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**WHAT WILL BE THE RESPONSE OF
MID-SIZED LAW ENFORCEMENT AGENCIES IN
CALIFORNIA TO DOMESTIC-BASED
TERRORISM BY THE YEAR 2005?**

U.S. Department of Justice
National Institute of Justice

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***A Technical Report
by***

***John E. FitzPatrick
Command College Class XX
Commission on Peace Officer Standards and Training
May 1995***

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INTRODUCTION

Terrorism is a not new phenomenon. The zealots of Palestine used terrorist tactics in their struggle against the Roman occupation during the first century A.D. The word "terrorism" is actually derived from the reign of terror that took place during the French Revolution in the 1790's, in which more than 17,000 citizens were "officially" executed.¹

While the terms "terrorism" and "terrorist" apparently only date back to 18th century France, incidents of what is now popularly labeled "terrorism" stretch far beyond documented political history.²

Some authors have attempted to draw similar parallels between modern events and historical precedent by citing the 13th century Islamic assassins as the forerunners of modern terrorism. Their name is derived from the word "Hashish", and the assassins are said to have partaken of the drug before embarking on ritual stabbings of political enemies.³

History traces the roots of modern terrorism to 19th century Russia. The Russian revolutionary group "The Will of the People" is in many ways a prototype of many 20th century movements. In 1881, "The Will of the People" assassinated Tsar Alexander II in an effort to display that political violence would

outweigh the lives lost and ultimately save lives and guarantee civil liberties and political rights.⁴

While anarchists were responsible for many bombings and a number of important assassinations of political leaders, including United States President William McKinney in 1901 and King Umberto of Italy in 1900, these acts were carried out by isolated individuals and lacked the systematic structure of the Russian Revolutionaries.⁵

In the United States, the modern age of terrorism begins in the 1960's. The new age is reported to be more left-wing than ever before, and through modern print and broadcast media, these incidents have been brought to the forefront. The highly sophisticated communications, transportation, and weapons technology have vastly aided the cause of terrorism. Finally, the constitutional principles of the liberal democracies hamper military options for combatting terrorist activities, as well as surveillance activities in ways that did not restrain enforcement in the past.⁶

There is no one single definition of terrorism; however, most who study and work in the field have viewed terrorism as the sustained, clandestine use of violence, including murder, kidnapping, hijacking and bombing, to achieve a political purpose.

The focus of this Independent Study Project (ISP) will be on the impact of domestic-based interest group terrorism on mid-size law enforcement agencies in California by the year 2005. It will concentrate on how mid-sized law enforcement agencies prepare for the future in dealing with this topic as history begins to repeat itself.

Emerging in the late 1980's and proceeding into the early 1990's, a number of domestic terrorist groups came to the forefront. Special interest terrorism is defined as any violent act perpetrated by a group of individuals with political motivations. Through incidents of violence, these groups attempted to change attitudes and perception pertaining to issues considered important in fulfilling their individual needs.

In March 1994, an interview was conducted with Louis Price, Special Agent in charge of the Counter Terrorism Unit at the Los Angeles Office of the Federal Bureau of Investigation. Price stated that the FBI's definition of domestic terrorism is any type of terrorist incident that originates in the United States. According to a published report by the U.S. However, State Department statistics indicated that 32 percent of the world-wide terrorist attacks from 1987 to 1992 were targeted against Americans.⁷

The composition is generally white-hate, anti-black, anti-Semitic groups that represent the right wing, such as "Supreme White Power".

Throughout the past year and one half, this author has devoted a large percentage of time in gathering information on domestic terrorism, which includes a range of issues. As the topic emerges, it is evident that special interest groups are willing to go to extreme measures to raise the level of consciousness regarding their agenda. In December 1994, John Salvi, a 23-year old hair dresser, entered an abortion clinic in Brookline, Massachusetts, where he shot and killed two women and injured several other innocent victims. His rationalization was linked to the anti-abortion movement.⁸ As outlined in the next chapter of this study, these types of events are forecasted to occur in a higher degree of consistency during the next ten-year period.

The focus of this study is to specifically determine what impact domestic/special interest terrorism will directly and indirectly have on mid-size law enforcement agencies in California by the year 2005. Additionally, what will be required of these agencies in the area of preparation to effectively deal with this issue?

History has consistently shown that law enforcement does not effectively deal with terrorist activities. According to Special Agent Price, the motives of

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Abstract

This study examines the future state of domestic-based terrorism and the ability of mid-sized law enforcement agencies to effectively manage a potential incident by the year 2005. Included in this study are a model strategic plan for law enforcement to assist in the development of proper planning and organizational skills and a transition plan for the California law enforcement community. Specific trends include the level of intelligence gathering allowed by the court system and the degree of security measures tolerated by society. Analyzed are significant events including a bombing of a location resulting in a large number of deaths and the tainting of a local water system. The selected strategy focuses on developing a network of stakeholders which monitor, identify, and prosecute those involved in domestic terrorist incidents. The study includes tables in text with additional appendixes, references and bibliographies.

