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**THE IMPACT OF SOCIAL ACTIVISM DEMONSTRATIONS  
ON LAW ENFORCEMENT AGENCIES BY THE YEAR 2001**

137341

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by

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COMMAND COLLEGE CLASS XIII  
PEACE OFFICER STANDARDS AND TRAINING (POST)

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

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

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

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

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EXECUTIVE SUMMARY

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(POST # )

This study examines "What will be the status of law enforcement management concerning legal social activism demonstrations by 2001?" Five chapters discuss the strategic issue research and development, future forecasting, strategic management, the transition management plan, and a conclusion with recommendations.

The strategic issue was developed following an extensive literature search and interview of subject matter experts. That process provided a perspective of law enforcement's management of social activism demonstrations today. From this research two main sub-issues were identified and stated as:

What kind of training will be required to police social activism demonstrations?

How will law enforcement manage employee attitudes toward social activism demonstrations?

With the strategic issue developed and the main sub-issues identified and stated, a futures study was then conducted through the use of the Nominal Group Technique (NGT) for forecasting. The NGT panel identified a number of candidate trends and events which might impact this issue and sub-issue, distilling this number down produced the top five trends and top five policy-relevant events.

TRENDS:

1. Number of Community Special Interest Action Groups
2. Changing Social Values
3. Availability of Economic Resources
4. Level of Community Political Activism
5. Level of Community Concern with Environmental Issues

EVENTS:

1. Future U.S. Involvement in Middle East War
2. Gas Prices Exceed \$3 Per Gallon
3. Environmental Activists Halt Local Offshore Drilling
4. Closure of Stock Exchange
5. Social Security Benefits Reduction Hits Elderly

The NGT panel forecasted each trend and event, plotting the data, and conducting a cross-impact analysis of the results. From the entire project data base, three scenarios were constructed. The hypothetical scenario was selected for the subsequent development of the strategic and transition management plans.

The strategic management plan was developed from the hypothetical scenario using the Ventura Police Department as a local agency model. Various technologies were utilized to construct policy decisions for implementation including a situational analysis of the environment and the internal organizational capabilities. The key stakeholders important to this issue were identified and listed. A modified policy Delphi generated three policies to achieve the desired normative future:

- \* Assign a liaison staff officer for coordination and planning with social activist groups at a non-enforcement level.
- \* Develop and provide training and annual update sessions for all personnel addressing the emerging trends in issues and values related to social activism.
- \* Lobby for a city ordinance requiring a permit to conduct social activism demonstrations.

The liaison officer strategy was selected as the most desirable and feasible plan in addressing the mission statement. The transition management plan was presented which described the action steps of the implementation plan. The transitional management structure was identified along with the critical mass and their required commitment levels. A number of technologies was presented to assist with the change process including team building, responsibility charting, and progress report.

The conclusion articulates the positive role a liaison officer would have upon proactively managing future social activism demonstrations. Specific recommendations are included for continued and additional research of this futures issue and other related concerns which surfaced during the project.

**Chapter One: INTRODUCTION**

Developed from an extensive literature search, Chapter One introduces the reader to the present environment and background prompting the reasons and need for this study.

**Chapter Two: FUTURES STUDY**

"What Will Be The Status of Law Enforcement Management Concerning Legal Social Activism Demonstrations By 2001?" - A futures study of what will be.

**Chapter Three: STRATEGIC MANAGEMENT**

A strategic plan for mitigating the impact of social activism on law enforcement - The Ventura Police Department model.

**Chapter Four: TRANSITION MANAGEMENT**

An analysis of the transition state to determine the critical mass and management structure necessary for implementing the strategic plan.

**Chapter Five: CONCLUSIONS AND RECOMMENDATIONS**

A final statement of the study, offering specific recommendations for additional research and suggesting future implications beyond the stated time line.

In dedication....

To Chief Richard F. Thomas for your confidence and sponsorship of my participation in the Command College Program,

To Lieutenant Kenneth Kipp for your support, counsel, and encouragement,

To my classmates of Class 13 for your help, companionship, and humor,

To Lenora Viveros, Julie Brandt, and Laura Robinson whose help and patience made this project possible,

and most of all

To my wife, Pam, for your enduring love, patience, and belief in me during these last two years,

thank you!

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CHAPTER ONE

INTRODUCTION

## CHAPTER ONE

### INTRODUCTION

#### A. Issue Statement

Managing social activism is one of the most difficult challenges facing law enforcement agencies. The rights to lawfully assemble and to freedom of speech are an accurate measure of the liberties enjoyed by people of a free nation. In the United States, freedom of speech and the right to lawfully assemble are cherished and protected rights of every citizen. The First Amendment to the Constitution provides that:

Congress shall make no law, respecting an establishment of religion, or prohibiting the free exercise thereof; or abridging the freedom of speech, or of the press, or the right of the individual people peacefully to assemble, and to petition the government for redress of grievance.

Not one decade has passed in our history where peaceful public demonstrations taken in the exercise of constitutionally protected rights of free speech and free assembly have not been practiced.<sup>1</sup> Unfortunately, our history is also laced with incidents where individuals or groups have abandoned orderly procedures and have resorted to violent demonstrations, destruction of property, and riots. The responsibility to assure these freedoms and at the same time prevent lawful assemblies from becoming violent, lies with local law enforcement. Dilip K. Das, Western Illinois University, has described this dilemma, "Moreover, the right to protest, to 'peacefully assemble, and to petition the government for a redress of grievances' is a constitutional guarantee that the police must protect." An historical review of past practices shows that in handling protests, the police have faced charges of over-reaction, misconceptions about the characteristics of protesters, and racial

discrimination. Such charges make the complex task of controlling disorder more difficult and frustrating.<sup>2</sup>

There are few events affecting the law enforcement administrator that carry as much potential for public scrutiny and repercussion as public assemblies that become violent. The media and the public are becoming more informed, vocal, interrogatory, and judgmental. In his book, Police Riots, Rodney Stark has emphasized to his readers that "not to criticize the police may be the most serious anti-police action."<sup>3</sup> Liabilities facing law enforcement agencies and their employees run the gamut from complaints and law suits regarding a lack of sensitivity or poor training to more serious charges of prejudice, bias, and excessive force.

This author has taught crowd and riot control techniques for over 17 years and is considered an authority on the strategy and tactics for response to assemblies that have become unlawful and, perhaps, violent. Volumes and volumes of paper and books have been written on this topic. Extensive research of these materials reveals that strategy and tactics have changed little over the last 50 years. Preventing peaceful assemblies from escalating into unlawful ones is rarely addressed. When it is, the focus is on intelligence and planning to develop a plan for responding after the event has become unlawful. Law enforcement, for the most part, remains reactive to social activism.

What will be the impact of social activism demonstrations on law enforcement during the next decade? Will the '90s provide a window of opportunity for such events to be managed proactively? What will be the effect of changing social factors and shifting demographics on social activism? A review of pertinent literature, coupled with a series of interviews, was used to seek answers to these and other related questions. The specific issue under study is:

**"What will be the status of law enforcement management concerning legal social activism demonstrations by 2001?"**

The scope of this study is limited to local California law enforcement agencies.

In order to manage and give additional focus to the study, two main sub-issues were selected. They are:

What kind of training will be required to police social activism demonstrations?

How will law enforcement manage employee attitudes toward social activism demonstrations?

#### B. Definitions

For a clear understanding of the research conducted in this study, it is important to identify and operationally define the following:

1. Social Activism - Non-violent expressions of interest, concern, and/or frustrations related to social, economic, political, and environmental issues.
2. Demonstrations - Two or more people gathered together for the purpose of expressing a statement relative to an issue.

#### C. Background

Social activism is not a recent phenomena. It is referred to throughout the history of civilization. Certainly the concept is not new to the United States. In fact, many scholars--especially those in England--consider the Boston Tea Party a social activism event in the most extreme form, a riot. The United States has experienced periods of social activism in every decade. Most recently, protests during the '50s and '60s centered on civil rights, and the Vietnam War was the cause for those in the '60s and '70s.<sup>4</sup>

The 1990s appear to be gearing up as a decade of increasing social activism. The characteristics of these demonstrations, however, appear to be smaller size, more diversity of issues, and narrower focus than previously experienced. Major topics generating social activism demonstrations cover a broad spectrum of issues.

A brief sample of the diversity of demonstrations reported over the last year by national and local media includes:

- "Activists Stage Anti-Fur Rallies Across Nation."<sup>5</sup>
- "Dissection Pits Scientists vs. Activists."<sup>6</sup>
- "Anti-War Protests Start Early."<sup>7</sup>
- "Avenue Activists Protest Backyard Apartments."<sup>8</sup>
- "Thousands Link in Ventura to Oppose Abortion."<sup>9</sup>
- "Gay Pride Marches on Despite Anti-Police Protest."<sup>10</sup>
- "19 Held in 'Right-to-Die' Protest"<sup>11</sup>
- "500 Gather in City to Back Troops."<sup>12</sup>
- "Ranchers, Activists War Over Rangeland Leases."<sup>13</sup>
- "The Furor in Aspen Over Fur."<sup>14</sup>

In this age of social awareness and activism, more and more citizens are choosing to exercise their First Amendment rights, seeking to gain national attention for the various causes and philosophies they have adopted.<sup>15</sup> This topic diversity coupled with the narrow focus of many special interest groups has caused this author to name the demonstrations of the '90s "designer demonstrations."

There are several other interesting characteristics of "designer demonstrations." Changing social factors and shifting demographics appear to be the driving forces behind these emerging characteristics. Designer demonstrations are less violent, at least initially, than demonstrations of the past. Further, the participants can no longer, for the most part, be viewed as the traditional "radicals." No demonstrations have incited more violence throughout our history than those concerning war. However, during the recent prelude to and conduction of Operation Desert Storm, protesters were described

as peaceful. In a USA TODAY article, "Protesters No Longer Seen as Radicals," this atmosphere is further described. While the protests call to mind scenes from Vietnam War protests 20 years ago, there is a difference--what the country is seeing now is a peace movement being carried out by mainstream society. "You don't have that radical challenge to American Culture," says Charles Chatfield who co-wrote An American Ordeal: The Anti-War Movement of the Vietnam Era.<sup>16</sup> During the interview process for this study, Deputy Chief William Booth, Los Angeles Police Department, shared this observation, "We are seeing fewer violent kinds of demonstrations, and in the future there will be a distinction between provocative and confrontational demonstrations."

The personality of designer demonstrations reflects a broader cross-section of citizens participating. It has become common for local law enforcement agencies to encounter "pillars of their community" and fellow employees and/or relatives involved in social activism demonstrations. In a recent article entitled "Rural Demonstrations," a County Sheriff is quoted: "We're dealing with ministers, priests, the elderly, and the very young. This has to be handled very differently than a violent mob of people."<sup>17</sup>

The involvement of employees and/or their relatives in designer demonstrations is becoming an issue for law enforcement managers. Recently, a police chief lost his job as a result of his participation in a pro-life demonstration. The USA TODAY article, "Abortion Jailing Costs Chief His Job," describes the situation. "We tried to keep the pro-choice, pro-life issue separate," said Council Member Mary Walz. "Our role was to see if Mike would be an effective leader in the Police Department."<sup>18</sup>

Another characteristic of "designer demonstrations" is the overall higher average age of the participants. By the year 2000, the percentage of U.S. citizens, 65 years of age or older, will be as high as 17 percent of the total population.<sup>19</sup> More significantly, the vocal, involved, and demonstrative generation of the '60s has aged and now comprises the largest segment of the U.S.

population. Interestingly, it was the consensus of the experts interviewed for this study that the elderly and the economy will be major factors generating demonstrations by the turn of the century. A recent article entitled, "Social Security No Longer Sacred," appears to reinforce this potential with this statement: "The economy of the '90s cannot support the dreams of the '60s, let alone the dream of the '30s."<sup>20</sup>

The final emerging characteristic of designer demonstrations is openness of attitude. It is becoming evident that organizers and participants are more willing to communicate with law enforcement during the planning as well as demonstration stage. This characteristic is an invitation and increases the potential for law enforcement management of "designer demonstrations." More and more organized protest groups will meet with police officials ahead of time to negotiate such issues as which pain compliance holds will and will not be used and what specific charges will be brought against arrestees.<sup>21</sup> Cooperation regarding issues such as routes and locations may be extended depending on law enforcement's willingness to be open in return. This opportunity can best be summed up by this quote from Commander Ken W. Masterson: "While obvious, it is perhaps worth emphasizing that the vital relationship of trust and understanding between police and community needs to be established and nurtured in advance of it being tested in moments of heightened tension. In times of stress, the closeness of cooperation required is unlikely to emerge between those who do not know or cannot appreciate the other's standpoint."<sup>22</sup>

#### D. Summary

Despite the incredible advances in technology and science, no instrument or process has yet been developed to accurately predict the future. However, it would be unrealistic to expect that future social activism demonstrations will be limited or curtailed by legislation or other governmental means. The changing character of social activism described in the previous section provides some strong indicators of what might be expected related to this issue. Most

importantly, the 1990s, the decade of designer demonstrations, will provide a window of opportunity for law enforcement to review and analyze traditional strategies concerning social activism demonstrations. This research project will use a futures study as a strategy to identify and evaluate important alternative images of the future. Appropriate planning can then be implanted to pro-actively mitigate negative impacts of this issue on law enforcement.

CHAPTER TWO

FUTURES STUDY

## CHAPTER TWO

### FUTURES STUDY

#### A. The Scanning Process

The environmental scanning process consisted of three phases: a literature review, selected personal interviews, and individual analysis. From the literature research phase, a futures wheel (Appendix A) was constructed which graphically demonstrates the broad nature of this issue and the many related sub-issues. The scanning process supplied much of the data discussed in the introduction and was interpreted in order to select the sub-issues that were critical to developing and providing focus for the main issue. For those who wish to review the specific information, a bibliography of literature reviewed is contained in Appendix B, and persons interviewed are listed in Appendix C.

