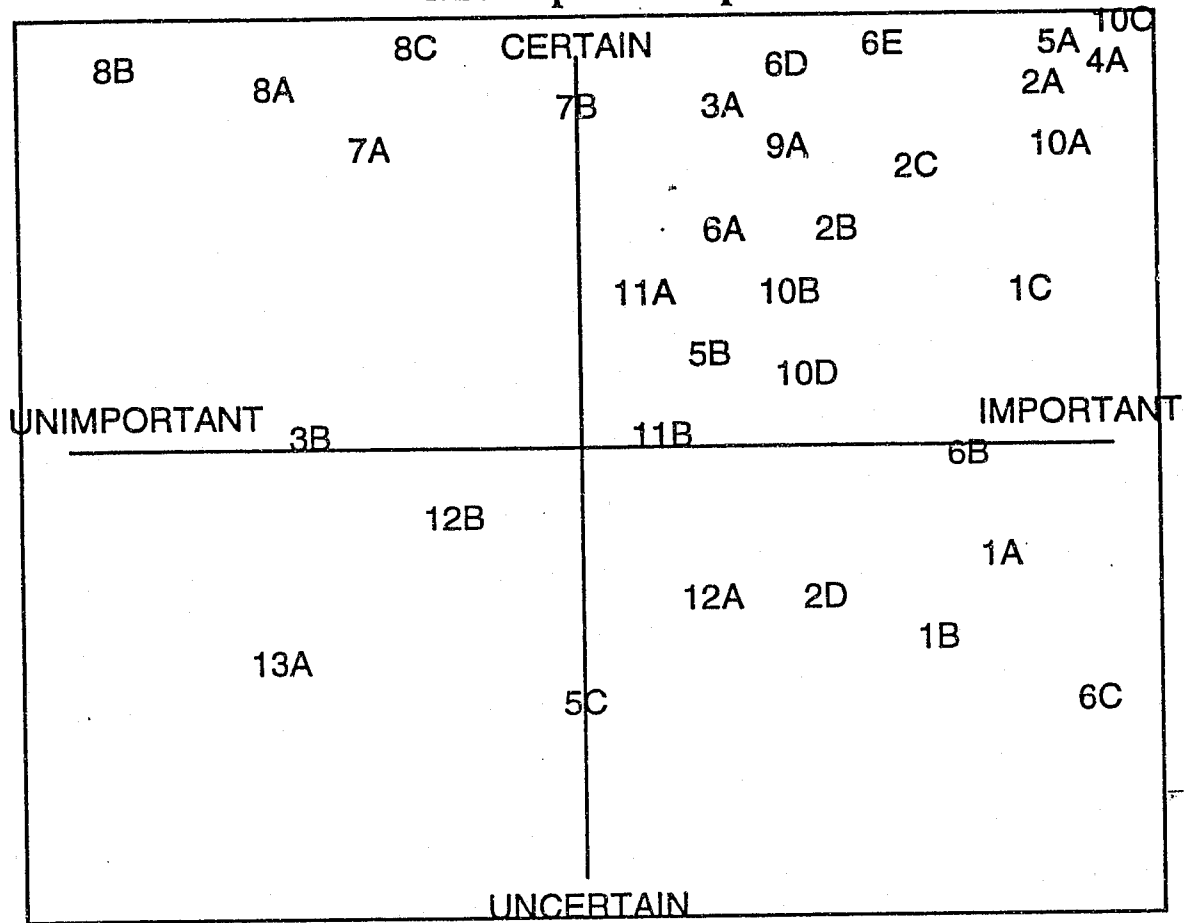
(figure 1)

Legend:

1. City Council
2. Police Department
3. Sheriff's Department
4. Allied Agencies
5. Public
6. Business Community
7. Families of Victims
8. Victims
9. San Rafael Police Assn.
10. Chief of Police
11. Police Management Staff
12. City Manager
13. Private Patrol Operators

DEVELOPING ALTERNATIVE STRATEGIES

The San Rafael Police Department, as it is currently organized, would require additional personnel to adequately respond to the trends and events contained in the scenarios. The scenario described as the "Most Interesting Future", scenario #2 foresees certain changes in the department.

The San Rafael Police Department of 2004 will have to be different than the department of 1994. It is unlikely, given even an optimistic economic situation, that the department will be much larger. It is equally unlikely that the workload will be any smaller. The answer may lay in how we do the work and who does it.