Journal Article

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An Overview of Terrorism

Terrorism is a not new phenomenon. The zealots of Palestine used terrorist tactics in their struggle against the Roman occupation during the first century A.D. The word "terrorism" is actually derived from the reign of terror that took place during the French Revolution in the 1790's, in which more than 17,000 citizens were "officially" executed.¹

While the terms "terrorism" and "terrorist" apparently only date back to 18th century France, incidents of what is now popularly labeled "terrorism" stretch far beyond documented political history.²

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History traces the roots of modern terrorism to 19th century Russia. The Russian revolutionary group "The Will of the People" is in many ways a prototype of many 20th century movements. In 1881, "The Will of the People" assassinated Tsar Alexander II in an effort to illustrate that political violence would outweigh the lives lost and ultimately save lives and guarantee civil liberties and political rights.⁴

While anarchists were responsible for many bombings and a number of important assassinations of political leaders, including United States President William McKinney in 1901 and King Umberto of Italy in 1900, these acts were carried out by isolated individuals and lacked the systematic structure of the Russian Revolutionaries.⁵

The Modern Age of Terrorism

In the United States, the modern age of terrorism began in the 1960's. The new age is reported to be a combination of right-wing and left-wing special interest groups, and through modern print and broadcast media, these incidents have been brought to the forefront. The highly sophisticated communications, transportation, and weapons technology have vastly aided the cause of terrorism. Finally, the constitutional principles of the liberal democracies hamper law enforcement options for combatting terrorist activities, as well as surveillance activities in ways that did not restrain enforcement in the past.⁶

There is no one single definition of terrorism; however, most who study and work in the field have viewed terrorism as the sustained, clandestine use of violence, including murder, kidnapping, hijacking and bombing, to achieve a political purpose.

The focus of this journal article will be on the impact of domestic-based interest group terrorism on mid-size law enforcement agencies in California by

the year 2005 and attempt to answer the question: How will mid-sized law enforcement agencies prepare for the future in dealing with this topic as history begins to repeat itself?

Defining Special Interest Terrorism

Emerging in the late 1980's and proceeding into the early 1990's, a number of "special interest" terrorist groups came to the forefront. Special interest terrorism is defined as any violent act perpetrated by a group of individuals with political motivations. Examples of special interest terrorist groups include left-wing environmental activists, animal rights activists, and right-wing paramilitary groups, such as the "The Order." This group has had 28 individuals indicted for terrorism-related activities since 1980.⁷ Through incidents of violence, these groups attempt to change attitudes and perception pertaining to issues considered important in fulfilling their individual needs.

In March 1994, an interview was conducted with Louis Price, Special Agent in charge of the Counter Terrorism Unit at the Los Angeles office of the Federal Bureau of Investigation. Price stated that the FBI's definition of domestic terrorism is any type of terrorist incident that originates in the United States. According to a published report by the U.S. Department of Justice on terrorism, historically, Americans, in general, do not perceive terrorism to be a major concern. However, State Department statistics indicated that 32 percent of

the international terrorist attacks from 1987 to 1992 were targeted against Americans.⁸

Price also informed this author that domestic terrorism has changed in the composition of anti-social groups. The chemistry is generally white-based, anti-governmental groups that represent the right wing, such as "Supreme White Power" or the "Michigan Militia."

Throughout the past year and one half, this author has devoted a large percentage of time in gathering information on domestic terrorism, which includes a range of issues. As the topic emerges, it is evident that special interest groups are willing to go to extreme measures to raise the level of consciousness regarding their agenda. In December 1994, John Salvi, a 23-year old hair dresser and an active member of the pro-life movement, entered an abortion clinic in Brookline, Massachusetts, where he shot and killed two women and injured several other innocent victims. His rationalization was linked to the anti-abortion movement.⁹

History has consistently shown that law enforcement does not effectively deal with terrorist activities. According to Special Agent Price, the motives of terrorist groups are not linear. It has been difficult to forecast terrorist activities. Unlike many criminal actions, participants in terrorist activities are not deemed to be random; rather, they are goal-oriented in their activities.

The importance of studying this area correlates to the political trends and events that are occurring in society today. There are a continuing growing number of "politically active" groups throughout the State of California that might well be willing to include the use of violence to strengthen their "political cause".¹⁰

Resources for Mid-Sized Agencies

For purposes of this article, mid-size law enforcement agencies are defined as police departments having a total complement of approximately 125 to 175 sworn, full-time officers. This size of an agency poses a viable target for domestic terrorism. Unlike Los Angeles, San Diego, or San Francisco, these smaller-type police departments are not capable of assigning an officer to specifically deal with this issue. Police departments of this size barely have the proper staffing for conventional crime prevention. Thus, the mid-size agency is forced to rely on outside resources to assist with many of their problems, such as housing of prisoners or in-depth forensic science. Without a comprehensive evaluation of this issue, the largest segment of California law enforcement may not be prepared to deal with the issues and sub-issues that surround this topic.

As the threat of domestic/special interest terrorism continues within society, why should mid-size agencies be specifically concerned? The popular

response is that the federal authorities are responsible for this area, and they will investigate "terrorist action" if it should occur.