#### B. Forecasting - Nominal Group Technique (NGT)

The emerging issue and sub-issues ask questions that cross disciplinary, institutional, and functional lines. This suggests that a structured group effort might serve as a credible method in the forecasting of possible futures. A Nominal Group Technique panel was assembled to assist in developing a list of trends and events relevant to the issue. To broaden issue perspective, the panel comprised seven participants representing law enforcement as well as several other disciplines. All participants possessed some level of expertise and degree of familiarity with this emerging issue (refer to Appendix D for the NGT panel profile). The panel developed candidate lists of 12 trends and 12 events (refer to Appendixes E and F). The panel ultimately distilled these lists down to the five most important trends to the issue and five most policy-relevant events, in rank order. The following is a list of these trends and events with their respective definitions. In reviewing these trends, it is important to note that future political consideration and/or action may have a tendency to flatten the individual level of each trend.

## TRENDS

- TREND-1 Number of Community Special Interest Action Groups - The number of social activism groups expressing concerns on issues such as abortion, the homeless, and the environment.
- TREND-2 Changing Social Values - Changing social values within the community creating greater diversity.
- TREND-3 Availability of Economic Resources - Availability of economic resources and funding from state and federal sources.
- TREND-4 Level of Community Political Activism - Level and intensity of community concern and involvement with local, state, and federal politics. This trend differs from Trend-1 which addresses numbers rather than intensity.
- TREND-5 Level of Community Concern with Environmental Issues - Level of community concern and involvement with environmental issues.

## EVENTS

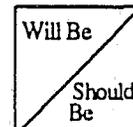
- EVENT-1 Future U.S. Involvement in Middle East War - The U.S. is involved militarily, to any degree, in a Middle East War.
- EVENT-2 Gas Prices Exceed \$3 Per Gallon - The average price for a gallon of gasoline in the State of California exceeds \$3 per gallon.
- EVENT-3 Environmental Activists Halt Local Offshore Drilling - Activists halt offshore drilling in the Santa Barbara Channel by demonstrations.
- EVENT-4 Closure of the Stock Exchange - Due to pending depression, a moratorium is declared by the U.S. Government.
- EVENT-5 Social Security Benefits Reduction Hits Elderly - A significant social security benefit reduction for all elderly.

The NGT panel, using their own expertise and opinions, were asked to forecast each trend by making a value determination of its level at different intervals of a stated time line, with a given value of 100 for today. The members were instructed to identify what this trend level was five years ago and what the level would be five and ten years from today. The panel was also asked to determine a nominative forecast or what each trend level should be five and ten years from today. Table 1 depicts the results of the NGT panel's trend forecast. Because value judgments were involved, only the median values were tabulated and reported. Graphs of the individual trend levels are contained in Appendix G.

**TABLE 1  
TREND EVALUATION**

T R E N D	TREND STATEMENT	LEVEL OF THE TREND (Today = 100)			
		Five Years Ago	Today	Five years from now	Ten years from now
1.	Number of Community Special Interest Action Groups High Median Low	90 50 40	100	250 200 120 125	300 250 140 150
2.	Changing Social Values High Median Low	90 50 30	100	300 150 125 125	500 200 160 150
3.	Availability of Economic Resources High Median Low	99 75 20	100	200 150 85 100	300 175 80 125
4.	Level of Community Political Activism High Median Low	90 60 50	100	300 200 110 150	500 250 120 200
5.	Level of Community Concern with Environmental Issues High Median Low	80 50 25	100	250 200 150 200	500 300 200 400

\* Panel Median Forecast



Following is a brief analysis of the NGT panel's evaluation of each trend:

#### **TREND 1 - NUMBER OF COMMUNITY SPECIAL INTEREST ACTION GROUPS**

The panel's consensus reflected a general increase in the number of community special interest groups. The majority of the members forecast a moderately steady increase during the next five years with a slower increase during the following five-year period. One member forecast slower growth during the next five years, however, increasing in rate five to ten years from today. The consensus "should be" displays a consistent growth of 50 in level during the next years. The panel felt that slower increases and/or a decreasing level would speak well of how local and national politics address the various issues. The more responsive and issue directed the government is, the less need there is for special interest action groups.

In summary, the panel's median forecast projected a continued increase in this trend at approximately twice the "should be" level. Policy should be initiated to minimize the impact of this trend in law enforcement. The panel was unanimous in expressing concern relative to this trend and its impact on law enforcement response in the future.

#### **TREND 2 - CHANGING LOCAL VALUES**

The panel was unanimous in forecasting increases in the level of changing social values, especially in California. The panel concluded that California has been a "bellwether" state for trends and, to a degree, social values. Further, the growing cultural diversity and demographic shifts increase the level of this trend. The majority of the members forecast a relatively slight but steady increase over the next ten years. One member of the panel, interestingly not the sociologist, forecasted a five-fold increase. The "should be" forecast reflects no change during the first five years but shows a slight increase during the following five

years. The panel believed that too much change in too short a time could adversely affect social and economic stability.

### TREND 3 - AVAILABILITY OF ECONOMIC RESOURCES

The panel's forecast reflected general agreement on an increase in the availability of economic resources. The median reflects this by a steady increase of 75 during the next ten years. One member had a less optimistic outlook, citing the present state of near recession and forecast a steady decline in availability of approximately 25 during the next ten years. The "should be" forecast retains today's status for the next five years increasing slightly during the following five-year period. The panel felt that economic resources are largely a product of taxes. Increasing taxes would increase the number and involvement of special interest groups, i.e. the elderly's concern about eroding social security benefits. The panel also voiced concern that periods of intense social activism, including rioting, were historically linked to the availability of economic resources.

### TREND 4 - LEVEL OF COMMUNITY POLITICAL ACTIVISM

The panel's consensus reflected an increase in the level of community activism during the next ten years. The median forecast displays an increase of 100 during the first five years and a 50-level increase during the second five years. The high represents one member's forecast of a five-fold increase of today's level during the next ten years. The "should be" forecast shows the level doubling during the next ten years. The panel generally felt that changing values, demographics, and other emerging trends will increase political activism. Further, technological advancements in communications will increase ability and perhaps desire for community political activism.

## TREND 5 - LEVEL OF COMMUNITY CONCERN WITH ENVIRONMENTAL ISSUES

The panel's consensus reflected a moderately high level of increase in concern with environmental issues. The median forecast shows a steady increase to 200 during the next ten years. The "should be" forecast follows the median to the five-year mark, then doubles during the following five years. The "should be" has a higher level than the median within ten years. This indicates that all members felt that the environmental issues will be considerable during this decade. The panel concluded that environmental concerns will continue to increase but not at the level they should.

Different from trend forecasting, the group turned their attention to the events. The panel was asked to estimate the probability of occurrence for each event identifying the year that probability would first exceed zero and the probability of occurrence in five years and ten years from today. It was explained to the panel that an estimate of zero probability meant that the event would not happen by the given time limit; conversely, a probability of 100 percent meant the event would happen by the given time. Between zero and 100 would be the possible degrees of probability. Finally, the panel was asked to estimate the impact the event might have, positive or negative, on the issue on a scale of zero to 10, 10 having the greatest impact. Table 2 depicts the results using the NGT panel medians of the events forecasted. Graphs of the event data are contained in Appendix H.

**TABLE 2**  
**EVENT EVALUATION**

EVENT #	EVENT STATEMENT	*YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	*PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURED		
			Five Years From Now (0-100%)	Ten Years From Now (0-100%)	*POSITIVE (0-10 scale)	*NEGATIVE (0-10 scale)	
1.	Future U.S. Involvement in Middle East War	High	1	100	100	0	8
		Median	.5	75	90		
		Low	.5	50	60		
2.	Gas Prices Exceed \$3.00 Per Gallon	High	2	100	100	0	8
		Median	2	75	75		
		Low	.5	50	60		
3.	Environmental Activists Halt Local Offshore Drilling	High	5	50	75	2	6
		Median	3	25	50		
		Low	1	5	20		
4.	Closure of Stock Exchange	High	4	100	100	3	7
		Median	1	60	60		
		Low	.5	15	25		
5.	Social Security Benefits Reduction Hits Elderly	High	5	100	100	0	10
		Median	3	20	40		
		Low	.5	5	20		

**EVENT 1 - FUTURE INVOLVEMENT IN MIDDLE EAST WAR**

The panel felt that the probability of additional conflict in the Middle East first exceeded zero in six months; one year at the latest. Further, the median forecasts a 75-percent probability within five years that gradually increases to 85 percent within ten years. Even with the recent success of Operation Desert Storm, the panel felt that the Middle East remains a "powder keg." The critical issue of Israel's status has yet to be resolved. The members attached a very high negative impact on the issue for this event. There was a general feeling that this event would increase the likelihood of pro- and anti-war demonstrations.

#### EVENT 2 - GAS PRICES EXCEED \$3 PER GALLON

In general, the panel believed that the probability of this event first exceeding zero would occur in two years. One member felt that it could occur within six months because of the current Middle East situation. The consensus was, however, that the government would subsidize fuel for at least two years. The panel estimated that within five years there was a 75-percent probability of this event occurring. The leveling off of the median at five years represents a general conclusion that alternate energy sources will be developed. The members forecast a very high negative impact. Demonstrations associated with gasoline rationing and economic protests were generally predicted.

#### EVENT 3 - ENVIRONMENTAL ACTIVISTS HALT LOCAL OFFSHORE DRILLING

The panel generally felt it would be three years before the probability of this event occurring exceeded zero. One member believed that one year was a good forecast based on the current Middle East situation. Surprisingly, the Middle East situation was also the reason for one member forecasting five years before the probability exceeded zero. The median reveals a 25-percent probability within five years, increasing to 50 percent within ten years. The positive impact reflected a jurisdictional issue, i.e. the U.S. Coast Guard would have primary jurisdiction.

#### EVENT 4 - CLOSURE OF THE STOCK EXCHANGE

Overall, the panel concluded that the probability of this event occurring would not come to pass for one year. The one-year forecast represents a panel member who believes we are currently in a recession that will become a depression in six months. The median forecast shows a 50-percent probability with five years. The members attached moderately high negative impact to the event, believing economic demonstrations would result. The positive median impact represents the belief that the ability to become actively involved in special interest groups would decrease.

## EVENT 5 - SOCIAL SECURITY BENEFITS REDUCTION HITS ELDERLY

In general, the panel estimated that it would be three years before this event takes place. One member, however, saw this event as a product of the recession/depression believed to be current at this time and, thus, gave the six-month estimate. The median estimates show a 20-percent probability within five years and a 40-percent probability within ten years. The five-year, 100-percent-probability estimate reflects one member's belief that the Social Security system could not handle the influx of "baby boomers." The panel attached an extremely high negative impact to the issue, indicating the possibility of demonstrations by the elderly. After all, the elderly would represent the '60s generation.

### C. Cross Impact Evaluation

The author and two associates performed a cross-impact analysis. The purpose of this analysis is to assess what impact a forecasted event, if it occurred, would have relative to the other events and to the trends. The method for estimating this impact was: At ten years in the future, what would be the relative impact of each event on the other events and trends. The results show which events are actors (having the greatest impact on the other events and the trends). The results also show the number of impacts (hits) as well as the degree or size of each impact. This process is helpful in selecting trends and events to develop scenarios of the future. Table 3 depicts median scores.

**TABLE 3**

**CROSS-IMPACT EVALUATION MATRIX TABLE**

IMPACTING EVENT	IMPACTED EVENTS					IMPACTED TRENDS					Actor Hits
	E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5	
#1 Future U.S. Involvement in Middle East War		+75	-5	-20	0	+25	+25	-25	+75	0	7
#2 Gas Prices Exceed \$3.00 Per Gallon	+50		-25	+75	+10	+25	+50	-10	+50	+50	9
#3 Environmental Activists Halt Offshore Drilling	0	+50		0	0	+25	+10	-20	+20	+50	6
#4 Closure of Stock Exchange	+20	+30	0		+75	+75	+25	-50	+75	0	7
#5 Social Security Reduction Hits Elderly	0	0	0	-25		+30	+50	+20	+30	0	5
Event and Trend Reactors (Impacts or "Hits")	2	3	2	3	2	5	5	5	5	2	

Events on Events Percentage change (+ or -)      Events on Trends Percentage change (+ or -)

**PANEL MEDIANS**

- T-1      Number of Community Special Interest Groups
- T-2      Changing Social Values
- T-3      Availability of Economic Resources
- T-4      Level of Community Political Activism
- T-5      Level of Community Concern With Environmental Issues

Event-2, Gas Prices Exceed \$3 Per Gallon, emerged as the highest scoring actor event impacting virtually all other events and trends. Event-2 would cause the probability of Event-1, Future U.S. Involved in Middle East War, and Event-4, Closure of Stock Exchange, to increase sharply. The panel's members believed that Event-2 would have such a negative impact on the economy that a chain reaction would occur in the political, social, and environmental sectors of the nation. The economic impact alone would increase the probability of the Closure of Stock Exchange. Event-2 also implies that the demand for gasoline exceeds supply which explains the sharp increase relative to future U.S. involvement in the Middle East. The panel felt that Event-2 would cause intense competition politically, and thus militarily, for control over the unstable, oil-rich Middle East countries. A slight increase of probability is registered by Event-2 on Event-5, Social Security Reductions Hits Elderly. The panel concluded that although Event-2 would generate a larger tax base, little if any would be directed into the Social Security funds. Such revenues would probably be used for other economic considerations, the least of which would be exploration for energy sources.

Event-2 generated a negative impact on the probability of Event-3, Environmental Activists Halt Offshore Drilling. Again, the panel felt that the cost of gasoline would be a factor of supply. Therefore, the public would be more relaxed over environmental issues in general, specifically those relating to the drilling for oil. In fact, the panel believed the environment generated by Event-2's efforts to halt offshore drilling would cause a "backlash" effect in general support.