In 1994, the department was organized along traditional lines. The bulk of the manpower was in the uniformed patrol division which staffed a number of patrol "beats" around the clock. There were a number of smaller units handling tasks like investigations, traffic enforcement and support activities. Two officers were assigned to crime prevention. The department had a small, competent SWAT Team.

A small group of department staff and supervisory members was consulted and the issue and sub-issues were reviewed. A number of changes with a variety of alternatives were recommended to deal with the issue and sub-issues. The changes had to also be consistent with other department goals and could not rely on increases in manpower. Discussion continued until consensus was reached.

The group adopted the approach of dealing with each sub-issue separately.

<u>Crime Prevention.</u> The department is already making a substantial effort at keeping employers abreast of current information, practices and suggestions on dealing with workplace violence. The group suggested several additional tasks for the crime prevention unit. They are:

1. Development of training plan to train private security companies to coordinate with police at incidents.

2. Develop emergency plans for specific employers.

3. Require builders to meet specifications and design changes identified by police crime prevention unit in plan review function.

4. Develop training plans for presentation to employer and employee groups.

5. Increase contacts, seminars, talks, etc. with employers.

6. Include "Workplace Violence" in a Citizen's Academy.

7. Prepare and distribute informational "flyers" on workplace violence.

<u>Public Perception.</u> The public communicates its perceptions to the police department in a number of ways one of which id through elected officials. This often results in a response from the department. In this way, mis-informed citizens generate workload for managers. What is worse is that they sometimes influence officials to the point of formulating ill advised policy, wasting department resources. In order to educate the public more effectively on the issue of workplace violence a number of useful suggestions were made.

They were:

1. Insure officers are taking reports on violence occurring in workplace rather than leaving incident to be handled by employer.

2. Train officers in identification of potentially violent offenders including "profiles".

3. Include workplace violence information in programs taught by officers in public schools.

4. Prepare material for officers who are asked to speak at various functions to include department capabilities.

Tactical Response. The speed at which some incidents occur often preclude effective, early intervention by responding officers. What there response should be is a matter of some debate. Generally, responding officers concentrate on securing the perimeter while awaiting the arrival of superiors and special units like SWAT. While they wait, the perpetrator continues to attack victims. Opinion was split about whether this should be changed to include a larger role for first responders, enhance deployment of a SWAT team(s) through modification of assignments or remain as we are. Alternatives were:

1. Assign SWAT personnel to shifts and beats where incidents are most likely to occur and require them to take equipment into the field on their normal assignments.

2. Merge all SWAT teams within the county into a single team through a joint powers agreement and coordinate assignments within their respective agencies to assure availability.

3. Enhance patrol officer training and equipment to include some SWAT tactics and equipment like rifles, ballistic shields and gas masks to allow early intervention.

4. Develop new SWAT or patrol tactics to facilitate rapid engagement of the suspect by initial responders.

5. Rely on the Sheriff's Department team under mutual aid.

During the discussion of the sub-issues, it became apparent that the department's current structure and operating philosophy does not lend itself to implementation of any of the groups recommended courses of action, particularly for the issues of crime prevention and public perception. To implement the changes needed in these areas would require more officers assigned to crime prevention and more consistent contacts with employers. Additional manpower is not a likely prospect so another way had to be found if the recommendations were to be adopted. This realization resulted in the most significant change recommendation made by the group. That is the reorganization of the department to include the shifting a number of responsibilities. The largest change would occur in the Patrol Operations Bureau.

Many of the personnel assigned to Patrol Operations would be reassigned to a new bureau, Community Policing which would be made up of several teams. Each team would be responsible for policing a specific area of the city twenty four hours per day. The sergeant

would essentially become the crime prevention officer for the area and task officers on the team with particular duties. While on duty, the officers would operate under the direct supervision of the watch commander who would supervise them on a day to day basis.

The Patrol Operations Bureau would provide watch commanders on a twenty four hour basis. They would generally provide evidence collection capabilities, field training and back-up to the Community Policing units. They would be supported by the integration of the traffic enforcement officers into this bureau. In this manner, established staffing levels could still be met, avoiding a sensitive issue with the police association.

This reorganization would have the effect of spreading workload identified in two sub-issues, crime prevention and public perception, over a far larger group. That group will be the five sergeants assigned to community policing. Their duties would allow them the time and flexibility to meet the new demands. Their experience, with some additional training, would allow them to carry out the new responsibilities far more effectively than in the past.