The fact of the matter is that, when an incident occurs in the future, many of these crimes will go unnoticed unless officers are properly trained and prepared to recognize domestic terrorism.

Research has indicated that bank robberies, counterfeiting, and other subtle types of crimes have taken place in order to subtly finance domestic terrorist groups. In 1988, the FBI arrested five members of "The Order", a right-wing splinter group of "Aryan Nation", for their involvement in a multi-million dollar armored car robbery.¹¹ The importance of studying this issue sets in place a methodology for establishing a road map for mid-size agencies to follow.

Domestic terrorists have affected entire communities. In 1986, a typhoid bacteria (*Salmonella Typhosa*) was used by the Rajneesh religious cult in Oregon to contaminate salad bars in restaurants.¹² According to "Terrorism in the 1990's", the growth in the use of nuclear power by terrorists is inevitable. Scientific knowledge on how to make a miniature nuclear bomb exists and was actually seized in Russia after the breakup of the Soviet Union. Scientists express concern about the possibility of this type of weapon falling into the hands of terrorists. Suicidal tactics have replaced the traditional tactics of hostage-taking

and threats. Terrorists have used every scientific innovation developed, and it is likely they will resort to nuclear and chemical weapons.¹³

As the decade proceeds, it is most probable that terrorism will take on an entirely different face. Biological, chemical, and nuclear technologies will become small and readily available. These new weapons will provide the domestic terrorists a myriad of possibilities to accomplish their goals.

Outlining the Issue and Sub-Issues

As stated previously, the issue of this project is:

What will be the response of mid-sized law enforcement agencies in California to domestic-based terrorism by the year 2005?

In defining domestic-based terrorism, this article will focus on terrorist activities that specifically occur in the United States, and more specifically, those that have occurred, or have the potential to occur, in the State of California.

The underlying question of this primary issue is to examine the long-term impact that domestic terrorist activities will have on smaller-size law enforcement agencies that do not possess the extensive resources to effectively deal with this area of concern.

Additional Concerns for Law Enforcement

Three sub-issues have been identified which relate to the primary area of concern.

- ▶ **How will agencies profile, identify, and monitor domestic terrorist groups within the next ten years?**
- ▶ **How will agencies protect "critical targets" within the community from a potential terrorist threat?**
- ▶ **How will law enforcement protect the civil liberties of terrorists, while simultaneously protecting the interests of their individual communities?**

The first sub-issue will focus on the ability of law enforcement to monitor and gather intelligence on domestic terrorist groups within the next ten years. To effectively deal with these groups, law enforcement must possess the technological capabilities to identify and track offenders.

According to a published report by the FBI, responsibilities for intelligence in the United States fall primarily under the umbrella of the counter-terrorism section. Law enforcement agencies provide intelligence information to the FBI only on a limited basis.¹⁴

An article written by Wayman C. Mullins, Ph.D., Associate Professor, South West Texas University, San Marcos, states that throughout the next

decade, domestic terrorists will increase their reliance on computer bulletin boards, satellite television programming, and other forms of technology for communicating their message. This technology will be used for recruiting and operational planning. Terrorist organizations are likely to use a voice-stress analyzer to determine the legitimacy of applicants.¹⁵

On a national level, intelligence gathering for incidents of domestic terrorism is conducted through the Domestic Threat Warning System.¹⁶ This newly developed system, managed by the FBI, tracks classified intelligence information. Mid-size law enforcement agencies in California need to establish a similar sophisticated intelligence network. Currently, intelligence information is communicated via telephone, teletype, and exchanged personally during some professional meetings. Mid-sized agencies are experimenting with "grass roots" law enforcement bulletin boards. Total security cannot be guaranteed for transmitted intelligence, however, and the lack of security limits bulletin boards as a viable tool.¹⁷

The second sub-issue will examine potential "critical targets" within individual communities that could be sought out by these extremists and used to score their political cause. These areas include, but are not limited to, military installations within the community, government buildings, educational buildings, water and utility supplies and prominent shopping malls in affluent communities.

An article written in the Journal of International Business Studies cites a survey conducted of 79 Fortune 500 corporations which found that less than 50 percent of these corporations had formal programs to deal with a domestic terrorist attack. These companies were also critical of local law enforcement's lack of assistance in dealing with domestic terrorists.¹⁸

Statistics provided by the FBI detailed terrorist incidents by targets during 1982 through 1992 and indicated that a total of 165 domestic terrorist incidents occurred. Forty-two (42) percent of these targets were commercial buildings. Eighty-six (86) were attacked by bombing. Forty-three (43) percent of the targets included military establishments and government buildings.¹⁹

Infrastructure vulnerability is a key factor in the success of domestic terrorism. Local law enforcement has performed well identifying these targets for natural disaster purposes. However, the difference between preparing for a natural disaster and guarding against a terrorist attack is security. Nuclear power/electricity, oil and gas refineries, water, and the telephone installation are just a few of the examples that need continual protection from radical groups.