Event-2, Gas Prices Exceed \$3 Per Gallon, and Event-4, Closure of Stock Exchange, emerged as the top scoring reactor events. Event-2's probability of occurrence was sharply increased by Event-1, Future U.S. Involvement in Middle East War; Event-3, Environmental Activists Halt Offshore Drilling; and Event-4, Closure of Stock Exchange. The probability of occurrence for Event-4, Closure of Stock Exchange, was moderately lessened by Event-1, Future of U.S.

Involvement in the Middle East War, and Event-5, Social Security Reduction Hits Elderly. Event-1 would, at least on a temporary basis, stimulate the economy while Event-5 would cause a decreasing need for taxes.

All trends were impacted by each of the events with the exception of Trend-5, Level of Community Concern with Environmental Issues. The panel concluded that Trend-5 would not be significantly impacted by Event-1, Future U.S. Involvement in Middle East War, because of the general external focus created by such an event. Further, Event-4, Closure of Stock Exchange, and Event-5, Social Security Reduction Hits Elderly, while having strong economic impacts, have little influence on environmental issues.

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#### D. Scenarios

The final phase of this section is the development of possible futures or images based upon the previous study of the trends and events. These written images called scenarios are brief essays forecasting a possible future state from a particular perspective. The purpose of the scenarios is to provide planners and policy makers of today with a vision of what the future may hold.

The city upon which the scenarios in this study are based is Ventura, California. The City of Ventura was selected as a representative model for policy development and strategic planning.

Three scenario modes of forecasting were constructed: the Exploratory (nominal)--"Surprise Free," the Normative--"Feared but Possible," and the Hypothetical--"What If?"

##### 1. Scenario 1: Exploratory (Nominal) Mode

"Ventura Police Department Unable to Respond to Demonstrations" was the headline on the Monday, November 19, 2001 edition of the Ventura County Star Free Press. The article went on to describe the number and size of demonstrations occurring within the previous month. Although most of these

demonstrations were peaceful, the inability of the local agency to properly plan and contain them was apparent. Several community leaders and participating activists have suggested what violence did occur was precipitated by law enforcement's handling of the situation. The reader becomes even more concerned to learn that the majority of these events, also known as "statement gatherings," were planned and the special interest groups operated in a relatively "open" environment. After all, media coverage was of paramount concern for issue recognition and continued involvement. Many social activist organizations had attempted to communicate with the Ventura Police Department regarding the overall scope of their planned demonstrations. These attempts proved frustrating because when a department representative did respond, the only concern seemed to be where and how many.

The article went on to describe several of the major statement gatherings or "designer demonstrations" as they have come to be known in law enforcement circles. During one week, the following statement gatherings took place within the City of Ventura:

Approximately 1,500 environmentalists demonstrated at the Ventura Pier to express concerns over offshore drilling. Although peaceful, a major traffic grid-lock occurred affecting Highway 101 and the downtown business district.

Approximately 3,000 anti-war demonstrators converged on City Hall to protest unprecedented U.S. Military involvement throughout the world and, in particular, the Middle East.

A recent United States court decision confirming the "Roe vs. Wade" decision prompted pro-life and pro-choice activists to continue their increasingly militant demonstrations. Approximately 2,000 individuals clashed at a local medical center. Both contingencies have expressed dissatisfaction with the law enforcement response and many of the signs were directed at the police rather than the abortion issue.

Five major financial institutions were picketed by several hundred demonstrators as the economic depression worsened.

Several thousand senior citizens gathered at the federal government offices to protest lack of governmental economic support and health care.

Not mentioned in this article was the frustration several command staff members of the Ventura Police Department were experiencing. As long as ten years ago, many economic, political, and social trends were identified by researchers from the POST Command College. Further, clear signs of this headline becoming true were apparent five years ago. One of the strategies recommended by the study called for the creation of a liaison staff officer position to coordinate and plan with social activist organizers in advance of designer demonstrations. The study further suggested that this strategy would enhance in-house training regarding the motives and methods of the various social activist groups. The majority of the command staff had scoffed at these forecasts and the Department failed to implement the necessary planning and policies for a desired and attainable future. As a result, the Department has been unable to be pro-active and, in most cases, effectively reactive in its response to social activism.

The community's confidence in the Ventura Police Department has suffered and will continue to do so.

## 2. Scenario 2: Normative Mode

"Large Peaceful Environmentalist Gathering Turns into Picnic" was the story title located in the Ventura County Section of the Los Angeles Times, November 19, 2001 edition. The story on page 6 would go unnoticed by many, except that it related to the first social activism gathering within the City of Ventura in two years. The story went on to describe the gathering of 2,000 as a statement of accomplishments and concerns that, by day's end,

turned into a fun picnic for all, including the small contingency of law enforcement. The article went on to explain that such demonstrations have dwindled to few and far between over the past five years. This evolution was in contrast to the pessimist's outlook for such demonstrations in the early '90s.

The article explained that at the turn of the decade, the City of Ventura, as well as many other U.S. cities, faced a growing number and intensity of social activism demonstrations. Special interest groups were ignited by the United States' military involvement in a Middle East and policing action around the globe. The stated purpose of this action was loyalty to our Middle East allies, but many special interest groups saw the United States' reliance on oil and pro-Semitic position as the motivators. Regardless, several hundred thousand U.S. troops had been stationed on Middle East soil.

The start of the '90s found an economic depression looming over the county. Efforts to down play this situation were negated when the government-imposed moratorium closed the Stock Exchange. This event triggered numerous urban demonstrations--many of which turned into riots. Between 1991 and 1995, the Ventura Police Department, like most law enforcement agencies, had planned for and responded to daily demonstrations.

Several key staff members were futures researchers from the POST Command College. Early in 1991, policies and strategic planning were developed to minimize the impact of social activism on the community. One of the strategies implemented called for creation of a liaison staff officer position to coordinate and plan with social activist organizers prior to the occurrence of designer demonstrations. The plan called for this position to be available in an open, objective, and non-threatening manner. After a period of trust building, this strategy became instrumental in creating a cooperative and communicative environment

between the majority of social activists and the Ventura Police Department. This strategy had also enhanced the Department's ability to provide contemporary, in-house training regarding this issue. In short the Ventura Police Department managed rather than reacted to social activism.

The second half of the decade saw vast amounts of federal and state funding for programs, and the government concentrated its energies and resources inward. Social Security and other programs for the elderly (whose numbers and political involvement had increased) were maintained.

The U.S. had been able to pull out of the Middle East leaving a small unit as a part of the United Nations' force. The trend towards democracy in Eastern Europe continued relieving the U.S. of most military commitments.

The reliance on oil fell off sharply as more efficient and/or alternate sources of energy were developed. Yes, in 2001 there were still demonstrations, but as this November 19 article indicated, they were gatherings for concerns and sometimes accomplishments, not for demands.

### 3. Scenario 3: Hypothetical Mode

"Local Law Enforcement Welcomes Twenty-First Century, Hopeful of More Positive Image" reads the heading in the January 1, 2001 of Ventura County Star Free Press. The article focuses on interviews with staff members from the Ventura Police Department but would accurately describe the environment in most California law enforcement agencies. The article began by describing social, economic, political, and environmental events and trends of 1990 which were the "signs of things to come" for social activism demonstrations.

This article focuses on the year 1996 and the major events and trends which had ignited social activism demonstrations in numbers and intensity never experienced in the history of the United States. Because of the diversity of causes and narrower focus, these demonstrations became known as "designer demonstrations." The year of 1996 found the United States two years into a Middle East war which was draining public support and resources. The country was in a deep recession with rumor of the government's intentions of closing the stock exchange. This recession caused the government to make major cutbacks in funding and benefits, such as Social Security. Also, the potential for war had increased steadily from 1990 to 1994 when gasoline prices exceeded \$3 per gallon. This event acted as the catalyst for causing a chain reaction of negative economic and social reactions. The United States was also committed to numerous other nations for "policing action." The Middle East situation had driven the price of gasoline higher, and efforts to increase domestic production of oil met headlong with political resistance and environmental interest concerns. During this period, governmental actions excluded gays and lesbians from protected-class status, and a United States court decision further confirmed "Roe vs. Wade." These decisions ignited the already volatile issues existing between the conservative and liberal activist groups.

The article goes on to quote a retiring staff officer of the Ventura Police Department who describes 1995 through 1998 as a period of civil disobedience twice the intensity of the late 1960s. From 1995 through 1998, local law enforcement would be committed to policing daily demonstrations. These demonstrations ranged from political activism to the elderly demanding increased benefits. The physical and emotional demands on law enforcement had shown their impact. Occasionally, management faced the dilemma of employees and/or family and friends participating in demonstrations. Early retirements due to stress and injuries had reached 50 percent of sworn personnel in most agencies. Further, the recruitment

level was at an all-time low. What was most disturbing of all to this veteran officer was the lack of trust and support within the community caused by the confrontations. This officer couldn't help placing some of the blame for this situation on law enforcement. If only early-on efforts had been made to communicate and perhaps even coordinate with the demonstration organizers. After all, a few years ago the atmosphere between the Police Department and the majority of social activist groups appeared to be congenial for such efforts.

The author of this article finished by assuring the reader that the influencing events of the decade are now passing and that the twenty-first century is already looking "rosy." Besides, the author says, recapping the turmoil of the '90s, "History repeats itself and law enforcement could not have impacted social activism."

The retiring staff officer of the Ventura Police Department, a graduate of Class 13 of the POST Command College, doesn't agree.

CHAPTER THREE  
STRATEGIC MANAGEMENT

## CHAPTER THREE

### STRATEGIC MANAGEMENT

#### A. Introduction

Strategic planning is the structured process of developing policy decisions that will have a selected impact upon an anticipated future. For the purposes of this study, the hypothetical scenario constructed from the futures research exercise in the previous chapter was selected as this anticipated future. This scenario describes the "what if" future since the probabilities of occurrence for several actor events are so significant. Further, law enforcement agencies realistically can have little, if any, impact on the probability of these events occurring. In order to bring about the most desired future, the objectives of this strategic management plan is to mitigate what appears to be the undesired future.

As a case situation for the selected policies and recommended strategies constructed in this chapter, the Ventura Police Department (VPD) is continued as a "local agency" model. It is believed, however; that the output of this project will have application for the majority of law enforcement agencies on a statewide, and possibly a national, level.

Ventura is a coastal community located approximately 60 miles north of Los Angeles. The population of Ventura is about 92,000 with property values and per capita income significantly above the state averages. The city is primarily a "bedroom" community with growing cultural, ethnic, and value diversities. The city has recently placed a high priority on tourism. The VPD comprises 122

sworn officers and approximately 71 civilian personnel. The VPD enjoys good public support and a reputation of sensitivity and professionalism.

B. Mission Statement

It is important to establish a linkage between the planning effort and the goals of the involved organization. What purpose the organization serves, who its clientele is, and what it wishes to achieve will help give direction to the strategic issue under study. The answers to these questions can be determined through a review of the organization's mission statement.

Mission statements are presented on two levels. The "macro" statement is a formal expression of the broad purpose and mission of an organization. The VPD's "macro" mission statement is:

The Ventura Police Department prides itself in service to the community and recognizes the maintenance of order and the protection of life and property as paramount among its duties. The Department is committed to operating an organization consistent with community expectations of fairness, impartiality, honesty, zeal, and courage.

A statement which defines a specific organizational unit, activity, or program is a "micro" mission statement. The "micro" mission statement related to the issue question of this study is:

Maintenance of order and the protection of life and property becomes a greater challenge when responding to social activism demonstrations. The Department's management team must provide an organizational climate which is proactive, empathic, and effective in addressing such events. They must consider the diversity of values and culture within the community. The key to creating this kind of climate lies in careful research, planning, training, and the formulation of a comprehensive strategic plan of action.

C. Situational Analysis

Part of the strategic planning effort is an assessment of the threats and opportunities presented by the external environment. It is also an evaluation of the strengths and weaknesses of the organization's internal capabilities to

respond to change related to the strategic issue. Developed strategies and implementation actions are in recognition of these environmental concerns and internal capabilities.

The situational analysis was conducted by a three-member team of individuals who participated in the nominal group panel. They were selected because of their familiarity with the project and knowledge of the organization. This team also served on the stakeholder (key individuals and/or groups which may impact or be impacted by a strategy) identification and assessment, discussed later in this chapter.

1. Environment/Opportunities

Within the dynamic conditions currently surrounding this issue, there are several factors that will support the achievement of the stated mission. Ventura is a politically conservative, pro-law-and-order community. As a result, public safety services continue to enjoy high priority in terms of budget allocation. There is a high degree of respect and confidence in VPD on the part of the community. Residents have established a relatively high priority for public safety services. They would recognize that an increased need to commit resources to addressing demonstrations may reduce and/or eliminate other services.

The greater diversity of causes for activism will make demonstrations more numerous and perhaps more frequent but with fewer participants and less intensity than in the past. The two or three central foci of the '60s (the Vietnam war, equal rights, etc.) have evolved into a wide variety of themes and sub-themes for the '90s.

With few exceptions, activists appear to be open to cooperation and negotiation with law enforcement. This may be the result of changing social factors and/or demographics.

New technology in information gathering, storage, and transmission will enhance VPD's ability to plan for and respond to demonstrations. Advancements will also provide the opportunity to respond to violent demonstrations in a less lethal, more humane manner than the restrictive suppression equipment of the past.

## 2. Environmental Threats

The current situation also presents a number of challenges that will need to be met in order to accomplish the stated mission. The diversity of causes related to designer demonstrations will demand flexibility, objectivity, and empathy in planning for action. Because of the age, ethnic, and cultural variety among demonstrators, tactics executed in traditional crowd and riot control will need to be modified to fit specific situations. This will be particularly apparent in handling the more militant demonstrations. As the number and frequency of demonstrations grow, calls for service may exceed the ability of the Department to respond. Overtime pay, training, and equipment requirements can be expected to impact the City's budget.