The long term team assignments to specific areas of the city will increase familiarity of officers with their areas of responsibility. This has been shown to have beneficial effects in dealing with problems, either by prevention, or by intervention during an incident.

While the recommended reorganization resulted in increased resources for crime prevention and public perception, it also had some impact on tactical response. One benefit was the certainty of having an officer immediately on the scene who at least has had the opportunity to become familiar with the location of an incident and perhaps some of the parties involved in it. This is invaluable to other responders, particularly SWAT.

The remaining issue of tactical response was resolved by recommending the issuance of rifles, ballistic shields and helmets for patrol units. Acquisition costs will be about $30,000.00 and can be spread over two to three years. Additional training costs must also be addressed but do not represent significant expenses and can be absorbed by shifting emphasis in the normal department training cycles.

Concurrently, the department will move towards consolidation of the SWAT team with other agencies. Ultimately this will result in a reduction in the number of San Rafael Officers assigned to SWAT, as an additional duty, involved while increasing response capability. The savings to SRPD will defray many of the costs associated with equipping patrol units. The suggestion to rely on the Sheriff's Department is probably politically unacceptable because it puts some of the principle actors in an incident, the SWAT Team almost completely beyond the control of local (e.g.: San Rafael) authority.

The majority of the concerns of stakeholders can be met with these recommendations. The city council's concerns revolve around ability and resources. The plan increase both without substantial cost and meets another stated objective of the council, community policing.

The concerns of the department itself will be satisfied with the addition of training and equipment. The opportunity to make promotions and the stability of assignment to teams has a number of collateral benefits. The switch to community policing will be welcomed by the community and increase support for the department.

The Sheriff's Department will be the lead agency under the consolidation of the SWAT teams, a role which they have sought for some time. Other allied agencies can potentially benefit from better equipped units in San Rafael since they are relied on in mutual aid requests.

The public, families of victims and victims themselves will benefit because the department will have the opportunity to prevent incidents or to intervene more effectively. The relationships with officers that will hopefully be developed will help ease concerns. People are often more comfortable if they feel like they know someone, or are at least familiar with them, in times of crisis.

The business community has long been a proponent of community policing and will welcome the change. Any effort directed at preventing workplace violence is certainly in their interest. Expansion of police capabilities to handle what they see as a threat will be supported.

IMPLEMENTATION PLAN

In order to develop support for the plan, the department should take every opportunity to make the plan public. There are many opportunities to do this. Chiefs and staff officers are frequent featured speakers at civic organizations and social gatherings. Forums like local Chambers of Commerce provide ample opportunities to educate the public. An even larger pool of speakers are the line members of the department. They meet, and talk to the public every day. Their inclusion at the earliest stages is critical to success. Many local newspapers provide opportunities for guest editorials. These are some of the best ways to reach potential stakeholders.

By keeping the public informed, or educated, about the realities of workplace violence we can begin to bring expectations in line with reality. This is an essential step towards the goal of improving cooperation. Ultimately this helps reduce the risk of incidents or at least mitigate the impact.

The implementation strategy should include the following steps:

1. Briefing for City Manager on key elements of plan.

2. Briefings, discussion and review of the concept and basic elements of the strategic plan with all department members.

3. Appointment of committees or work groups within the department to develop recommendations for specific guidelines for re-alignment of responsibilities and formulation of policies and associated costs.

   3.a. Committees would be directed to contact stakeholders for inclusion in policy development.

4. Upon completion of "draft" of policies, committee will make presentation to department staff.

5. development of time lines by staff and committees.

6. Presentation of draft to City Manager by staff and committee members for concept approval.

7. Presentation of draft to all department members and members of other city departments.

8. Press release and commencement of sustained effort to educate public about workplace violence and department response.

9. Continued committee work concurrent with 7. and 8. towards final version of policies.

10. Presentation of final version to department staff for approval.

11. Presentation to all department members and members of other city departments.

12. Presentation to for interested stakeholders.

CONCLUSION

A lesson that became increasingly clear during the study is the necessity of "preparing the ground". We often act on assumptions we hold without considering that they may not be widely shared. In fact, other individuals, even those in our own profession often hold opposing views.

A component of the strategic plan dealt with educating the public to determine if their expectations mirror our own. This is an important step with our own organization before any changes are made if we are to expect the support of our co-workers. It is also critical in obtaining the cooperation of other agencies.