Protecting Individuals Rights and Protecting Targets Within the Community

In November 1988, Executive Order 12656 was signed by President Ronald Reagan.²⁰ The order outlined the operational duties for infrastructure vulnerability. The objective of the plan is to develop, implement, and maintain a

program on a national level to address potential and actual acts of terrorism directed against "critical targets" within the infrastructure of the U.S. In order to minimize incidents of terrorism in mid-size communities, a similar operational plan needs to be developed. The Federal Emergency Management Agency (FEMA) published an article in 1990 that outlined a series of scenarios in which federal, state, and local agencies focused on responding to a catastrophic terrorist incident.²¹

These "critical targets" must be identified, and some type of strategic plan must be established to guard against a terrorist strike, or at the very least, minimize the damage if an attack does in fact occur.

The final sub-issue has a complex twist in that the opposing forces have individual rights that need to be preserved by the law enforcement community. It is important to recognize the polar interests and evaluate alternative strategies to manage this concern. On one hand, the premise of this article is to formulate a plan to anticipate domestic terrorism, and on the other hand, balance the individual rights of the participants.

Ironically, a dichotomy exists within the framework of this paper. Law enforcement must preserve the rights of potential terrorists while simultaneously responding to the needs of the community it serves. The police are accountable for their actions, and most maintain an objective viewpoint when dealing in a

peaceful setting with both parties. This can be illustrated through a 1994 Supreme Court ruling that resulted in a six to three decision, stating that a "buffer zone" could be established around abortion clinics. The zone would not prohibit abortion rights advocates from demonstrating and exercising their right to free speech. It would, however, preserve the patients' rights to freely enter a clinic. At this point, anti-abortion rights groups are not classified under the category of domestic terrorists; however, recent violent events involving their groups are steering these extremists toward the definition quoted by the FBI.²²

The police department is called upon to educate the public that terrorist groups have the right to a peaceful demonstration. For example, South Coast Plaza, a large shopping mall located in Costa Mesa, California, is confronted by the Animal Liberation Front (ALF), a group known to employ terrorist tactics, on an annual basis for a permit to demonstrate against businesses that use "real" fur in the manufacturing of products. The police department is in the unique position of preserving the right of free speech to a known terrorist organization and informing the mall management of ALF's right to demonstrate.²³

Future Technology

On the surveillance front, advanced technology is emerging rapidly and appears to be on a collision course with the U.S. Constitution. Supersensitive audiovisual devices, genetic identification, electronic monitoring, and other soon-

to-be available products offer a boon to criminal justice agencies.²⁴ However, the same innovations threaten the rights of privacy, protection against self-incrimination, and equal protection under the law. Terrorists have become technically more proficient, enabling them to operate at a higher level of violence. According to Brian Michael Jenkins, one of the world's leading authorities on terrorism, trends indicate that terrorists probably will not enter the "mind boggling" world of high technology; however, domestic terrorists exist in all walks of life, and one should not discount the possibility of their employing such methods.²⁵

As the 21st century approaches, technological advances will continue to emerge and improve the effectiveness of the law enforcement community. A critical analysis needs to take place to evaluate the direction of employing high technology in the work place. Can law enforcement successfully balance the needs of the community with the constitutional rights of terrorist organizations?

As the world proceeds toward the 21st century, it appears that the impact of domestic terrorism is emerging as a serious issue in society. What will the future hold as mid-sized law enforcement agencies begin to define the problem of domestic terrorism?

An example of these changing forces occurred in January 1994. The Supreme Court provided pro-choice supporters of abortion with a new legal

weapon by ruling that militant advocates opposing abortion can be forced to pay damage verdicts under the Racketeering-Influence and Corrupt Organization Act (RICO).²⁶

This ruling targets the organizations engaging in violent terrorist attacks against abortion clinics. However, the broader implications of this ruling give government the power to use the law against any domestic terrorist organization that uses violence for political reasons. The impact has already changed the social and legal forces that press on this issue. What direct impact will RICO have on these terrorist groups? Will this ruling decrease or increase the use of violence in American society?

According to terrorism expert Bruce Hoffman, an associate at the Rand Corporation, the United States will continue to experience growth in terrorist attacks during the next decade, and large scale incidents involving hundreds of deaths will become more common. Terrorism has become a routine way of focusing attention on a dispute and bringing pressure on those in control. Throughout the next decade, mid-sized law enforcement agencies must begin to prepare; there certainly will be no lack of causes.²⁷

An Inside Look at Domestic Terrorism

To enable the reader to gain a deeper understanding of domestic-based terrorism, the author interviewed three individuals who claimed to be deeply

involved with a specific issue and are actively serving as a member within the various groups.

The individual groups vary in purpose; however, each person exhibited a deep-rooted emotional attachment to their "cause" and conveyed to this author an unexplainable passion for the concern on their individual issue.

For purposes of confidentiality, the author guaranteed that the individual names would not be published in this article, and all three people have been given fictitious names. The anonymity provided a relaxed atmosphere during the interviews and led to a number of revealing responses to a variety of questions. The interviews took place between January and March of 1995 in Orange County, California.

A series of questions were asked to the individuals during the interviews. However, for purposes of this article, the focus of questioning concentrated on three specific points:

- Would your group resort to committing intentional violent acts to further "the cause" of your specific organization?
- If yes, what methods would be employed?
- The year is 2005. What has your group accomplished?