Emerging technology presents some threats along with the opportunities outlined above. The same technology in communications that benefits law enforcement will allow social activists to organize, orchestrate, and advertise their causes faster and further than ever before. The media's improved capability to document and transmit live coverage of demonstrations has already presented challenges in perception and accountability. Video technology has allowed social activists to be more successful in preventing prosecution and has, in fact, been used to promote civil cases against law enforcement. The ability, or lack thereof, of the criminal justice system, especially the jails and courts, to handle stepped-up enforcement is a major consideration to this issue.

Politically, the last election placed several strong environmentalists on the Ventura City Council. Recent Council meetings addressing growth versus no growth of City businesses and the residential population have become hotbeds of debate. Supporters on both sides show little inclination toward negotiation. The emergence of these two camps appears to accurately reflect the community at large. The City of Ventura is the County seat and, therefore, becomes a strategic location for demonstrations. In general, the media is slanted toward the liberal perspective in its reporting. On a local level, the Ventura County Star Free Press is acknowledged as being liberal in its coverage of events.

### 3. Organizational Strengths

Odds for success in achieving the stated mission will be enhanced by a number of factors inherent in the organizational composition of the VPD. The VPD is considered by the community to be progressive and professional. Much of this positive public image is due to very aggressive community relations programs such as Neighborhood Watch and D.A.R.E. The affirmative action program that has been in place over the last seven years has resulted in VPD becoming perhaps the most balanced agency in the County with regard to minorities. A wide range of cultures and ethnic backgrounds is increasing among the officers.

The VPD is housed in a new, state-of-the-art building that possesses modern equipment and facilities. This physical environment has been instrumental in creating good morale among employees. The staff-level officers use a team approach to problem solving and enjoy close working relationships with each other. Until recently, the VPD has continued to grow in terms of personnel and funds, unlike the majority of adjacent agencies.

An effective mutual-aid policy and procedure exists within the County. A good working relationship has been successfully cultivated with County

agencies, especially the Ventura County Sheriff's Department. The environmentally divided City Council views the VPD as being politically neutral.

Response by VPD to demonstrations during the last year, in which low-key negotiating tactics were used, was generally appreciated by the community. A policy of openness and approachability has made for a relatively good reputation with the majority of local media.

#### 4. Organizational Weaknesses

Certain existing organizational conditions will have a negative effect on VPD's efforts to reach the goals outlined in the stated objectives. Law enforcement must remain somewhat reactionary with regard to this issue as it has no direct capability of influencing the causes of social activism demonstrations. While it is true that there exists an increasing level of cultural understanding among the younger officers, this quality is not so apparent in the senior officers and first-line supervisors. This weakness could threaten the acceptance of new policies and strategies for addressing the issue.

The new facility does not compensate for the outdated communications equipment. Tactical considerations and possibilities such as scrambled transmissions are very limited. Communication between personnel up and down the chain-of-command, as well as laterally, needs improvement. There exists a recognizable lack of trust between "rank and file" and management.

Because there have been few social activism demonstrations during the last decade, very little training has been provided in crowd and riot control.

#### D. Stakeholder Analysis

The following is a list of stakeholders that have a vested interest in, may

be impacted by, or could impact a strategic plan, and the assumptions they hold about the issue. The importance of these stakeholders' assumptions and the certainty of their positions were mapped on an assumption map (Appendix I) in order to give future negotiations better focus.

The Ventura Police Officer's Association (VPOA) would be reluctant to take part in mutual aid, because of officer safety issues and memorandums of understanding regarding working conditions. The desire to maintain a low profile within the community would create concern regarding any strategy involving public relations risks and/or negative publicity. The VPOA would also be very concerned about the involvement and, therefore, potential enforcement as it relates to family and friends taking part in social activism.

The Chief of Police would be interested in maintaining, if not increasing, good public relations. Further, he would be sensitive to the politics involved with this issue and the tie-in with job security. Also of concern would be avoiding personal and agency liability. As the Chief of Police, he would recognize the conflict in priorities and resource management in order to accommodate increased calls-for-service generated by this issue.

The Chamber of Commerce opposes any strategy which discourages and/or limits tourism. Therefore, the Chamber of Commerce would be in favor of policies which allow for major, non-violent demonstrations within the community. Further, the Chamber would support any strategy which provides protection for businesses.

The District Attorney's Office would desire involvement in the planning of all strategies regarding this issue. Any strategy which would cause political risks or cause an increase in case filing would be of particular concern, as would any strategy which would present the possibility of increased officer misconduct investigations.

The Ventura County Public Defender's Office would support low-keyed negotiations strategies and would become the watchdog for any decrease in civil liberties. Again, there would be concern about any strategy which might increase case loads.

The Ventura County Sheriff's Office would be concerned about supporting any strategy or policy which involves political risk which might affect reelection possibilities. The impact of any policy which may increase the number of bookings would get close attention. Another area of potential resistance would be increases in mutual-aid responses as the Sheriff's Office is the primary agency for county-wide mutual aid.

The media would support any policy or strategy which might provide additional access and freedom of information or that might increase broadcasting abilities and place local media in a more competitive market. They would not support any policy which may shelter law enforcement officers from police misconduct scrutiny. Safety and access for their personnel would be of top concern.

Social activist groups assume that the Police Department will respond in a predictable manner. Further, there is an expectation that the Police Department and the media will respond to demonstrations. Social activist groups may be concerned with policies which increase the competition for public support among various activist groups.

Other City departments (i.e. Public Works, Fire Department, Parks and Recreation) would have to become more involved in support functions with the Police Department regarding social activism demonstrations. The other City departments would be concerned about the increased use of public facilities by social activist groups. Further, they would oppose strategies that may cut into their levels of service provided to the community or their budgeting needs.

Educational institutions would anticipate a trend of social consciousness and concerns increasing at younger ages and lower grade levels. Further, the educational institutions would be concerned about strategies that would limit freedom of expression on campus. They would support policies or strategies which minimize damage to facilities and create a peaceful, educational environment.

The Ventura City Council (City Manager) would be reluctant to increase funding to the Police Department and would be concerned about any strategy which would involve political risk. Further, the City Council may find itself split on numerous issues, especially those related to environmental issues.

#### E. Developing Alternative Strategies

To mitigate the described hypothetical scenario in the City of Ventura, a strategic policy must be decided. A modified policy Delphi group was used to arrive at this decision through the identification and exploration of a variety of alternative strategies. Using this process, responses from a seven-member panel representing law enforcement, City management, media, and social activist groups were used to formulate six candidate policy alternatives. Each policy alternative was then rated on its feasibility and desirability. The following policy alternatives were selected.

##### 1. Alternative Strategy One

A liaison officer (staff level) at the Police Department would be provided for planning and coordination with social activist groups at a non-enforcement level. This liaison officer would define expectations and parameters with the leaders of the activist groups.

The primary advantage of this strategy is that of developing a non-threatening environment in which the organizers of social activism and the Ventura Police Department can plan, prepare for, and accommodate social activist demonstrations. This strategy also minimizes any surprises in

regard to actions and reactions on the part of the involved parties. Further, it provides a basis from which to provide valuable awareness training regarding the issues, strategies, and desired goals of the parties involved.

The major disadvantage of this strategy is that the willingness to negotiate and establish a non-threatening environment in which to do so, is a deviation from tradition. The success of this strategy would be predicated on trust that historically has not existed between the majority of activist organizations and law enforcement in general.

STAKEHOLDER PERCEPTIONS - The City Council would support this strategy because of the positive political ramifications as the Department, thus the City, becomes proactive in handling these well publicized events. The Chamber of Commerce are also viewed as supporters as the City would be known for its peaceful environment, thus attracting tourism and business. The VPOA, District Attorney's Office, and media would give support if pushed by the Police Chief and with specific modifications. These modifications would include participation in the planning stages and assure that constitutional rights would prevail. The Public Defender's Office would probably adopt a wait-and-see attitude due to concerns over constitutional issues.

## 2. Alternate Strategy Two

Training and annual update sessions would be provided for all management and line-level personnel to address the emerging trends in social, technical, economic, environmental, and political issues and values. This training would include the importance of employee objectivity and legal responsibilities when responding to social activism demonstrations. Thus, this strategy addresses both sub-issues and provides a positive impact on the study issue.

The major advantage of Strategy Two is that it provides a process and opportunity for personnel to be exposed to training in order to better understand the motivation and tactics of social activists, thus minimizing the potential for overreaction and the resultant liabilities during demonstrations.

The primary disadvantage to this strategy is that it requires a philosophical buy-in by Department management and supervisory personnel. In general, law enforcement personnel have been interested not so much in why people do something as just the fact that they are doing it.

STAKEHOLDER PERCEPTIONS - The District Attorney's Office and Public Defender's Office would support this strategy in anticipation of a positive effect on numbers of arrests and filings. The educational institutions would see this strategy as a potential for them to become providers of training. The Police Chief would desire staff commitment and a prioritization of resources with cost being a factor. The media would desire access to the training materials. Other stakeholders would probably assume a neutral or wait-and-see posture.

### 3. Alternate Strategy Three

The Police Chief will lobby for and publicly support a City ordinance which requires a permit process for social activism demonstrations on public properties and lands. This ordinance would include a cost recovery fee for police involvement in handling such demonstrations.

The primary advantage of this strategy is that it creates a formal procedure of notification, thus enhancing the Department's ability to be proactive in planning for such events. It addresses the Department's ability and management status concerning social activism demonstrations. The formal notification policy provides a mechanism to formulate training and planning, thus impacting employee attitudes. It also provides a

mechanism for cost recovery to minimize the potential financial impact of responding to such events.

The major disadvantage is that this strategy would tend to reaffirm the current perception that law enforcement is preoccupied with only enforcement and the desire to limit civil rights. As such, this strategy could be subject to a lengthy, expensive court battle concerning constitutional issues.

STAKEHOLDER PERCEPTIONS - The VPOA would support this strategy as it would be seen as a way to reduce the number of demonstrations and, thus, increase officer safety. The Police Chief would be concerned about the political risks of such a strategy, and the District Attorney's Office would want input regarding prosecution responsibilities. The Public Defender's Office, activist groups, and media would oppose this strategy citing constitutional issues.

After a final review by the modified Delphi group, Strategy One was selected as the most desirable and feasible plan in addressing the mission statement. This strategy appears to be the most favorably perceived among the stakeholders, especially with those stakeholders having the most political clout. Although Strategy Two was very well perceived, its support groups are not as strong and immediately supportive politically. It is also believed that Strategy One could be put into action faster and more economically than either Strategy Two or Three. Another deciding factor in the modified policy Delphi process group's recommendation is the ability for Strategy One to act as a platform for Strategy Two. Quite simply, by its nature, Strategy One will be valuable in providing the training required in Strategy Two, specifically at the Department level. Strategy Three, with three stakeholders in non-support, was seen overall as an "if all else fails" strategy.

F. Implementation Plan

The selected strategy will be implemented in three incremental phases. The Police Chief and bureau commanders will assign a lieutenant to manage all phases. This implementation manager will be provided with support staff and resources. The Police Chief, the affected bureau commander, and the implementation manager will meet and discuss in detail the selected strategy, implementation plan, and negotiating plan. A job description will be completed detailing authority and responsibility for the implementation manager. It is important that this lieutenant and the Police Chief meet and confer on a regular basis during all phases of the plan.

1. Personnel Requirements

A lieutenant, as implementation manager (added responsibility for the new Special Operations Division commander) and an intermediate clerk typist for clerical support and office management would be provided. Services of a dedicated liaison person at the Ventura City Attorney's Office would be available as needed.

2. Resources

Office space, desk, telephone equipment, computer support, and file cabinets would be provided.

3. Budget

Personnel costs would be absorbed by the Department through the temporary reassignment of existing staff. Resource cost would be minimal as supplies would be available through current inventories.

4. Phase One

The Police Chief and implementation manager meet, discuss, negotiate with, and solicit support from the City Council (City Manager), Ventura

Police Officers' Association, the City Attorney's Office, and the Ventura County District Attorney's Office. The initial success of Phase One is dependent upon the support and commitment of these stakeholders.

5. Phase Two

The Police Chief will publicly support this strategy by meeting and negotiating with other involved stakeholders to solicit their support. Phase Two includes establishing a non-threatening environment between the Ventura Police Department and representatives of social activist groups within the community. A monitoring and evaluation process for assessing the effectiveness and success of the strategy is formulated. This process would involve a committee, the liaison officer, Patrol Administrative commander, and Administration commander to review "After Action Reports" related to this strategy. This committee will also make recommendations for future successes.

6. Phase Three

Upon approval for the implementation of this strategy, the implementation manager would begin a process of contacting previously identified social activist groups within the community. The purpose for this contact would be to establish communication and to build professional relationships. A critical segment of Phase Three will be media coverage of the strategy concept and objectives. This media coverage will include "talk show" interviews with social activist organizations to answer questions and concerns about the concept. A system for meeting and discussing the plans and issues and recording future demonstrations is implemented in Phase Three. Dissemination of this information within the Ventura Police Department for event planning, strategy, and training is also included in this phase. The monitoring and evaluation committee is activated.

Through this strategic planning process, a strategy has been identified to help mitigate the impact of this futures issue on the Ventura Police Department. This process has also provided a road map and game plan for the implementation of the strategy. Recognizing and identifying the various environmental threats and opportunities, as well as the key players, has enhanced the possibility for success.

CHAPTER FOUR

TRANSITION MANAGEMENT PLAN

## CHAPTER FOUR

### TRANSITION MANAGEMENT PLAN

This section focuses on a transition management plan for the VPD. Up until this point, the project effort has focused on the present environment, planning and initiating the desired state, and the future state (the condition when change has occurred and a desired outcome is achieved). The success or failure of the change process depends on the management of the transition state--the state between the current and desired state. It is here that the actual change process occurs.