The process used to arrive at this plan has to be repeated at every phase and in every group if we are to achieve the consensus necessary to assure success.

PART III. TRANSITION MANAGEMENT

INTRODUCTION

The strategic plan is focused on a more aggressive approach to workplace violence. The plan places greater emphasis on prevention and suggests changes in tactics to speed response when events occur. Its success requires patrol officers to expand their role further into the area of prevention. The plan requires a reevaluation of SWAT (Special Weapons And Tactics) tactics and team organization. Most importantly, the plan requires organizational changes and a number of changes in operating procedures, responsibilities and relationships. The strategic plan focused on what change will be made. The transition management plan will focus on how change will be made.

STAKEHOLDERS

In the strategic plan, a number of stakeholders were identified. While support of all the stakeholders is desirable, there are a few whose support is essential. These individuals, or organizations are referred to as the "critical mass". Without their support, change cannot occur. They are listed below:

- Chief of Police
- Department management staff
- City Council
- San Rafael Police Officer's Association
- City Manager

These key people or organizations have varying levels of interest and commitment. For each individual or organization the current level of commitment is described. In some cases that level of commitment is already sufficient to support the change. Recognizing that levels of commitment by individuals and organizations may change for any variety of unrelated reasons, a minimum level of commitment is briefly described. Lastly, a strategy to obtain and maintain commitment is outlined for each. Appendix "A" is a graphic representation of their current positions, (X on the graph) and their desired positions (Y on the graph).

Chief of Police P. Robert Krolak

The Chief will "Help Change Happen". He is supportive of his staff and efforts to improve service. He recognizes the importance of the issue and sees his department as being responsible for fostering a safe business environment in the city. The Chief has been involved in SRT training and operations over much of his career and has a history of supporting efforts to improve team effectiveness and range of use. With manpower and money shortages he will not be anxious to embark on expanding his responsibility.

The "Help Change Happen" level is the minimum level of commitment for any possibility of success. The Chief must be willing to give certain assurances of support and must be willing to intervene If any opposition arises and cannot be mitigated through discussion. If external demands impose requirements for additional resources he has to be in the "Make Change Happen" mode.

The Chief may raise his level of commitment if he can be convinced that the plan will require no additional personnel or funds, will not endanger his personnel, and will not result in degradation of any other task or responsibility now considered essential to carrying out

the department's mission. If the plan gains early acceptance among businesses and that is communicated to the city council, the Chief may use the opportunity to obtain additional resources. Positive feedback will improve his level of commitment.

Department management staff

The staff's concerns will come from the will be the bureau commander(s) who is most affected by the proposed change. The patrol bureau commanders will assume greater responsibility for Crime Prevention. They will have to find time for training them and revise some procedures. Additional time spent on related service calls may require reallocation of manpower. They are philosophically in agreement but in the "Block Change Mode" at the outset.

In order to assure success, the Patrol Bureau Commanders must be in the "Make Change Happen" category. If they are not active supporters, organizational inertia will result only in "lip service" from his subordinates and no real change in operation.

To move the Patrol Bureau Commanders from "Block Change" to "Make Change Happen" they must receive assurances that training time will provided within the budget; that they play a significant role in developing procedural and reporting changes. They must be given authority to drop lower priority tasks if the change creates additional time demands, or assurances of additional personnel from other bureaus.

San Rafael Police Assn.

The SRPOA will always initially be in the "Block Change" mode. They will be express concerns about workload and safety. They may act to "front" for the SWAT Team Leader

or individual team members and adopt his/their objections if he/they is/are uncertain about the outcome of the proposed change.

The current SRPOA Leadership is far more effective at blocking change than leading or even participating in it. They are not generally looked to for leadership by their members in this kind of issue. The Chief of Police however, prefers not to antagonize them and recognizes his need to "meet and confer" over a wide range of topics. Rather than debate the issue, he will be inclined to discuss it with them. For that reason their minimal level of commitment is "Let Change Happen".

The most effective means of engaging the support of the SRPOA, or at least neutralizing them, is to appeal to the informal leaders within the department for support. This can be done by the use of committees set up for the purpose of developing new procedures, report requirements and training. An alternative is to attempt to co-op the SRPOA by pointing out the positive aspects of the program and assuring them a share of the credit for its success if they participate.

Another effective strategy is early endorsement by their traditional allies, the business community and one or two council members.

