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

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

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

**SPECIAL INTEREST GROUPS - WHO WILL  
THEY BE AND HOW CAN POLICE PLAN FOR THEIR FUTURE  
IMPACT ON COMMUNITY POLICING PROGRAMS?**

**Journal Report**

**By**

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**PEACE OFFICER STANDARDS AND TRAINING**

**SACRAMENTO, CA**

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## SPECIAL INTEREST GROUPS - WHO WILL THEY BE AND HOW CAN POLICE PLAN FOR THEIR FUTURE IMPACT ON COMMUNITY POLICING PROGRAMS?

In Santa Monica, California, men were found dealing drugs in public women's rest rooms on the beaches and in parks. To combat the abuse, the City Council passed an ordinance that prohibited men and women from using the opposite sex's facilities unless they were in urgent need (which was defined as a line of three or more in front of them). This did not satisfy a local activist, Gloria Allred, who saw in the ordinance a violation of a woman's right to urinate in any public facility at anytime. Referring to a similar ordinance in Houston, Texas, she stated: "Little did I know that such a nightmare would be reenacted in this fair city." Ms. Allred warned: "This is the first step down a long dark road of restricting women's rights in the name of public safety."<sup>1</sup>

In the City of Santa Barbara, the ceremony for the long awaited opening of the cross-town freeway (U.S. Hwy. 101 had signal lights on it for decades) was disrupted by hundreds of gay and lesbian activists who were upset about Governor Wilson's veto of "gay rights" legislation.

Again, in Santa Barbara, a program which was designed to monitor the actions of juveniles with multiple offenses generated heated debate among city residents when some Latinos labeled the program as "racist."

Most police managers and other government officials are used to confronting these and similar issues put forth by representatives from special interest groups. Many police departments have reacted to special interest groups with a variety of community oriented policing programs.

A study conducted in 1993 by members of the Santa Barbara Police Department, concerned a conflict between the increasing demands on government made by special interest groups and the trend of law enforcement agencies using the "community oriented policing" philosophy. The trend of more interest groups placing their singular demands on police agencies seems to be a counter-force to the collaboration and partnership approach of the community policing philosophy.

For the purposes of the study the following definitions were used:

**Special Interest Group** - a group of people that has a relatively narrow self-identity that uses this identity and the group's philosophies as a basis for their actions.

**Community Oriented Policing** - a philosophic, management style and organization strategy that promotes proactive problem solving and police-community partnerships to address the causes of crime and fear as well as other community issues.<sup>2</sup>

The issue which was studied was "What impact will special interest groups have on community oriented policing programs by the year 2004?" Three sub-issues were also developed and included in the study.

1) Who, if any, will be the dominant special interest groups in the next ten years? What will be the driving forces of these groups?

2) What type of funding mechanisms will be required to provide services which meets the demands of these groups?

3) What additional training will be required for both law enforcement officers and citizens to gain consensus, and meets the needs of special interest groups?

The intention of the study was to examine how special interest group activity will impact community policing. After the questions were analyzed, strategies and structures were developed to prepare the Santa Barbara Police Department to deal with the future impacts.

The preliminary research conducted found that many police departments were reacting to the special interest groups in their jurisdictions, but few, if any, were anticipating the future impacts of these groups and making preparations to deal with these impacts on their agencies.

#### WHY THIS ISSUE WILL BE IMPORTANT FOR LAW ENFORCEMENT AGENCIES

Community oriented policing is a philosophical concept that many police administrators have been using as a management technique for many years. Community orienting policing programs have been successfully implemented in a number of cities in the United States. However the term 'community oriented policing' probably became a household phrase in the aftermath of the "Rodney King" incident in Los Angeles. The Christopher Commission Report criticized the Los Angeles Police Department by saying "the L.A.P.D. has an organizational culture that emphasizes crime control over crime prevention and that isolates the police from the community they serve." The report further stated that the organization focused on rapid response times and rewarded officers for being 'hard-nosed.'" The report recommendations were that the L.A.P.D. move away from traditional, reactive policing approach and implement community oriented policing.<sup>3</sup>

The concept of 'community oriented policing;' however, was not the invention of the Christopher Commission. Dr. Robert Trojanowicz, a professor of criminology, stated that "modern policing...inadvertently left people out of policing." He stated that "Community Oriented Policing" is a "new philosophy of policing that stresses community involvement in combating crime and disorder."<sup>4</sup>

Superintendent Chris Braden of the Edmonton, Alberta, Canada Police Department traces the concept of community oriented policing to Sir Robert Peel, regarded as the founder of modern policing over 160 years ago.<sup>5</sup>

Braden states that community policing is a philosophy, mind set, and the reason we do things in policing. Community policing is the vision that tells us (the police) the right things to do.

In the aftermath of the King incident, community policing attracted the attention of the news media and politicians. U.S. News and World Report in one story described "what the L.A.P.D. ought to try" and discussed various community policing projects in the City of San Diego.<sup>6</sup> The State of California Department of Justice published a synopsis of a variety of 'community oriented problem solving' (C.O.P.S.) projects in California.<sup>7</sup> President Clinton has proposed a variety of plans for financial assistance to cities that implement community oriented policing programs amounting to \$3.45 billion over six years.<sup>8</sup>

The community oriented policing philosophy has gained acceptance in the law enforcement profession and is now being presented to the public as a viable alternative or addition to traditional methods of policing. It is rooted in the belief that effective prevention and control of crime is dependent on interaction between citizens

and police officers as they work together to identify and resolve the community's problems.<sup>9</sup>

California's Attorney General, Dan Lungren, has stated that community oriented policing is a "concept whose time has come."<sup>10</sup> Lee P. Brown, when assuming the job as police commissioner of New York City in 1989 said that the traditional approach to policing was inadequate. He advocated the "community policing" approach as a philosophy for the New York City Police Department.<sup>11</sup>

However, defining who the "community" is may be the most difficult task for police departments in the future. It appears that our American Society has developed into a variety of special interest groups who make demands on government, influence political decisions and engage in civil disobedience in an effort to gain influence with respect to their special interest issue. One author made the observation that Western (and particularly American) notions of absolute individual rights are increasingly at odds with the needs of larger groups and society as a whole and that a new balance between personal and public liberty must be defined.<sup>12</sup>

In an article for New York Magazine, author John Taylor suggest that we are a "culture of victimization" and that by associating ourselves with one of many "victim" groups we can attain new power by virtue of that victim status.<sup>13</sup>

Sociologist Dr. Amitai Etzioni asserts that there has been a recent trend in our society of increased individual freedoms in our society. He terms this "rights inflation."<sup>14</sup> Etzioni describes these new special interest rights as not only the rights of minorities, women and illegal immigrants, but the rights of fetuses, hunters, smokers, non-smokers, the rights of trees, the rights of homeless to have shelter, and

many others. There are also new rights not to do things such as the rights of doctors with AIDS not to inform their patients and the rights of the elderly not to retire.<sup>15</sup>

When asked in a 1991 poll whether various things are privileges people must earn or rights to which they are entitled, 81% of Americans put health care in the rights column, and 66% included adequate housing as a right.<sup>16</sup>

These rights are asserted everyday in our society by special interest groups such as the National Rifle Association, American Civil Liberties Union, Gray Panthers, Act-Up, N.A.A.C.P., N.O.W. and others.

Dr. Etzioni points out that "federal, state and local governments are responsive to special interest groups, but largely ignore issues pertinent to the general welfare of society." He states that Americans have gotten into the habit of fixating on their individual rights and interests as members of particular groups, while they maintain little or no regard for their roles as members of our broader society.<sup>17</sup>

If the philosophy of community oriented policing is to have any positive impact on crime and the quality of life, collaborative efforts between police and the citizens they serve must occur. If the police and the community fail to collaborate in solving common problems, a signal of apathy is disseminated; the impression is created that no one cares and entire neighborhoods may succumb to crime and neglect.

However, questions arise. Can a sense of "community" be defined in the face of competing special interests? Will police and the citizenry be able to reach consensus on how to fight crime in the future, or will police responses be increasingly dominated by the demands, politics and actions of special interest groups?

## DATA COLLECTION

A futures study was done to determine what the future might look like in the next ten years with regards to special interest groups effect on policing programs. Information was gathered through two main techniques. Scanning of information was done to look at the current state of the issue question and to locate potential future trends.

Information was gathered in the literature search to find data relevant to this study. In addition, a futures file which began in 1992 became a resource for a variety of articles of trends and events on a global, national and local level. A futures forecasting panel developed a significant portion of the data used in this study. Also, informal interviews and discussions with members of law enforcement and special interest groups assisted in the authors understanding of elements of this research.

The researcher also used a panel of individuals to help forecast the trends and events of the next ten years which would impact the study questions. The panel members were active in a variety of special interest groups, members of law enforcement, or were interested in the issue.

A brainstorming technique referred to as the nominal group technique was utilized by the panel. The technique involved the generation of lists of potential trends and events by the panel that might impact the issue of special interest groups. A voting process resulted in the panel's selection of the top ten trends and events.

The results of the information gathered indicated four major areas of focus for the City of Santa Barbara Police Department:

The first area of concern related to issues involving a growing cultural mix in California. In recent times, urban areas have had a variety of ethnic conflict. U.S. News and World Report indicated that urban problems and race relations are getting worse and that anger in urban areas is up, poverty and criminal behavior are worse. The problem has gone beyond the white and black engagements of the past to the growing variety of ethnic cultures that live in close proximity.<sup>18</sup> The 1992 Los Angeles riots featured blacks preying on blacks, Latinos on whites, blacks and Latinos on Koreans and other forms of racial warfare. Today, life in American cities includes racial divisiveness, economic stratification and cultural decline.<sup>19</sup>

A second area of concern identified in the study involves gay and lesbian rights issues. Members who participated in the study were concerned about the spread of the HIV virus and its impact on society. Diverse opinions about the "rights" of people to be informed about the status of HIV infected individuals may produce new activism for groups on either side of this issue. In addition, legal issues concerning the status of gay couples (e.g., Should they be entitled to their partner's health benefits?) are beginning to come to the forefront and may cause new special interest group activism.

A third significant concern that was noted involved drug use and drug laws. The panel members that laws relating to the use of illegal drugs would be changed in the next ten years. They felt that a possibility existed that drugs would be legalized in some form. They also indicated in an effort to reduce crime, drugs would be given to some addicts within the next ten years. These actions might cause significant and

debate in the community, causing more pressure on law enforcement from opposing groups.

The fourth area of concern involved budgetary issues for government, and economic issues in society which would impact law enforcement. For the next decade, 90% of all new jobs will be in the service sector. Statistics indicate that America is becoming a bifurcated society with more wealth, more poverty, and a shrinking middle class as the gap between that "haves" and "have nots" widen.<sup>20</sup>

Also, government agencies should be prepared to deal with more and more demands for service, and do so with existing or diminished financial resources. Whether or not police agencies will actually do more with less, the expectation will be to do more as other government agencies downsize their operations and police departments, as the agencies of last resort, pick up the responsibilities.

Although the research focused on these four issues as the issues most likely to impact police departments due to special interest group activism, these are only the "best guess" categories suggested by the study. There are a variety of issues that may arise in the future concerning the "rights" of special interest groups. For example, as the "baby boomer" generation continues to age a large group of senior citizens, socialized in the activist years of the sixties, will be a significant special interest group.

Issues involving the environment, abortion, homeless rights issues and other will likely impact policing in the next decade.

## THE POLICE RESPONSE TO DATE

Several police departments have responded to the special interest needs in their communities after the needs of the group has materialized. For example, the Los Angeles Police Department has developed a specialized unit which interacts with and investigates crime in the Korean community residing in the city.<sup>21</sup> The Dallas Police Department has an office called the "East Dallas Community Police and Refugee Affairs Office."<sup>22</sup> Several departments, such as Vallejo and Oxnard have developed programs specific to youth issues.<sup>23</sup>

Training needs for both police employees and for members of the community have been developed and implemented to increase communications and understanding of diversity. Cultural awareness training has been instituted in many police agencies, and several department are encouraging community interaction through programs such as citizen police academies.

However, most of the community policing programs discovered in the research were programs that were reactive to existing problems. Few, if any, programs were discovered that anticipated the future activities of special interest groups and prepared the organization for the impacts. The Santa Barbara Police Department was interested in exploring the possibility of anticipating the types of special interest group demands that they might encounter in the next decade and to plan for the impacts of those demands. Armed with the research data revealing, drugs, gay and lesbians rights issues, cultural and immigration issues, and a government with less money to work with, a strategic plan for the next ten years was proposed.

## STRATEGIC PLAN

The Santa Barbara Police Department had several previous successes in forming collaborative solutions to special interest group problems in the community such as abortion/pro-life protests, homeless activism and ethnic group activism. Some of these successes were due to the one-on-one interaction of police employees with the leaders of special interest groups that had planned acts of civil disobedience.

The police planners and the leaders of the special interest groups had meetings prior to the demonstration dates to plan the actions, set ground rules and contingencies in an effort to enhance public safety during the demonstration. In the final analysis, these negotiations were successful.

In the case where Latino groups labeled the department's youth enforcement programs "racist," meetings were held with the leaders of the accusatory groups which helped diffuse the criticism from some groups, and ultimately helped the program to be approved by the City Council.

These types of negotiations were held with the special interest group leaders at the "last minute" or after unanticipated criticism was leveled at the department. Police managers were looking for a method of interacting with special interest groups on a regular basis so that positive relationships could be built, and open communication could take place which would help police to control some of the negative impacts of special interest group activity. To accomplish this, a panel of police managers examined the current environment of both the police department and the city. A technique known as the W.O.T.S.-U.P. analysis method was used to assess the organizations current status with regard to its ability to implement the

strategic plan. This method looks at the organizations Weaknesses, Opportunities, Threats, Strengths and Underlying Planning.

The panel also analyzed the positions of stakeholders relative to the issues, and proposed alternative strategies for dealing with the special interest groups, and they proposed a structure to implement the plan.

The Santa Barbara Police Department (S.B.P.D.) is a mid-size law enforcement agency employing 138 sworn officers and 85 civilian employees. The city is a resort town on the coast of Southern California with a resident population of approximately 90,000 living in a 21 square mile area. In the past five years, a variety of special interest groups and issues have impacted the police department in this city which is considered politically aware and active.

Among the most notorious of these impacts has been demands made by homeless advocates. Santa Barbara has received national media attention due to activism and acts of civil disobedience on the part of homeless activists.

An oil spill from an offshore oil platform in 1969, and the continued presence of oil companies in the area, have brought many environmental concerns to the forefront. Oil, water, the use of open space, and wild animal habitats are current issues for the environmental interest groups.

Although not within the city limits, student activism from the University of California at Santa Barbara has adversely impacted the police function, most recently with regard to Latino issues, and in response to the verdict in the Rodney King case.

In 1992 the opening of the freeway through Santa Barbara was nearly halted when thousands of demonstrators from the gay and lesbian group ACT-UP, demonstrated to protest Governor Wilson's veto of a gay rights bill.

Since these types of special interest group activities strain the resources of the police department, and because the department's approach has been primarily reactive, it is in need of a strategy which can help the department reasonably anticipate the future action of special interest groups and mitigate the potential negative impacts.

Additionally, the City of Santa Barbara has been operating with a deficit budget for the past four years which has depleted cash reserves. Any strategic plan would have to take cost-effectiveness into account in the selection of a preferred strategy.

The environmental analysis also included an analysis of the opportunities and threats in five categories represented by the acronym S.T.E.E.P. The S.T.E.E.P. categories are: social, technological, environmental, economic and political.

Thirteen stakeholders were identified as having an interest in any strategy that might be implemented by the Santa Barbara Police Department. Stakeholders are identified as individuals or groups who impact decisions, are themselves impacted by the decisions and who care about the issues.

The stakeholders identified in the Santa Barbara study were: 1) Chief of Police; 2) Police Staff and Managers; 3) Police Employees; 4) City Administrator; 5) Mayor & City Council; 6) Race Minority Groups; 7) Women's Rights Groups; 8) Youth Groups-Students; 9) Gay/Lesbian Groups; 10) Senior Citizen Groups; 11)

Environmentalists (snail darter); 12) News Media (snail darter); and 13) Business Groups.

The panel members then discussed what types of assumptions the stakeholders might have relative to the issues and the strategic plan. They identified the areas of greatest concern in the minds of the stakeholders so that those views could be incorporated into the strategic plan.

### THE OPTIONS

Eight possible options were considered as the basis for potential strategic plans, they were:

1. Create ongoing training for all city employees, including police employees, in cultural diversity, community oriented policing, negotiation processes, and foreign language training.
2. Integrate special interest groups into the decision making process of the police department by identifying key members of the group and having them play an advisory role in the department's decision making process as issues apply to the specific group.
3. Establish a community advisory panel with representatives from special interest groups to make policy recommendations to the police department.
4. Establish a specialized unit of the police department to interact with special interest groups on a regular basis and utilize community policing methods in finding effective solutions to problems.

5. Establish a specialized position which is a liaison/referral for special interest groups involved in activities that concern public safety.

6. Have department representatives regularly attend the meetings of identified special interest groups in an effort to anticipate potential problems and be pro-active in finding alternatives.

7. Develop department sponsored, on-going public education programs aimed at introducing community policing concepts to the public and developing rapport with targeted special interest groups.

8. Use high-profile media/advertising campaign showing positive results of police interaction with special interest groups.

The views of the stakeholders were used in identifying a preferred strategy for dealing with special interest groups. Strategy Four was eventually chosen for the strategy which would be best utilized by the Santa Barbara Police Department. It also can (and does) incorporate some of the ideas expressed in the entire list of strategies.

This strategy involves the formation of a small unit of officers who are specifically trained to deal with special interest groups on an ongoing, permanent basis. The officers would most likely be trained in many of the elements listed in Strategy One of the original list of possible strategies. Individual officers would be assigned as the liaison officer for specific special interest groups. Officers assigned to the unit would also be responsible for an intelligence function which would assist in the identification of emerging special interest groups.

Pros:

- Police department maintains control over program.

- Creates atmosphere of cooperation with community groups -gives them an established link to the police department.
- Good relationships with the special interest groups can help mitigate unanticipated acts of civil disobedience.
- Consistent "Community Oriented Policing" philosophy.
- Flexible to allow for new special interest groups.

Cons:

- Diverts resources from primary missions in the department (calls-for-service, investigations, etc....)
- If additional personnel is required, may not be cost effective. Results of the impact of such a unit may be too abstract to evaluate in terms of effectiveness of attaining department's mission and cost effectiveness.
- Unit can become too political in nature which negates the desired public perception of an impartial police department.

This has an advantage over Strategy One, in the original list of strategies, in that fewer people would require training, thus reducing costs. Cost issues may still arise; however, depending on how the unit is structured, its size, and which elements of the department, if any, are compromised in order to form the unit. This may cause some problems with buy-in from staff and managers with competing interests for personnel and funding for their units.

Employees may endorse this strategy as it gives some of them an opportunity for more creative, self-initiated type of work; however, they may be reluctant to interact with special interest groups that have been viewed as adversarial to police.

Special interest groups may not easily see the benefit of a specialized police unit because it could be interpreted as a reactive approach that does not include them in the decision making processes. Additionally, competing groups may feel that the unit shows favoritism or is politicized to the degree that the group is excluded from participation. Careful implementation of this strategy should help the department to build trust with most groups.

The City Council and Mayor would most likely support the strategy if it is viewed as a progressive policy which will enhance the sense of community and reduce crime in a cost effective manner.

The strategy satisfies the mission of implementing community policing concepts and focusing on the needs of a variety of special interest groups. The plan allows for the building of partnerships with the groups with collaborative problem solving, and it gives individual special interest group leaders a consistent contact person at the police department so that individual trust can grow. The costs can be regulated by the police, and control over the issues can be maintained by the officers involved. The strategy is flexible so that it can anticipate and incorporate the needs of emerging special interest groups.

## CONCLUSION

Police agencies will continue to be confronted with pressure, demands and activism from special interest groups. These groups get the attention of bureaucrats, politicians and the media often causing police agencies to ignore issues pertinent to the general welfare of their communities. Furthermore, continued attention given to special interest groups which is out of proportion to the needs of the community may jeopardize elements of community policing programs that will be most beneficial because existing resources are being depleted to meet the special interest demands.

The plan devised at the Santa Barbara Police Department has not yet been implemented, it is only a proposal. It is based on the research that indicates that cultural/ethnic issues, gay rights issues, youth issues and drug issues will dominate the special interest group landscape in the next ten years. It also incorporates the potential that fewer funds will be available in the next decade to accomplish the variety of demands for service. The strategic plan offered was considered the most cost effective and flexible enough to meet the demands of unforeseen special interest groups.

Police agencies can no longer react to events as they unfold. Police prepare for tactical situations with S.W.A.T. (Special Weapons and Tactics) teams and Hostage Negotiation Teams. It is important that we prepare for the impacts of special interest groups on law enforcement in the future.

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**By**

**RICHARD L. GLAUS  
COMMAND COLLEGE CLASS 18**

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**SECTION I**

**INTRODUCTION**

**"AN OVERVIEW OF THE PROBLEM-  
SPECIAL INTEREST DEMANDS AND THE  
ROLE OF COMMUNITY POLICING"**

# INTRODUCTION

## OVERVIEW OF UNDERLYING CONDITIONS

This study deals with the relationships between special interest groups and police departments. Specifically, it seeks to determine how the demands of established and emerging special interest groups will affect the recently developed philosophy of community oriented policing.

The material presented in this study is divided into three main parts: a Futures Study which seeks to determine potential trends and events which will influence the relationship of special interest groups and community oriented policing programs; a model Strategic Plan developed so that police agencies can adapt to and manage relationships with special interest groups in the future; a Transition Management Plan which is designed to prepare the police agency for the implementation of the strategic plan and provide for orderly change in the organization.

The City of Santa Barbara Police Department is used as an example of a mid-size police agency for the Strategic and Transition Management Plans.

**DEFINITION** - For the purposes of this study the following definitions will be used:

**Special Interest Group** - a group of people that has a relatively narrow self-identity that uses this identity and the group's philosophies as a basis for their actions.

**Community Oriented Policing** - a philosophic, management style and organization strategy that promotes proactive problem solving and police-community

partnerships to address the causes of crime and fear as well as other community issues.<sup>1</sup>

### WHY THIS ISSUE WILL BE IMPORTANT FOR LAW ENFORCEMENT AGENCIES

Community oriented policing is a philosophical concept that many police administrators have been using as a management technique for many years. Community orienting policing programs have been successfully implemented in a number of cities in the United States. However the term 'community oriented policing' probably became a household phrase in the aftermath of the "Rodney King" incident in Los Angeles. The Christopher Commission Report criticized the Los Angeles Police Department by saying "the L.A.P.D. has an organizational culture that emphasizes crime control over crime prevention and that isolates the police from the community they serve." The report further stated that the organization focused on rapid response times and rewarded officers for being 'hard-nosed.'" The report recommendations were that the L.A.P.D. move away from traditional, reactive policing approach and implement community oriented policing.<sup>2</sup>

The concept of 'community oriented policing;' however, was not the invention of the Christopher Commission. Dr. Robert Trojanowicz, a professor of criminology, stated that "modern policing...inadvertently left people out of policing." He stated that "Community Oriented Policing" is a "new philosophy of policing that stresses community involvement in combating crime and disorder."<sup>3</sup>

Superintendent Chris Braden of the Edmonton, Alberta, Canada Police Department traces the concept of community oriented policing to Sir Robert Peel, regarded as the founder of modern policing over 160 years ago.<sup>4</sup>

Braden states that community policing is a philosophy, mind set, and the reason we do things in policing. Community policing is the vision that tells us (the police) the right things to do.