In January 1995, an interview took place with Leonard Smith. Smith is affiliated with a white supremacist group which calls itself P.O.E. (Process of

Elimination). Smith discussed the purpose of his group and the importance of uniting the Aryan race. This author found Smith to be a very confused and disturbed individual; however, listening to his well-structured recruitment campaign confirmed his passion to the cause.²⁸

Smith stated that violence was the primary method used to gain attention or solve a problem. The purpose of P.O.E. was to educate the community on the significance of Aryan power, and violence was used as one of the means to accomplish that end.

Smith informed this author that they are planning to target synagogues with a campaign designed to deface or destroy the buildings. Smith also discussed in vague terms that the group wanted to get itself on television at the O.J. Simpson trial. Smith talked about hiding on the roof of a tall building near the Los Angeles Courthouse and shooting the "non-Aryans." Throughout this conversation, Smith displayed a sense of pride as he discussed his plans.

Within the next ten years, Smith feels P.O.E. will be a significant force in Orange County, California. The organized recruitment efforts will have benefited, and the "Skin Head philosophy" will have filtered into the upper levels of the work force.

According to Lt. Mike Foote, a past president of the Orange County Organized Crime/Counter Terrorism Task Force, he is fearful of these types of

groups. Foote said that individuals similar to this are in the planning stages of major criminal operations. The money is being fronted by radical groups that use these social deviants to carry out their plans. Foote believes that this type of activity will continue to grow during the next ten years and place a strain on the resources of mid-sized law enforcement agencies.²⁹

In February 1995, a second of three interviews took place in an unidentified location in Orange County. The author interviewed Ben King, an active member of the Mercy Crusaders. The Mercy Crusaders is an animal rights activist group based in southern California. The group was recently investigated by the Alcohol, Tobacco and Firearms Agency of the United States Treasury Department for possessing dozens of illegal semi-automatic rifles.³⁰

King informed this author that the weapons were acquired in a legal manner; however, King could not explain why animal rights activists were stockpiling semi-automatic weapons. King was somewhat evasive in his responses to questions that were posed to him.

As the interview continued, King became more relaxed and confided a significant piece of information. King stated that one of the primary targets of animal rights activists are the medical research facilities that exploit animals under

the guise of "research". King explained that plans are underway to specifically target these research institutions and "every option is being explored."

King was asked if his group would intentionally use violence to further the cause of animal rights? King responded by saying, "We are beginning to escalate our tactics." King said that they will employ every option and have also considered using a firebomb on a southern California research facility that exploits the rights of animals.

As the interview was concluding, King was asked if he felt the rights of animals would improve or deteriorate within the next ten-year period. King responded that his group, as well as similar organizations, will continue to keep the issue in the minds of the public. King stated that militant tactics are not the first option used to educate the public; however, these methods are successful for publicity and actually instill fear into the minds of those individuals who are violating animal rights.

Overall, King felt that the issue of animal rights is important to society, and the Mercy Crusaders will continue to publicize indiscretions and preserve the rights of innocent creatures.

In March 1995, Evon Turner discussed the direction "Right To Life" was taking in regards to the pro-life movement in Orange County, California. Turner

is a school teacher; however, she has given up that profession so that she can devote her "waking hours" to reversing Roe vs. Wade.³¹

Under the assurance of confidentiality and anonymity, Turner provided this author with a unique perspective of her organization. Turner candidly admitted that Right To Life targets physicians who perform abortions. She stated that she has organized letter-writing campaigns that were directed to defame the reputations of doctors on their "list".

Turner was asked if she or her organization would utilize violent measures to enhance a political cause. Turner said that even though she did not believe violence was the first alternative, "those types of decisions are ready to be made."

Turner also said the murders occurring outside abortion clinics in the states of Florida and Massachusetts will most likely continue. She stated that these incidents have raised the level of consciousness in America, and hopefully, will "get the message across" to the politicians.

Turner was requested to respond to the question what types of violent methods would your group employ to further their cause? Turner replied by stating that her group is 100% committed to reversing the Supreme Court decision that allows abortion (Roe vs. Wade).

Turner said that society is in denial over the issue of abortion, and the recent violent acts seemed to have "awakened a sleeping giant." Turner said that as of the present there are no formal plans to proceed with violence. However, Turner said she has taken part in numerous "informal" conversations that involved all types of violence, but Turner would not elaborate.

Turner also stated that within the next ten years the issues surrounding abortions will be resolved through the United States Supreme Court, and the work she has performed for the group will be realized.

According to William Cavanaugh, a noted expert in the field of terrorism, he views domestic-based terrorism as a significant area of concern for mid-sized law enforcement agencies. Cavanaugh said that police departments must be ready to deal with this issue in the near future.³²

The previous three individuals provided this article with a unique opportunity to acquire an overview of the passion and preparation political action groups are willing to undertake.

The premise of this article, which appears to be supported by interviews, is that domestic terrorist groups are willing to escalate to violent methods in order to pursue a political cause. Unfortunately for law enforcement, resources are scarce and community support is not yet focused on this issue.