City Manager

The City Manager will be in the "Help Change Happen" mode. She will not "Make Change Happen" only because she considers it interference in the operation of the department at this point to do so. If some severe incident of workplace violence occurs before the department addresses the issue, she will quickly shift to the "Make Change Happen" mode. She will support change now because it is clearly in the city's interest to aid business in a community

largely dependent on sales and use taxes.

Her minimum level of commitment is the "Help Change Happen" mode. If the program costs any additional funds, she alone has authority to provide them.

Information, public concern and early success (usually expressed through the city council) are keys to raising her commitment. She is as aware as anyone of the increasing incidence of violence in the workplace. As the Chief Administrative Officer of a large employer herself, she is familiar with the consequences of neglecting the issue. Broad acceptance by the business community will raise her interest. Since the city is aggressively seeking new businesses an effective program will help promote that goal.

City Council

The City Council is in the "Help Change Happen" mode. They will support the plan because of its community policing component.

Their minimum level is to "Let Change Happen". If they fall below this level, the plan will lose political support which may be essential if money problems arise or if mutual aid agreements or joint powers agreements become necessary.

The council can be approached to provide and sustain support by involving them in development through scheduling of briefings for the members. The briefings should be developed with the assistance of community groups and should address as many of their concerns as practical. Generally they like to minimize their risks, especially if it doesn't cost them anything to do it.

The current status and essential level of commitment of the critical mass is best depicted in a Commitment Analysis Chart "X" being the current level and "O" being the desired level.

COMMITMENT ANALYSIS CHART

CRITICAL MASS	BLOCK CHANGE	LET CHANGE	HELP CHANGE	MAKE CHANGE
CITY MANAGER		X———————→ O		
POLICE CHIEF			X———————→ O	
SAN RAFAEL POLICE ASSN.	X———————→ O			
DEPARTMENT STAFF	X———————————————————————————————→ O			
CITY COUNCIL			X——→ O	

(figure 2.)

The structure most suitable for implementation of the plan is the use of Line Management Hierarchy. The Chief of Police should give the project to the Patrol Bureau Commanders whose positions would be "job enriched". They would receive authority to bring in key personnel from other bureaus during the transition stage, such as the Crime Prevention and Training Officers. Additionally, the Patrol Bureau Commanders will be expected to form the committees made up of key players to develop the "product". The committees would include people with operational authority, formal and informal, over activities required in the project.

The choice of the Patrol Bureau Commanders are based on the premise that their personnel will ultimately play the largest role in the plan's implementation. They will bear the greatest departmental responsibility for its success. They are philosophically behind the program and have day to day control over most of the resources needed to make it happen. Given authority over additional personnel and resources, along with assurances of continued support if additional help is required, the Patrol Bureau Commanders is the persons most likely to make this plan a success.

The San Rafael Police Department is a traditional organization with clear lines of authority from bureau to bureau. This approach has a number of advantages in such organizations. It fits best into the current organizational structure and has minimal disruption of established lines of communication and authority. It does not result in anyone having to surrender a piece of their "kingdom" except as participants in committee activities. It is consistent with the Chief's previously stated message that patrol is the backbone of the department. All in all this approach will help reduce uncertainty and retain stability as the necessary changes are made.

Technologies to Support Implementation

The future scenario envisioned legislation making more criminal justice information available to employers through local police agencies. This helps meet a requirement of the strategic plan which foresees closer cooperation between employers, their private security operators and the police. Existing technology for transferring information will suffice but the access will change. Before that can occur, safeguards against abuse must be in place.

Techniques to evaluate and safeguard Criminal Offender Record Information (CORI) and Criminal History Information (CHI) must be developed and must be in place before information can be released. Criminal statutes and civil remedies currently exist for misuse of information but will require some modification.

Techniques for evaluating risk and/or potential threats have to be refined. The increasing numbers of psychologists and other related professionals entering this area of interest may facilitate this.

New tactics must be developed by first responders and SWAT to incidents in progress. This is essential if we are going to be effective at intervention. Tactical team leaders and trainers must take the lead in developing these tactics and techniques.

New technology will probably have a great impact in this area, particularly in the development of "less than lethal" weaponry. Continuing effort must be made by the training staff to monitor the development and applicability of new technology.

Architects may begin to consider building designs that makes it hard to get in, easy to get out. Plan review, carried out by cities, usually incorporates a crime prevention review

component that should consider designs that inhibit attackers and aid potential victims.