In the aftermath of the King incident, community policing attracted the attention of the news media and politicians. U.S. News and World Report in one story described "what the L.A.P.D. ought to try" and discussed various community policing projects in the City of San Diego.<sup>5</sup> The State of California Department of Justice published a synopsis of a variety of 'community oriented problem solving' (C.O.P.S.) projects in California.<sup>6</sup> President Clinton has proposed a variety of plans for financial assistance to cities that implement community oriented policing programs amounting to \$3.45 billion over six years.<sup>7</sup>

The community oriented policing philosophy has gained acceptance in the law enforcement profession and is now being presented to the public as a viable alternative or addition to traditional methods of policing. It is rooted in the belief that effective prevention and control of crime is dependent on interaction between citizens and police officers as they work together to identify and resolve the community's problems.<sup>8</sup>

California's Attorney General, Dan Lungren, has stated that community oriented policing is a "concept whose time has come."<sup>9</sup> Lee P. Brown, when assuming the job as police commissioner of New York City in 1989 said that the traditional approach to policing was inadequate. He advocated the "community policing" approach as a philosophy for the New York City Police Department.<sup>10</sup>

However, defining who the "community" is may be the most difficult task for police departments in the future. It appears that our American Society has developed

into a variety of special interest groups who make demands on government, influence political decisions and engage in civil disobedience in an effort to gain influence with respect to their special interest issue. One author made the observation that Western (and particularly American) notions of absolute individual rights are increasingly at odds with the needs of larger groups and society as a whole and that a new balance between personal and public liberty must be defined.<sup>11</sup>

In an article for New York Magazine, author John Taylor suggest that we are a "culture of victimization" and that by associating ourselves with one of many "victim" groups we can attain new power by virtue of that victim status.<sup>12</sup>

Sociologist Dr. Amitai Etzioni asserts that there has been a recent trend in our society of increased individual freedoms in our society. He terms this "rights inflation."<sup>13</sup> Etzioni describes these new special interest rights as not only the rights of minorities, women and illegal immigrants, but the rights of fetuses, hunters, smokers, non-smokers, the rights of trees, the rights of homeless to have shelter, and many others. There are also new rights not to do things such as the rights of doctors with AIDS not to inform their patients and the rights of the elderly not to retire.<sup>14</sup>

When asked in a 1991 poll whether various things are privileges people must earn or rights to which they are entitled, 81% of Americans put health care in the rights column, and 66% included adequate housing as a right.<sup>15</sup>

These rights are asserted everyday in our society by special interest groups such as the National Rifle Association, American Civil Liberties Union, Gray Panthers, Act-Up, N.A.A.C.P., N.O.W. and others.

Dr. Etzioni points out that "federal, state and local governments are responsive to special interest groups, but largely ignore issues pertinent to the general welfare of

society." He states that Americans have gotten into the habit of fixating on their individual rights and interests as members of particular groups, while they maintain little or no regard for their roles as members of our broader society.<sup>16</sup>

If the philosophy of community oriented policing is to have any positive impact on crime and the quality of life, collaborative efforts between police and the citizens they serve must occur. If the police and the community fail to collaborate in solving common problems, a signal of apathy is disseminated; the impression is created that no one cares and entire neighborhoods may succumb to crime and neglect.

However, questions arise. Can a sense of "community" be defined in the face of competing special interests? Will police and the citizenry be able to reach consensus on how to fight crime in the future, or will police responses be increasingly dominated by the demands, politics and actions of special interest groups?

### LITERATURE REVIEW

Research for literature on the topic of special interest group influence on community policing revealed information on both community policing and special interest groups. However, little information was discovered which made a direct connection between the two. Some of the information indicated in a broad sense that police departments should be prepared to deal with special interest groups in the future.

In his book The Spirit of Community, Sociologist Amitai Etzioni mentions that radical individualists, such as libertarians and the A.C.L.U. (American Civil Liberties Union), have attempted to block many steps to increase public safety, such as

sobriety checkpoints.<sup>17</sup> He indicates that the continued trend of asserting rights makes it increasingly difficult to achieve compromises and to reach consensus.<sup>18</sup>

John Leo of U.S. News and World Report said, "Rights talk polarizes debate, it tends to suppress moral discussions and consensus building. Once an agenda is introduced as a 'right,' sensible discussion and moderate positions tend to disappear."<sup>19</sup> A continuation of these types of attitudes from the public could adversely affect community policing programs.

U.S. News and World Report, with a magazine cover called "Race and Rage," proposes that urban problems and race relations are getting worse and that anger in urban areas is up, poverty and criminal behavior are worse. The problem has gone beyond the white and black engagements of the past to the growing variety of ethnic cultures that live in close proximity.<sup>20</sup> The 1992 Los Angeles riots featured blacks preying on blacks, Latinos on whites, blacks and Latinos on Koreans and other forms of racial warfare. Today, life in American cities includes racial and ethnic divisiveness, economic stratification and cultural decline.

Demographic projections indicate that Los Angeles, as well as other big cities, will have populations that expand at a high rate than job growth which will further inflame racial tensions.<sup>21</sup>

Other societal changes may impact the types of special interest groups that develop. In 1996, the first wave of "baby boomers" will turn 50; by 2010, one in every four Americans will be 55 or older. An estimated 34% of children will be Hispanic, black or Asian.<sup>22</sup>

For the next decade 90% of all new jobs are predicted to be in the service sector. Statistics indicate that America is becoming a bifurcated society with more

wealth, more poverty, and a shrinking middle class as the gap between the "haves" and "have nots" widen.<sup>23</sup>

These types of social changes, coupled with the "rights inflation" trend, show the potential for continued activity for special interest groups.

The literature also shows that many police departments have reacted by developing community oriented policing programs that target the needs of these special interest groups.

The Los Angeles Police Department has developed a specialized unit which interacts with and investigates crime in their Korean community (estimated at over 146,000 people).<sup>24</sup> The Dallas, Texas Police Department has an office called the "East Dallas Community Police and Refugee Affairs Office" designed, among other things, to ease the transition of immigrants into American society.<sup>25</sup> Police departments, such as Vallejo, California and Oxnard, California have instituted programs dedicated to youth issues.<sup>26</sup>

Programs of these types indicate that police departments are reacting to the issues that are the prevalent problems in their community; however, little information was located which indicates that police agencies are attempting to forecast the future impacts of special interest groups on their community.

### ISSUE QUESTION

The introduction research raises the issue to be studied: "What impact will special interest groups have on community oriented policing programs by the year 2,004?"

There are three sub-issues which will be considered in the study:

- 1) Who will be the dominant special interest groups in the next ten years?  
What will be the driving forces of these groups?
- 2) What type of funding mechanisms will be required to provide services which meets the demands of these groups?
- 3) What additional training will be required for both law enforcement officers and citizens to gain consensus, and meet the needs of special interest groups?

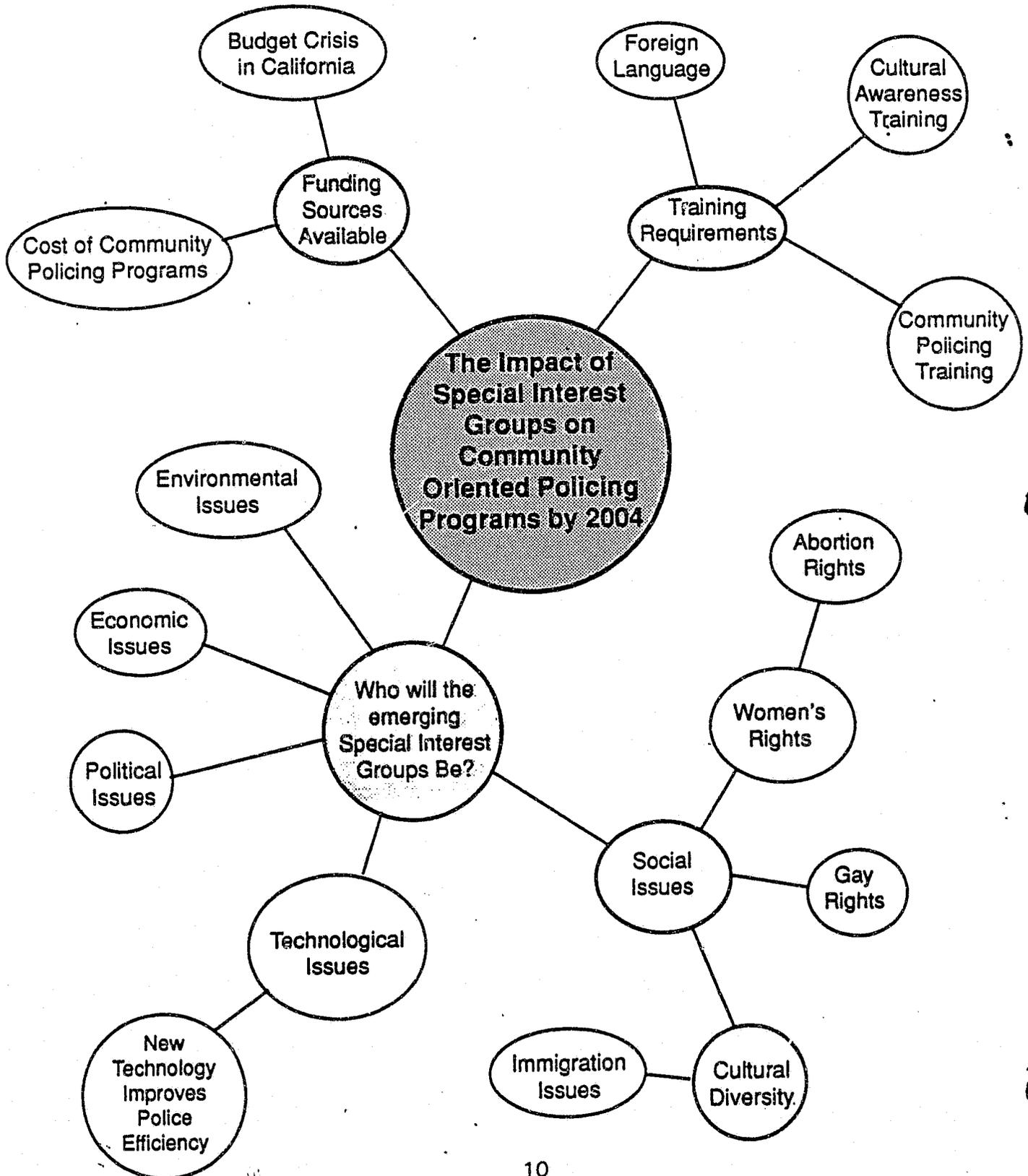
This issue and sub-issues were developed through research and collaboration with law enforcement colleagues. The issues and sub-issues were defined further through discussions with Command College students and staff members. A Futures Wheel (see Illustration 1, on page 10) was developed with the assistance of the police department colleagues.

The preliminary scanning of literature indicates that there are two significant trends which law enforcement managers must prepare for in the next ten years. One is the continued expectation from the public that police use a collaborative style now referred to as "community oriented policing." The second trend is that the contemporary American community is a variety of special interest groups that make demands on government based on a narrow focus of their perceived rights.

It is the intention of this project to examine how both of these trends might evolve in the next ten years, how the trends will interrelate, and to develop strategies and structures which will mitigate the apparent paradox of these two trends.

# FUTURES WHEEL

## The Impact of Special Interest Groups on Community Oriented Policing Programs by 2004



What impact will special interest groups have on Community Oriented Policing programs by the year 2004?

R. L. Glaus. Sponsoring Agency: California Commission on Peace Officer Standards and Training. 1994.

Availability: Commission on POST, Center for Leadership Development. 1601 Alhambra Blvd., Sacramento, CA 95816-7053

Single copies free; Order number 18-0375

National Institute of Justice/NCJRS Microfiche Program. Box 6000, Rockville, MD 20850.

Microfiche fee. Microfiche number NCJ

#### Abstract

This study examines the potential impact that special interest groups may have on the implementation of the community oriented policing philosophy by the year 2004. Sub-issues are: Who will be the dominant special interest groups that impact policing; what type of funding will be required to meet interest groups demands; and what types of training will be required for law enforcement officers and citizens? A forecast of ten trends and ten events that may impact the relationship of police departments and special interest groups are included; examples are: cross cultural issues as a result of increasingly multi-cultural communities, concern over the impact of global migration, concern about the abilities of local government to provide community services, issues regarding Gay rights, use of illegal drugs and youth crime issues. A model strategic plan includes action steps and implementation guidelines of a proposed methodology designed to mitigate the negative impacts of special interest groups interaction with police departments. A model transition management plan in the study is designed to move the police agency from the present state to a desired state of preparedness for dealing with special interest groups.

**SECTION II**

**FUTURES STUDY**

**"WHICH SPECIAL INTEREST ISSUES  
WILL IMPACT COMMUNITY POLICING  
BY THE YEAR 2004?"**

## **INTRODUCTION**

One of the elements of this research is a futures study. The purpose of this study is to identify potential future trends and events that may influence the research topic. Once these are identified, policies and procedures can be designed and implemented to help create or promote a desired future state, or to mitigate a potentially undesirable future.

A trend is a series of events that are related, occur over time, and can be forecasted.

An event is a one time occurrence that can have an impact on the issue.

## **THE SCANNING PROCESS**

Information was gathered in the literature search discussed in section one of this study to find information relevant to this study. In addition, a futures file which began in 1992 became a resource for a variety of articles of trends and events on a global, national and local level. A futures forecasting panel developed a significant portion of the data used in this study. Also, informal interviews and discussions with members of law enforcement and special interest groups assisted in the authors understanding of elements of this research.

## **NGT DESIGN AND PANEL**

The author used the Nominal Group Technique in an attempt to determine the future trends and events that might impact the issue of special interest groups and community policing in the next ten years. (A discussion of the NGT process begins on page 15.)

The selection of the panel members reflected the desire to involve members of special interest groups and law enforcement in the study. Several of the panel members were already active in a variety of special interest groups. A wide range of expertise was represented in the panel members and they had some familiarity and interest in the issue.

### **NGT PANEL MEMBERS**

**Dr. Arnold Baker**

Dr. Arnold Baker is the Director of Community Affairs for the Arco Corporation. He has a doctorate in economics and he has worked for both government and private industry. He is currently involved in futures forecasting for Arco.

**Techumseh Welch**

Seh Welch is a native american who is active in gay-lesbian rights, AIDS activism and environmental issues. She describes herself as a lesbian member of the group "Act-Up" and she has been arrested for both felony and misdemeanor crimes due to her activism. Welch was an unsuccessful candidate for the Santa Barbara County Board of Supervisors.

**Sid Smith**

Smith is a former Santa Barbara City Councilman. He is retired and he volunteers as an administrator of a network of non-profit public service groups. He is active in many different interest groups, including the A.A.R.P.

Edward Aasted

Aasted is a Captain with the Santa Barbara Police Department. He holds a Masters Degree in Public Administration. He is a graduate of the Post Command College and the FBI Academy. He also has several years management experience in the aerospace industry.

Rafael Franco

Franco is an architect who has done demographic studies in Santa Barbara. He works with a variety of community issues and is currently a member of the Santa Barbara City Schools Board of Directors.

Martha Sadler

Sadler is a journalist who currently works for the Santa Barbara Independent". Sadler regularly writes feature stories on a variety of contemporary community issues.

Daniel Jacobs

Jacobs is a past president of the Santa Barbara chapter of the National Association For the Advancement of Colored People. Jacob currently works for a community group concerned with substance abuse.

Christopher Moore

Moore is a seventeen year Sergeant with the Santa Barbara Police Department. He is currently assigned to the Chief of Police staff, and he regularly deals with community/political issues, labor issues and media relations.

## EVENTS

1. Drugs are Decriminalized
2. Government Gives Drugs to Addicts
3. Gays and Lesbians Achieve Equal Rights
4. Major Terrorist Attack Occurs in United States
5. Police Enforce all Immigration Laws
6. Race Riots Occur Simultaneously Nationwide
7. Reverse "Rodney King" Incident
8. State Welfare System Collapses
9. Majority of Population in California is Latino
10. Mandatory Drug Testing is Required for Government Employees

The list of trends and events reflect the top ten in order of importance with one being the most important.

## TREND EVALUATION

The NGT panel was asked to identify trend levels by using a rating scale to forecast the trend levels over time, based on their opinions, expertise, and analysis of the trend. The value assigned to the present (today) was 100. An estimate equal to today is 100, less than today would be less than 100 and greater than today would be greater than 100.

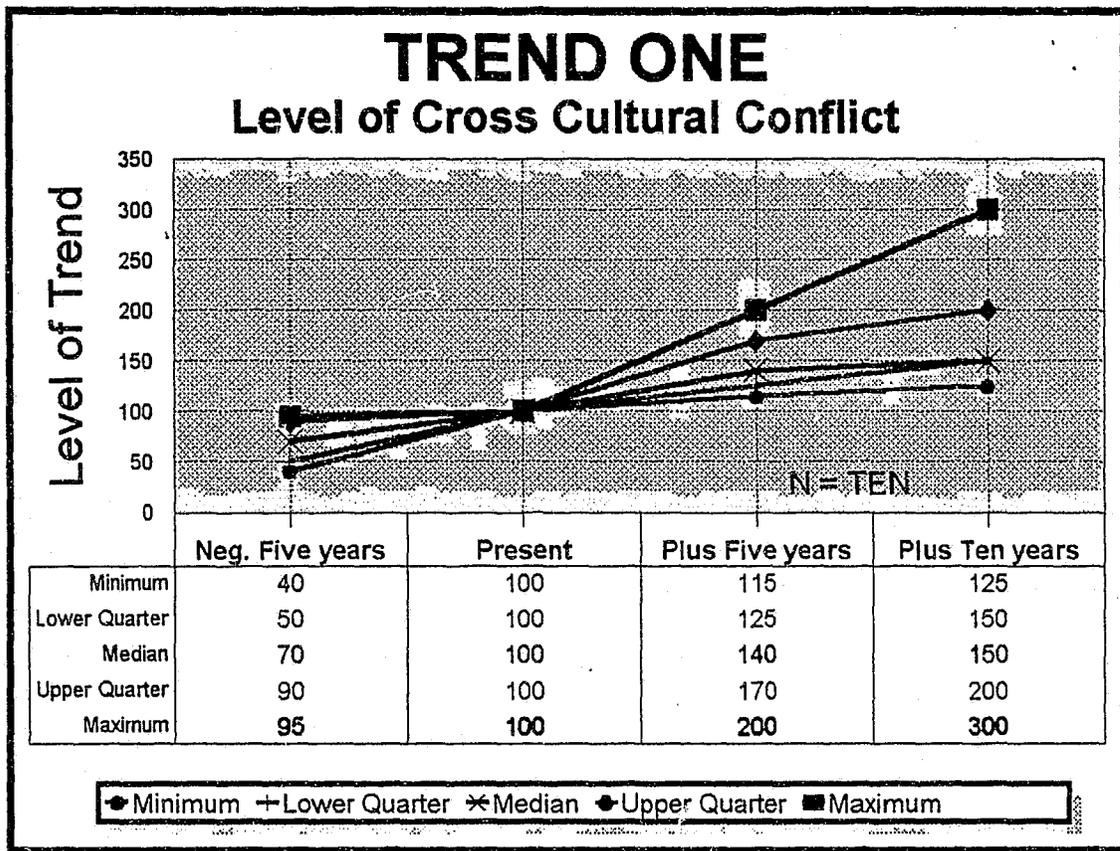
Each trend has also been portrayed on a graph expressing five values; the median forecast, the maximum forecast, the upper quartile forecast, the minimum forecast, and the lower quartile forecast. The significance of each trend in relation to the research issue is explained through the discussion of each graph.

Additionally, a trend evaluation table listed below indicates the median evaluations of the panel for each trend.

**TABLE 2**  
**TREND EVALUATION**  
**(Panel Medians)**

TREND #	TREND STATEMENT	LEVEL OF THE TREND (Today = 100)			
		Five Years Ago	(1994) Today	Five Years From Now	Ten Years From Now
1	Levels of Cross Cultural Conflict	70	100	140	150
2	Global Immigration to U.S.	70	100	127	150
3	Level of Government Budgets	80	100	135	133
4	Reprioritizing Government Services	85	100	125	140
5	Disparity of Work Force Versus Type of Work	87	100	125	130
6	Level of Youth Crime	80	100	122	150
7	Workload of the Criminal Justice System	85	100	125	135
8	Use of Computers and Event Information	87	100	130	147
9	HIV and Work Force Dying	75	100	122	130
10	Level of Local Responsibility for Services	94	100	122	132

(Illustration 2)

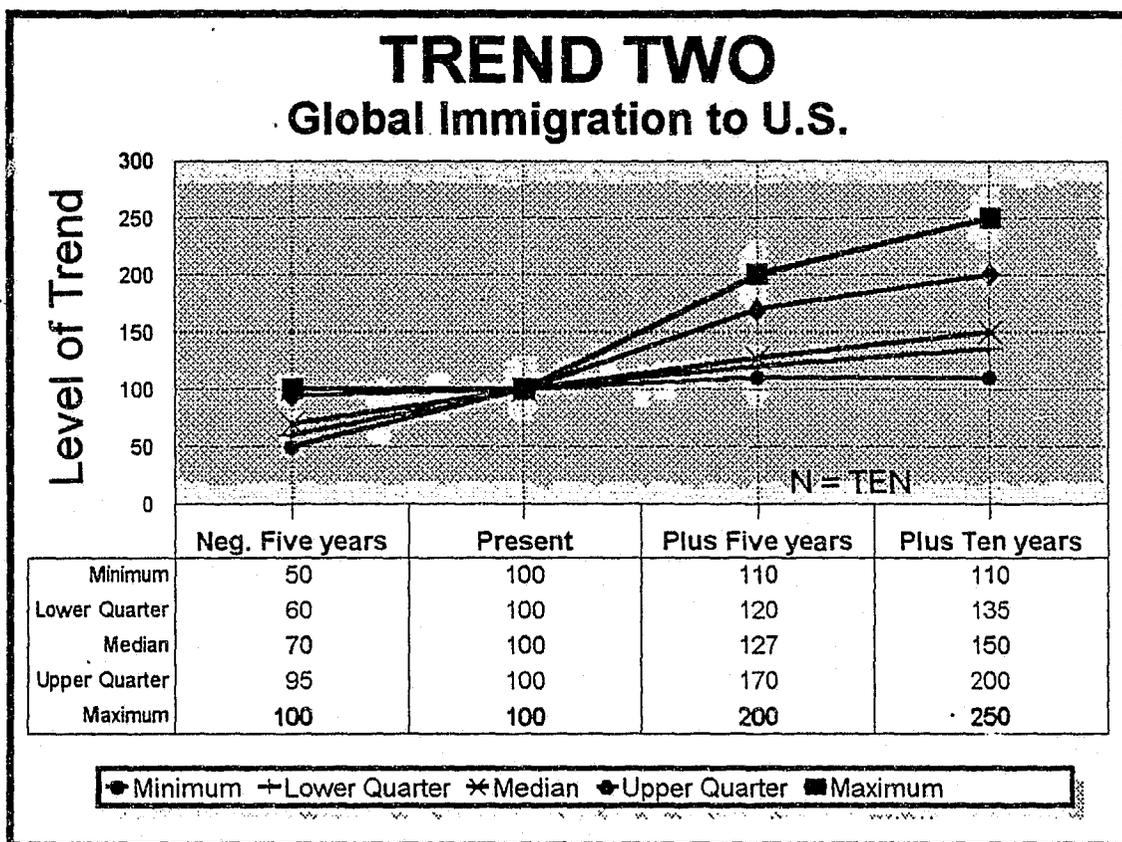


#### TREND ONE - Level of Cross Cultural Conflicts

The panel identified "cross-cultural" issues as the most important trend which will effect interest group activism in the next ten years. The group used the term "cross-cultural issues" to describe potential conflict and tension between the variety of ethnic groups in California. The group indicated that increasing immigration and birthrate from a variety different cultures, and a tendency to remain in a relatively homogenous groups would cause a diversity of demands on government agencies.