Conclusion

This article demonstrates the importance of establishing a road map for mid-sized agencies to recognize and aggressively prosecute acts of domestic terrorism.

The conclusion reached with regards to the sub-issues is based upon reference material and this author's personal research.

How will agencies profile, identify, and monitor domestic terrorist groups within the next ten years?

Local law enforcement must begin to think and operate with a more global perspective as it pertains to the allocation of available resources. Technology exists at affordable prices which can be a part of a future "law enforcement internet". A California system for tracking, monitoring, and profiling domestic terrorists can be modeled after the federal threat warning system.

Intelligence information is the key to successful profiling of potential terrorists and the violent acts that could occur. Analysis of intelligence information will enable a mid-sized agency to uncover possible terrorism trends and provide appropriate investigative management.³³

Mid-sized California agencies will need to work collectively with community groups, business owners, and the media in forming a collaborative effort.

How will agencies protect the city infrastructure from a potential terrorist threat on a "critical target" within the community?

Agencies need to develop a systematic process to identify potential "critical targets" within their community. Abortion clinics, animal research facilities, local reservoirs, and synagogues must be identified and enabled to develop functional emergency operational plans.³⁴

Local law enforcement should design scenarios involving these locations and rehearse hypothetical incidents with representatives from each facility. We are a society of intricate, interdependent, and vulnerable networks which present prime targets to domestic terrorists.³⁵

Through forecasting of trends and events, officers can be trained to anticipate problems and work with private security to detect warning signs.

How will law enforcement protect the civil liberties of terrorists while simultaneously protecting the interests of their individual communities?

The emergence of sophisticated technology allows the potential for local law enforcement to monitor the activities of domestic terrorists. Law enforcement has the responsibility to provide equal protection under the law for the guaranteed constitutional rights of terrorists. Through strong ethical leadership, coupled with quality training, officers must be made to understand

that there is a balance between the rights of the violator and the interests of the community.³⁶

Mid-sized law enforcement agencies should seek legislative input from state and federal officials which will provide guidance to the officers involved with enforcement activities.

Open lines of communication with civil rights groups will be necessary to ensure that trust is a vital component of the established plan. Achieving the proper balance between community interests and individual rights will be challenging. According to William Gutteridge, Director of the London-based Research Institute for the Study of Conflict and Terrorism, he believes that most people in their own self-interest would accept some restrictions on their lives.³⁷ However, the underlying factor that should be the nexus of the operational plan is that it is not illegal to proclaim oneself as a terrorist. Law enforcement must instill this philosophy in their officers as we enter the 21st century.

The information outlined in this article focused on the issue: **What impact will domestic/special interest terrorism have on mid-sized law enforcement agencies in California by the year 2005?**

Domestic terrorism has emerged as a viable issue in society today. Based upon the trends and events, accurate forecasts can be made concerning the direction of this topic during the next ten-year period. The data discussed

throughout this study parallels events that have recently emerged within the United States.

Mid-sized law enforcement agencies must be aware of the potential impact that domestic terrorism may have on their communities. The issue crosses political, social, and economic lines, and this document provides a blueprint that can be modified toward individual communities.

The overall success and implementation of the plan rests with a chief executive who is both a visionary and possesses the fortitude to raise the level of consciousness on the topic of domestic terrorism within their community.

Recommendations for Future Study

The problem of domestic terrorism is an ever-growing issue in the United States. This study was initially completed April 7, 1995, approximately three weeks prior to the Oklahoma City bombing.

As we approach the turn of the century the turn of the century, mid-sized law enforcement agencies must prepare to deal with the issue of domestic terrorism. This author suggests that future study be conducted in the following areas with regard to domestic terrorism: 1) Increased military involvement, coordinating with local law enforcement to disseminate information and train personnel in the area of intelligence gathering; and 2) Future study of advanced technology that could detect and prevent bombings.

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terrorist groups are not linear. It has been difficult to forecast terrorist activities. Unlike many criminal actions, participants in terrorist activities are not deemed to be random; rather, they are goal-oriented in their activities.

The importance of studying this area correlates to the political trends and events that are occurring in society. There are a continuing growing number of "politically active" groups throughout the State of California that might well be willing to include the use of violence to strengthen their "political cause".⁹

For purposes of this research, mid-size law enforcement agencies are defined as police departments having a total complement of approximately 125 to 175 sworn, full-time officers. Unlike Los Angeles, San Diego, or San Francisco, these smaller-type police departments are not capable of assigning an officer to specifically deal with this issue. Police departments of this size barely have the proper staffing for conventional crime prevention. Thus, the mid-size agency is forced to rely on outside resources to assist with many of their problems, such as housing of prisoners or in-depth forensic science. Without a comprehensive evaluation of this issue, the largest segment of California law enforcement may not be prepared to deal with the issues and sub-issues that surround the topic.

As the threat of domestic terrorism continues within society, why should mid-size agencies be specifically concerned with this issue? The popular

response to the above question is that the federal authorities are responsible for this area, and they will investigate "terrorist action" if it should occur.

The fact of the matter is that, when an incident occurs in the future, many of these crimes will go unnoticed unless officers are properly trained and prepared to recognize domestic terrorism.