#### A. Critical Mass: Identification and Assessment

During the transition state, the action steps of the strategic plan are implemented in incremental phases. These action steps represent a change effort which will have impact upon a number of individuals or groups called stakeholders. From this group of stakeholders, it is necessary to identify the critical mass. This critical mass can be identified as those individuals or groups whose support or opposition to this change effort is critical. Once identified, the present commitment level of the critical mass needs to be determined. This determination is compared to the minimum level of commitment necessary for the change effort to be successful.

The critical mass identification and commitment assessment were conducted by the small group previously utilized for the situational analysis segment of Chapter Three. The group identified the following five members of the critical mass:

Police Chief, Ventura Police Department  
 Past President, member of the Ventura Police Officers' Association (VPOA)  
 District Attorney of Ventura County  
 Editor of the Ventura County Star Free Press  
 Public Defender of Ventura County

Through discussion and eventual consensus, the current level of commitment for implementing the strategic plan and the minimum level of commitment necessary for successful change were assessed. The findings are depicted graphically on Table #4. A narrative summary of the group findings follows along with suggested intervention strategies that could be employed to gain any needed additional commitment from each member of the critical mass.

TABLE 4  
 CRITICAL MASS COMMITMENT CHART

KEY PLAYERS	BLOCK	LET HAPPEN	HELP HAPPEN	MAKE HAPPEN
Police Chief				X--->--->---O
Past VPOA President		X->--->-O		
District Attorney		X--->----->----->---O		
Editor, Star Free Press		X->--->-O		
Public Defender	X->----->----->---O			

1. Police Chief

The Chief is the first police chief promoted from within the ranks of the Ventura Police Department. He has enjoyed very high community support and confidence during his five years as Chief. He is well respected by the rank-and-file. The Chief is also well liked and respected by his law enforcement peers, most political officials, and community leaders. He is a graduate of the POST Command College. The Chief is openly supportive of

the plan and is identified as the primary change agent or key player that must "make it" happen.

Despite this open support, however, some resistance in his commitment might exist. Although considered to be an "open-minded" administrator, he remains enforcement oriented and is very sensitive to the involvement and views of the Ventura Police Officers' Association. Further, the planned change represents some political risk, a concern of all chiefs. What minimal resistance that may exist must be managed by reminding the Chief that he can become a pace-setter by taking such a novel, proactive approach to this futures issue. Further, his eagerness must be encouraged by painting the desired future state and by convincing him of the feasibility of the planned change.

2. Past President, Ventura Police Officers' Association

This individual is a 28-year veteran of the Ventura Police Department. He was once a staff officer (lieutenant) and, during the past 12 years, he has been the vocal champion of the rank-and-file. Although he has served numerous terms as the president of the Ventura Police Officers' Association (VPOA) he is not presently in that position. He is, however, the single most influential individual in the VPOA. He is intelligent, logical, and frank in his approach to issues and people.

This strategy represents a significant change in the manner in which social activism demonstrations have been planned for and handled in the past. This change will necessitate a shift from an emphasis on enforcement and will require selling to the rank-and-file. For this change to succeed, the VPOA must, at a minimum, become neutral.

Assuming this individual represents a position of opposition, the strategy would be to remove his, and thus the VPOA's, resistance to "letting change happen."

A strategy of "educational intervention" will be used to change this posture. The program was developed through sound research and analysis. This program has a positive impact on officer safety and public relations-- both important issues with the VPOA. The VPOA will also be included early on in the "problem finding" mechanisms of the plan.

3. District Attorney

The District Attorney rose through the ranks of the District Attorney's Office at meteoric speed. He has run unopposed for the last 12 years. He is very influential and powerful, being the dominating force in the Ventura County Criminal Justice System. He is seen as an accomplished administrator as well as an effective, experienced politician. Although considered to be pro-law enforcement, he has "walked the fence" on several recent controversial issues. His endorsement of the plan will be valuable to garner the necessary commitment from other key players. Therefore, his "help happen" commitment is required. Moving his commitment level will require a blend of intervention strategies.

The Chief may initially use "problem finding" and "educational intervention." "Problem finding" will not only tap this valuable resource regarding legal issues, it will also include the District Attorney in the plan, thus affording him a political "feather in the cap." "Educational Intervention" will minimize the concerns which may exist regarding law enforcement manipulation and entrapment issues.

4. Star Free Press Editor

The Star Free Press is the largest local daily publication in Ventura County. The paper is considered liberal in its views and positions. The editor is also the chief staff writer of a column covering local government activities which is well read and considered accurate--as well as unbiased. More than one program has succeeded or failed due to his printed opinions.

The success of the change effort will hinge upon community support and the participation of social activist groups. Because of the uniqueness of this issue and the potential controversy it may generate, it is assumed that he will take a position through his column which will impact community acceptance. His current position is assumed to be on the fence between "block" and "let it happen." Demonstrations, after all, are normally sensational news items, including action photos which sell papers. The required level needs to be a solid "let it happen" or, if possible, "help it happen." His support in placing emphasis on peaceful, well-organized demonstrations would help create peer pressure on activist groups not cooperating in the program.

The strategy necessary to assure commitment must be one that responds to the values and needs of the press. Resistance to the planned change will emerge if it is perceived as manipulation or deception. "Proactive communication" and "educational intervention" by the Police Chief with the editor regarding the nature of the program, its intended objective, and community benefits will serve to alleviate suspicions. This approach may even facilitate his support for the change.

##### 5. Public Defender

The Public Defender is relatively new in his position. He rose through the ranks of the agency, an agency that has operated in the shadows of the dynamic District Attorney's Office. It is anticipated that he will strive to establish himself and his agency as a stronger influence within the County's Criminal Justice system. The Public Defender's Office has been and will continue to be a champion of constitutional freedom issues including the right of free speech and assembly. The obvious suspicion concerning this program will be that of entrapment and the manipulation of constitutional rights by the police. The Public Defender is identified as

a critical mass based not so much on his present influence, as on his ability to hinder and/or block the program by court actions.

Assuming he represents a position in opposition to the plan, the strategy would be to remove his resistance to "letting the change happen" posture through a strategy of "proactive communication." This strategy will follow an intense "educational intervention" between the Police Chief and the Public Defender regarding the nature and intended objectives of the program. Depending on his initial response, serious consideration will be placed on including him in the program through "problem finding." The final strategy of "forced collaboration" will occur only if all else fails. The consensus power of the other key players may be used to convince him to set aside biases in order to "let happen" and experience the results.

**B. Transition Management Structure**

By definition, the transition state is quite different from the present and future environment, where unique temporary tasks and resources are in action. It follows that the structure employed to successfully manage this environment would also be different, designed specifically to address the responsibilities and activities of the transition period. The most appropriate management system and structure for this ambiguous state is the one that creates the least tension with the on-going system and the greatest opportunity to develop the new system.

Clearly, the Police Chief is the primary change agent in Phase One and Two. His political influence and position are vital to the negotiation and intervention strategy. Even though his total commitment level is required during Phase Three, he has no direct responsibilities once the programs are designed and implemented. Additionally, like any CEO of a large organization, the Police Chief has a number of change efforts in progress that he is responsible for, yet not directly involved with during their implementation. It seems appropriate to delegate the responsibility for the management of this transition period to a qualified internal staff person.

The implementation plan does discuss the reassignment of a police lieutenant to manage the transition period full time. As project manager, this lieutenant would be empowered with the interdepartmental executive authority necessary to get the job done. The Police Chief would continue his day-to-day operations as department head, acting as a consulting resource for the project manager.

Although given the implementation responsibility, the project manager would be dependent upon both an internal and external support system. Again, the implementation plan discussed the specific internal department resources that would be made available, including the limited staff, supplies, and facilities. Externally, the project manager would depend upon assistance and support from representatives of the "helping" members of the critical mass. As an example, support staff of the Ventura County District Attorney's Office, VPOA, and perhaps the Public Defender's Office would assist with the drafting and processing of policies and procedures. As well, the Phase Three implementation plan discusses the project manager chairing a committee made up of representatives from constituencies involved with the change.

The selected transition management structure then, is not a single distinct institution but rather a combination of two alternative structures. Initially, the structure is that of an internal project management group, coordinated by one selected manager reporting directly to the department head. As each phase of the plan is implemented, the management group structure evolves as it takes in new members representing the other major constituencies involved in the change. The structure's style becomes more participatory and guiding.

This management structure is appropriate for a number of reasons. The issue involves change both within and outside of the Ventura Police Department. Accordingly, the persons involved in making the change happen are from both within and outside the organization. The management structure, then, must be able to adapt and function both within and outside the organization. This

structure is designed to do so while continuing to maintain a leadership role in the process.

This management structure is also appropriate because, although it is designed for the transition period, it provides a problem-solving/participatory foundation into the future state. A separate state of conditions, tasks, and involved resources during the transition period mandates this structure. Lastly, with this style of structure, the plan change can take place with little, if any, impact on the routine, day-to-day operations of the organization.

### C. Technologies and Methods

The diversity of causes related to future designer demonstrations will demand flexibility, objectivity, and empathy in planning. Because of the age, ethnic, and cultural variety among social activists, tactics executed in traditional "crowd and riot control" need to be modified to address specific situations. With few exceptions, activist groups of the '90s appear to be open to cooperation and negotiation with law enforcement, once a relationship is established.

This change effort involves the letting go of traditional concepts regarding strategies for dealing with social activist groups, specifically planning and preparation. Most present strategies for dealing with social activism demonstrations consist of intelligence gathering, tactical planning, and final response--reaction rather than proactive planning.

It is this change that can manifest itself as anxiety, uncertainty, or resistance in those involved with change. This environment can foster misinformation or confusion as to the objectives and direction of the plan, complicating the implementation process. The proposed implementation plan and recommended management structure forces collaborations between individuals and between organizations of different orientations.

Accordingly, education and communications have been identified as the core of the recommended negotiation in intervention strategies to implement the transition plan for this program. Derived from the strategies, listed below are some of the specific educational and communication tools which support the implementation plan.

1. Team Building Workshop

The implementation plan is bringing together individuals and groups who have not worked together before, especially with such narrow focus. The scheduling of a team building workshop for the internal project management group and later for the benefit design committee chaired by the project manager, would be beneficial to the success of the plan. The internal project management team workshop would include training manager, public information officer, and special operations commander. The benefit design committee workshop, in addition to the above, would include representatives from the District Attorney's Office, the Public Defender's Office, local media, and social activist groups. The workshops would be designed to foster collaboration and communication between the members and instill a strong sense of direction during the transition period. These workshops would also be the ideal environment for creating a responsibility chart to delineate the task and responsibilities of all involved members. Again, the intent is to employ technologies or methods that encourage cooperation and commitment through communications and information.

2. Responsibility Charting

As mentioned in team building, another technique which enhances communications between members is responsibility charting. The implementation plan requires "forced collaboration" between members of different disciplines. Responsibility charting clarifies the behavior that is required to implement important change tasks, actions, or decisions. It

helps reduce ambiguity, wasted energy, and adverse emotional responses between the members involved.

The implementation manager should schedule an initial team building workshop for the involved members in the plan. During the workshop, these members would construct a list of the specific actions or activities that are necessary in the change effort. The group would then identify which members, referred to as actors, would be involved in each activity and chart the required behavior of each actor with regard to that activity.

- R = Has responsibility for a particular action but not necessarily the authority.
- A = Must approve and has the power to veto the action.
- S = Must support and has to supply resources for the action.
- I = Must be informed or consulted before action but cannot veto.

A proposed responsibility chart was constructed and included with this project as Appendix J. It is intended as a starting point that the members could build out.

### 3. Educational/Informational Report Development

The internal project management team should develop a document or report about this issue. This is a specific educational intervention tool, representing the research and findings that have prompted the change effort. It should be a published report which simply states what the problem is, what the present state is, and what the desired future state in the intended transition plan is. This document would be a starting point for overcoming resistance and encouraging support for the change effort through unbiased informational data. The document would be designed to inform the reader. Resistance to change is often the result of the lack of specific information. This was noted during the assessment of the commitment level of certain members of the critical mass. The document also has value because it represents the problem in a physical sense. The importance of

this present and future issue represents an intangible state of affairs. Reducing the problem, and the solution to a paper document, creates a tangible material that can be touched, read, and reviewed. This document would be shared with the internal and external critical mass members to include representatives of social activist groups. The report will be an essential tool for the Police Chief as he negotiates support from the other members of the critical mass.

#### 4. Progress Reporting

It will be essential for the project manager to continually update the members of the critical mass as to the status of the implementation plan during the transition period. This will help ensure their continued level of support and to manage any anxiety or uncertainty that may emerge. This can be accomplished in a variety of ways. The project management group should produce regular status reports for the involved members. These should not be detailed accounts, but more in the form of one-page briefing sheets with information designed to update the reader. Not only will this practice serve to reaffirm the member's commitment, but it keeps the reader current with the issues.

The project manager may conduct one-on-one meetings with selected individuals who need a higher degree of attention due to their position or possible changing level of their commitment. This may involve the participation of the Police Chief using his position in a "role modeling" approach to demonstrate the priority and relevance of the current change activity.

The project team itself should conduct scheduled progress meetings. These meetings serve to update mid-point goals, keep communications flowing, and reemphasize objectives. Again, enhancing communications and information will help manage the uncertain and anxious feelings resulting from the transition.

5. Public Information Media Campaign

As mentioned, the success of the entire transition plan hinges on community acceptance, specifically by the social activist groups. The strategy takes advantage of the present, popular support and trust of the Police Chief within the community. This popular support should be used as a vehicle to inform and educate the public of the importance of this plan and its necessity. To that end, the project manager should design an informational media campaign to garner community support. The use of newspaper articles is one cost-effective method that can graphically educate the public. Radio and television education intervention spots by the Police Chief and other helping, popular figures are more costly but are more impressive due to their audio and visual impact. Endorsements during personal appearances at social and political functions address a smaller audience but are a means of communicating a role model's personal commitment for the plan.