Employers must include sections on workplace violence and prevention in the workplace safety plans (CAL OSHA is currently, and cautiously, formulating requirements along this line).

Techniques to Support Implementation

Several techniques borrowed from the work of Beckhard and Harris[19], and suggested in an earlier report on this subject[20] can be extremely useful in managing the change by securing commitment from the stakeholders and especially from the critical mass.

Problem Solving and Goal Setting. Members of the critical mass and the committees established to work on the issue must meet with the project manager(s) and arrive at consensus on a problem definition. There must be agreement that the current situation is in need of change and that there are viable first steps available. From these basic agreements, rules can be established where free expression is valued and protected. This assures a free ranging discussion where all alternatives receive a fair hearing before goals are set.

Conflict Management. Conflicts are bound to occur. The persons involved in this process are all strong willed individuals. Those from the police department come from a background where decisiveness is prized. They are "doers". The project manager must take the lead in managing the process in order to keep everyone interested and involved. Constant reference to established rules and goals must be made in order to keep the process on track.

<u>Tracking Change.</u> The inclusion of a number of individuals, organizations and committees makes coordination essential. Strict adherence to deadlines and parameters is essential if the plan is to be implemented in a coherent fashion. Frequent meetings, updates and correspondence is essential to the manager's ability to monitor and coordinate progress.

<u>Responsibility Charting.</u> Clear delineation of responsibility is essential to accountability. Accountability is essential to progress. A chart setting forth specific tasks necessary for implementation of the plan and identifying levels of responsibility for each participant is perhaps the best way to avoid problems in this area.

RESPONSIBILITY CHART

	CHIEF	CITY MGR.	S.R.P.A.	STAFF	CITY COUNCIL	PROJECT MGR.	DEPT. MEMBERS	COMMITTIES
PROJECT MANAGER SELECTION	R	S	I	S	I		I	I
COMMITTEE SELECTIONS	A	I	I	S	I	R	I	
POLICY APPROVAL	A	S	I/A*	S	I	A	I	R
GENERATE COMMUNITY SUPPORT	S	S	I	S	S	S	R	R
MONITOR PROJECT PROGRESS	S	S	I	S	I	R	I	S
POLICY DEVELOPMENT	A	I	I/A*	S	I	A	I	R
PERSONNEL SELECTION	A	I	I	S	I	R	I	S
DEVELOP BUDGET	A	A	I	S	S	A	I	R
TRAINING	A	S	I	S	I	A	I	R

R: RESPONSIBLE   A: APPROVAL   S: SUPPORT   I: INFORM

(figure 3)

100

TRANSITION MANAGEMENT TIMETABLE

The final element in the transition plan is a timetable. The timetable is another device that helps set forth clear expectations. It is essential for management of a smooth transition. What follows is an outline plan for transition management.

First Month

- Present Plan to Department Managers/Supervisors as well as other Critical Mass members within city govt.
- Identify Patrol Bureau Commander as leader.
- Identify/acknowledge members of "Critical Mass" as key players, explain roles.
- Explain participation and roles of other bureaus, units and individuals.
- Implement strategies for gaining/increasing commitment of "Critical Mass".

Second Month

- Managers/Supervisors engage department members in conversation, elicit comments, give straight answers.
- Identify potential committee members from inside department.
- Contact members of "Critical Mass" from outside city government on individual or small group basis, elicit comments, concerns, suggestions.
- Pursue strategy for increased commitment of "Critical Mass".
- Look for individuals who have reservations. Try to identify/allay fears/concerns.

Third Month

- Select committee, sub-committees with input from "Critical Mass".

- Convene committee meeting(s) to get everyone's concerns out on the table, establish relationships and methods of sharing information about committee activities.

- Identify training/information needs for committee members.

- Continue developing commitment in "Critical Mass".

Fourth through Sixth Months

- Assign specific responsibility to individuals/sub-committees for topic areas.

- Bring in guest speakers, experts on subject area to committee meetings.

- Review/share relevant information such as articles, books, periodicals etc. of interest to the committee.

- Establish outlines for required protocols, joint agreements, mutual aide agreements, etc.

- Establish outlines for new procedures.

- Review outlines with department members in formal/informal groups settings, get feedback.

Sixth through Ninth Months

Review feedback with committees, incorporate to extent necessary and possible.

- Formalize agreements, protocols.

- Formalize new procedures.

- Prepare training plan.

- Present to department members.