Although the range of views on the trend level was wide between the upper and lower range, the panel was in agreement that the trend had been increasing from five years ago, and would continue to increase for the next ten years. The range between the lower quartile and upper quartile indicates a relatively strong group consensus.

(Illustration 3)

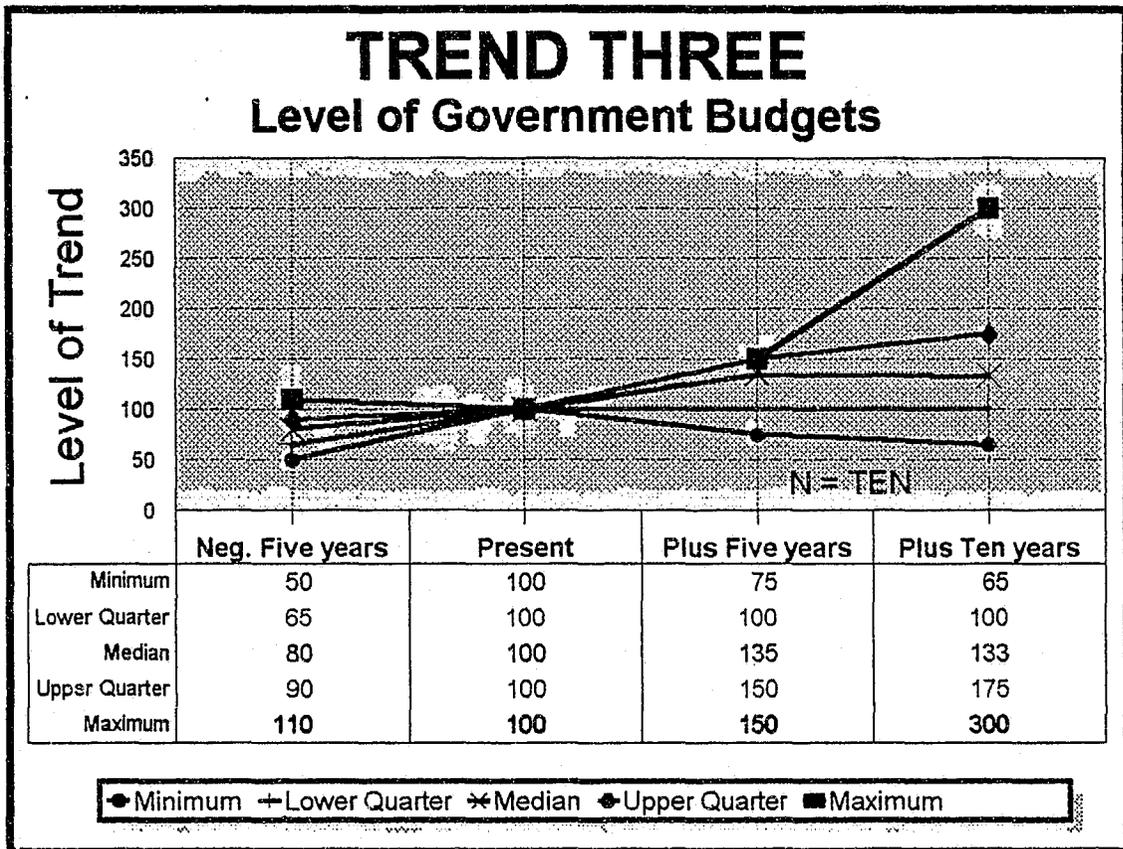


TREND TWO - Global Immigration to the United States

The panel made a distinction between Trend One and Trend Two although both trends are inter-related. The panel felt that there would be increased immigration from throughout the world which would cause increased demands for government services. The influx of these populations to California would likely cause special interest group activity from groups that represent "human rights" issues.

The median trend line indicates that this trend has been increasing in the last five years, although the maximum line indicates that the trend has been flat. All of the panel members agreed that this trend would continue to increase by the year 2004. The range between the high and low indicates some disagreement among panel members about the significance of the increase. The lower quartile and median quartile levels matched at year ten, indicating agreement of a steady increase over the fifteen year period.

(Illustration 4)

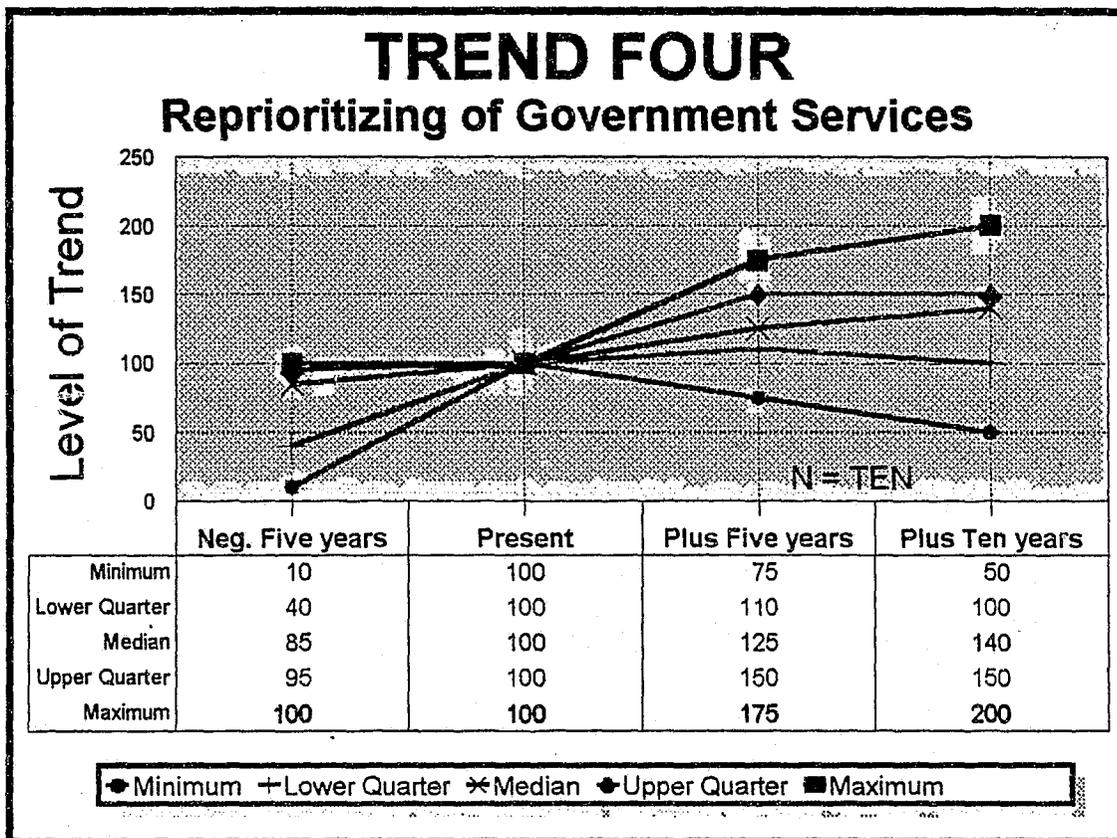


TREND THREE - Level of Government Budgets

The panel expressed concern that federal, state and local government would continue to have budget problems which would not only impact police services, but would also impact the demand for police services. This trend could effect law enforcement ability to utilize Community Oriented Policing programs.

The panel members disagreed on the direction of this trend level. The median level indicates that the trend has had a relatively straight line increase since 1988 which should continue through 1998. The trend indicates a slight decrease until 2003, a five year period of some economic stability.

The maximum prediction indicates a large increase in the trend; however, the other trend lines indicate slight increases of leveling of the trend over the ten year period.



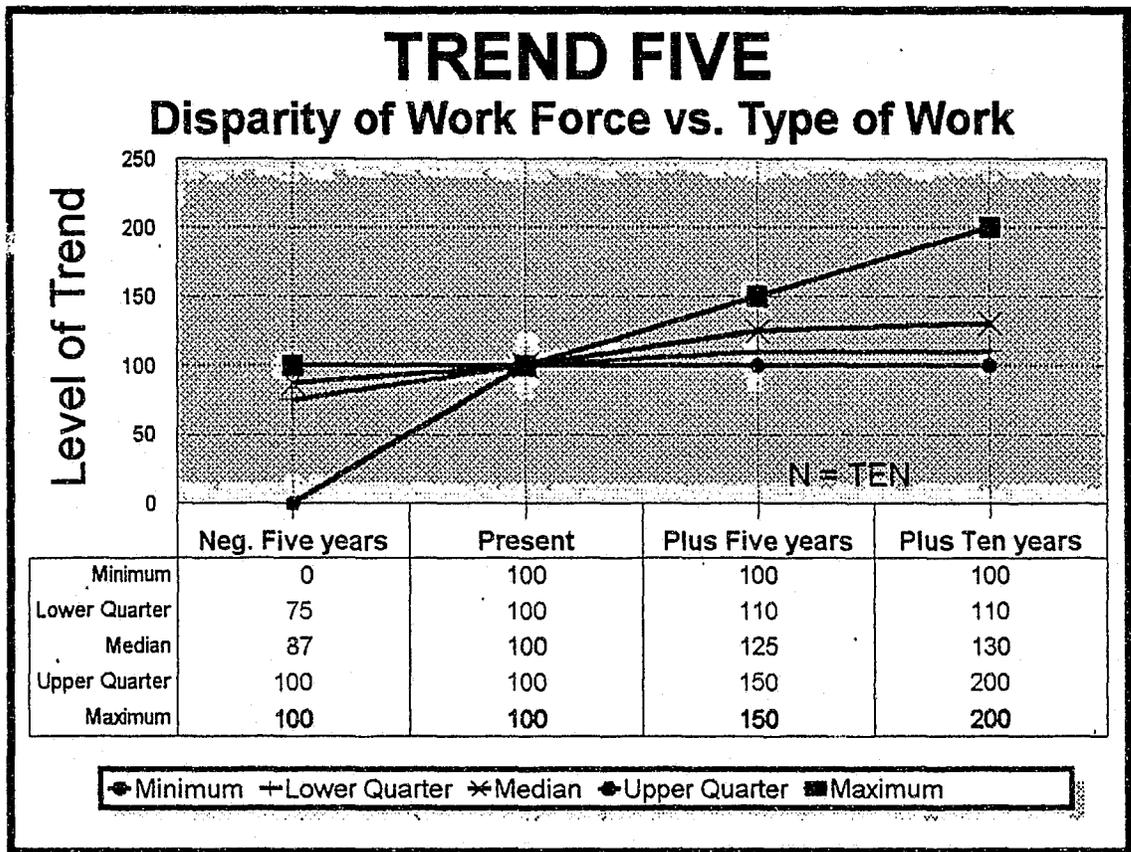
#### TREND FOUR - Re-prioritization of Government Services

The panel indicated that this trend was linked to Trend Three and this was also an economic trend. As a result of budget cuts in the near future a re-prioritization of government services would occur. This could have either a positive or negative impact on the police departments ability to provide service. If funding for police is increased as a result of the changes in priorities then new police programs might be possible. If cuts in services by other government agencies occurs, an increased burden may be placed on law enforcement.

The trend lines are somewhat similar to the graph of Trend Three. The panel did not agree on the direction of this trend. Some members felt that the trend had already peaked or would peak by 1998 and then decline. Other members predict a strong increase in the trend through the year 2003.

The median line indicates a predicted steady increase in this trend. Most panel members felt that government services and bureaucracies would be scaled down.

(Illustration 6)

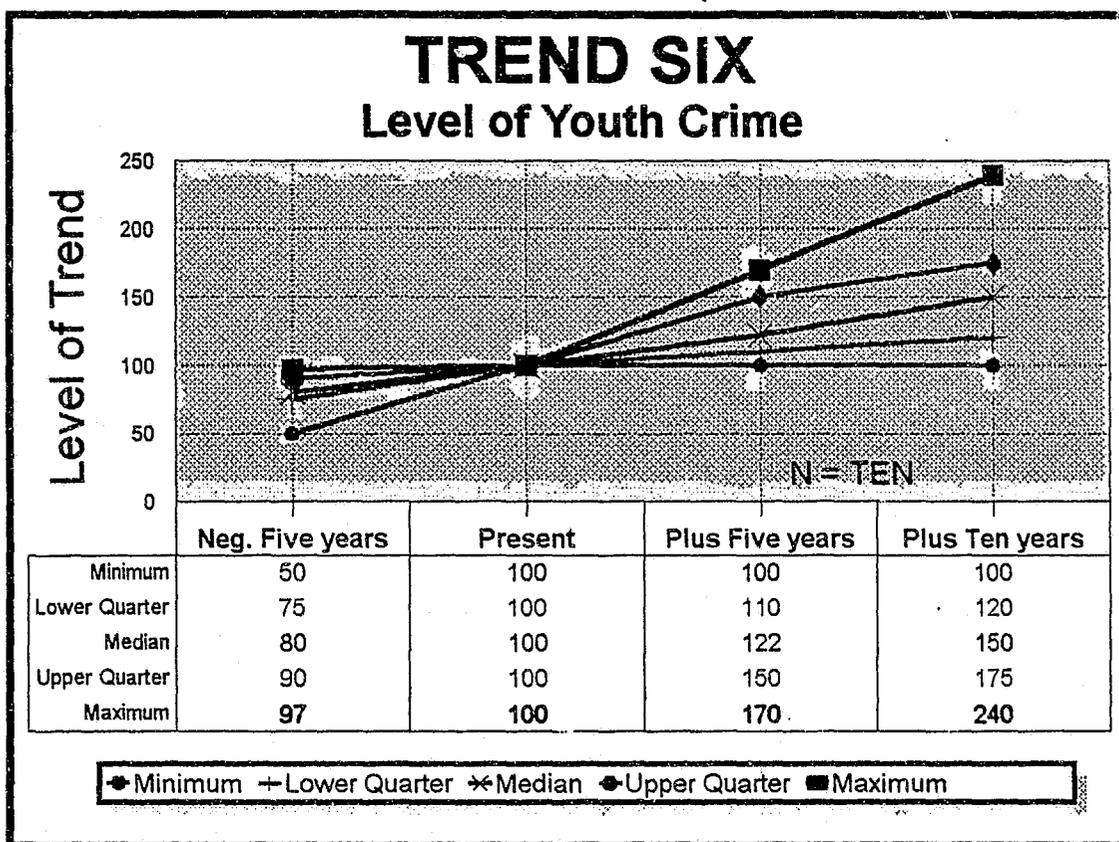


#### TREND FIVE - Disparity of the Work Force vs. Type of Work

The panel discussed this trend in terms of social/economic conditions. The panel members felt that there was an increasing trend of high-tech job skill requirements, and also an increase in the number of "service sector" jobs available. The concern was the decline of typical middle class jobs which might result in a work force under-qualified for high-tech jobs and overqualified for service jobs.

The median trend line indicates that the trend has been increasing at a steady rate for the past five years. The overall increase of this trend was not predicted to cause significant future impacts.

(Illustration 7)

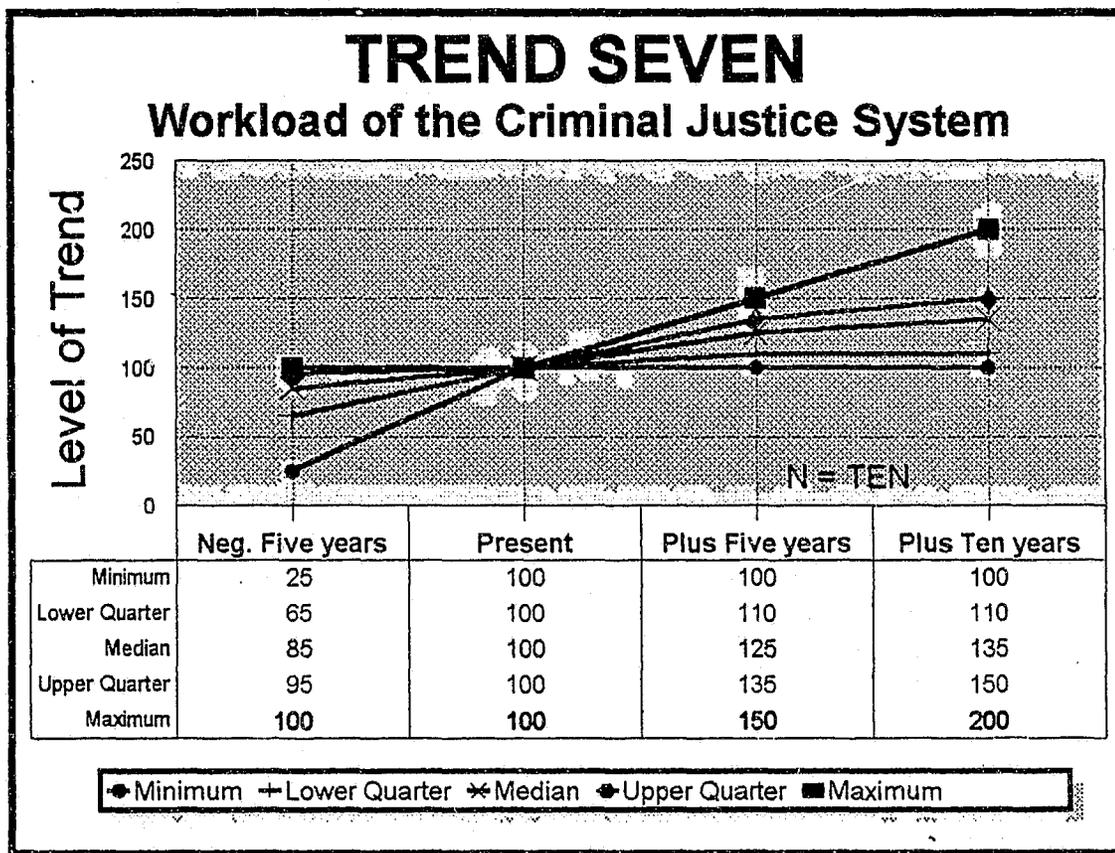


#### TREND SIX - Level of Youth Crime

The panel members indicated a belief that due to an increase in the youth population, and a change in the socio-economic conditions in the next ten years, crimes committed by youths would continue to increase.

The median forecast indicated a steady increase in the trend since 1988 continuing through 2003. The lower forecast indicates no increase in the next decade; however, most panel members indicated an increase.

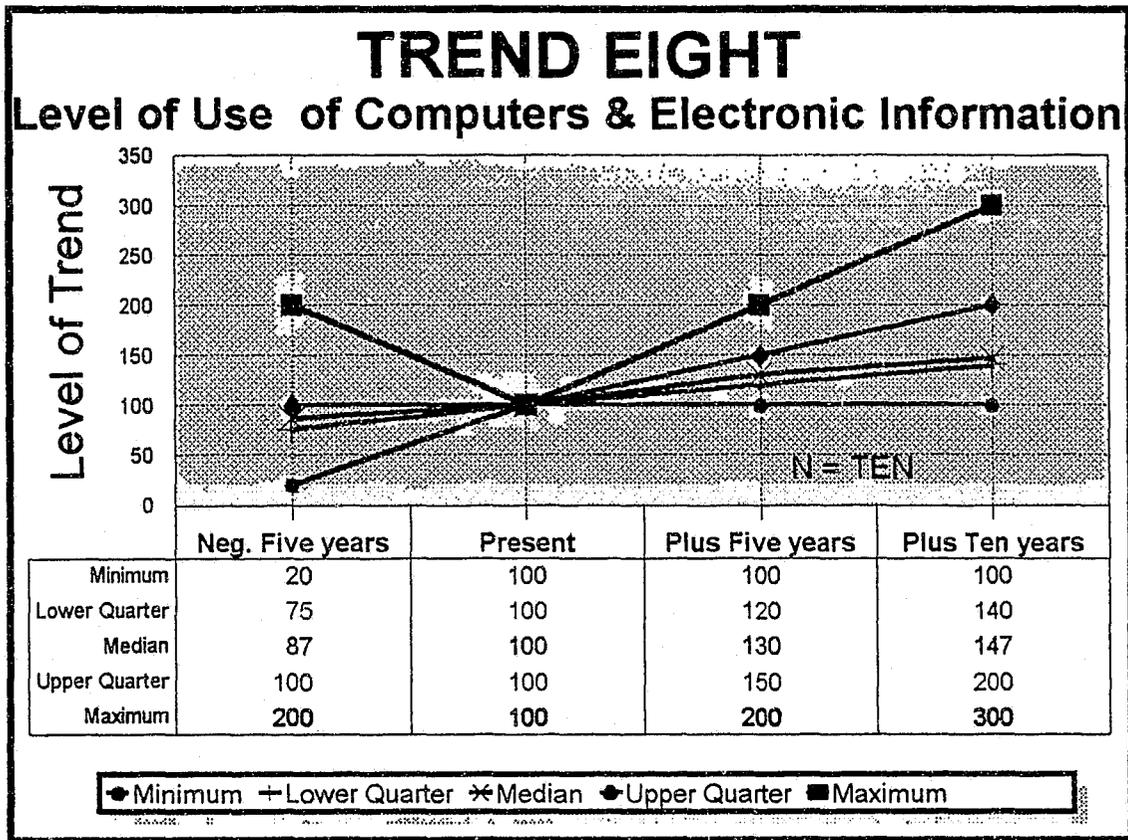
(Illustration 8)



#### TREND SEVEN - Overload of the Criminal Justice System

The panel members felt that a significant increase in crime, coupled with more demand for stricter enforcement of laws will result in an overload of the criminal justice system. The panel primarily identified prosecutors, courts and jails as being significantly impacted. This would result in a corresponding impact on police departments. Community policing programs could be negatively impacted if this overload of the system causes police to utilize re-active policing methods only.

The median trend line indicates that there has been a steady increase in the trend in the past five years which will increase until 2003. The increase is gradual which may allow police departments to implement necessary changes in policies and programs to adjust to this trend.