Research has indicated that bank robberies, counterfeiting, and other subtle types of crimes have taken place in order to covertly finance domestic terrorist groups. In 1988, the FBI arrested five members of "The Order", a right-wing splinter group of "Aryan Nation", for their involvement in a multi-million dollar armored car robbery.¹⁰ The importance of studying this issue sets in place a methodology for establishing a road map for mid-size agencies to follow.

Terrorists groups have affected entire communities. In 1986, a typhoid bacteria (*Salmonella Typhosa*) was used by the Rajneesh religious cult in Oregon to contaminate salad bars in restaurants.¹¹ According to "Terrorism in the 1990's", the growth in the use of nuclear power by terrorists is inevitable. Scientific knowledge on how to make a miniature nuclear bomb exists and was actually seized in Russia after the breakup of the Soviet Union. Scientists express concern about the possibility of this type of weapon falling into the hands of terrorists. Suicidal tactics have replaced the traditional tactics of hostage-taking

and threats. Terrorists have used every scientific innovation developed, and it is likely they will resort to nuclear and chemical weapons.¹²

As the decade proceeds, it is most probable that terrorism will take on an entirely different face. Biological, chemical, and nuclear technologies will become small and readily available. These new weapons will provide the domestic terrorists a myriad of possibilities to accomplish their goals.

ISSUE AND SUB-ISSUES

As stated previously, the issue of this project is:

What will be the response of mid-sized law enforcement agencies in California to domestic-based terrorism by the year 2005?

In defining domestic-based terrorism, the author will concentrate this study on terrorist activities that specifically occur in the United States, and more specifically, those that occur, or have the potential to occur, in the State of California. The political objectives can be international, national or local. The focus will be on the potential local nature of the act of terrorism.

The underlying question of this primary issue is to examine the long-term impact that domestic terrorist activities will have on mid-size law enforcement

agencies that do not possess the extensive resources to effectively deal with this area of concern.

The author met with a focus group to determine the sub-issues. The group included: Captain Rick Johnson, Costa Mesa Police Department; Hugh Tate, Training Coordinator, Costa Mesa Police Department; and Senior Officer Bob Nishimura, Costa Mesa Police Department. To assist in the analysis of the issues question, a futures wheel (illustration on page 18) was developed by the author utilizing the focus group. The futures wheel is presented to furnish the reader with an illustration to view the significance of the sub-issues surrounding the issues question.

Three sub-issues have been identified which relate to the primary area of concern.

- ▶ **How will agencies profile, identify, and monitor domestic terrorist groups?**
- ▶ **How will agencies protect "critical targets" within the community from a potential terrorist threat?**
- ▶ **How will law enforcement protect the civil liberties of terrorists, while simultaneously protecting the interests of their individual communities?**

The first sub-issue will focus on the ability of law enforcement to monitor and gather intelligence on domestic terrorist groups within the next ten years. In order to effectively deal with these groups, law enforcement must possess the technological capabilities to identify and track offenders.

According to a published report by the FBI, responsibilities for intelligence in the United States fall primarily under the umbrella of the federal counter-terrorism section. Law enforcement agencies provide intelligence information to the FBI only on a limited basis.¹³

An article written by Wayman C. Mullins, Ph.D., Associate Professor, South West Texas University, San Marcos, states that throughout the next decade, domestic terrorists will increase their reliance on computer bulletin boards, satellite television programming, and other forms of technology for communicating their message. The purpose of this technology will be used for recruiting and operational planning. Terrorist organizations are likely to use a voice-stress analyzer to determine the legitimacy of applicants.¹⁴

On a national level, intelligence gathering for incidents of domestic terrorism is conducted through the Domestic Threat Warning System.¹⁵ This newly developed system, managed by the FBI, tracks classified intelligence information. Mid-size law enforcement agencies in California need to establish a

similar sophisticated intelligence network. Currently, intelligence information is communicated via telephone, teletype, and exchanged personally during some professional meetings. Mid-sized agencies are experimenting with "grass roots" law enforcement bulletin boards. Total security cannot be guaranteed for transmitted intelligence, however, and the lack of security limits bulletin boards as a viable tool.¹⁶

The second sub-issue will examine potential "critical targets" within individual communities that could be sought out by these extremists and used to score their political cause. These areas include, but are not limited to, military installations within the community, government buildings, educational buildings, water and utility supplies and prominent shopping malls in affluent communities.

An article written in the Journal of International Business Studies cites a survey conducted of 79 Fortune 500 corporations which found that less than 50 percent of these corporations had formal programs to deal with a domestic terrorist attack. These companies were also critical of local law enforcement's lack of assistance in dealing with domestic terrorists.¹⁷

Statistics provided by the FBI detailed terrorist incidents by targets during 1982 through 1992 and indicated that a total of 165 domestic terrorist incidents occurred. Forty-two (42) percent of these targets were commercial buildings.

Eighty-six (86) were attacked by bombing. Forty-three (43) percent of the targets included military establishments and government buildings.¹⁸

Infrastructure vulnerability is a key factor in the success of domestic terrorism.