Ninth Month through First Year

- Train personnel in new procedures
- Conduct trial period
- Review problems w/committee, make necessary changes.

One Year

- Implement plan.

One Year and Six Months

Committees review progress/compliance. Identify problem areas, seek solutions.

Obtain approval for needed changes.

Implement changes.

Report to critical stakeholders.

Publish report for interested persons.

One Year Six Months through One Year Nine Months

Committees review progress/compliance. Identify problem areas, seek solutions.

Obtain approval for needed changes.

Report progress to stakeholders.

Two Years

Convene stakeholders meeting, assess progress.

PART IV: CONCLUSION

Trends and events identified by the members of the NGT panel all point to a future where workplace violence will continue to increase. Factors influencing violence will continue to plague our society. Attempts by government to legislate changes that will aid in prevention of violence were prominent in the forecasting. Their effectiveness remains in doubt.

The issue of workplace murder, and the sub-issues of tactical response, crime prevention and public perception, will continue to be important factors in managing police operations as the public and their police struggle to make the workplace a safe place.

Workplace murders of the type considered in the futures study are but a small percentage of the murders committed annually in the United States. The ability to predict such events is impossible. It is not however, difficult to conclude that they will continue to occur. The certainty that small jurisdictions will continue to be the sites of incidents is virtually certain. The media attention generated by such incidents will continue to influence the public and the people they elect. The public expects departments of all sizes to be prepared to protect them wherever they are. Continued media attention will undoubtedly assure the widest distribution of accounts of workplace murders, further raising the public's anxiety. This poses problems for all departments but particularly for small agencies who do not possess the resources to establish specialized units, or in some cases even modest training programs aimed at prevention and response. A possible outcome is a public that no longer has faith in its police.

In recognizing this situation as a possible future, San Rafael, in "The Most Interesting Future" scenario adopted an approach concurrently addressing a number of other issues. The strategic plan based on that scenario envisions a number of changes in the department

that will improve effective response to workplace violence while meeting many other needs. The plan did not focus solely on the issue of workplace murder but rather on a that issue as a symptom of larger problems. This brought forth a solution with many other benefits to the community.

No small agency can allow a single, highly emotional issue to become the driving factor in decision making. Workplace murder is an issue with that kind of potential. To avoid overreaction at the expense of other, equally important though less visible issues, we must prepare to respond effectively now, not after an incident has occurred. If the public is to become a partner in prevention or a supporter following intervention, it has to be well informed. Workplace violence is a crisis. As someone once pointed out, the Chinese symbol for crisis is the same as for opportunity. This is an opportunity to broaden the partnership between the police and the community.

APPENDIX A

THE NOMINAL GROUP PANEL

Suzanne Golt. Ms. Golt is an Assistant City Manager for the City of San Rafael and is the city's risk manager, a position she has held for five years. Ms. Golt previously occupied positions in personnel offices for the City of San Rafael and Orange, California. Ms. Golt received her undergraduate degree in Personnel Management from University of Redlands and has done advanced course work at U.C. Irvine and Cal State Fullerton.

Donald Besse. Donald Besse is a Captain with the Marin County Sheriff's Department and a member of the Marin County Retirement Board. Captain Besse is the Operations Division Captain and is responsible for Critical Incident Management. He has twenty eight years experience in law enforcement. He received his undergraduate degree from Golden Gate University in Public Administration. Captain Besse holds basic, intermediate, advanced, supervisory and management certificates from the California Commission on Peace Officer Standards and Training. Captain Besse has trained as a Crisis Negotiator.

Gerald Doane. Mr. Doane is President of the Doane Agency, a firm specializing in private investigation in San Rafael, California. Mr. Doane's prior experience includes eighteen years in municipal law enforcement including several years in management. Mr. Doane also served as the head of Corporate Security for the Crown Zellerbach Corporation for six years. Mr. Doane received his undergraduate degree from Golden Gate University in San Francisco in Justice Administration. He received is graduate degree in Public Administration from the University of Southern California. Mr. Doane possesses basic, intermediate, advanced, supervisory and management certificates from the California Commission on Peace Officer Standards and Training. He has also received training in

Hostage Negotiation, Special Weapons Team Command, Tactical Command, Explosive Ordnance, Terrorism, Urban Violence and Violence in the Workplace. Mr. Doane is a licensed Private Investigator and has received a Certified Protection Professional (CPP) certificate from the American Society for Industrial Security (ASIS). Mr. Doane has authored a number of articles on Crisis Negotiation and security.