CHAPTER FIVE

CONCLUSIONS AND RECOMMENDATIONS

## CHAPTER FIVE

### CONCLUSIONS AND RECOMMENDATIONS

This study set out to research the issue question, "What will be the status of law enforcement management concerning legal social activism demonstrations by 2001?" To provide focus to the project, the study was further defined by use of the following sub-issues:

What kind of training will be required to police social activism demonstrations?

How will law enforcement manage employee attitudes toward social activism demonstrations?

It must be understood that strategies to address future issues of this nature cannot offer permanent solutions. Rather, they are dynamic, ever changing and, by no means, conclusive. It is the continued effort, the on-going process of investigating the future possibilities, and the search for questions, not the answers, that are the real benefits.

#### A. Conclusions

In examining the many emerging issues, this study indicates that it will be extremely important for law enforcement to manage social activism. Further, law enforcement's status regarding this issue will be impacted by its ability to train and manage employee attitudes. Unlike in the past, training cannot be narrowly focused on enforcement tactics. Training which provides a process and opportunity for personnel to understand the motivation and tactics of social activists is critical to this issue.

Managing employee attitudes will become an even greater challenge for law enforcement managers. Increasing demands from our communities for professional objectivity will merge with greater diversity of causes. Managers will be facing an increasing number of incidents where personnel become involved in social activism. This study suggests a proactive open and non-threatening planning environment between law enforcement and social activists will help manage employee attitudes.

Research suggests that the '90s will be the decade of designer demonstrations. These demonstrations will be relatively smaller in size, far more focused on individual issues and, at least initially, more peaceful. The organizers and participants of these social activism also show a trend toward more openness and willingness to communicate and cooperate with law enforcement. This presents a unique opportunity for law enforcement to become proactive and perhaps actually manage the majority of social activism demonstrations. Law enforcement agencies which do not seize this opportunity will put themselves in a tenuous and indefensible position. In the future, the public can be expected to become increasingly vocal and more judgmental concerning law enforcement's response to and handling of social activism demonstrations. The basic reactive strategy of the past and its inherent potential for escalating the situation will no longer be tolerated.

This strategic plan provides a process by which law enforcement can be proactive and manage many social activism demonstrations in the future. The plan provides a foundation on which to create an open and non-threatening environment for law enforcement and social activist organizers to plan, coordinate, and communicate. Through this opportunity, a personalized accountability and, hopefully, trusting relationship would be established. Law enforcement would thus know the who's, where's, when's, and how's before most demonstrations take place. Further, this plan provides a mechanism in which law enforcement managers can obtain valuable training information for personnel.

The liaison officer would be in a unique position to gain information as to causes, issues, and motives. The character of demonstrations such as size and make-up of participants (e.g. values and culture) could be shared with law enforcement employees. Such information could then be incorporated into a form of sensitivity training and viewpoint presentation for law enforcement personnel.

Finally, the plan provides a means and responsibility to establish duties, responsibilities, and expectations required of law enforcement personnel during social activism demonstrations. Objective, professional responses to such events are not only the expectation of the Ventura Police Department, they are constitutional requirements. This mandate needs to be emphasized during the hiring of new personnel and reinforced throughout the employee's career.

#### B. Recommendations

During the course of this study, three issues arose which are worthy of further examination. Each could be a potential project for a future Command College student.

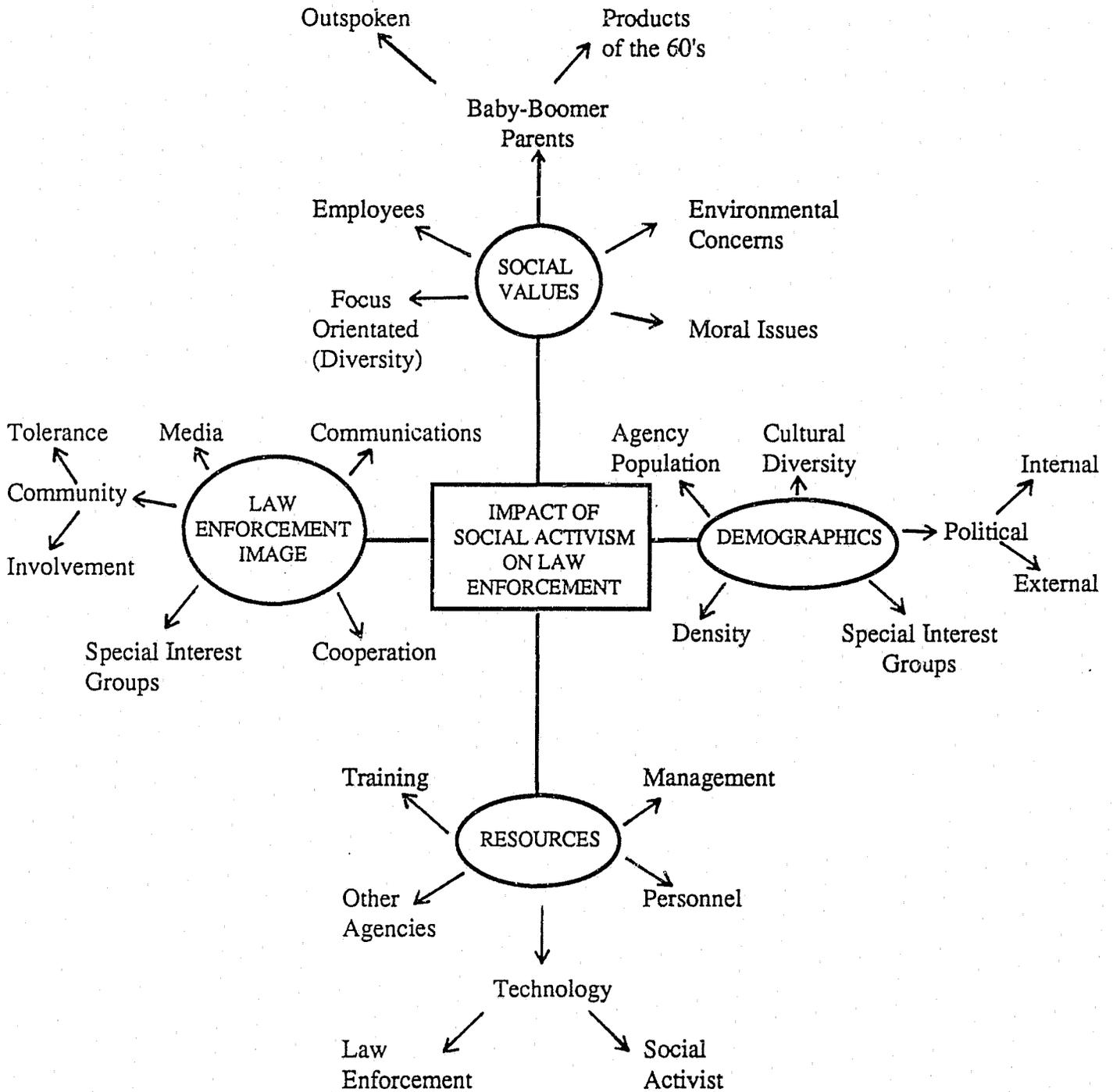
Mentioned several times in this study is law enforcement's reactive, age-old response to social activism demonstrations. The enforcement strategies and tactics have changed little throughout the last century. For example, tactical formations directed at crowd and riot control remain as they were developed in the 1930s. There have been only minor modifications as a result of new weapons and/or technology. Further, arrest and booking techniques used by law enforcement during social activism demonstrations are based on these strategies. Increasingly, law enforcement agencies which use these techniques, especially pain control holds, are being scrutinized and questioned by the public. Given the overall character of the designer demonstrations described in this study, perhaps it is time to reexamine these tactics.

Another issue that surfaced repeatedly during this study was the impact of technology on the strategies and tactics employed today regarding social activism demonstrations. As with antiquated tactics, law enforcement appears reluctant to take advantage of new technology. Communications technology has been and will continue to be a factor in the changing character of social activism. Satellite television systems can now provide live coverage of issues in many nations of the world. Computer systems make it possible for data communication and storage on a daily basis among activist organizations. While social activism issues will become more focused, the purpose and demonstrations may be broadcast to a worldwide audience. The use of video taping by the public is presently impacting law enforcement's accountability for its actions. This author has wondered for several years why law enforcement hasn't made better use of video technology in tactics related to this issue.

Finally, the field is wide open for researchers to study the issue of statewide training as it relates to this issue. The present Peace Officer Standards and Training (POST) certified California Basic Academy requires four hours of training in crowd and riot control. During the early 1970s, POST required 12 hours of training. Whereas the number of hours may or may not be critical, the curriculum certainly is. Again, the curriculum is outdated, based on strategies and tactics developed in the 1940s. Further, there are presently few, if any, courses sponsored that address managing social activism demonstrations from a proactive approach. What courses are available focus on strategies and tactics as they relate to field commanders. It is an appropriate time to research and study the statewide training needs for this important emerging issue.

APPENDIX A

FUTURES WHEEL



## APPENDIX B

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## APPENDIX C

### INTERVIEWS OF SUBJECT MATTER EXPERTS

#### PERSONS INTERVIEWED:

Dr. George E. Rush, Professor

California State College, Long Beach

Department of Criminal Justice

Phone Number: 213-985-5695

Michael Guerin, Assistant Chief

Law Enforcement Division

Office of Emergency Services, State of California

Phone Number: 714-391-4485

Daryl Kelley, Staff "Police" Reporter

Los Angeles Times

Phone Number: 805-658-5521

Colleen Ashly, Director

"Non-Violent Action Group of Ventura County"

(anti-war organization)

Phone Number: 805-648-4523

Gary McGuire, Coordinator

"Life Chain of Ventura County"

(pro-life organization - abortion issue)

Phone Number: 805-642-3221

Tari Cody, Board Member

"Planned Parenthood" of Ventura

(pro-choice organization - abortion issue)

Phone Number: 805-658-3230

Allen Godley, Environmental Activist

Coordinator of over 15 environmental organizations on  
state, national, and international levels

Phone Number: 805-643-1862

William Booth, Deputy Chief

Los Angeles Police Department

Phone Number: 213-485-3277

The listed experts were contacted by telephone and consented to be interviewed regarding this emerging issue. These individuals were selected because of their contemporary expertise and/or involvement relating to social activism demonstrations.

The issue and sub-issues were explained in detail to each person including the scope and focus of the study. Following this explanation, each person was asked to respond to the same four prepared questions. Each question is listed below with a synopsis of the respondents' comments and opinions.

1. Do you see social activism (operationally defined) as a major issue for California law enforcement by 2001? Why?

The respondents all agreed that social activism demonstrations are and will become increasingly major issues for law enforcement. There was a general consensus that social consciousness on local issues will increase as the "cold war" and its possible consequences diminish. The respondents presently involved in social activism indicated that the United States is generally behind the rest of the world concerning many critical issues and that participation is increasing. There was also a general consensus that only through social activism demonstrations can things be changed.

2. In your opinion, do you see changing demographics and/or values impacting social activism demonstrations? Why?

The respondents all agreed that changing demographics and/or values are impacting and will continue to impact this issue. Further, California represents a very diverse culture, and the diversity is growing. As Deputy Chief William Booth stated, "All the rest of the world is represented here with more coming." The respondents also felt that many of these cultures will begin seeking local political power. The response to the demographics question can best be summed up by Ms. Colleen Ashly's response, "The baby boomers are now in positions of power and money to be social activists and they will be."

3. In your opinion, what are the most important trends relative to this issue?

To this question, there was consensus among the respondents that people are becoming more informed than ever. Further, they are less tied to traditional values. It has become more accepted to express concerns and individual points of view. Social activism demonstrations will thus become far more focused with greater diversity.

4. In your opinion, what will be the character (i.e. size, number, intensity) of social activism by 2001?

To this question, all except one respondent indicated that social activism demonstrations are and will become less violent. Further, all respondents believed they will become more organized and open to law enforcement's involvement at the planning stages. There was also consensus that the '90s will present an opportunity to law enforcement regarding response, strategies, and management of social activism demonstrations.