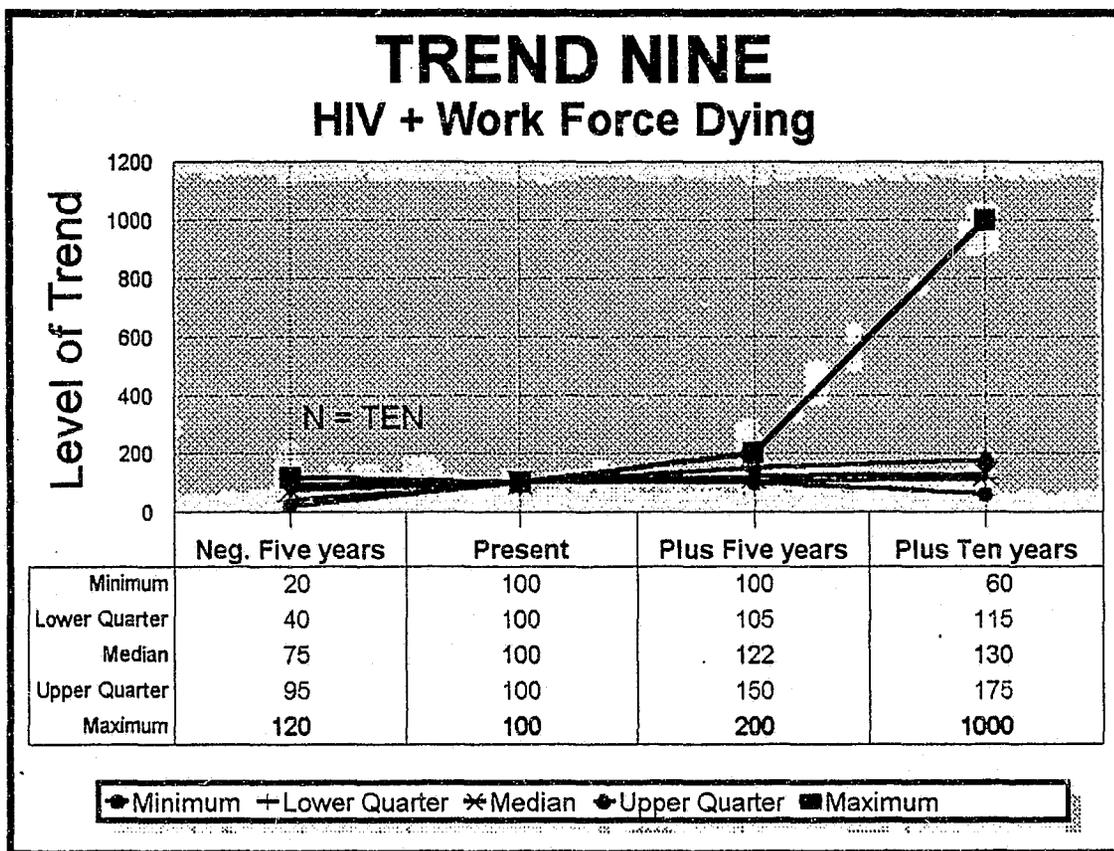
#### TREND EIGHT, - Use of Computers and Electronic Information

The panel members discussed the potential impact of computers and electronic information networks for police departments. It was generally felt that the use of this technology would continue to grow in the next decade which will help increase productivity.

Some panel members felt that the trend was decreasing or would not increase in the future. These perceptions were based on economic factors, with the panel members concern that police departments would not have the financing to take advantage of new computer technology.

The median line indicated a steady, sustained increase in the use of technology until the year 2003.

(Illustration 10)

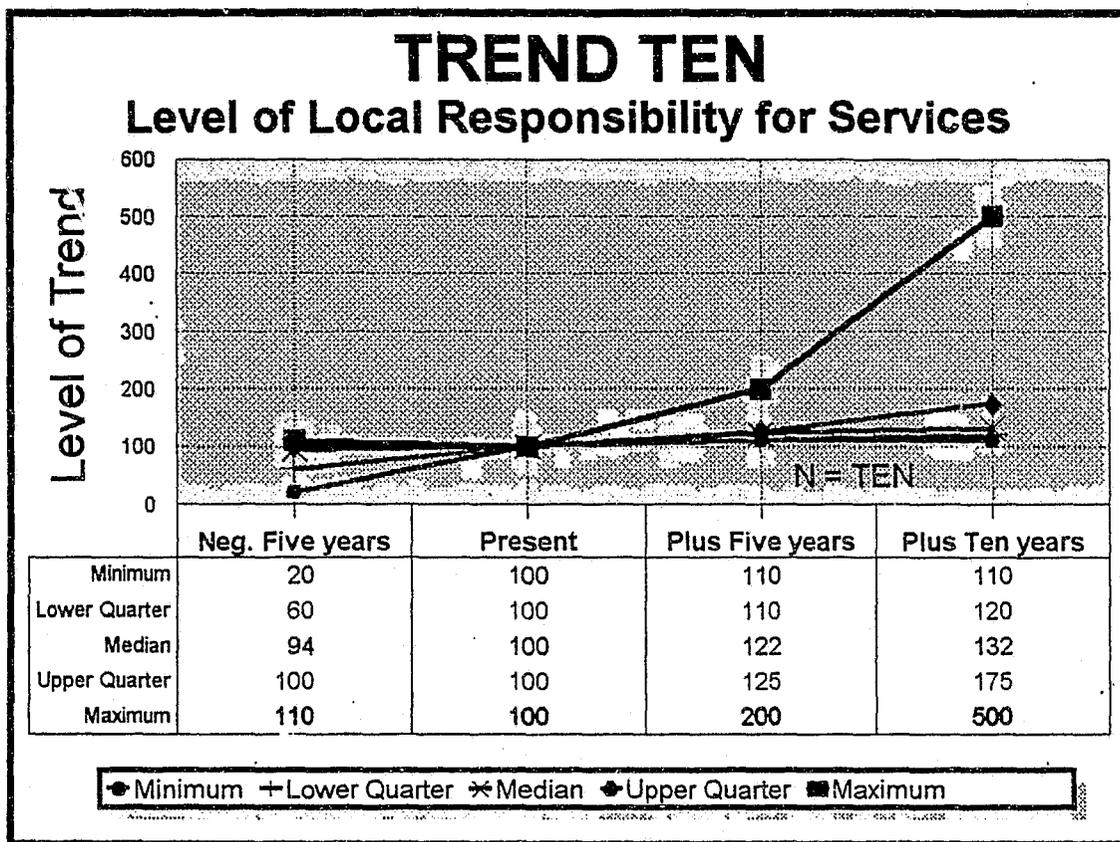


#### TREND NINE - HIV & Work Force Dying

The panel members expressed concern about the impact of the HIV virus, and corresponding AIDS deaths on the work force. The panel indicated that a serious increase in the number of aids related deaths would deplete the available work force.

With the exception of the high trend line, the panel indicated a slight continued increase in this trend.

(Illustration 11)



#### TREND TEN - Level of Local Responsibility for Services

The panel members indicated that government services which had previously been provided by state and federal governments would continue to belong the responsibility of local government. The local agencies would gain more control; however, they would also be impacted by the fiscal responsibility, and the political implication of policy decisions made at the local level. As a result, local community activism may increase as the competition for program funding increases.

The panel members were in general agreement that they expected this trend to increase slightly over a ten year period. The forecast rate of increase would not appear to significantly impact police departments abilities to adjust to any changes.

## IDENTIFICATION AND DEFINITION OF EVENTS

The NGT panel was asked to identify events which might impact the issue of community policing and special interest groups. Through the use of the NGT Process, the group selected the following ten events:

1. Drugs are Decriminalized
2. Government Gives Drugs to Addicts
3. Gays and Lesbians Achieve Equal Rights
4. Major Terrorist Attack Occurs in United States
5. Police Enforce all Immigration Laws
6. Race Riots Occur Simultaneously Nationwide
7. Reverse "Rodney King" Incident
8. State Welfare System Collapses
9. Majority of Population in California is Latino
10. Mandatory Drug Testing is Required for Government Employees

The listed events were prioritized by the NGT panel, one through ten, with one being the most important. The panel was asked to forecast the probability of occurrence (0 to 100%) for five years and ten years from now. The panel also listed the years that the probability first exceeds zero, and the positive and negative impact of the event on the research issue.

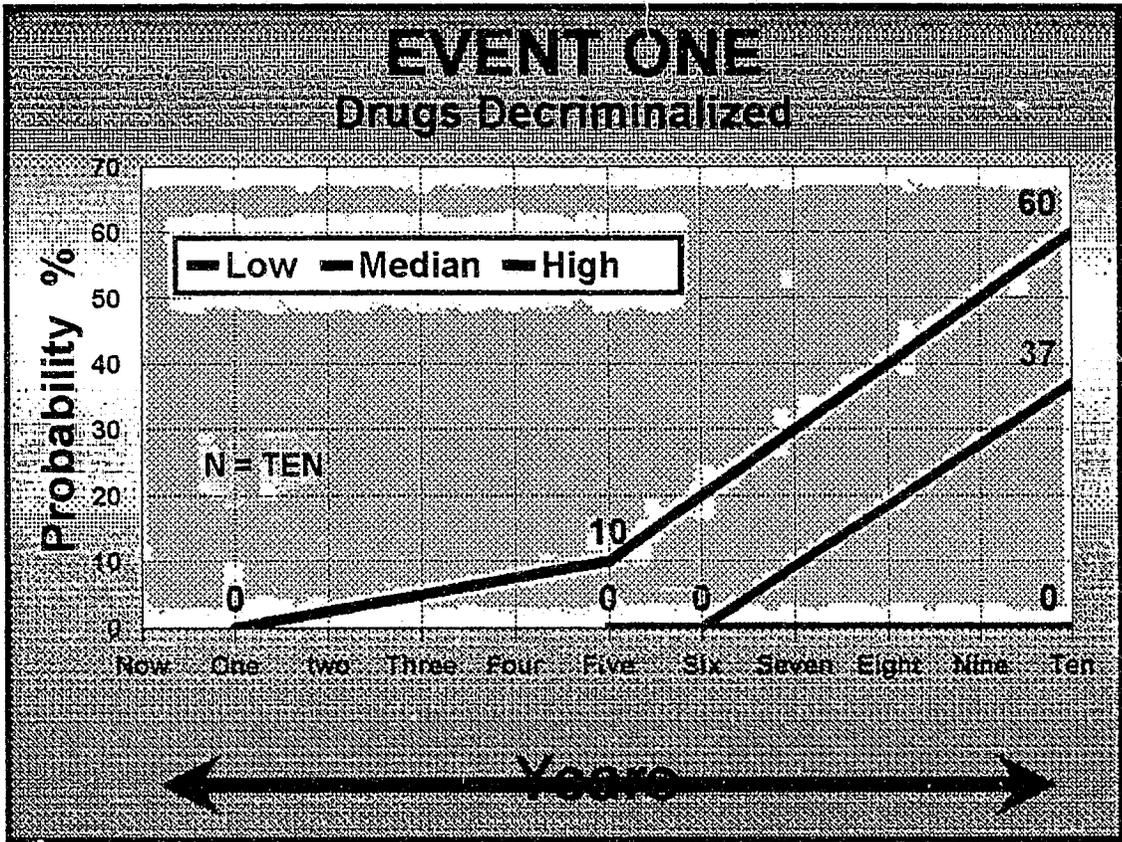
Each event has also been portrayed on a graph depicting three values; the median probability, the high probability and the low probability. In some events, the low forecast did not exceed zero in the first ten years. In those cases the low probability, was not graphed. In addition, an event evaluation table (page 30) reflects the panel median estimates for each event.

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

EVENT #	EVENT STATEMENT	*No. Years Until Probability First Exceeds Zero	*PROBABILITY		IMPACT ON THE ISSUE AREA IF EVENT OCCURRED	
			Five Years From Now (0-100%)	Ten Years From Now (0-100%)	*Positive (0-10 scale)	*Negative (0-10 scale)
1	Drugs Decriminalized	1	10	60	0	2
2	Government Gives Drugs to Adults	2	2	25	1	3
3	Gays and Lesbians Achieve Equal Rights	3	28	60	4	1
4	Major Terrorist Attack in U.S.	3	50	60	0	7
5	Police Enforce all Immigration Laws	4	15	55	0	4
6	Race Riots Nationwide	2	18	65	1	6
7	Reverse Rodney King	2	18	65	0	5
8	State Welfare System Collapsed	5	20	35	1	4
9	Majority Population is Latino	5	60	100	2	2
10	Mandatory Drug Testing	3	50	75	0	3

\* Panel Medians

(Illustration 12)

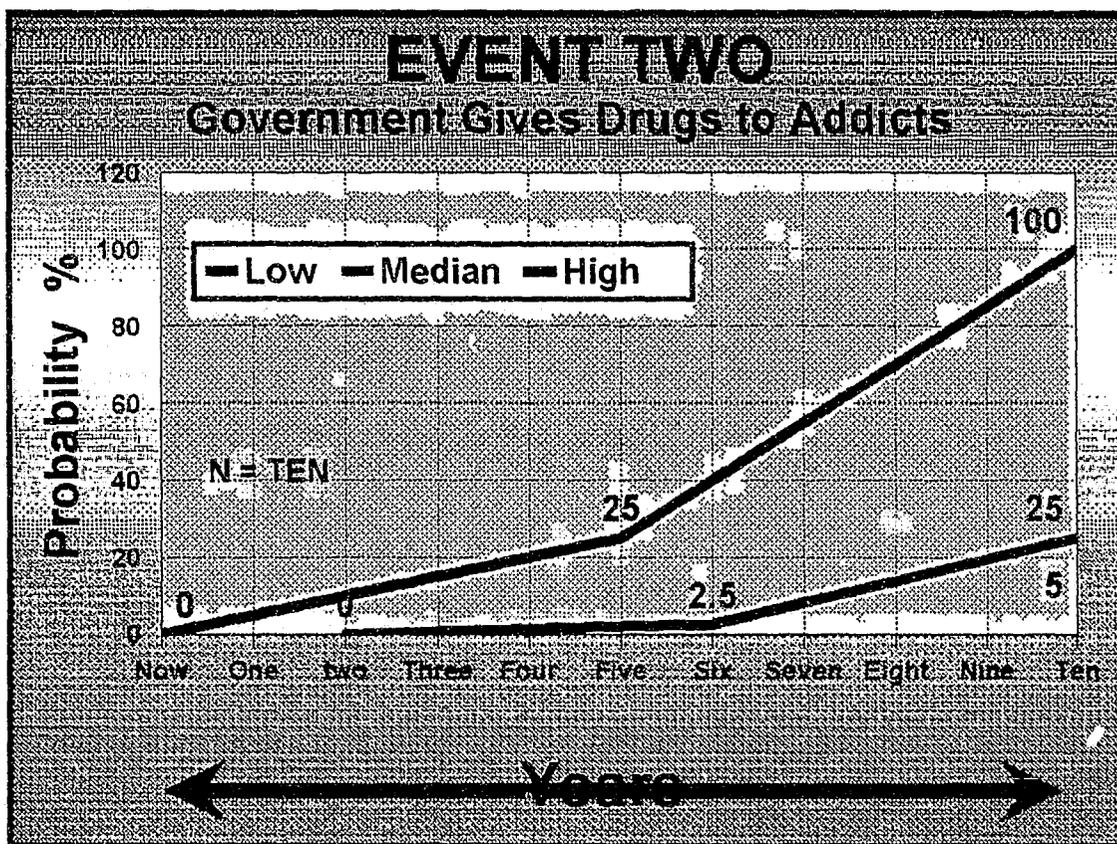


### EVENT ONE - Drugs are Decriminalized

The panel listed three events that were linked to drug issues. The panel felt that the use of drugs was a major societal issue impacting police departments. They expressed the view that if a law was passed which decriminalized drugs, police agencies would be in a position to change enforcement priorities. This could free police to work on community policing programs, or it could give birth to new special interest activism from those opposed to this new law.

The median number for the probability first exceeding zero was six. The high for the year the probability first exceeds zero was one. Most of the panel members felt that the probability remained low at year five. However, there was a wide range in opinion at year ten (0% to 60%). The median probability of this event occurring at year ten was 37%.

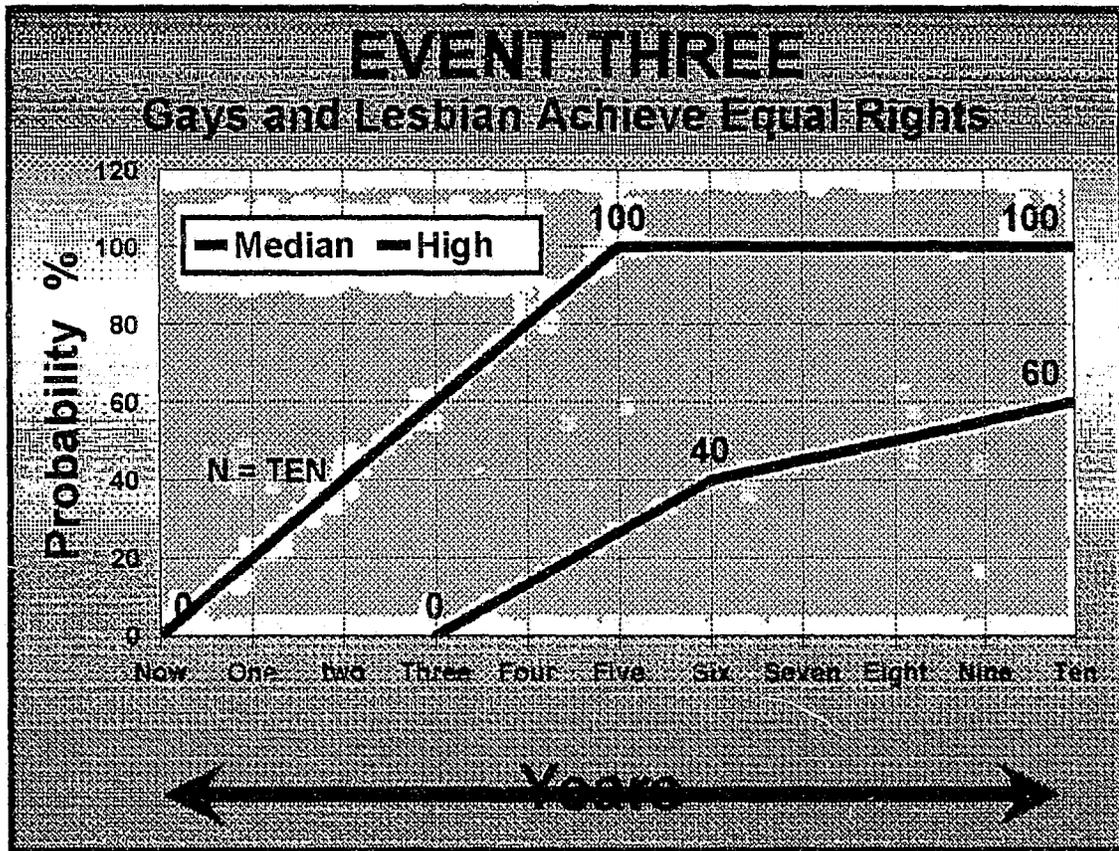
(Illustration 13)



### EVENT TWO - Government Gives Drugs to Addicts

The panel members selected a variation of event one for the second most important event. In this situation, the panel felt that in an effort to combat escalating crime and prevent an epidemic spread of disease (such as AIDS), the government would elect to provide drugs to those people who were, or who become addicted to drugs. An impact on police agencies similar to event one would likely occur. In addition, the panel felt that this event might reduce the impact on police by AIDS activists.

The panel had a wide range of opinion about the probability of this impact. The consensus as reflected by the median graph line is that the probability remains low through year six and increases to 25% by the year 2003.

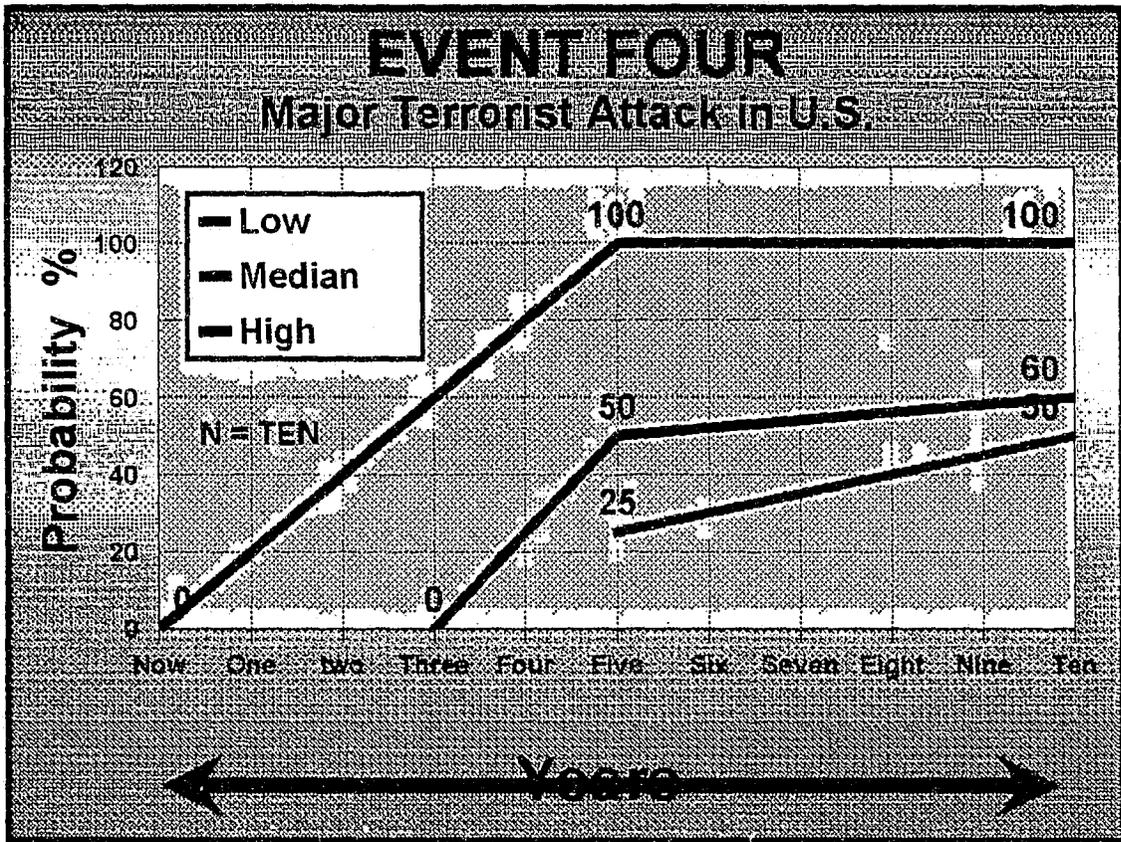


**EVENT THREE - Gays and Lesbians Achieve Equal Rights**

The panel members had some difficulty at reaching consensus on the definition of "equal rights;" however, they defined this event as the exact moment in time when a law was passed which legally mandated equality for this group. After some discussion this point was differentiated from a trend because it was seen as a single act which marked the moment "equal rights" were achieved.

The significance to the issue was seen to be a reduction or elimination of one special interest cause.