Richard Schmidt. Richard Schmidt is a Captain with the San Anselmo, California Police Department. He has twenty eight years of municipal law enforcement service. He received his undergraduate degree in Justice Administration and his graduate degree in Public Administration from Golden Gate University in San Francisco. He holds basic, intermediate, advanced, supervisory and management certificates from the California Commission on Peace Officer Standards and Training. Captain Schmidt is a graduate of the State of California's Commission on Peace Officer Standards and Training's Command College and the Federal Bureau of Investigation's National Academy. He has received training in a variety of subjects including Critical Incident Management.

Stephen Ward. Mr. Ward is a Vice President and manager of Bank Services at West America Bancorporation. His responsibilities include Risk Management, Loss Prevention, Contingency Planning and Safety. Prior to joining West America, Mr. Ward was the Vice President and Deputy Director of Corporate Security for Bank of America and occupied a similar position at Crocker National Bank. Mr. Ward has ten years experience in municipal law enforcement. Mr. ward received his undergraduate and graduate degrees from Humboldt State University in Business Administration. He holds basic, intermediate, advanced and supervisory certificates from the California Commission on Peace Officer Standards and Training. Mr. Ward also holds a Certified Protection Professional (CPP) certificate from the American Society for Industrial Security (ASIS).

Richard Douglas. Mr. Douglas is retired. He served twenty six years in municipal law enforcement in California before retiring as a Captain. Mr. Douglas then accepted the position as the Security Manager for Fireman's Fund Insurance Company in Novato, California, a position he held for seven years. Mr. Douglas possesses Basic, intermediate, advanced, supervisory, management and Executive certificates from the California Commission on Peace Officer Standards and Training. He is a 1975 graduate of the Federal Bureau of Investigation's National Academy. Mr. Douglas received his undergraduate and graduate degrees in Public Administration from Golden Gate University in San Francisco, California.

Gregory Jones. Mr. Jones is a Supervising Deputy District Attorney in the Marin County, California, District Attorney Office. He has been in the Marin District Attorney's Office since 1978 and has extensive trial experience. His present responsibilities include supervision of the unit responsible for review of all incoming police and the filing of criminal complaints. Mr. Jones is a graduate of the University of San Francisco Law School.

Stephen Fraire. Mr. Fraire is the Assistant Principal at San Rafael High School in San Rafael, California, a position he has held since 1986. Mr. Fraire has occupied a variety of other teaching and administrative positions within California schools including two positions in Juvenile Commitment Facilities. Mr. Fraire received his graduate degree in Sociology from Sonoma State University in Rohnert Park, California. He is certified as a Special Education Specialist. Mr. Fraire has developed student discipline and truancy programs for the San Rafael School District.

Michael Dooher. Mr. Dooher recently retired from the Federal Bureau of Investigation (F.B.I.) following a twenty eight year career as a Special Agent and Supervising Special Agent. He is engaged in private consulting on security related issues. Mr. Dooher is a

graduate of Syracuse University in Syracuse, New York. During his F.B.I. career Mr. Dooher worked in a variety of assignments including Bank Robbery and Counter-Intelligence.

Michelle Boyer: Ms. Boyer is the Coordinator of the Marin County District Attorney's Victim/Witness Program a position she has held for six years. Ms. Boyer is responsible for the coordination of services provided for by statute to victims and witness of violent crime. Ms. Boyer received her undergraduate degree from the University of Oregon and has received specialized training in Victim Trauma, Suspect Profiling, Crisis Intervention, Sexual Offenses and Ritual Abuse.

The panel was moderated by Thomas D. Boyd, a Lieutenant with the San Rafael, California Police Department. Lt. Boyd is a Command College Graduate of class 17. He distinguished himself by winning the Outstanding Student Award. Lt. Boyd was selected based on his law enforcement experience as well as his familiarity with the NGT process.

Appendix B

TREND EVALUATION STATEMENT

NO.	TREND STATEMENT	LEVEL OF TREND (TODAY = 100)			
		1989	1994	1999	2004

Appendix C

Event Evaluation Form

NO.	EVENT STATEMENT	YRS UNTIL PROBABILITY EXCEEDS "0"	PROBABILITY		IMPACT ON ISSUE IF EVENT OCCURRED	
			1999	2004		
			(0-100)	(0-100)	POS. 0-100	NEG. 0-100

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