## APPENDIX D

### NOMINAL GROUP MEMBERS

1. Police Executive
2. Police Middle Manager - Special Events Planning
3. U.S. Department of Justice Supervisor - Authority on Activist Groups
4. Professor of Sociology
5. Professor of Criminology
6. City Management Executive/Local Activist
7. Staff Reporter for a Major Newspaper

## APPENDIX E

### PRELIMINARY TREND LIST

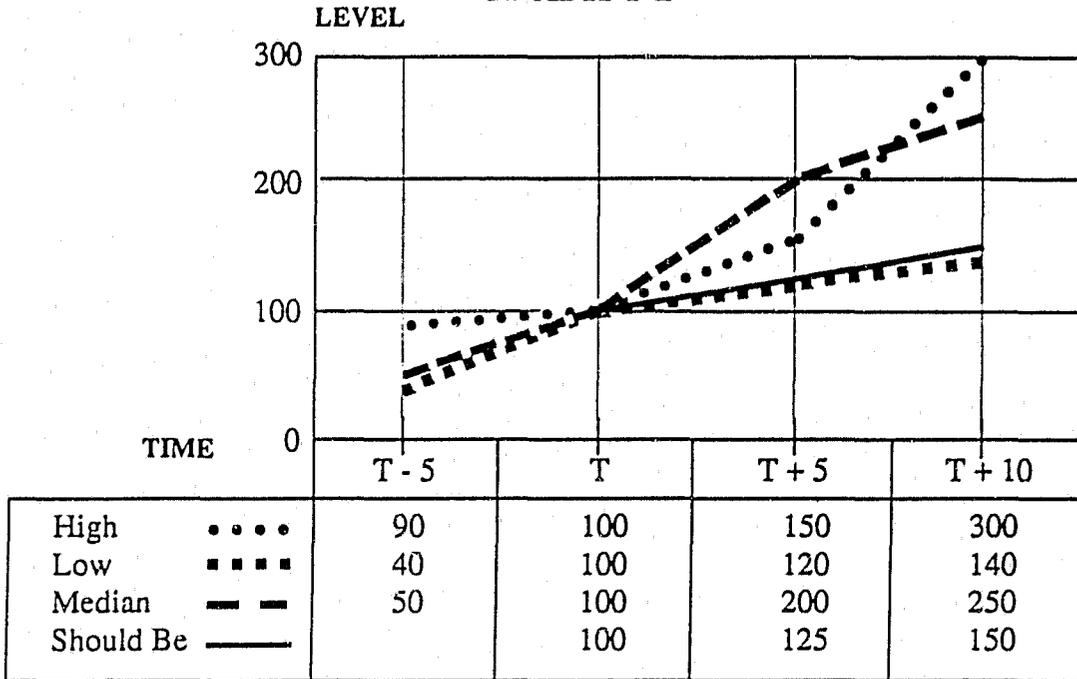
- TREND-1 Number of Community Special Interest Action Groups - The number of social activism groups expressing concerns on issues such as abortion, the homeless, and the environment.
- TREND-2 Changing Social Values - Changing social values within the community creating greater diversity.
- TREND-3 Availability of Economic Resources - Availability of economic resources and funding from state and federal sources.
- TREND-4 Level of Community Political Activism - Level of community concern and involvement with local, state, and federal politics.
- TREND-5 Level of Community Concern with Environmental Issues - Level of community concern and involvement with environmental issues.
- TREND-6 Number of Political Issues - The number and diversity of local, state, and federal political issues.
- TREND-7 Level of Service Demands on the Ventura Police Department - Number and types of calls-for-service.
- TREND-8 Level of Physical Resources - Level and availability of physical resources natural and man made.
- TREND-9 Level of Technical Advancement - Level and sophistication of technology.
- TREND-10 Level of Public Satisfaction With Local Government - Effectiveness of city government in addressing issues.
- TREND-11 Level of Worldwide U.S. Military Action - The level of U.S. military commitments and involvement throughout the world.
- TREND-12 Level of Global Communication - Community issues become global issues and vice versa due to advanced communication technology.

## APPENDIX F

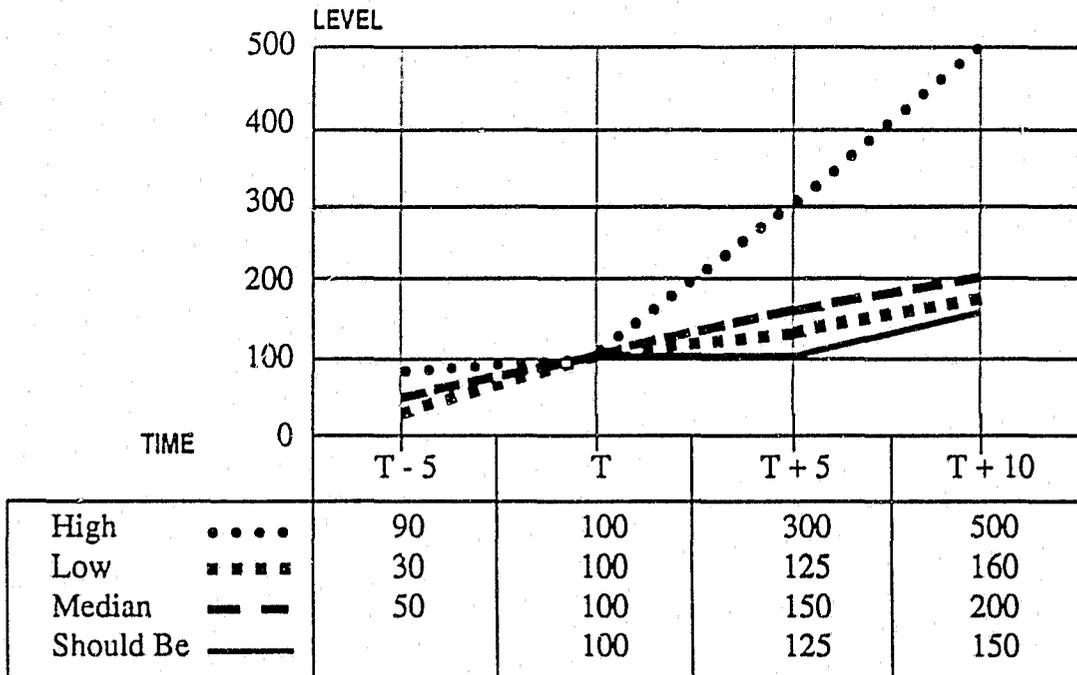
### PRELIMINARY EVENT LIST

- EVENT-1 Future U.S. Involvement in Middle East War - The U.S. is involved militarily, to any degree, in a Middle East War.
- EVENT-2 Gas Prices Exceed \$3 Per Gallon - The average price for a gallon of gasoline in the State of California exceeds \$3 per gallon.
- EVENT-3 Environmental Activists Halt Local Offshore Drilling - Activists halt offshore drilling in the Santa Barbara Channel by demonstration.
- EVENT-4 Closure of the Stock Exchange - Due to pending depression, a moratorium is declared by the U.S. Government.
- EVENT-5 Social Security Benefits Reduction Hits Elderly - A significant Social Security benefit reduction for all elderly.
- EVENT-6 Federal Government Cuts Welfare Benefits by One-Half - The federal government cuts all welfare benefits, including Medicare, by one-half.
- EVENT-7 U.S. Supreme Court Rules Civil Demonstrations Are Not Protected by the 1st Amendment - U.S. Supreme Court ruling that the Constitution does not protect civil demonstrations.
- EVENT-8 Major Hazardous Material Spill in the City of Ventura - Accident causes major spill of hazardous waste.
- EVENT-9 Animal Rights Group Takes Over Research Laboratory in the City of Ventura - Animal Rights Group protests animal research laboratory by entering facility and preventing research.
- EVENT-10 Federal Courts Rule Civil Activists Liable for Civil Damages During Demonstrations - Activist groups are made liable for damages and costs associated with demonstrations.
- EVENT-11 Abortion Activist Shot by Police Officer During Demonstration - Abortion activist participating in a major demonstration is accidentally shot and seriously injured by a City Police Officer.
- EVENT-12 Environmentalists Demonstrate Against Crop Spraying in the City of Ventura - Environmentalists demonstrate by sitting in or around agricultural fields in the city.