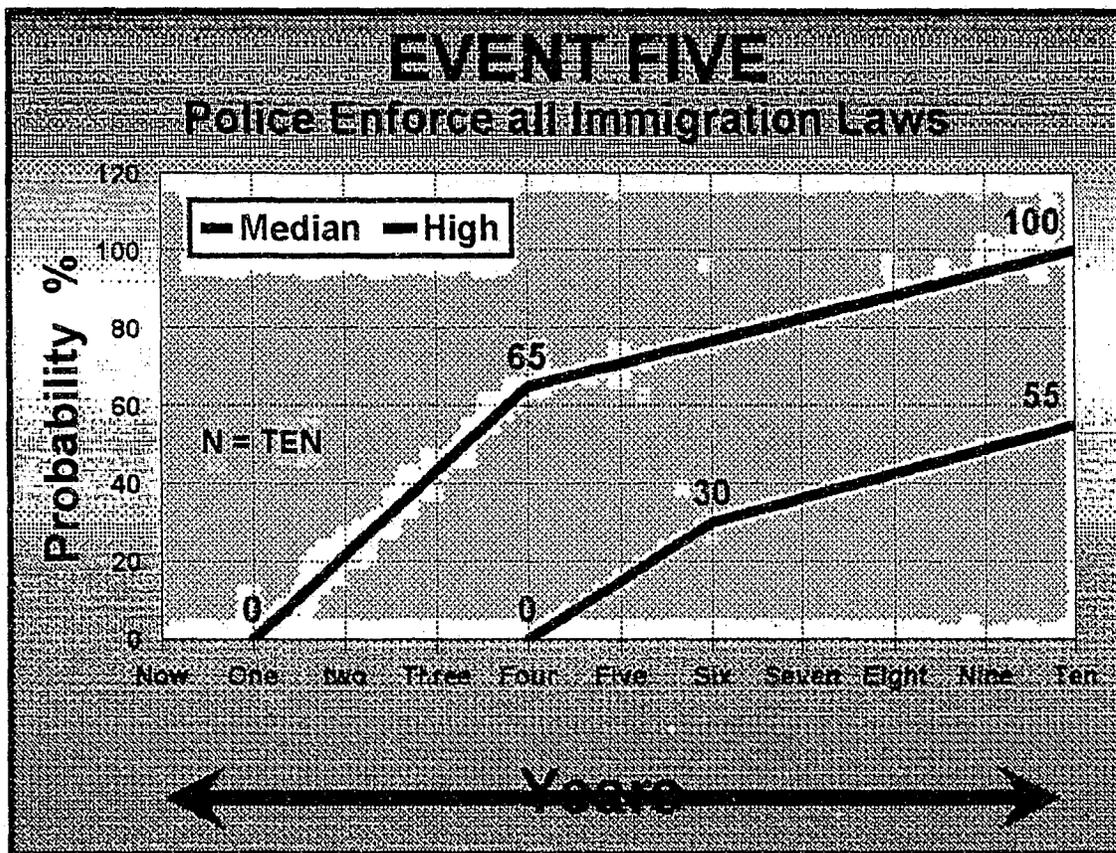
There was significant disagreement among the panel members on the probability. The high probability range was 100% at year five while the low indicated no possibility at year ten. The median point indicated a 40% probability by year five increasing to 60% by year ten.



#### EVENT FOUR - Major Terrorist Attack Occurs in United States

The panel felt that there was a potential for increased terrorism in the United States in the future. The panel felt that a major terrorist attack could have a significant impact on the issue. A renewed focus on terrorism could divert police priorities away from the community policing concept. Also, a terrorist act could provoke backlash against the culture, ethnic group, or special interest group responsible for the act which might increase community divisiveness.

The median for the year first exceeding zero was three years. The low was five years. For the event, the panel was in relative agreement about the issue with the high to low ranges in year ten 50%, and the high to low range for first year of occurrence five years.

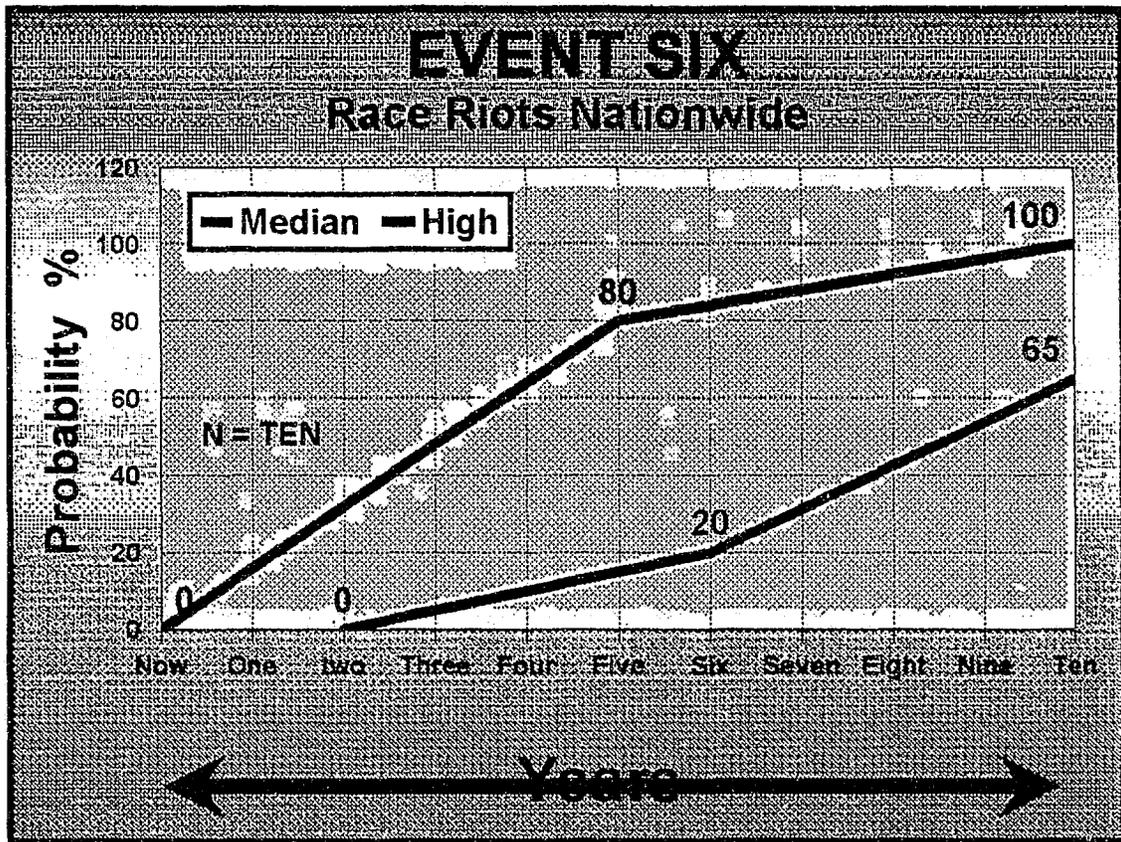


**EVENT FIVE - Police Enforce all Immigration Laws**

Again, the panel had some discussion about this being an event versus a trend. The panel agreed that this event represented a definitive moment, such as the passage of a law, where law enforcement would be mandated to enforce all immigration laws strictly. The panel felt that this act could divide community groups and ethnic groups causing camps to be formed. This could increase special interest group activism.

As occurred with other events, the low probability was 0% at year ten. The high probability was 100% at year ten indicating a wide range of opinion. The median line indicated a probability first exceeding 0% at four years and 55% probability at year ten.

(Illustration 17)

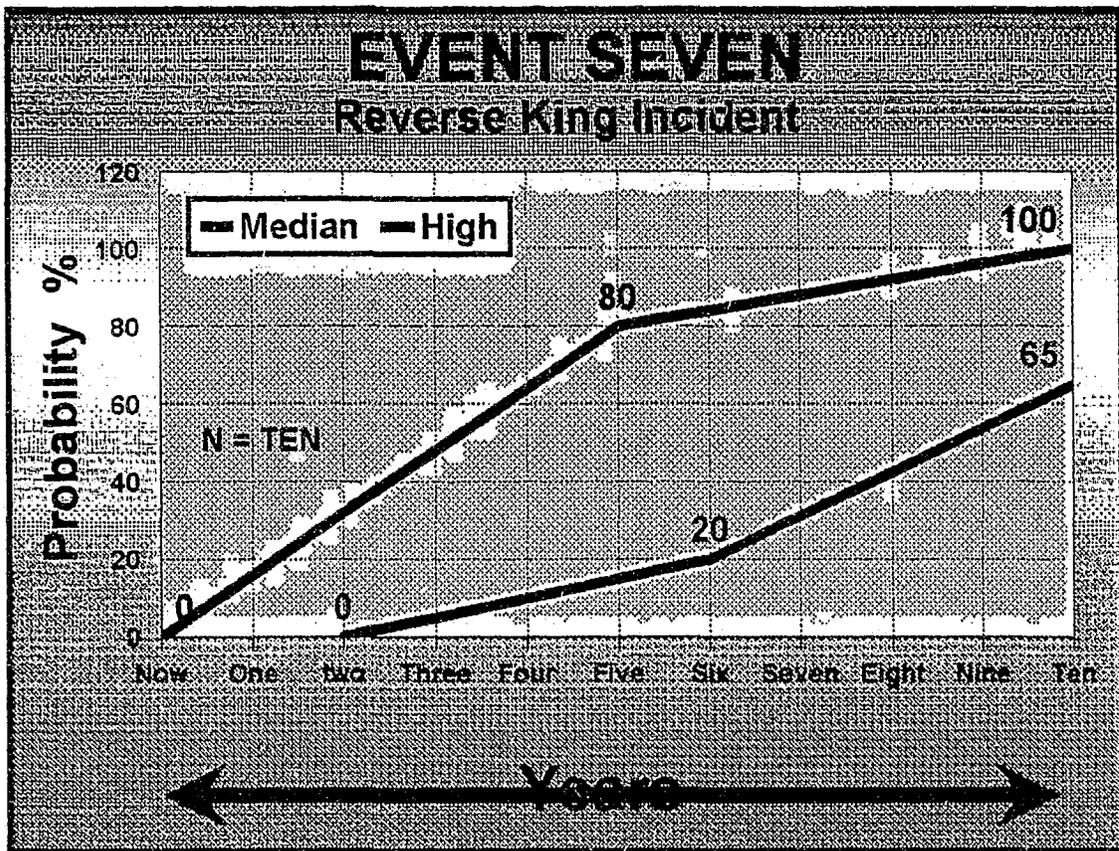


### EVENT SIX - Race Riots Occur Simultaneously Nationwide

The panel defined this as race riots occurring simultaneously in several places in the United States. They felt that this event could have a serious impact on both the increase of special interest groups, specifically those based on ethnicity, and on the ability of police to gain community consensus.

The panel agreed that the year the probability first exceeds zero is low. They also indicated a high probability, by the year ten with the median at 65%.

(Illustration 18)

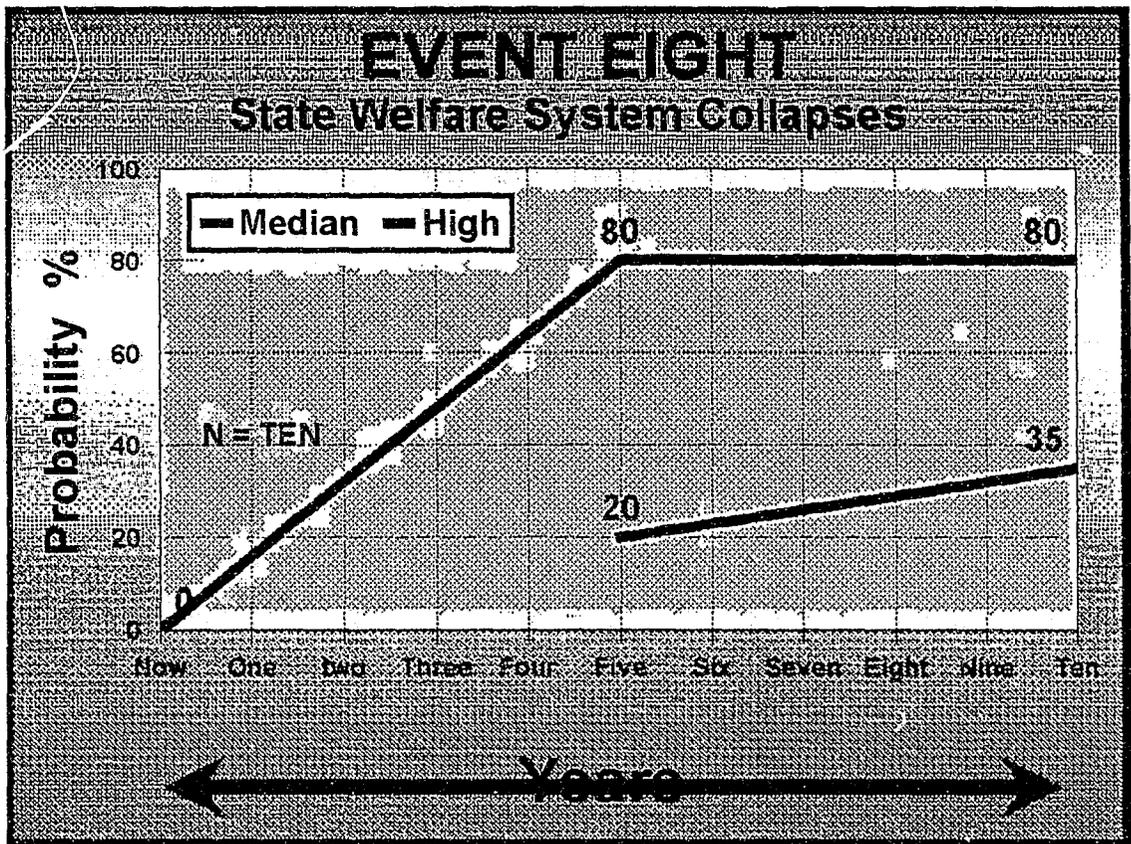


#### EVENT SEVEN - Reverse "Rodney King" Incident

The panel described this event as an occurrence where an incident is taking place in an ethnic neighborhood; but due to a fear of litigation, political pressures, and adverse public scrutiny, the police officers feel that they cannot take action, and a tragedy results. This type of incident would seriously impact police relations with a variety of special interest groups and damage police credibility.

There was a wide range of opinion on the event. The range for the year first exceeding zero went from the present time to over ten years. Additionally, the high probability at year ten was 100% with the low at year ten with 0%. The median rose significantly from year five to year ten.

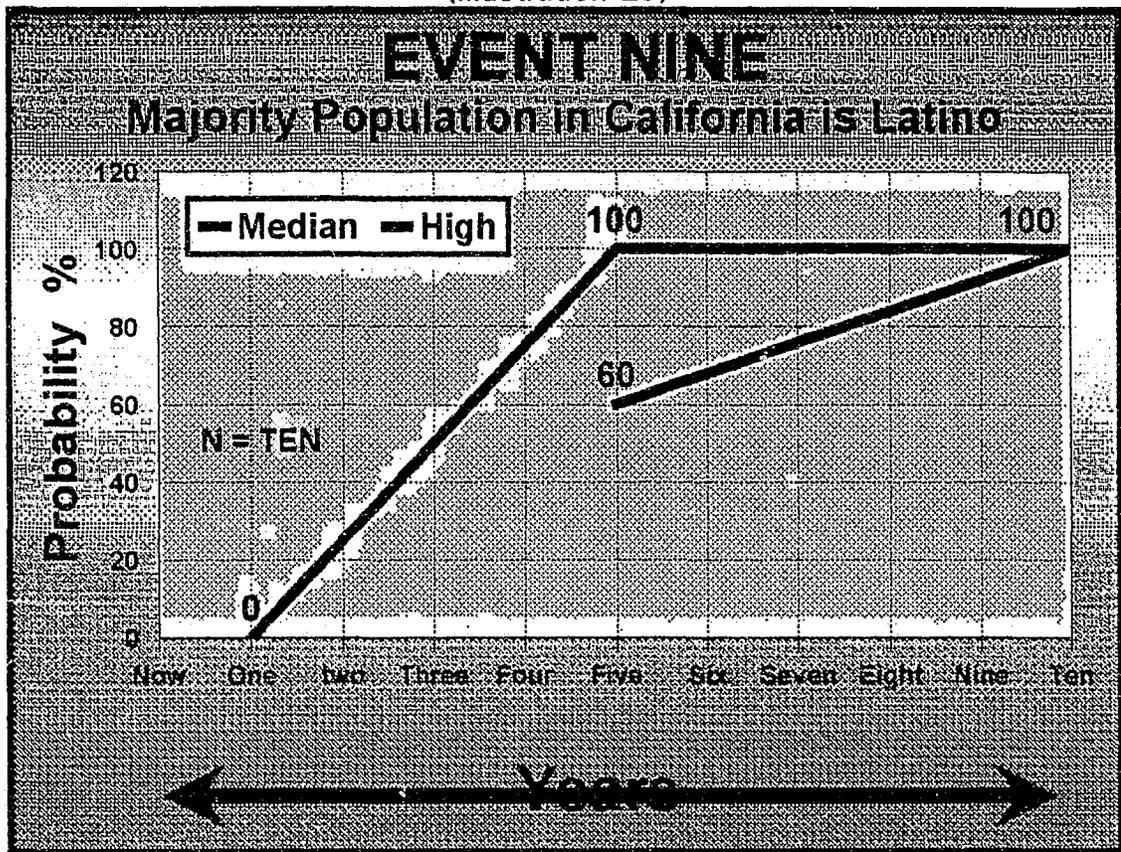
(Illustration 19)



#### EVENT EIGHT - State Welfare System Collapses

The panel described this event as a crisis in the state economy which caused the funding for all public assistance to cease. The median forecast indicated a relatively low probability for this event occurring with first year above zero probability at year five, and a 20% to 35% rise in probability from year five to year ten. Again the panel members had a wide range of opinion on this event.

(Illustration 20)

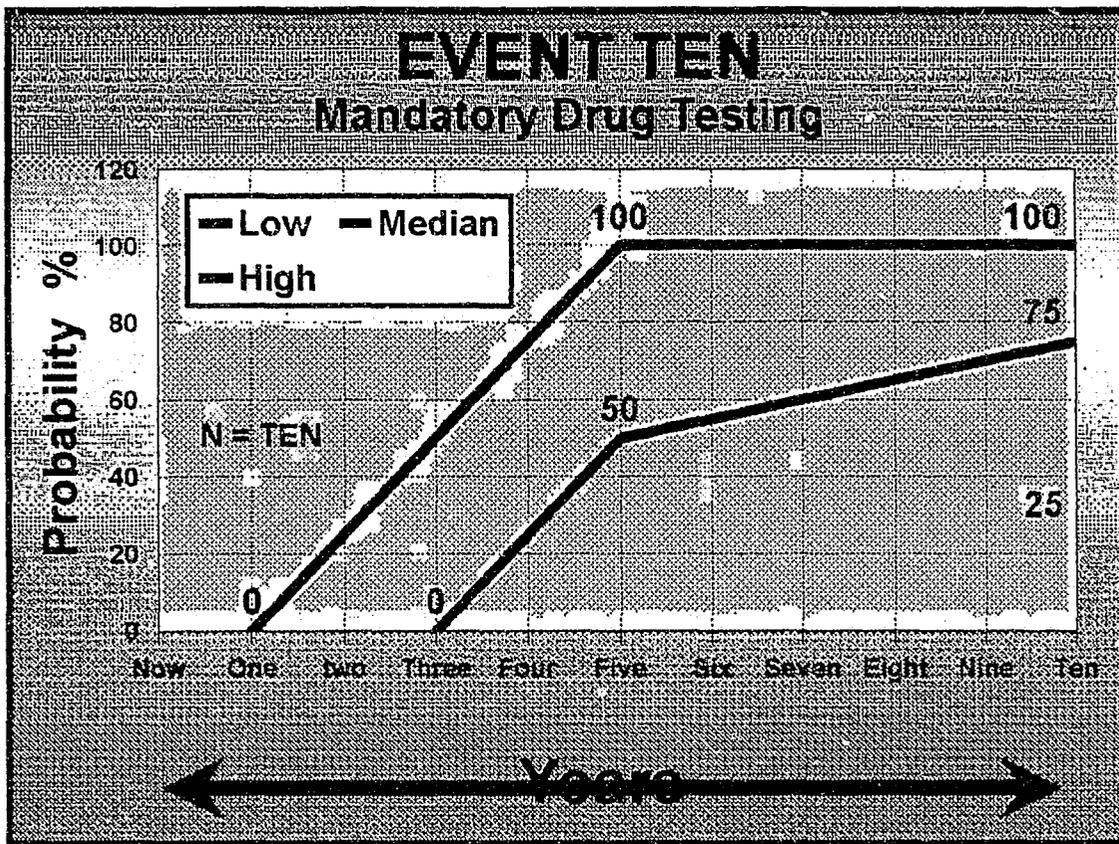


#### EVENT NINE - Majority of Population in California is Latino

The panel members recognized that there is a current trend in California demographics which is moving this to reality. The panel members defined this as the moment in time where it was identified and publicized that this event had occurred. Although there was a diversity of opinion from the panel, it was felt that this event would influence the political environment in a way that could influence the police and community relations. It was also indicated that the latino group would be a majority that still had special interest group status.

The group did agree that the probability of this event in the next ten years is high with the median probability; at 100% at year ten, and a 60% probability at year five.

(Illustration 21)



**EVENT TEN - Mandatory Drug Testing is Required for Government Employees**

The panel agreed that a strong probability for the occurrence of this event. They felt that this event could have a strong impact on the issue area because civil rights activists would interpret a law of this nature to be the beginning of a trend for people in the private sector.

The panel indicated a high probability of this event occurring. The median first year occurrence is three years and with a 50% probability at year five and a 75% probability at year ten.

(Illustration 22)

<b>CROSS IMPACT MATRIX</b>													
<b>CROSS IMPACTS OF PANEL FORECASTED MEDIAN PROBABILITIES BY YEAR TEN</b>													
<b>10 X 10 Cross Impact Matrix</b>													
<b>Initial Prob V</b>	<b>E1</b>	<b>E2</b>	<b>E3</b>	<b>E4</b>	<b>E5</b>	<b>E6</b>	<b>E7</b>	<b>E8</b>	<b>E9</b>	<b>E10</b>	<b>Final Probabilities</b>		
E 1	37	X	10	0	0	.5	0	0	5	0	-5	E1	40
E 2	25	25	X	0	0	0	0	0	5	0	-5	E2	32
E 3	60	0	0	X	0	0	2	0	0	0	0	E3	61
E 4	60	0	0	0	X	-10	0	5	0	0	0	E4	58
E 5	55	0	-5	0	25	X	5	0	5	-5	0	E5	69
E 6	65	0	0	2	10	5	X	5	5	2	0	E6	82
E 7	60	0	0	0	0	0	10	X	0	0	0	E7	67
E 8	35	10	10	0	0	-5	0	0	X	5	0	E8	43
E 9	100	0	0	0	0	-5	0	0	0	X	0	E9	97
E10	75	50	50	0	2	0	0	0	0	0	X	E10	100

### CROSS IMPACT ANALYSIS

A cross impact analysis was done on the ten top events selected by the NGT panel. The purpose of the analysis is to determine the final probabilities of the events if they were influenced by any of the other nine events which were forecasted by the NGT panel. The final results were then used to generate written scenarios of the future.

The cross impact analysis in this study was done with the assistance of several law enforcement managers from the Santa Barbara Police Department. Two of the people were members of the original NGT panel. The participants used their insight, expertise and judgement to estimate the impact of one event on the other. The decisions made by the panel are subjective; however, they do give some indication of the relationships between the forecasted events.

The final calculations were determined through the use of cross-impact software designed for this analysis. The results are indicated in the cross-impact graph (previous page).

The event-to-event analysis indicated significant change in three of the events. Although there were percentage changes in all ten of the event calculations, the change in seven of the events was not significant and the change, based on the cross-impact analysis would not likely have an effect on the future.

The three events that were changed significantly were:

**E10** - Mandatory drug testing for all government employees.

**E5** - Police enforce all immigration laws

**E6** - Race riots occur simultaneously nationwide

#### **EVENT 10 - Mandatory drug testing**

The NGT panel forecasted the probability at year ten at 75%, feeling that there was a strong possibility that this type of law would be passed. The cross impact panel felt that this event would be strongly influenced by Events One and Two. These events also are drug issues. Event One is drugs are decriminalized and Event Two is the government gives drugs to addicts. If either or both of these events were to occur, drugs would be more available in our society. The evaluators felt that the public would demand that public safety be assured by seeing that public employees be drug free. The impact these events raised the probability of Event Ten, to 100% by year ten.

#### **EVENT FIVE - Police enforce all immigration laws**

There were several events which impacted Event Five, which had an initial probability of 55% by year ten. The most significant was made by Event Four, a major terrorist attack occurring in the United States. The panel felt that if this occurred, the public reaction to the increased possibility of terrorist activities from outside the United States borders or from foreign immigrants would be high. As a result, the possibility of Event Five occurring increased. The final probability at year ten was 69%.

#### **EVENT SIX - Race riots occur simultaneously nationwide**

Event Six was impacted by Event Three, Four, Five, Seven, Eight and Nine. The most significant of the impacts came from Event Four, a Major Terrorist Attack in the United States. The panel saw a relationship between terrorist acts which could possibly be related to ethnicity and the start of rioting. This impact, joined by minor impacts from the other events raised the probability of this event 17%, to 82% probability by the year 2003.

#### **SCENARIOS**

The final phase of the futures research is the development of possible futures called scenarios. Scenarios are imaginative descriptions of the future. The scenarios are centered around the issue being researched, in this case the impact of special interest groups on community oriented policing. The scenarios include the data developed by the NGT panel, as well as other social, technological environmental, economic and political factors, discussed in the research.

The City of Santa Barbara, California is the setting for the following scenarios. The city is a coastal resort with a population of ninety thousand living inside twenty-one square miles. Approximately thirty-one percent of the population is hispanic, two percent is black and one percent is a mixture of other ethnic populations.

Due to a number of factors, the residents of the city are very concerned about a variety of social issues and as a result are politically active for their causes. Since President Ronald Reagan began residing in the area, the city has been a magnet for political activism and several demonstrations from special interest groups have taken place in the city.

The police department has a sworn strength of one hundred thirty-eight and eighty-five civilian personnel. The department prides itself as being progressive, and it has aggressively embarked on policies and programs which reflect the community oriented policing philosophy.

Three scenarios will be presented in this study. The scenarios were developed through the use of a computer program (SIGMA) which generated combinations of events from the list created by the NGT panel.

### **SCENARIO ONE**

Scenario one is the "worst case" scenario depicting a situation where a number of social problems occur, and the police department is ill-equipped to deal with them. This is the normative, "feared but possible" scenario.

Santa Barbara News Press May 20, 2003.

"Police Department 'Frozen' As Political Unrest Continues Unchecked"

Mayor Robert Hansen called on the Governor of California to allow National Guard troops to begin helping local police agencies handle basic functions in Santa Barbara and other cities in southern California.

The request comes on the heels of the latest incident in the city where police did not respond to another clash between latino and asian gangs. This inability to respond to a crisis has been a reoccurring event since the nationwide riots, in 1999. Now, commonly referred to as the "reverse Rodney King syndrome" due to the perceived under-reaction of police officers, the citizens of the city feel that the police departments can no longer protect them from harm. As a result, many groups have formed their own security committees such as the A.A.S.F. (Asian American Security Force) and P.A.C. (Protectors of Aryan Citizens). To make matters worse for the police department, the local chapter of the American Association of Retired Persons, which has quickly become the most politically influential lobby group in the city, is demanding that the city council temporarily withhold all police department funding until the Chief of Police can assure that officers will soon respond and protect the people in the city.

Chief De La Mora echoed the sentiments of other southern California Police Chiefs when he stated at yesterday's press conference, "until we can get some consensus from the competing community groups in the city about how the police should respond without resulting in more lawsuits, our officers will be reluctant to intervene."

The Chief was referring to the large number of lawsuits filed against individual officers of the department by a variety of special interest groups who claim that previous police actions have discriminated against their group.

Chief De La Mora, in a recent interview with the News-Press, traced the path of this dismal situation to January of 1996. It was then that the Radical Eastern Fundamentalist group set off the devastating bomb attacks in twenty-one United States cities.

This caused the citizens in communities across the nation to retreat into their own groups based on their ethnicity, cultures and religious beliefs. The Chief said, "Up until then, police departments had made some headway in working with community members on police problems. We just weren't prepared to deal with the special diverse needs of all these people at once."

The problem exploded in the nationwide race riots that broke out in April 1999, only one month after the President announced the bankruptcy of the Social Security Administration. "We had a two year period where things just fell apart," said the Chief. "The spread of the R.A.D. virus in the gay and lesbian community after the Gay Equal Rights Amendment failed in congress, the social security failure, the race riots, everyone just retreated to the group that they thought could protect them the most."

Only a few years ago, police agencies were using a philosophy called, "community oriented policing." It was said that this type of philosophy would take police departments and communities into the twenty-first century together. Now, criminal justice executives feel like that approach, although a good one, was too narrowly focused.

The Chief reflected back only one decade before. "We should have been watching for something like this. In retrospect, it is easy to see in the eighties and early nineties how all of these special interest groups were forming. We should have been creating ways of dealing with these competing interest long ago. We may not have solved all of their problems, but at least we could have built a foundation from which the police department could continue to do our job differently. We have a lot of catching up to do."

## SCENARIO TWO

Santa Barbara News Press November 20, 2000

### "City Remains Calm Despite United States Rioting"

Racially motivated riots continue to rage across the country with Los Angeles, Detroit, and Washington, D.C. continuing to rage out of control.

However, the city of Santa Barbara continues to remain comparatively calm with only one rally at the Courthouse Sunken Gardens. Several speakers from a variety of races spoke about the issues, and the leadership of each group asked the community to remain calm despite our differences.

"No one here wants the bloodshed, the burning, the terror that is occurring in the other parts of the country", said Terrence La Frenz, president of the Tri-Counties Chapter of the N.A.A.C.P. "We have a strong sense of community obligation here in Santa Barbara. Let's not destroy what we have been able to accomplish over the years."

La Frenz's sentiments were echoed by several other interest group leaders including Yoshi Fuji of the Pacific Rim Alliance, Roger Morris of the Aryan

Advancement For better Government, Mayor Roberta Ruiz and Police Chief Cruz Montoya have praised the group leaders and the citizens of the city for remaining calm and for their efforts at keeping the community safe.

"Despite our differences of opinions on some very emotional issues, we have continued our work together as partners in the community to resolve problems in the trying times of the last decade," the mayor said.

Indeed, the tremendous social change and economic problems that have hit the United States, and California in particular, have resulted in significant problems for communities throughout the United States. By comparison, Santa Barbara has weathered the storm well.

Cracks in the surface began prior to September of 1995, when issues of immigration, particularly the effects of unregulated border crossings from Mexico, Chinese "Boat People" and the movement of Cuban refugees to California was thought to be straining the resources of state and local government and school systems. Intercultural animosity grew as different groups pointed the finger at each other as being the cause of the problems.

In September of 1995, the majority of people living in California were Latino. This fact turned several of the non-latinos against them citing the high level of illegal immigrants from Mexico and their high birth rate at the primary cause of the economic problems.

As a result, there was a strong push by the state and the California League of Cities to have Congress pass legislation mandating strict enforcement of immigration laws. That bill was narrowly defeated.

As the federal and state governments continued to struggle with economic problems, local government was left to deal with the aftermath. In an effort to reduce the costs of prisons and the Criminal Justice System, several drug laws were changed in the "Victimless Crime Reduction Bill", passed by the state legislature in September of 1999. Prior to passage of this bill, the legislature appeased its critics by making drug testing mandatory for all government employees in California.

However, the pressure of this economic and social upheaval continued to grow, resulting in this months riots.

Several community leaders were questioned as to how they think Santa Barbara has escaped the violence and anger that have plagued other cities. Chief Montoya offered an explanation that was not disputed by the leaders at today's rally.

"About ten years ago the police department got very active in community oriented policing where police work in partnership with the citizens. However, we could see that our community had a variety of special interest groups that had special needs and desires. We created a team of officers who would work with these interest groups to manage disputes and help prevent acts of civil disobedience from taking place in our city. We did not resolve the differences of opinion, but we have been able to maintain enough communication and rapport with the group leaders to keep the city safe in times like these".

### SCENARIO THREE - Hypothetical "best case"

Law Enforcement Magazine January 2004

#### "How C.O.P.S Arrested Special Interest Groups In Santa Barbara - A Solution That Worked"

In today's modern police forces new police recruits come out of the police academy ready to join the citizens they serve in the fight against crime. They understand the diversity of the cultures and are ready to deal with those cultures. It is hard to believe that only a decade ago police officers worked primarily in a re-active mode. All people were treated the same way without regard for their special needs, interests, cultures or lifestyles.

The Santa Barbara Police Department must be credited with creating a plan which was ahead of its time. It was the extension of the Community Oriented Policing philosophy which took into consideration the politics and activism of special interest groups.

The program was started in late 1993 just before the radical demographic changes which took place in February of 1994. That was the year when, due to continued poor economic conditions, high taxes and deteriorating government services, a mass exodus of the middle class white population occurred. This migration was coupled with an unchecked flood of Latinos crossing the border to enter the state and thus, Latinos suddenly became the majority population of the state.

The turmoil caused by this rapid change made several groups of people fearful. They entrenched themselves into protective groups (generally based on their ethnicity) and an anti-Latino backlash began to build.

In September of 1995, a state law was passed which required all police agencies to enforce federal immigration laws. This backlash almost succeeded in splitting California into two separate states, a bill that was narrowly defeated.

The division between ethnic groups continued to grow after two hundred six people lost their lives due to the terrorist bombing of the Starburst Airlines jet over Phoenix, Arizona in January of 1996. It was suspected that a Native American Tribe was responsible for the action, although it was never proven.

As communities began to break into sub-groups, friction between the groups occurred. In many cities, rival groups began assaulting each other, and communities were, literally and figuratively, being torn apart.

In Santa Barbara, things remained calm. In retrospect, it appears that an element of the Santa Barbara Police Department Community Oriented Policing program played a key role. In early 1993, the department developed a program designed to target special interest groups, including ethnic groups, gays and lesbians, youth groups, senior citizen groups and abortion rights groups. Officers were assigned to be formal liaisons with these groups and meet with the leaders on a routine schedule. The program was designed to foster trust and understanding between police and the groups to mitigate potential civil disobedience, or criminal acts from activist group members.

Although there was still fear, distrust and animosity between some groups, the police were successful at mitigating potentially adverse results from the conflicts. The officers were able to intervene between groups, and help plan protest rallies and marches which might have otherwise disrupted traffic and potentially turned violent.

The anti-Latino marches were the first successful tests of the program. More tests were to come.

July of 1997 stirred the labor unions into activism. The California legislature passed several laws which, effectively, decriminalized drugs in the state. As a result, laws for mandatory drug testing of all government employees in California were passed. Labor unions in both the public and private sectors staged protests marches. In some cities the marches turned to rampage. However, the Santa Barbara Police Department was able to keep the unrest in check because of the rapport and trust built with labor leaders.

The system was put to the ultimate test in July of 2001 when race related riots were taking place in cities across the Nation. Racial groups, having been used to working with each other in Santa Barbara, did not engage in civil unrest, but instead had a series of non-violent, informational rallies.

Future tests of this system are bound to take place. The collapse of the state welfare system in June of 2001 has yet to spawn activism, but the economic instability may cause an eruption soon. So far, the flexibility of this plan has been up to the challenge.

## **CONCLUSIONS AND POLICY CONSIDERATIONS**

This futures research has provided the researcher with some valuable insights into the issue of special interest groups and their impact on policing. One important consideration is that despite the research and analysis, there are still a tremendous number of variables which make this research only the "best guess" approach.

For example, the NGT panel listed a variety of potential areas that would impact the issue, but they narrowed them down to a few broad categories (drugs, government economy, race issues), but did not consider the potential for special interest group activity from other groups such as the aging population, environmental groups, and topics of ethical debate such as abortion and euthanasia. Thus, it seems important to make the data into the centerpiece for future policy decisions about the issue, but whenever possible, make the policy decisions flexible to meet the demands of unanticipated future events.

In the research for this issue it seems clear that the NGT panel forecasted that cultural/immigration problems, drug problems, gay and lesbian rights issues, and a lack of government funding will be the areas where strategic plans should be developed. This view seems more apparent since the panel predicted all of the trends and events would increase in the next ten years. Also, the tendency of the panel was to view these issues as a negative impact on society.

For the purposes of strategic planning for the next ten years, police agencies who operate from the philosophy of community oriented policing, that is the department's vision of building community consensus and relationships, should consider several possibilities indicated by the research. First, American society continues to segregate into a variety of groups who make demands on government (thus police) based on their individualist (as opposed to community) points of view.

Additionally, plans should be flexible enough to adapt to unanticipated special interest groups that may emerge. Also, police agencies should prepare to operate with limited funding while, at the same time, they may be asked to provide more community services.

**SECTION II**

**STRATEGIC MANAGEMENT**

**"A MODEL PLAN FOR MANAGING SPECIAL INTEREST  
NEEDS THROUGH THE COMMUNITY  
POLICING PHILOSOPHY"**

## INTRODUCTION

Police departments must be prepared to deal with a variety of situations at a moments notice. In order to do so effectively, police departments have anticipated likely events and trained personnel to deal with them should they occur. Special Weapons and Tactical Teams, Hostage Negotiators and other specialized units deploy in a proactive manner to tactical situations.

The purpose of this strategic plan is to develop structures and processes which will enable police departments to anticipate the actions of special interest groups which may effect community safety, and which will help mitigate those effects.

A group of law enforcement colleagues assisted in several of the elements of this strategic plan, specifically the identification of stakeholders, stakeholder assumptions, the development of alternative strategies and the selection of the preferred strategies.

The personnel involved were:

1. Captain Jeree Johnson, S.B.P.D. Investigative Commander-Command College graduate
2. Captain Ed Aasted, S.B.P.D. Operations Commander-NGT Panel Member & Command College graduate
3. Lieutenant John Thayer, S.B.P.D. Public Information Officer-Command College graduate
4. Lieutenant James Nalls, S.B.P.D. Assistant Operations Commander
5. Lieutenant Nick Katzenstein, S.B.P.D. Assistant Investigative Commander-Command College graduate
6. Sergeant James Ferguson, S.B.P.D. Patrol Supervisor

Scenario Three, the hypothetical scenario, was used as a basis for the development of the strategic plan. This section of the research project develops a management model which can be used in the future using "Community Oriented Policing" concepts to anticipate the demands of special interest groups, and build positive relationships with those groups that might impact the police department.

Although the NGT Panel in Part One of the research made forecasts of the potential special interest issues that may face police departments in the next ten years, a flexible model has been developed so that the plan can be utilized to meet the demands of unanticipated issues in addition to the panel's forecasts.

The W.O.T.S.-U.P. analysis method was used to assess the organization's current status with regard to its ability to implement the strategic plan. This method looks at the organizations Weaknesses, Opportunities, Threats, Strengths and Underlying Planning.

This section will also analyze the positions of relevant stakeholders, propose alternative strategies for dealing with the issue, and propose a structure to implement the strategy.

#### Subject of Strategic Management Plan

The City of Santa Barbara Police Department was used as the agency in which the strategic plan will be implemented. The Santa Barbara Police Department (S.B.P.D.) is a mid-size law enforcement agency employing 138 sworn officers and 85 civilian employees. The city is a resort town on the coast of Southern California with a resident population of approximately 90,000 living in a 21 square mile area.

In the past five years, a variety of special interest groups and issues have impacted the police department in this city which is considered politically aware and active.

In the past five years budget difficulties have occurred at the state and local levels causing the city to implement budgets with deficit spending (spending of reserve monies). At the same time the budget constraints of Santa Barbara County government have negatively impacted the cities budget through increased fees, reduction of county services, and a transfer of services from the county to the city. The city has to look for ways to provide an acceptable level of service, and efficiently use personnel and other resources.

The political climate in Santa Barbara is often sympathetic to special interest groups. Elected officials, board of commission appointees and political issues often are associated with special interest groups. Latino, gay and lesbian, and youth issues have recently been major topics in the community. In 1994, a police and fire commissioner was removed from the board for making comments that were construed as demeaning to gays and lesbians. The police department management and employees are aware of the politically active community and the sensitivity to special interest issues.

Among the most notorious of these impacts has been demands made by homeless advocates. Santa Barbara has received national media attention due to activism and acts of civil disobedience on the part of homeless activists.

An oil spill from an offshore oil platform in 1969, and the continued presence of oil companies in the area, have brought many environmental concerns to the forefront. Oil, water, the use of open space, and wild animal habitats are current issues for the environmental interest groups.

Although not within the city limits, student activism from the University of California at Santa Barbara has adversely impacted the police function, most recently with regard to Latino issues, and in response to the verdict in the Rodney King case.

In 1992 the opening of the freeway through Santa Barbara was nearly halted when thousands of demonstrators from the gay and lesbian group ACT-UP, demonstrated to protest Governor Wilson's veto of a gay rights bill.

Since these types of special interest group activities strain the resources of the police department, and because the department's approach has been primarily reactive, it is in need of a strategy which can help the department reasonably anticipate the future action of special interest groups and mitigate the potential negative impacts.

Additionally, the City of Santa Barbara has been operating with a deficit budget for the past four years which has depleted cash reserves. Any strategic plan would have to take cost-effectiveness into account in the selection of a preferred strategy.

## **MISSION STATEMENT**

The macro mission statement is a written expression of the overall goals, purpose and mission of the entire organization. The mission statement provides the police department with the philosophy framework for the design of strategic plans and programs. The following macro mission statement has been developed for the Santa Barbara Police Department:

"The motto 'Dedicated to Serve' states the essential purpose of the Santa Barbara Police Department. The department's purpose is to protect the rights of all people within its jurisdiction, to keep the free from criminal attack, secure in their

possessions and allow them to live in peace. The department is dedicated to high quality community oriented police service.

The department believes in collaborative problem solving with concerned citizens to identify ways of dealing with neighborhood problems, issues and activities which directly impact the quality of life in the department's city. The department's strength is derived from involved citizens who strive with the department through partnership to defeat crime and maintain order and peace. The department takes pride in recruiting intelligent, energetic and responsible people who recognize the necessity of fair, impartial policing in its complex and diverse society. The department employees understand the diversity of its community, and they strive to be the linchpins of diverse ideas for making the community safe.

The department is committed to continuous improvement within the department and its city. The department measures its success by the quality of life throughout the city, its ability to work together on problems, the reduction of fear, increased order, crime control, and the satisfaction of its citizens with the police service that the department provides."

Mission statements which are unique to a specific organizational unit or program within the organization are micro mission statements. A micro mission statement for the issue addressed in this study is:

"The police department recognizes that its community is inhabited with people who have a diversity of ideas, goals, and needs. The department believes that it can best provide for the safety of its citizens by understanding the individual goals of these diverse groups. The department endeavors to maintain open lines of

communication with the citizens of its community and plan for the future with them to keep its city safe and free from crime."

### **ENVIRONMENTAL ANALYSIS**

For the purpose of examining the future environment that may impact the police department's mission of implementing community oriented policing in a society of competing special interests, analysis of several trends and events in the United States will be used. These trends and events were identified by group members involved in the NGT discussion of the topic. The following section will discuss many of these trends and events as either threats or opportunities for the successful implementation of a strategic plan to deal with the issue. The S.T.E.E.P. method was used to further categorize the issues identified by the group. S.T.E.E.P. refers to a categorization process of issues: Social, Technological, Environmental, Economic, and Political.

### **SOCIOLOGICAL ISSUES**

**OPPORTUNITIES** - The changing age demographics was seen as a potential opportunity. The aging "baby boomer" generation is expected to have considerable political and economic influence in the near future. Although they represent a potentially significant interest group of their own, this group is generally expected to be participative and supportive of law enforcement programs.

**THREATS** - Two threats identified were the general categories of immigration/cultural diversity issues, and youth issues relating to an increase in the youth population.

The increase in worldwide immigration to California, particularly from Mexico, was seen as a threat. A diversity of ethnic groups and cultures may increase the

demands made on law enforcement for response to the group's special needs. This could cause community divisiveness. The trend of an increasing youth population and a corresponding increase in crime may undermine law enforcement's ability to fully implement community oriented policing programs if service demands continue to rise.

### **TECHNOLOGICAL ISSUES**

**OPPORTUNITIES** - The group identified the use of computers, databases and electronic information systems as a trend which will have a significant impact on society and law enforcement. To the extent that this technology will enable law enforcement to cut costs and work more efficiently, the time and cost savings can be diverted to implement community oriented policing programs. Streamlining other elements of the criminal justice system may also enhance this ability to shift resources. Technology such as electronic monitoring of inmates in lieu of incarceration, and tele-conferenced court proceedings may save enough tax dollars to help agencies implement preventative programs.

**THREATS** - With new technology comes new crimes and expenses. High-tech computer crime is increasingly becoming a new investigative field in law enforcement. Also, computer hardware which rapidly becomes obsolete, software and personnel are expensive. Many agencies are already having difficulty meeting their high-tech needs. The costs associated with new technology may neutralize or surpass the savings generated through the new efficiencies.

## **ENVIRONMENTAL ISSUES**

**OPPORTUNITIES** - The City of Santa Barbara is one of the oldest cities in California. Because of its history, physical setting and climate, it attracts visitors from around the world. This has allowed the otherwise small town to have residents with progressive and cosmopolitan attitudes. This has made the community relatively accommodating to diversity. Special interest groups are more likely to be understood and accepted as members of the community. The City of Santa Barbara and the surrounding areas have developed strong slow-growth or no-growth policies which are in effect for the next two decades. This may limit the amount of change and diversity in the community by creating a relatively stable population base. Although it may be somewhat difficult to predict which new special interest groups may emerge in the next ten years, the lack of growth in the area may create less change in the community make-up. This stability may make planning easier because of a more predictable environment.

**THREATS** - Santa Barbara is a politically active community and environmental issues frequently result in activity by environmental interest groups. The production of offshore oil, its processing and transportation has generated significant activity by special interest groups for years. Local residents also show concern about water conservation, wildlife and open space issues. The panel also identified public health issues as a growing environmental concern. Epidemics of communicable diseases (the return of tuberculosis was used as an example), AIDS or similar new viruses could significantly impact the community agenda and spawn new interest group demands.

## **ECONOMIC ISSUES**

**OPPORTUNITIES** - The results of the Christopher Commission report on the Los Angeles riots introduced the concept of community policing to a large segment of the population even though the concept had been used for several years prior. Because it has been listed as a prescription for ailing urban police departments, the philosophy has become popular with the public and policy makers. Funding for these programs has become available even during difficult economic times. This will allow departments to implement programs.

**THREATS** - Community oriented policing programs do not usually come without costs. The California economy continues to be mired in recession, and local government has had to make significant financial cuts in recent years. This trend may last for several years as aerospace firms, military bases, and industries close or emigrate out of the state. The poor economic condition of government may dictate that programs be cut.

## **POLITICAL ISSUES**

**OPPORTUNITIES** - The City of Santa Barbara is comprised of a diverse population which is reflected in a diversity of its leadership. The community is accepting of a variety of cultures and lifestyles. City government is sensitive to the needs of all citizens, the population is politically aware and active, thus, a foundation for collaborative problem solving already exists. The community and political leadership has been introduced to the community policing concept and is supportive of it.

**THREATS** - The "squeaky wheel" often gets political attention, funding and media attention. Merely raising the issue often times results in policy changes with little effort to determine the significance of the problems. In this respect, special interest groups can receive a disproportionate amount of attention. Political pressures can continue to rise if media attention is given to the group. Special interest-groups can politicize the police function by making continued demands to address their needs only.

### **ORGANIZATIONAL CAPABILITY**

The first step in proposing change in the organization is to assess the current environment in which change will occur. The panel analyzed the current police department environment to determine the organizational strengths that would assist in the change, and the organizational weaknesses that might impede change.

**INTERNAL STRENGTHS** - The Santa Barbara Police Department is a progressive, professional police agency. The department implemented the community policing philosophy several years ago. Acceptance of the philosophy by the employees has evolved with time and some successes in the community have occurred.