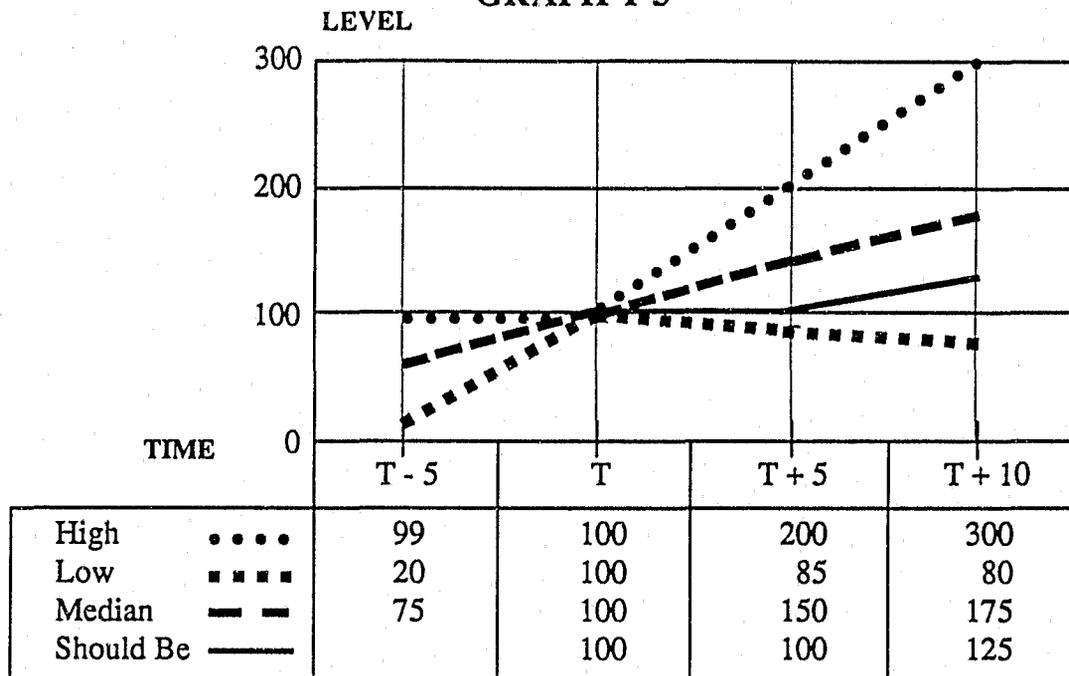
NUMBER OF COMMUNITY SPECIAL INTEREST ACTION GROUPS  
GRAPH T-1



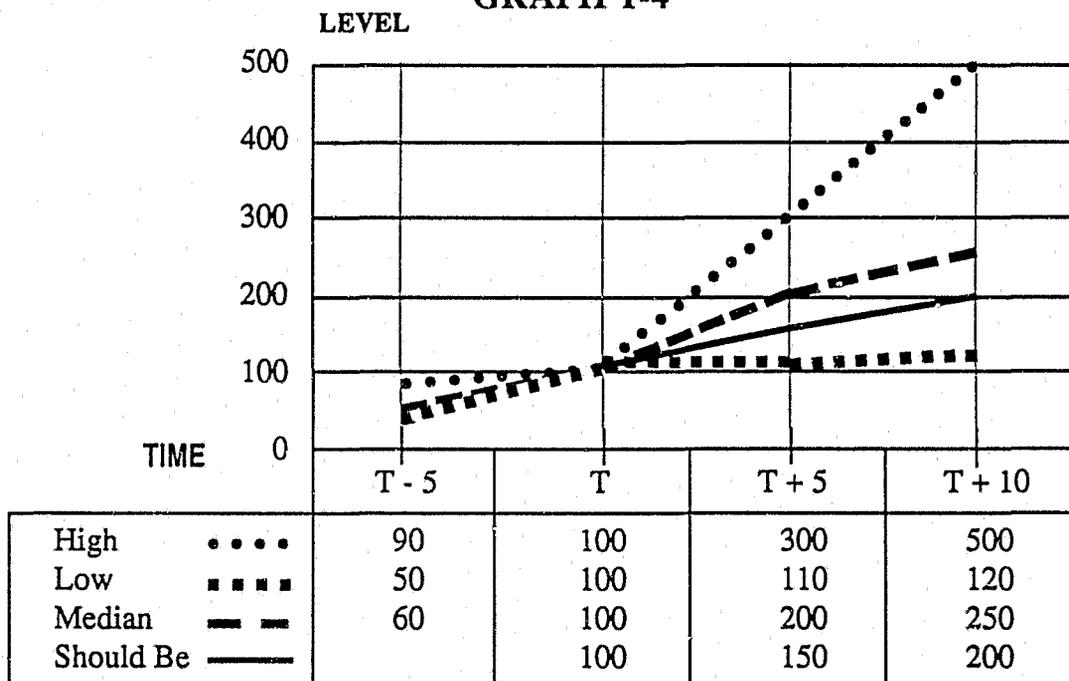
CHANGING SOCIAL VALUES  
GRAPH T-2



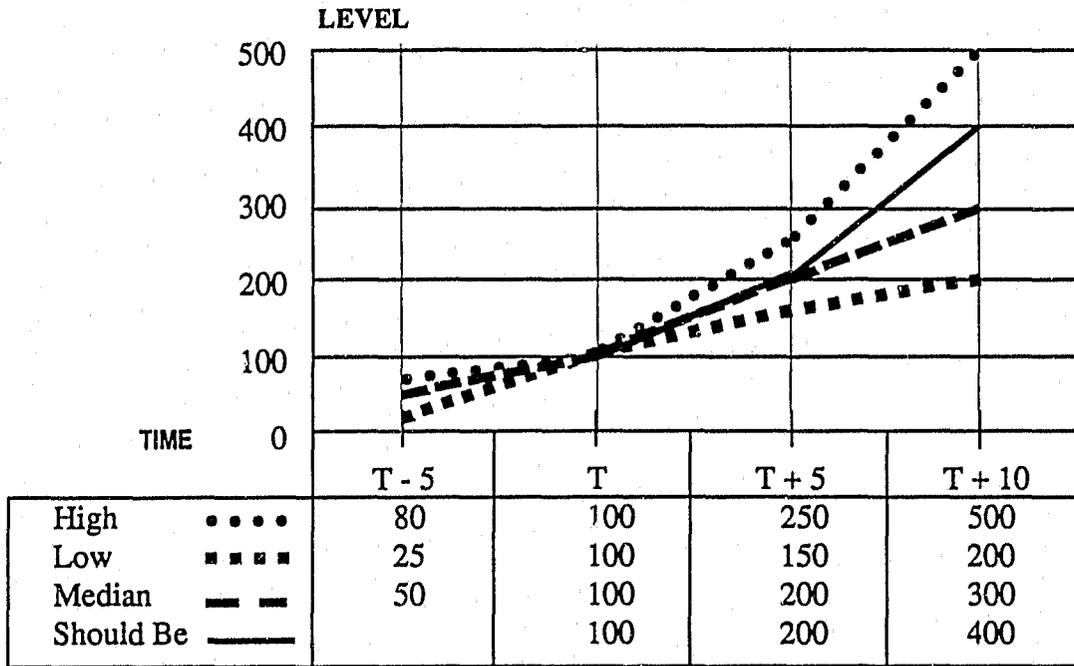
## AVAILABILITY OF ECONOMIC RESOURCES GRAPH T-3



## LEVEL OF COMMUNITY POLITICAL ACTIVISM GRAPH T-4



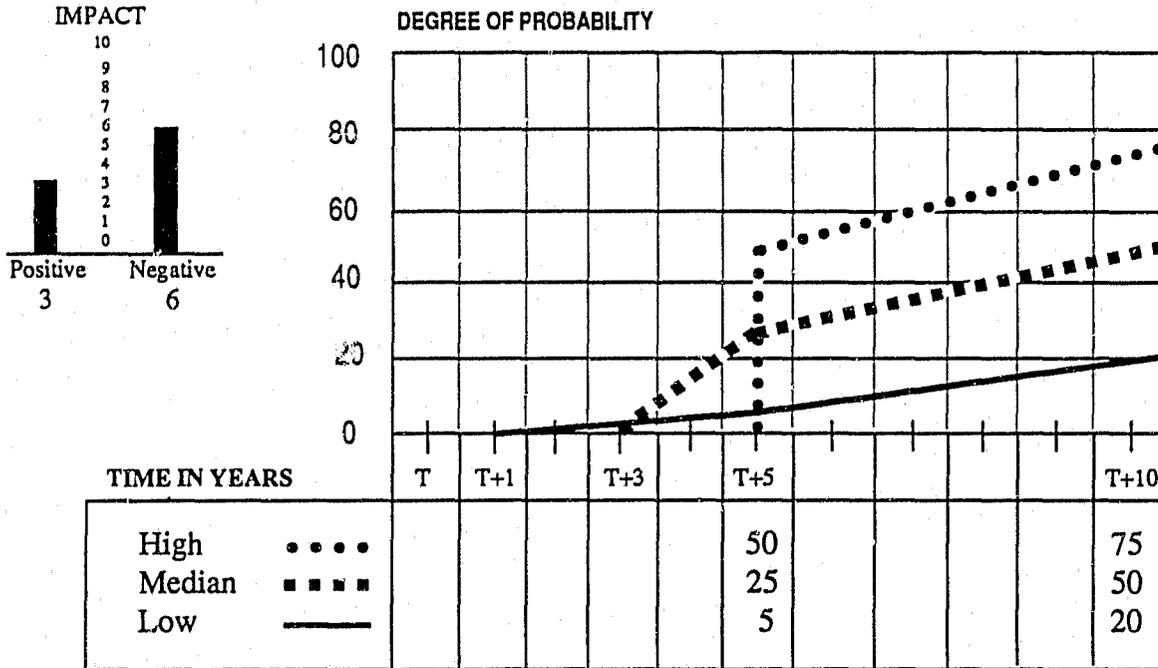
# LEVEL OF COMMUNITY CONCERN WITH ENVIRONMENTAL ISSUES GRAPH T-5





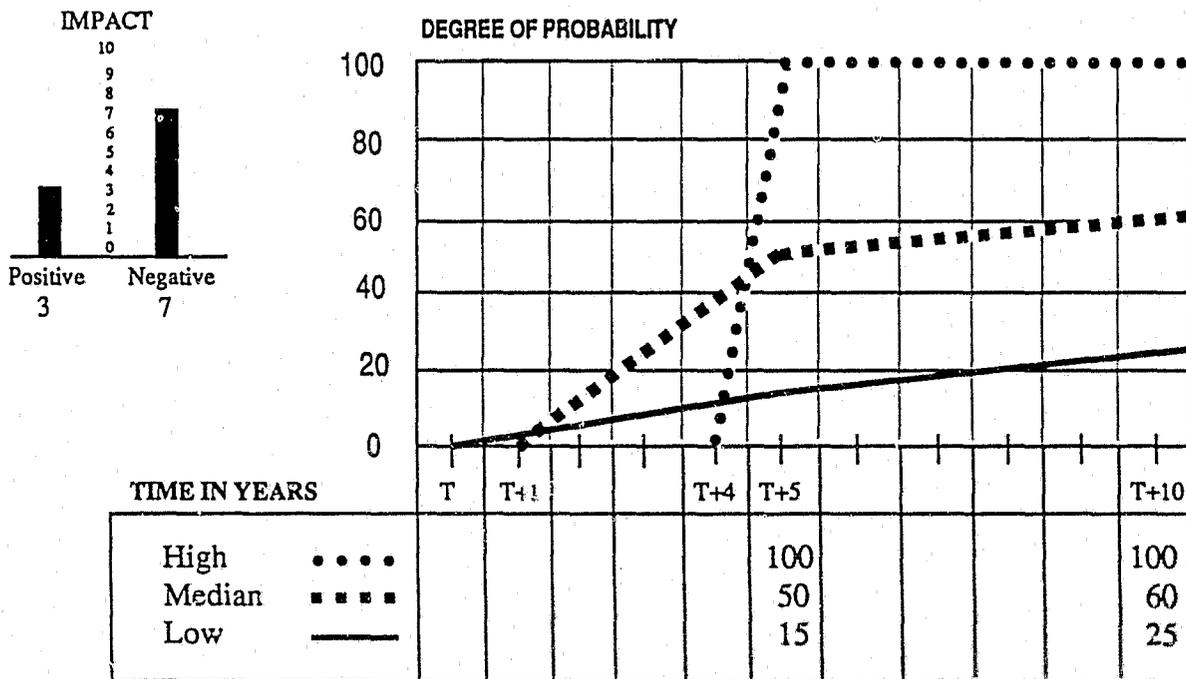
# ENVIRONMENTAL ACTIVISTS HALT LOCAL OFFSHORE DRILLING

## GRAPH E-3



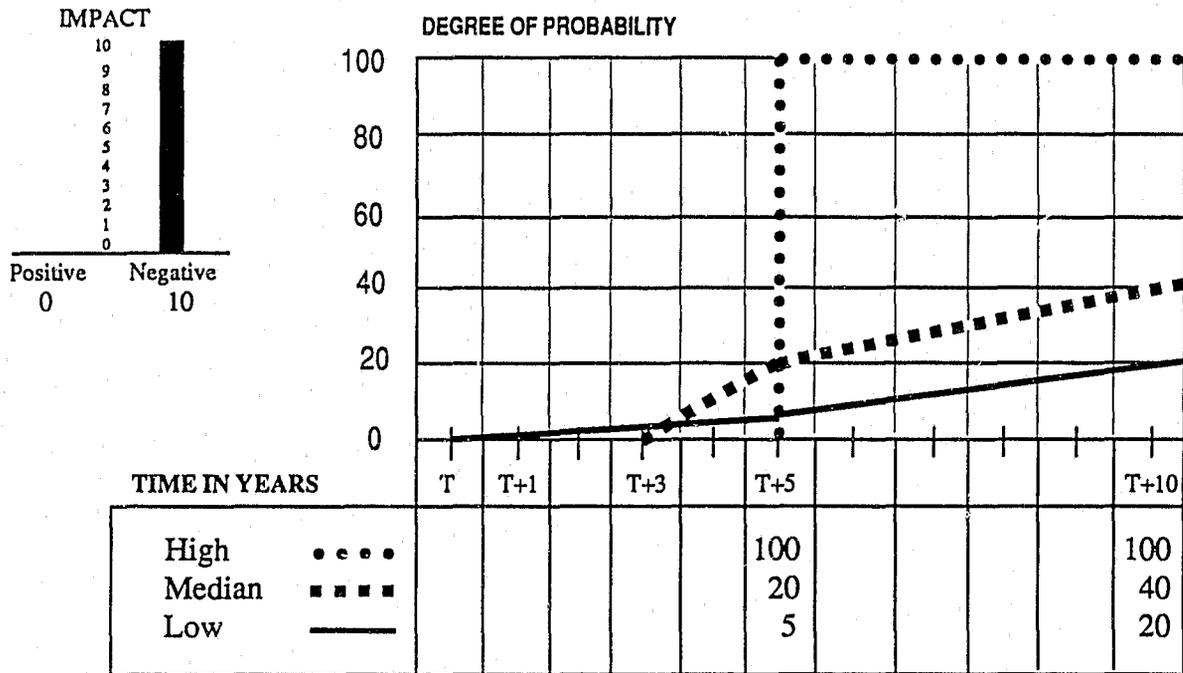
# CLOSURE OF STOCK EXCHANGE

## GRAPH E-4



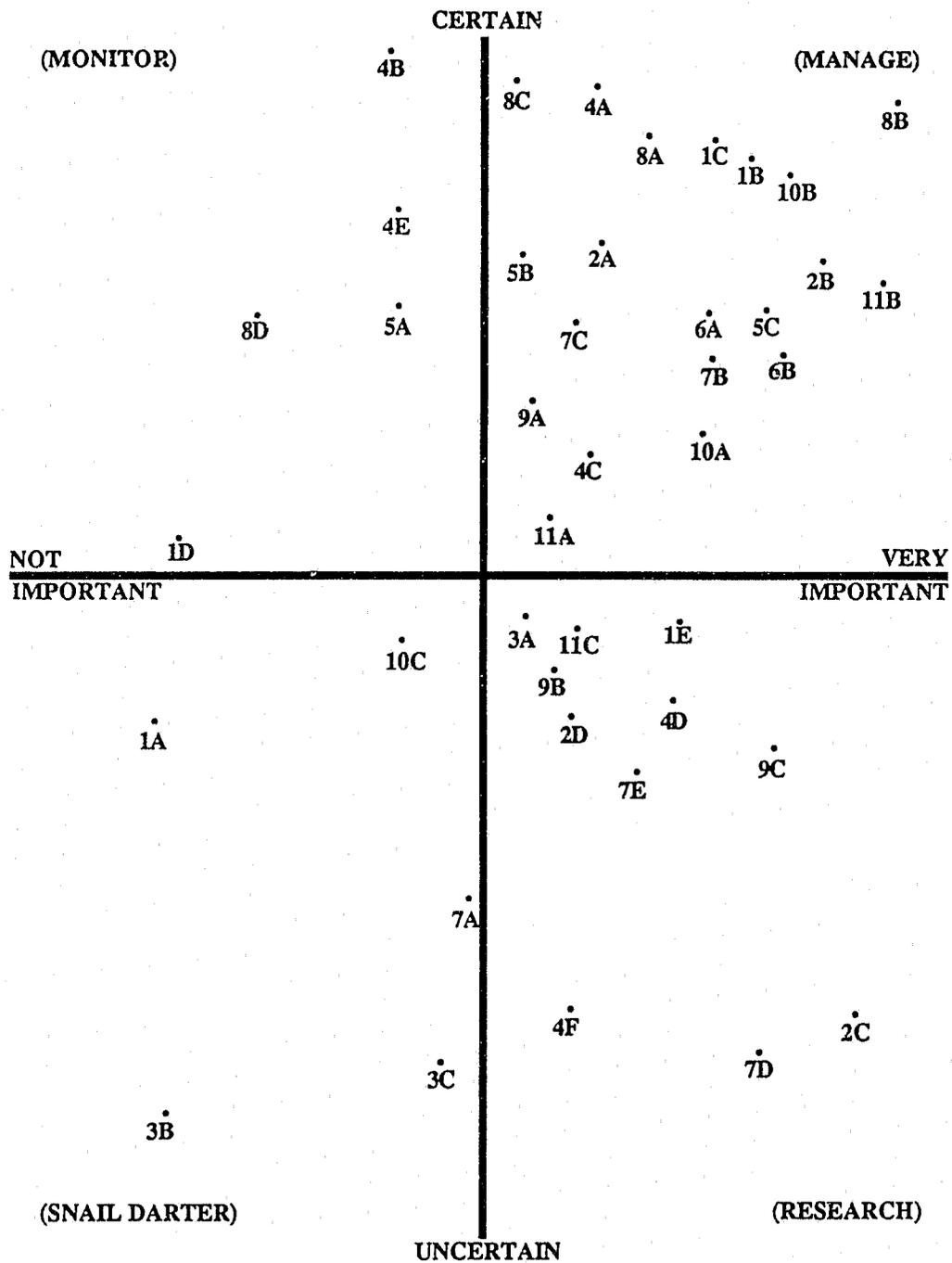
# SOCIAL SECURITY BENEFITS REDUCTION HITS ELDERLY

## GRAPH E-5



APPENDIX I

STRATEGIC ASSUMPTION SURFACING TECHNIQUE (SAST) MAP



STAKEHOLDERS

- |  |  |
|--|--|
| 1. Ventura Police Officer's Association (VPOA) | 7. The Media   |
| 2. Chief of Police                             | 8. Social Activist Groups  |
| 3. Chamber of Commerce *                       | 9. Other City Departments<br>(i.e. Public Works, Parks & Recreation) |
| 4. District Attorney's Office                  | 10. Educational Institutions   |
| 5. Ventura County Public Defender's Office     | 11. Ventura City Council   |
| 6. Ventura County Sheriff's Office             |  |

\* Snaildarter is an unanticipated stakeholder who can radically impact strategy

RESPONSIBILITY CHART

Decision/Action	#1	#2	#3	#4	#5	#6	#7
Research/Plan Logistics	I	R	S	I	A	I	I
Develop Mission Statement	A	R	I	I	S	S	I
Introduce Project to VPD	R	S	S	I	S	I	I
Develop Transition Management Team	A	R	S	I	S	S	I
Prepare Information Report	I	R	S	I	A	I	I
Progress Reports	I	R	I	I	A	I	S
Arrange Critical Mass Private Meetings	I	A	I	I	S	S	S
Sell/Lobby Plan	R	S	S	S	S	S	S
In-house Training	I	A	R	I	S	S	S
Monitor Program	I	R	S	S	A	S	S
Media Release	I	A	I	R	S	I	I

\* Actors

- #1 Police Chief
- #2 Implementation Manager
- #3 Training Manager
- #4 Public Information Officer
- #5 Special Operations Commander
- #6 District Attorney
- #7 Social Activist Groups

- R = Responsibility (not necessarily authority)
- A = Approval (right to veto)
- S = Support (commit resources toward)
- I = Inform (to be consulted)

#### ENDNOTES

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