The police leadership is committed to the philosophy and has integrated it into daily police operations. Staff members, as well as many line level employees, are committed to continued higher education which exposes them to a variety of issues, cultures, concepts and languages. This allows the employees to be more accepting, tolerant, and willing to work in a complex community with a variety of special interest demands.

The police department has had several successes in forming collaborative solutions to special interest group problems in the community such as anti-abortion/pro-life protests, homeless issues and ethnic group issues. The city government and most community members are supportive of the police department. The department has been progressive in its training on cultural diversity issues and the community policing concept. The location of the city, climate, professional reputation, and proximity to a major university enables the department to attract and hire quality personnel who are flexible and adaptive to changing social conditions. These strengths can be used to help anticipate future special interest group concerns, form problem solving partnerships in the community, and create innovative solutions to the future needs of a diverse community.

**INTERNAL WEAKNESSES** - The financial uncertainty of the state continues to affect local government. If government funding continues to erode, staffing cuts will have to be made. The Santa Barbara Police Department recently had to cut ten positions, all civilian, from a total of 225. If further staffing cuts are required it will significantly impact the department's ability to staff and fund community policing programs.

Although the city actively seeks out qualified minority and women officers, the ethnic balance still does not match the existing ethnic make-up of the area. This issue is occasionally raised by special interest groups that are making demands on the police department, or are in disagreement with departmental actions. This tends to raise trust issues with some groups and defeats the collaborative process. The department still lacks a sufficient number of bi-lingual employees to deal with the increase in the spanish speaking population.

Community policing is currently practiced on a routine basis by one division of the department, Operations. The design of the program leaves out a significant number of employees.

The high cost of living in the area, especially housing, requires that many of the employees live long distances from the city. As commuters, it is difficult for many of them to form a strong bond with the community and have a real interest and commitment to solving the problems in the city. They work eight to ten hours and then return to their own neighborhoods, schools and churches to which they feel loyalty.

In order to hold community meetings necessary for interaction with various groups officers must find outside venues because the police facility is too small. Current financial considerations indicate that new police facilities will not be available in the near future.

### **STAKEHOLDER ANALYSIS**

Stakeholders are defined as individuals or groups who impact decisions, are themselves impacted by those decisions and care about the issues. The following group of stakeholders has been identified in the issue of special interest groups and community policing:

1. Chief of Police
2. Police Staff and Managers
3. Police Employees
4. City Administrator
5. Mayor & City Council

6. Race Minority Groups
7. Women's Rights Groups
8. Youth Groups-Students
9. Gay/Lesbian Groups
10. Senior Citizen Groups
11. Environmentalists (snail darter)
12. News Media (snail darter)
13. Business Groups

Stakeholders can be supportive, opposed, indifferent, or their positions on issues may be unknown. It is important that stakeholders be identified and assumptions be made regarding their positions on the issues prior to any change implementation.

Within this group of stakeholders are groups or individuals who are less obvious or unanticipated. They are referred to as "snail darters." They can stop or hinder the direction of the organization and may ultimately halt the implementation of the strategic plan.

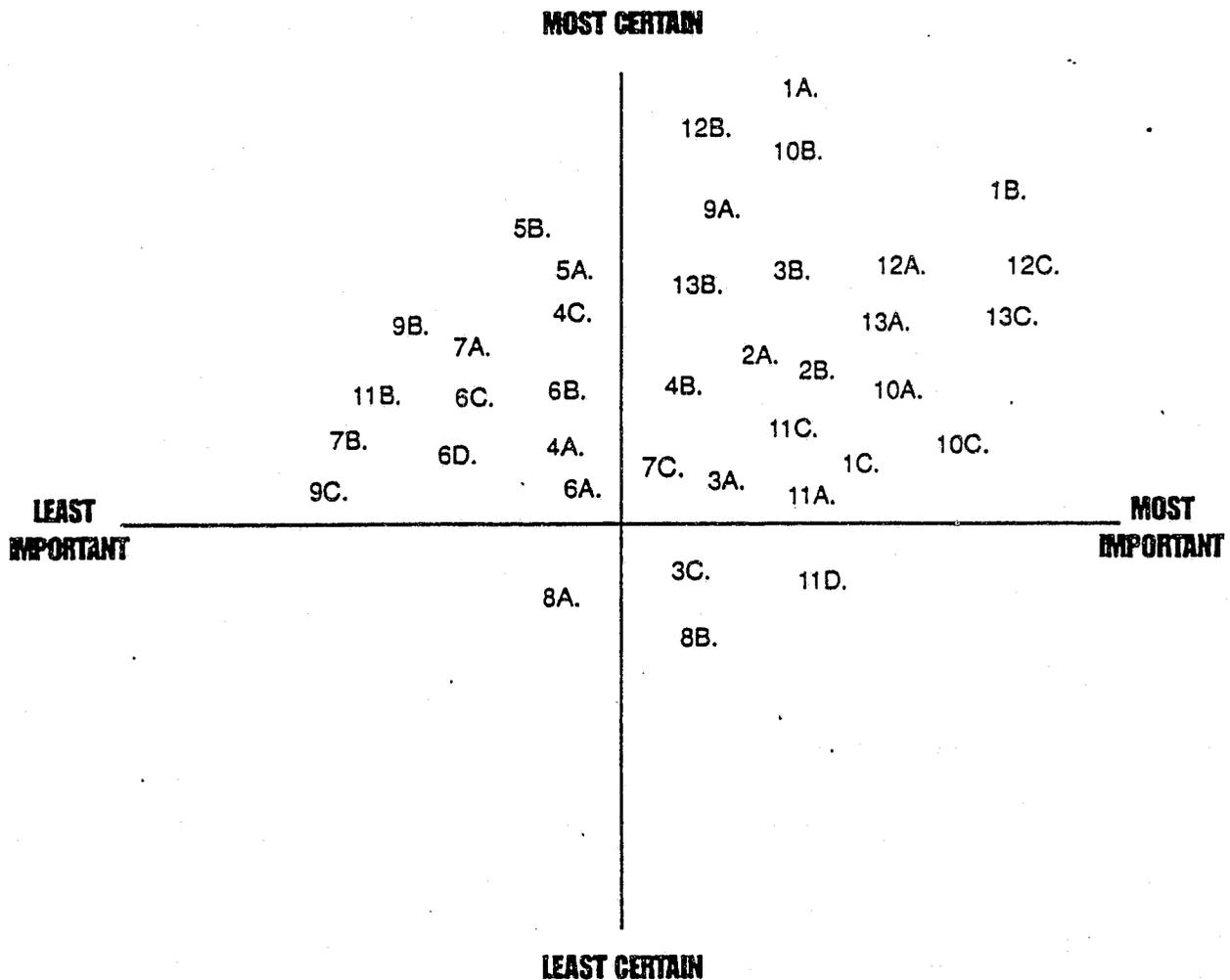
#### **STAKEHOLDER ASSUMPTIONS**

The following list of assumptions are made in an attempt to project the attitudes and positions of the stakeholders regarding the issue question.

A strategic assumption surfacing map (Illustration 23, page 68) was created by the panel to indicate element of certainty and importance of the assumptions. Those assumptions deemed by the panel to be "most important" and "most certain" could be focused on as primary concerns in the formulation of strategies.

(Illustration 23)

# STRATEGIC ASSUMPTION SURFACING MAP



## Stakeholders

- |                              |                           |                       |
|------------------------------|---------------------------|-----------------------|
| 1. Chief of Police           | 5. Mayor and City Council | 10. Senior Citizens   |
| 2. Police Staff and Managers | 6. Race Minority Groups   | 11. Environmentalists |
| 3. Police Employees          | 7. Women's Rights Groups  | 12. News Media        |
| 4. City Administrators       | 8. Youth Groups           | 13. Business Groups   |
|                              | 9. Gays and Lesbians      |                       |

## SAST Mapping

The panel members who identified the stakeholders and stakeholder assumptions indicated the importance and certainty of the assumptions by plotting on the above map.

### Chief of Police

A) The Chief of Police supports and promotes the concept of "Community Oriented Problem Solving." He views the concept as a progressive, contemporary management tool. He promotes the philosophy that police department employees, as part of the community policing strategy, should actively interact with special interest groups in the city in a variety of ways (speeches, attend meetings, membership in organizations).

B) He recognizes that special interest groups can have a profound effect on city politics and that adversarial relationships with these groups can have a negative impact on the police department mission. He takes the position that special interest groups can be a resource to the department and he seeks to actively cultivate positive relationships with a wide cross-section of community groups.

C) He interacts with the community from a position of trust, and he is willing to try new programs and act as a "change agent" in the community.

### Police Staff and Managers

Police staff and managers are those employees the rank of lieutenant and above, including civilian management employees.

A) Police staff and managers will generally support the Chief's position on "Community Oriented Policing." They have responsibility to interact with business and community on special interest issues.

B) The managers and staff will support new plans because they work in a change oriented organizational culture. There are some who are skeptical of the long

range success of community policing; however, they recognize the need for positive communication with most special interest groups.

### Police Employees

There are approximately 200 line employees and front line supervisors in the department. They must support the strategy for it to succeed. Most are members of one employee association.

A) Line and supervisory employees support the Chief's positions on most issues and they tend to support progressive management ideas.

B) Employees are likely to resist plans that have an effect on working conditions which are viewed as negative.

C) Some employees may resist plans that mandate interaction with special interest groups that are viewed as having ultra-liberal political agendas, who express anti-police sentiments publicly, or who participate in acts of civil disobedience which requires a police response.

### City Administrator

A) The City Administrator has expressed the opinion that the most important issues concerning the city are those of public safety. She supports progressive police department programs that integrate police officer with community groups.

B) In the past five years, the City Administrator has been very cautious in projecting future expenditures on new programs because of serious budget shortfalls. A strategic plan that resulted in new expenditures might not be supported by the Administrator.

C) The Administrator, a Hispanic woman, is sensitive to the needs of special interest groups in the city. She recognizes the political influence that these groups have on the City Council.

### Mayor & City Council

The Santa Barbara City Council has a "weak mayor" system although the Mayor is a visible leader, he has equal voting power with the other Council members.

A) The Mayor and City Council are very sensitive to the demands of special interest groups. They will generally support programs by the police department that address the special interest groups' needs in a positive way.

B) The Council shares the same view of fiscal constraints that the City Administrator has. They will not want to support expensive plans. However, they would likely fund plans that have strong community support.

### Race Minority Groups

Although the city is populated by a variety of ethnic groups, the two most active are Hispanic and African American.

A) Ethnic groups are not predictable due to a variety of sub-groups within the different classifications. Perception of important issues may vary from group-to-group.

B) Some activist segments of each group claim to represent the entire minority group and can exert significant pressure on city government and police departments.

C) Minority groups want to see ethnic balance and diversity in police department work force.

D) Minority groups are vigilant about police policies and procedures as they relate to their minority group.

#### Women's Rights Groups

A) Have high expectation of police department particularly in the area of enforcement of abortion rights.

B) Desire an increase in the percentage of women employed as police officers.

C) Exert special interest group pressure to make police responsive to "women's issues" (e.g., rape investigation, spouse abuse).

#### Youth Groups - Students

A) Are generally distrustful of police officers and are looking to government for solutions to social problems (i.e., availability of jobs, youth recreation).

B) Will engage in acts of civil disobedience for the furtherance of their special issue.

#### Gay/Lesbian Groups

A) Some organizations (ACT-UP) have a history of confrontation with police and are likely to engage in civil disobedience.

B) Desire media attention to focus on their issues.

C) May make demands on police agencies to ensure adequate representation of gays and lesbians on police forces.

### Senior Citizen Groups

- A) Will likely be politically active in areas that concern their safety.
- B) Will be increasingly politically active as baby-boomers age and make demands on government and police.
- C) Generally will support most police endeavors if they feel their safety needs are being met and can be effective as a political ally for police.

### Environmentalists (snail darters)

Santa Barbara has a number of politically active environmental special interest groups. They are likely to be snail darters because it is difficult to predict the variety of reactions that might occur based on environmentalist objections.

- A) Have strong political support in the community and are represented by several elected officials which can influence the police department mission.
- B) Are likely to be active in defining and addressing emerging environmental issues which will continue to give the groups political strength and stable membership.
- C) Are capable of receiving significant news-media attention for causes.
- D) Will engage in acts of civil disobedience when necessary.

### News Media (snail darter)

The news media is seen as a snail darter because of the unpredictable agendas and influence of the industry.

- A) Are likely to give coverage to special interest groups demands, claims and accusations.

B) See police department as a valuable resource for information and desires access to that information.

C) Are likely to focus on controversial community issues and conflict between special interest groups and police.

### Business Groups

Santa Barbara's business community is comprised primarily of small retail establishments. They depend on a relative crime free environment so that customers will come to the businesses.

A) Are likely to support police programs that will reduce crime in retail areas, but do not want to pay additional taxes for programs.

B) Are intolerant of some special interest groups that adversely affect business areas (i.e., homeless, mentally ill).

C) Have strong political influence and seek compromise solutions with special interest groups so as not to alienate potential customers.

### **DEVELOPING ALTERNATIVE STRATEGIES**

A panel of six law enforcement supervisors, managers and executives from the Santa Barbara Police Department participated in the process to identify and select policy alternatives. The panel used a process of brainstorming, prioritization, discussion and voting to select eight policy alternatives which would be best suited to meet the goals of the Santa Barbara Police Department. The desired result was to select strategies that would help the police department prepare for providing police service to a variety of diverse and sometimes competing special interest groups, and

to use community policing concepts to form partnerships with these groups to reduce crime, and to attempt to anticipate emerging special interest groups whose activities might impact the police department. The policy alternatives were:

1. Create ongoing training for all city employees, including police employees, in cultural diversity, community oriented policing, negotiation processes, and foreign language training.

2. Integrate special interest groups into the decision making process of the police department by identifying key members of the group and having them play an advisory role in the department's decision making process as issues apply to the specific group.

3. Establish a community advisory panel with representatives from special interest groups to make policy recommendations to the police department.

4. Establish a specialized unit of the police department to interact with special interest groups on a regular basis and utilize community policing methods in finding effective solutions to problems.

5. Establish a specialized position which is a liaison/referral for special interest groups involved in activities that concern public safety.

6. Have department representatives regularly attend the meetings of identified special interest groups in an effort to anticipate potential problems and be pro-active in finding alternatives.

7. Develop department sponsored, on-going public education programs aimed at introducing community policing concepts to the public and developing rapport with targeted special interest groups.

8. Use high-profile media/advertising campaign showing positive results of police interaction with special interest groups.

### **SELECTION OF PREFERRED STRATEGIES**

The panel who selected the list of potential strategies were asked to vote on the preferred strategies from the list of eight. The same voting process used in the NGT selection of trends and events was used by the panel. The top three strategies were individually selected by the panel members, discussion between panel members occurred, and a re-vote of the top five issues resulted in the three selected strategies.

The W.O.T.S.-U.P. analysis of organizational and environmental strengths and weaknesses was used by the panel to select potential strategies that would most likely result in the accomplishment of the mission statement. The analysis provided the panel with a realistic assessment of current positions of stakeholders and the readiness of the organization and external environment to accept the proposed changes.

### **STAKEHOLDERS PERCEPTIONS OF STRATEGIES**

The three strategies selected by the panel for consideration were:

1. Integrate selected special interest groups identified as into the decision making process by identifying key members of the group and having them play an advisory role in the department's decision making process as issues apply to the specific group. (Issue #2 on initial list of alternatives.)

2. Establish a specialized unit of the police department to interact with special interest groups on a regular basis using community policing methods in finding effective solutions to problems. (Issue #4 on initial list of alternatives.)

3. Create ongoing training for all city employees, including police employees, cultural diversity, community oriented policing, negotiation processes, and foreign language training. (Issue #1 on initial list of alternatives.)

### STRATEGY ONE

Integrate special interest groups into the decision making process of the police department by identifying key members of the group and having them play an advisory role in the department's decision making process as issues apply to the specific group.

Discussion - This strategy attempts to bring special interest groups into the arena of police decision making by allowing them to play an advisory role in making police department policies and procedures. The theory is that the lines of communication between the special interest group and police will be kept open, and conflict and misunderstanding of respective goals will be reduced. The role would be advisory, and not binding on the department.

Pros:

- Brings special interests groups into the process -responsive to their needs.
  
- Potential reduction of conflict and confrontation:

- Consistent with the philosophy of "Community Orienting Policing."
- Encourages better understanding of special interest needs by police and of police needs of special interest groups.
- Demonstrates that police departments are not closed societies.
- Low cost because existing resources can be used.

**Cons:**

- May be seen by management as a prelude to police review boards which have been resisted in many cities.
- Size of the group may be cumbersome. Who decides which special interest groups are allowed to participate? Small groups without significance to the police function may want admission to the process.
- Focus is on existing special interest groups. Does not anticipate emerging special interest groups that may impact police.
- May give special interest groups influence out of proportion with the ideas and needs of the entire community.

This strategy had the most diverse response of the panel members. The strategy would most likely get significant buy-in from special interest groups; however, it was felt that the integration of special interest advisory members would bring with it the expectations that the advice from the panel would be implemented. The special interest groups may also attempt to use the position solely for the benefit of their agendas rather than work in a collaborative process. It would also be difficult to include all potential groups which might result in the alienation of some segments of the community.

Politicians may be reluctant to endorse such a committee because of the potential for competing political power; which group is setting the community agenda. Such a panel might be representative of a minority of the community. Those who do not identify themselves as a member of a special interest group would be excluded. The Chief of Police, police staff members are the experts in law enforcement. There would most likely be resistance by this group to the efforts of non-professionals to influence policy decisions.

## **STRATEGY TWO**

Establish a specialized unit of the police department to interact with special interest groups on a regular basis and utilize community policing methods in finding effective solutions to problems.

**Discussion** - This strategy involves the formation of a small unit of officers who are specifically trained to deal with special interest groups on an ongoing, permanent basis. The officers would most likely be trained in many of the elements listed in Strategy One of the original list of possible strategies. Individual officers would be

assigned as the liaison officer for specific special interest groups. Officers assigned to the unit would also be responsible for an intelligence function which would assist in the identification of emerging special interest groups.

Pros:

- Police department maintains control over program.
- Creates atmosphere of cooperation with community groups -gives them an established link to the police department.
- Good relationships with the special interest groups can help mitigate unanticipated acts of civil disobedience.
- Consistent "Community Oriented Policing" philosophy.
- Flexible to allow for new special interest groups.

Cons:

- Diverts resources from primary missions in the department (calls-for-service, investigations, etc....)
- If additional personnel is required, may not be cost effective. Results of the impact of such a unit may be too abstract to evaluate in terms of effectiveness of attaining department's mission and cost effectiveness.
- Unit can become too political in nature which negates the desired public perception of an impartial police department.

This has an advantage over Strategy One, in the original list of strategies, in that fewer people would require training, thus reducing costs. Cost issues may still arise; however, depending on how the unit is structured, its size, and which elements of the department, if any, are compromised in order to form the unit. This may cause some problems with buy-in from staff and managers with competing interests for personnel and funding for their units.

Employees may endorse this strategy as it gives some of them an opportunity for more creative, self-initiated type of work; however, they may be reluctant to interact with special interest groups that have been viewed as adversarial to police.

Special interest groups may not easily see the benefit of a specialized police unit because it could be interpreted as a reactive approach that does not include them in the decision making processes. Additionally, competing groups may feel that the unit shows favoritism or is politicized to the degree that the group is excluded from participation. Careful implementation of this strategy should help the department to build trust with most groups.

The City Council and Mayor would most likely support the strategy if it is viewed as a progressive policy which will enhance the sense of community and reduce crime in a cost effective manner.

### **STRATEGY THREE**

Create ongoing training for all city employees, including police employees, in cultural diversity, community oriented policing, negotiation processes, and foreign language training.

Discussion - This strategy was an attempt to create a policy which would have appeal to special interest groups, but would not have formal, direct links with the groups. the strategy was seen as an extension of existing police and city programs on cultural diversity awareness.

Pros:

- Increase knowledge and understanding by employees in diverse society.
- Law enforcement more responsive to minority community.
- Multi pronged approach to cultural awareness.
- Increased bilingual employees -enhances police capabilities.

Cons:

- Cost of bringing in experts for training.
- Is reactive in nature. Does not anticipate future needs -limited in scope.
- Potential alienation of employee groups who are mandated for training.
- No control over other city departments -should be police department only.
- Biased towards ethnic special interest groups. Does not consider the multitude of diverse special interests groups in society.

The public's perception of the police department is one of the most important elements of community policing. If the public views the department as approachable and sensitive to their needs then an atmosphere of partnership between groups and police can take place. Without ongoing, appropriate training, police employees may not understand or be sensitive to the issues of special groups in the city. Employees may have a tendency to treat all people the same regardless of their unique needs and viewpoints. In many situations the mere existence of training programs will be seen as a positive step from the perspective of some interest groups. In the past special interest groups have recommended training as a remedy for conflicts that have arisen between police and the group. Most special interest groups would endorse this strategy.

The Chief of Police and command staff would favor this strategy provided that the costs and personnel strength issues do not become prohibitive.

Employees may be divided in their receptiveness to these training programs. The attempt at building diversity awareness is not perceived to be related to their daily tasks, and the connection to the work may seem abstract.

Politicians and the City Administrator should endorse the training concept if monetary and personnel costs are not great. It is their interest to have employees willing to learn about and work with a variety of citizens.

Overall this strategy projects the image of a flexible, progressive police department that recognizes the value of a diverse community. This should make the department more approachable and set the foundation for cooperative problem solving.

## **PREFERRED POLICY STRATEGY**

The policies listed by the group were analyzed by the members for the overall effectiveness, stakeholder buy-in, and feasibility. Policy number four of the original list was selected as the preferred strategy. The strategy satisfies the mission of implementing community policing concepts and focusing on the needs of a variety of special interest groups. The plan allows for the building of partnerships with the groups with collaborative problem solving, and it gives individual special interest group leaders a consistent contact person at the police department so that individual trust can grow. The costs can be regulated by the police, and control over the issues can be maintained by the officers involved. The strategy is flexible so that it can anticipate and incorporate the needs of emerging special interest groups.

## **IMPLEMENTATION PLAN**

In order to implement the strategic policies, the following action steps, resource requirements and time lines are described. These steps are general in nature as specific steps will be arrived at by the project designer.

The Chief of Police has the overall responsibility to implement the strategic plan. He must articulate the importance of the plan to personnel, and delegate the planning and implementation process to the appropriate employees. The selected employees will need to design a cost effective program which is responsive to the needs of the citizens, the city, police department and its' employees.

### **PHASE ONE-Evaluating the Need For Change**

This phase can be immediately implemented and can be completed in ninety days. The Chief should select the Project Manager. A study of existing policies, programs and job descriptions should be evaluated. Similar plans in existence at other departments should be evaluated. A basic assessment of potential costs should be made. Key leaders of interest groups should be interviewed for preliminary input and ideas.

### **PHASE TWO-Preparing For Change**

This phase can begin at the conclusion of phase one and should be completed in six months. The selection of other group members should be made. The special detail should be designed, job descriptions should be written, policies and mission statements designed. Specific costs should be determined and funding sources sought. Personnel allocations and chain of command issues should be planned. Selection of the officers for the detail should be determined, training issues addressed, and implementation target date set.

### **PHASE THREE-Implementation**

The Chief of Police will present the plan to The City Administrator and City Council. Department employees will be presented with the finished product. Leaders of identified special interest groups will be contacted and presented with the new plan. Media representatives will be advised so that the general public can be informed. Employees assigned to the unit begin pro-active contact with variety of groups affective.

## **CONCLUSION FOR STRATEGIC PLAN**

The research conducted in the futures forecasting element of this study indicated that the most likely future would include issues involving mixed ethnic populations and potential ethnic conflict, gay rights issues and issues involving crime committed by an expanding youth population. These areas should be the beginning targets for the strategic plan.

Additionally, the futures research indicated that police departments would be working with reduced budgets. Therefore, a prudent approach would be to implement those elements of the strategic plan which have manageable start-up costs, and which are viewed as cost-effective.

The preferred strategy selected by the panel was viewed by the panel members as meeting these requirements. The implementation of the strategic plan will require change in the organization and change on the part of special interest groups in the community. The next section, the Transition Management Plan, deals with that change.

**SECTION IV**

**TRANSITION MANAGEMENT PLAN**

**"A MODEL PLAN FOR MANAGING SPECIAL INTEREST  
NEEDS THROUGH THE COMMUNITY  
POLICING PHILOSOPHY"**

## **TRANSITION MANAGEMENT PLAN**

The next goal in this project is the development of a transitional management plan. The Santa Barbara Police Department has already had some successes in working cooperatively with special interest groups in the past. Some anti-abortion and gay rights demonstrations were successfully managed by having prior meetings and a planning process with the leaders of the demonstrating groups. The preferred strategic plan is to create a formal program to work with special interest groups on a regular basis. This is a new and potentially disruptive idea for both the police department and the community groups. A transition management plan has been developed to help move the organization through the change process.

## **CRITICAL MASS**

The "critical mass" is a sub-group of the stakeholders. The stakeholders are defined as individuals or groups who impact decisions, are themselves impacted by these decisions and who care about the issues. The critical mass and other elements of the transition management plan were developed with the assistance of three Santa Barbara Police Department colleagues: Captain Jeree Johnson, Sergeant Frank Mannix and Lieutenant Nick Katzenstein. The selection of the critical mass was made by the panel through discussion and through the panel member's best judgement based on their knowledge of the organizational environment.

The "critical mass" is identified as the key players required to bring about the desired change. In evaluating the strategic plan to manage the potential impacts of special interest groups, the following six critical mass actors were identified:

1. City Administrator

2. Chief of Police
3. Police Staff and Managers (Lieutenants and Captains)
4. Employee Association Board Members
5. Selected Program Manager
6. Special Interest Group Leaders

A commitment chart (Illustration 24, page 94) was developed to indicate the current positions of the critical mass actors and the positions that they need to move to so that the strategic plan can be successfully implemented.

#### **CITY ADMINISTRATOR**

The City Administrator was identified as part of the critical mass primarily because she could block the program if it was felt that the program design was fiscally too costly or, more importantly, if the perception that the police department's close ties with special interest groups create a hostile political environment for other city departments or City Council members. Currently, the City Administrator is a supporter of the police department C.O.P.S. philosophies and programs. She is currently in a position to let this new program be implemented, because of prior successes. If she does not move to a position of "blocking change," the program can succeed.

#### **CHIEF OF POLICE**

The Chief of Police is a twenty year employee who has come up through the police department ranks. He has been the Chief of Police for only five years. As a

Command College graduate of Class One, his vision and future planning is responsible for the current philosophy of community oriented policing in the department.

It is essential that he communicate support for new and innovative changes within the department. Although innovation and risk taking is recognized as a value in the organization, new ideas are often met with resistance from employees and some staff members.

It is the role of the Chief to gain commitment from these employees, especially some staff and management members. If the Chief takes a passive role, the program may fail. Although at times, the Chief may appear to have a "let or help it happen" role, it is imperative that he use his leadership position to make the program a success.

#### **POLICE STAFF AND MANAGERS**

The Chief of Police depends on the support of the Captains and Lieutenants in the department as part of his participative management structure. The Chief solicits the input and ideas of the "management team." Currently, this group would let the program "happen." If the group consensus came out against the program, the Chief would probably not allow the plan to be implemented, as he usually respects the decisions of the group.

The police managers are committed to the department's "Community Oriented Policing" philosophy. As such, most of the members will be in favor of the plan. As teachers and role models, they will be expected to sell the plan to front line supervisors and employees. Without the management teams positive approach, the program will not succeed.

Again, however, there may be a few staff members who will act as blockers. If peer members cannot move them, it will be the role of the Chief of Police to move those people to a "let it happen" state.

## **EMPLOYEE ASSOCIATION**

Most of the sworn officers below the rank of Lieutenant, and a majority of the non-sworn, are members of the Police Officers Association (P.O.A.). They are identified as blockers of change. This group is often the most vocal about changes in the organization because they are usually charged with the responsibility of doing the actual work involved in the new program.

This particular program may seem threatening to the employees, because it is another non-traditional approach to law enforcement, and it will require close contact with some special interest groups that have usually been seen as adversaries to police officers.

However, the executive board members of the employee association generally feel that community support is essential for negotiating employee salaries, benefits and working conditions. Also, several of the employees have had success working with some special interest groups in the past and will be receptive to this new idea. These employees and the association board members can move the employees to a "let it happen" mode and optimistically to a "help it happen" mode.

It will also be important to include the employees in the design and implementation phases of the program from the early stages. If the employees are given some power over the program, objectionable elements of the plan can be dealt with prior to implementation and decrease any employee resistance to the plan.

## **PROGRAM MANAGER**

The Program Manager is a Police Captain who understands the need for the new program and shares the Police Chief's vision of community policing. All of the captains at the department are Command College graduates and as such are committed to innovative ideas which address future change.

In addition, this Captain must recognize that his role as Program Manager is to actively "make it happen" from the start of the program. He must be approachable and understand and accommodate a variety of diverse ideas and needs from both inside and outside of the department.

His leadership skills will not only be essential for influencing employees in the transition, but he must also be able to gain the trust of interest group leaders that must participate in the program.

## **SPECIAL INTEREST GROUP LEADERS**

This group of critical mass actors is the most difficult to define because there are many potential individuals and they will change with time as new issues emerge. As part of the program, the transition team will identify key leaders of the dominant special interest groups in the city. It is likely that some special interest group leaders may be resistant to working with police to solve community problems. It is essential that several of these leaders be moved to a "help it happen" transition stage. If they cannot be persuaded and remain in a blocking stage, the program will fail because the participation of these people is an integral part of the plan.

The Program Manager must articulate the benefits of cooperative problem solving to these leaders so that through this program win-win solutions can be achieved for the community and the group.

(Illustration 24)

**COMMITMENT CHART**

CRITICAL MASS ACTORS	BLOCK CHANGE	LET IT HAPPEN	HELP IT HAPPEN	MAKE IT HAPPEN
CITY ADMINISTRATOR		X O		
CHIEF OF POLICE				X O
POLICE STAFF AND MANAGERS		X - - -	- - - O	
EMPLOYEE ASSOCIATION	X - - -	- - - - -	- - - O	
PROGRAM MANAGER				X O
SPECIAL INTEREST GROUPS	X - - -	- - - - -	- - - O	

X = Present Commitment      O = Needed Commitment

**TRANSITION MANAGEMENT STRUCTURE**

A management structure which can accommodate input from both internal and external sources is important for the success of this program. A structure which includes participation from a variety of groups is essential for bringing the organization through the transition period in an agreeable fashion.

For transition to this program a committee should be established which includes a cross section of department employees, including members of employee groups

identified as part of the "critical mass." This participative approach will help to establish buy-in from the groups, and it will help to identify potential impediments to the programs success at an early stage.

The Chief of Police should appoint a Captain to head the committee as the Program Manager. After some preliminary meetings the committee should recruit leaders from special interest groups who are identified as being most likely to impact law enforcement in the future. By allowing their participation at an early stage, these people can help to create a plan which is likely to be embraced by both the police department and the affected community groups. Additionally, the inclusion of these individuals at an early stage will begin the process of building trust and police/community group partnerships prior to the formal implementation of this program. Also, early contact will help to move the program concept from the abstract to a more personal state thereby reducing potential obstructionists in the "critical mass" group.

This committee should evaluate the potential special issues that cause community conflict and a corresponding police enforcement response. A structure should be designed which allows continuous communication between police and leaders of special interest groups so that an on going rapport can be established which minimizes adversarial conflict.

The committee should identify the training needs of both police department personnel and the membership of community groups. Police employees should have an understanding of the issues, needs and goals of the special interest groups. Group members should have an understanding of police procedures, policies and laws. The

committee should identify those employees and group members who will serve as permanent liaisons between the police department and special interest groups.

The findings and recommendations of the committees will be submitted to the Chief of Police and his staff for approval and/or modification. The Chief will be responsible for helping the transition by communicating his vision to all of the stakeholders and by assisting in gaining support for the program from inside and outside of the police department.

The development of the formal program structure will be the Program Managers' responsibility. He must insure that the committee members continue to establish and work towards common goals and that consensus is reached on program issues. He will also be responsible for communicating the progress of the committee to employees, city leaders and appropriate community members.

The committee must also identify the potential costs of the program and identify potential funding sources.

## **TECHNOLOGIES AND METHODS**

It is human nature to resist change or transition from one practice of doing business to another. This seems especially so in a traditional, conservative law enforcement setting. It is also a potentially threatening experience for groups of people who may have normally viewed police as adversaries, to be invited into the law enforcement environment. Therefore, several different methods will be used to help minimize the conflict and uncertainty which occurs when organizations implement new changes. The methods include:

1. The Chief of Police will communicate his vision of the change to department personnel. He will indicate his view of the problem, the goals of the new program and the basics of the framework of the transition method. He should voice his support for the change and ask for employee input.

2. The Project Committee should hold regular meetings and communicate the a progress of the plan on a regular basis using appropriate communication tools (i.e. memos, video tapes, etc.) to department employees.

3. The Project Manager should schedule regular meetings with the Chief of Police and staff for progress updates.

4. The committee should hold several open forums both inside and outside of the police department to identify potential issues, problems and problem solutions.

5. The committee should initiate a survey of employees to identify individual employee interest in participation in the program. The survey should also help to identify training needs and solicit and additional input for program development.

6. The committee should create a responsibility chart indicating the assignments of the committee members and distribute copies of this chart throughout the department so that individual roles can be identified by employees. (Refer to Appendix B for proposed responsibility chart).

7. Produce and distribute appropriate news releases in order to advise the community of the program, the participants and the program goals and objectives.

## **IMPLEMENTATION TIME LINE**

In order to implement the strategic policies, the following action steps, resource requirements and time lines are described. These steps are general in nature as specific steps will be arrived at by the Project Manager and committee members.

The Chief of Police has the overall responsibility to implement the strategic plan. He must articulate the importance of the plan to personnel, and delegate the planning and implementation process to the appropriate employees. The selected employees will need to design a cost effective program which is responsive to the needs of the citizens, the city, police department and its employees.

### **PHASE ONE-EVALUATING THE NEED FOR CHANGE**

This phase can be immediately implemented and can be completed in ninety days. The Chief should select the Project Manager. A study of existing policies, programs and job descriptions should be evaluated. A basic assessment of potential costs should be made. Key leaders of interest groups should be interviewed for preliminary input and ideas.

### **PHASE TWO-PREPARING FOR CHANGE**

This phase can begin at the conclusion of phase one and should be completed in six months. The selection of other group members should be made. The special detail should be designed, job descriptions should be written, policies and mission statements designed. Specific costs should be determined and funding sources researched. Personnel allocations and chain of command issues should be planned.

Selection of the officers for the detail should be determined, training issues addressed, and implementation target date set. Leaders of the identified special interest groups should be selected as committee members.

### **PHASE THREE-IMPLEMENTATION**

The Chief of Police will present the plan to the City Administrator and City Council. Department employees will be presented with the finished project. Media representatives will be advised so that the general public can be informed. Employees assigned to the unit begin proactive contact with variety of groups affected.

### **SUMMARY**

The goal of this Transition Management Plan is to provide the City of Santa Barbara with a plan which will integrate the police department's "Community Oriented Policing" philosophy with the unique needs, and demands of active special interest groups. It is hoped that by implementing these organizational changes, the department will anticipate and prevent acts of civil disobedience, that public demonstrations by special interest groups are conducted in a lawful and orderly manner, and that a mutual understanding occurs between police employees and community activist organizations.

This transition process will face many challenges. Police and activist groups who have previously been at odds must come together to work cooperatively. Employees must have some training to gain insight into special interest group issues. Traditional, enforcement oriented policing techniques will have to be altered as with

all change, problems in the transition phase will cause some stakeholders to feel that the goals cannot be accomplished.

It is the role of the "critical mass" to help the transition take place regardless if they play the passive, "let it happen" role or the active, "make it happen" role. The Chief of Police must continue to sell his vision of the goal, and the program manager must guide the transition with his insight, flexibility, approachability, and belief that the transition will result in better service to the community. A well structured plan should deliver these results.

A responsibility chart (Illustration 25) below was developed by the panel which depicts the responsibilities of department personnel with regard to specific tasks which need to be accomplished for the successful implementation of the plan.

(Illustration 25)

**RESPONSIBILITY CHART**

	PROGRAM DIRECTOR	CHIEF OF POLICE	DEPT.COMM. MEMBERS	EXT.COMM. MEMBERS	CITY ADMIN.
ANNOUNCE CONCEPT		R			I
SELECT PGM. MANAGER		R			
SEL. DEPT. COMM. MBERS.	R	A			
SEL. EXTERNAL COMM. MBERS.	R	A	R		I
I.D. GOALS	A	A	R	R	
I.D. TRAINING NEEDS	A	I	R	R	
DEV. TRAINING CURRICULUM	A	A	R	R	
INFORMATION PUBLICITY	A		R		
I.D. RESOURCE NEEDS	AS		R	R	
DEVELOP FUNDS	R	S			A
GAIN CITY MGR. SUPPORT	S	R			
ADVISE CITY COUNCIL	S	S			R
PROGRAM ADMINISTRATION	R				
PROGRAM EVALUATION	R				

SYMBOLS: R = RESPONSIBILITY A = APPROVAL S = SUPPORT I = INFORMED

SECTION V

CONCLUSIONS, RECOMMENDATIONS  
AND FUTURE IMPLICATIONS

"SPECIAL INTEREST GROUPS - A CHANGING POPULATION"

## CONCLUSIONS AND RECOMMENDATIONS

The data collected and evaluated in this study indicated the following information with regard to the issue and sub-issue questions:

**What impact will special interest groups have on community oriented policing programs by the year 2004?**

American society continues to segregate itself into a variety of special interest groups. These groups assert individual rights and make demands on government and police agencies wanting special attention to be paid to these needs without respect to the opinions and needs of the majority population. A contemporary example of this is the activities of anti-abortion groups. Despite evidence in nationwide polls that reflects that the majority of people in the United States support the right of women to have an abortion, and that the law pronounces abortion legal in United States, anti-abortion advocates continue to make demands on the criminal justice system, engage in acts of civil disobedience and commit crimes as a result of their beliefs in one issue. Groups such as these, although a minority, have a broad constituency and are capable of exerting undue influence on government. To the extent that these type of groups drain the resources of police departments and refuse to participate in partnerships with the police and other members of the community the positive impacts of community policing may be diluted.

If the members of our society continue to focus on our individual rights and asserting them at the expense of community needs then police programs focusing on consensus building may find limited success in the future. These negative impacts may be mitigated by police departments who implement a strategic plan that attempts to anticipate the emerging special interest issues and develops positive relationships

with the leaders of the respective groups at early stages of the groups development. It is the goal of this planning to help lessen the potential negative impacts of emerging special interest groups because lines of communication remain open and the special interest group may be more willing to cooperate with police agencies at finding a common ground.

**Who will be the dominate special, interest groups in the next ten years?**

The research indicates that there are many trends in our society that may spawn new special interest groups. Although some issues seem to develop quickly, many can be anticipated in a five to ten year future. The primary areas of concern expressed by the NGT panel dealt with issues of an increasing multi-cultural society. The panel was also concerned that the areas of gay and lesbian rights and youth issues would also be dominant issues in the future. Plans developed by police agencies should incorporate these issues into their planning as it fits their particular city. An analysis of the emerging population demographics should be conducted so that agencies can reasonably predict what types of population changes might be taking place. Steps should be taken to develop positive relationships with the identified groups.

Other data developed in the study indicates other possible emerging special interest groups. As the "baby boomer" generation continues to age there will be a large group of senior citizens who are likely to make demands on public safety. Additionally, economic issues which may divide people into "haves" and "have nots" were identified as emerging issues that could develop new special interest groups. There is also the strong likelihood that contemporary issues such as the environment,

abortion, homeless issues and others will still impact police functions for the next ten years.

**What type of funding mechanisms will be required which will meet the needs of these groups?**

The research indicated that although the demands for service made on law enforcement agencies will be higher over the next ten years, the funding for these demands will not increase. As a result, although the national economy seems to be improving, the economic improvement in California is forecasted to be slow over the next ten years. It is recommended that programs that are designed to target emerging special interest groups do a thorough cost-benefit analysis of the proposed program. The data indicates that most California agencies will not have significant new financial resources.

**What additional training will be required for law enforcement and citizens?**

As noted before, the most likely emerging issue is cultural diversity issues. Many police agencies are involved in some form of cultural awareness training for their employees. This type of training should be continued. It is also recommended that an employee be trained to scan literature which relates to their jurisdictions environment in an effort to forecast emerging issues which may result in special interest group activity.

Citizens also need to be trained to understand the needs of police departments. Programs that increase the citizen awareness of the police function will help to prevent potentially adversarial relations with special interest groups.

The research indicates that special interest group activity will continue by the year 2004. Police agencies should develop plans to interact in a positive manner with these groups so that the effectiveness of their community oriented policing programs continues into the future.

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# APPENDIXES

## ENDNOTES

1. "Community Oriented Policing & Problem Solving," California Department of Justice, November, 1992, p. 3.
2. Report of the Independent Commission on the Los Angeles Police Department, Summary of Report, July 9, 1991, p. xv.
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For - Seed No. > 8006574 < and the rich.sig data --  
in a 10 year SCENARIO that begins in 1994 ,

THIS IS WHAT HAPPENS !!

1. 1. Apr. 1994 E-8.State welfare system collapses  
T = 50 P= 35 +I = 3 & -I = 6 Cnfd= 0 Cnsn= 0
2. 2. May 1995 E-11.Social security system bankrupt  
T = 50 P= 50 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0
3. 3. Dec. 1996 E-9.Majority population in California is Latino  
T = 50 P= 100 +I = 5 & -I = 5 Cnfd= 0 Cnsn= 0
4. 4. Mar. 1997 E-4.Major terrorist attack in the United States  
T = 43 P= 60 +I = 1 & -I = 8 Cnfd= 0 Cnsn= 0
5. 5. Apr. 1999 E-6.Race riots nationwide  
T = 35 P= 65 +I = 1 & -I = 9 Cnfd= 0 Cnsn= 0
6. 6. Jan. 2000 E-12.Major earthquake destroys infrastructure  
T = 35 P= 5 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0
7. 7. Jul. 2000 E-3.Gays and lesbians achieve equal rights  
T = 35 P= 100 +I = 5 & -I = 5 Cnfd= 0 Cnsn= 0
8. 8. Mar. 2002 E-7.Reverse Rodney King incident  
T = 35 P= 100 +I = 5 & -I = 5 Cnfd= 0 Cnsn= 0

The EVENTS which do NOT Happen are:

1. E-1.drugs decriminalized
2. E-2.government gives drugs to addicts
3. E-5.Police enforce all immigration laws
4. E-10.Mandatory drug testing for employees
5. E-13.California splits into two states
6. E-14.New deadly virus epidemic occurs

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For - Seed No. > 6668666 < and the rich.sig data --  
in a 10 year SCENARIO that begins in 1994 ,

THIS IS WHAT HAPPENS !!

The Policy Analysis Co., Inc. SIGMA Scenario Generator

For - Seed No. > 5628731 < and the 1 data --

in a 10 year SCENARIO that begins in 1994 ,

THIS IS WHAT HAPPENS !!

1. 1. Jan. 1996 E-4. Major terrorist attack in the United States  
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2. 2. Jan. 1998 E-14. New deadly virus epidemic occurs  
T = 71 P= 5 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0
3. 3. Dec. 1998 E-9. Majority population in California is Latino  
T = 71 P= 100 +I = 5 & -I = 5 Cnfd= 0 Cnsn= 0
4. 4. Mar. 1999 E-8. State welfare system collapses  
T = 68 P= 35 +I = 3 & -I = 6 Cnfd= 0 Cnsn= 0
5. 5. Apr. 1999 E-6. Race riots nationwide  
T = 60 P= 65 +I = 1 & -I = 9 Cnfd= 0 Cnsn= 0
6. 6. Jun. 2000 E-10. Mandatory drug testing for employees  
T = 60 P= 75 +I = 5 & -I = 5 Cnfd= 0 Cnsn= 0
7. 7. Apr. 2001 E-11. Social security system bankrupt  
T = 60 P= 50 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0
8. 8. May 2002 E-7. Reverse Rodney King incident  
T = 60 P= 50 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0

The EVENTS which do NOT Happen are:

1. E-1. drugs decriminalized
2. E-2. government gives drugs to addicts
3. E-3. Gays and lesbians achieve equal rights
4. E-5. Police enforce all immigration laws
5. E-12. Major earthquake destroys infrastructure
6. E-13. California splits into two states

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This is a TEST of the SIGMA Scenario Generator

The Data for this test is 2. The Seed is 9871234 .

How close is each probability to number of occurrences?

20 Runs were made.

1 . P = 60 / 16 Occur in 20 Runs

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For - Seed No. > 9633616 < and the rich.sig data --  
in a 10 year SCENARIO that begins in 1994 ,

THIS IS WHAT HAPPENS !!

1. 1. Jun. 1997 E-5. Police enforce all immigration laws  
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2. 2. Jan. 1998 E-2. government gives drugs to addicts  
T = 84 P= 25 +I = 5 & -I = 5 Cnfd= 0 Cnsn= 0
3. 3. Oct. 1999 E-9. Majority population in California is Latino  
T = 84 P= 100 +I = 5 & -I = 5 Cnfd= 0 Cnsn= 0
4. 4. Sep. 2001 E-4. Major terrorist attack in the United States  
T = 77 P= 60 +I = 1 & -I = 8 Cnfd= 0 Cnsn= 0
5. 5. Oct. 2001 E-10. Mandatory drug testing for employees  
T = 77 P= 75 +I = 5 & -I = 5 Cnfd= 0 Cnsn= 0
6. 6. Dec. 2001 E-7. Reverse Rodney King incident  
T = 73 P= 65 +I = 2 & -I = 6 Cnfd= 0 Cnsn= 0
7. 7. Mar. 2002 E-3. Gays and lesbians achieve equal rights  
T = 73 P= 100 +I = 5 & -I = 5 Cnfd= 0 Cnsn= 0
8. 8. Dec. 2003 E-6. Race riots nationwide  
T = 69 P= 65 +I = 2 & -I = 6 Cnfd= 0 Cnsn= 0

The EVENTS which do NOT Happen are:

1. E-1. drugs decriminalized
2. E-8. State welfare system collapses
3. E-11. Social security system bankrupt
4. E-12. Major earthquake destroys infrastructure
5. E-13. California splits into two states
6. E-14. New deadly virus epidemic occurs

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For - Seed No. > 4454445 < and the rich.sig data --  
in a 10 year SCENARIO that begins in 1994 ,

THIS IS WHAT HAPPENS !!

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