Local law enforcement has performed well identifying these targets for natural

disaster purposes. However, the difference between preparing for a natural

disaster and guarding against a terrorist attack is security. Nuclear

power/electricity, oil and gas refineries, water, and the telephone installation are

just a few of the examples that need continual protection from radical groups.

In November 1988, Executive Order 12656 was signed by President Ronald Reagan.¹⁹ The order outlined the operational duties for infrastructure vulnerability. The objective of the plan is to develop, implement, and maintain a program on a national level to address potential and actual acts of terrorism directed against "critical targets" within the infrastructure of the U.S. In order to minimize incidents of terrorism in mid-size communities, a similar operational plan needs to be developed. The Federal Emergency Management Agency (FEMA) published an article in 1990 that outlined a series of scenarios in which federal, state, and local agencies focused on responding to a catastrophic terrorist incident.²⁰ This type of planning will be essential and will be discussed during the strategic plan of this paper.

These "critical targets" must be identified, and some type of strategic plan must be established to guard against a terrorist strike, or at the very least, minimize the damage if an attack does in fact occur.

The final sub-issue has a complex twist in that the opposing forces have individual rights that need to be preserved by the law enforcement community. It will be an important segment of this study to recognize the polar interests and evaluate alternative strategies to manage this concern. On one hand, the premise of this project is to develop a strategic plan to anticipate domestic terrorism, and on the other hand, balance their individual rights.

Ironically, a dichotomy exists within the framework of this paper. Law enforcement must preserve the rights of potential terrorists while simultaneously responding to the needs of the community it serves. The police are accountable for their actions, and most maintain an objective viewpoint when dealing in a peaceful setting with both parties. This can be illustrated through a 1994 Supreme Court ruling that resulted in a six to three decision, stating that a "buffer zone" could be established around abortion clinics. The zone would not prohibit abortion rights advocates from demonstrating and exercising their right to free speech. It would, however, preserve the patients' rights to freely enter a clinic. At this point, anti-abortion rights groups are not classified under the category of

domestic terrorists; however, recent violent events involving their group are steering these extremists toward the definition quoted by the FBI.²¹

In mid-sized communities, the police department is called upon to educate the public that terrorist groups have the right to a peaceful demonstration. For example, South Coast Plaza, a large shopping mall located in Costa Mesa, California, has been confronted by the Animal Liberation Front (ALF), a group known to employ terrorist tactics, on an annual basis for a permit to demonstrate against businesses that use "real" fur in the manufacturing of products. The police department is in the unique position of preserving the right of free speech to a known terrorist organization and informing the mall management of ALF's right to demonstrate.²²

For surveillance purposes, advanced technology is emerging rapidly and appears to be on a collision course with the U.S. Constitution. Supersensitive audiovisual devices, genetic identification, electronic monitoring, and other soon-to-be available products offer a boon to criminal justice agencies.²³ However, the same innovations threaten the rights of privacy, protection against self-incrimination, and equal protection under the law. Terrorists have become technically more proficient, enabling them to operate at a higher level of violence. According to Brian Michael Jenkins, one of the world's leading

authorities on terrorism, trends indicate that terrorists probably will not enter the "mind boggling" world of high technology; however, domestic terrorists exist in all walks of life, and one should not discount the possibility of their employing such methods.²⁴

As the 21st century approaches, technological advances will continue to emerge and improve the effectiveness of the law enforcement community. A critical analysis needs to take place to evaluate the direction of employing high technology in the work place. The question to pursue is, can law enforcement successfully balance the needs of the community with the constitutional rights of terrorist organizations?

SCANNING RESULTS AND FUTURES FILE INFORMATION

According to a report published by the Department of Justice, a total of 165 terrorist incidents occurred within the United States between 1982-1992.²⁵ These initial events have begun to evolve into a series of trends that have culminated into a measurable pattern of domestic terrorism. In an article published in the Los Angeles Times, Paul Hill, who was sentenced to death in December 1994 for murdering a doctor outside an abortion clinic, was quoted to say, "There is no question that what I did was a relatively new concept; some day it will be commonplace, and generally accepted as normal."²⁶

As the United States proceeds toward the 21st century, it appears that the impact of domestic terrorism is emerging as a serious issue in society. What will the future hold as mid-sized law enforcement agencies begin to define the problem of domestic terrorism?

An example of these changing forces occurred in January 1994. The Supreme Court provided pro-choice supporters of abortion with a new legal weapon by ruling that militant advocates opposing abortion can be forced to pay damage verdicts under the Racketeering-Influence and Corrupt Organization Act (RICO).²⁷

This ruling targets organizations engaging in violent terrorist attacks against abortion clinics. However, the broader implications of this ruling give government the power to use the law against any domestic terrorist organization that uses violence for political reasons. The impact has already changed the social and legal forces that press on this issue. What direct impact will RICO have on these terrorist groups? Will this ruling decrease or increase the use of violence in American society?

According to terrorism expert Bruce Hoffman, an associate at the Rand Corporation, the United States will continue to experience growth in terrorist attacks during the next decade, and large scale incidents involving hundreds of

deaths will become more common. Terrorism has become a routine way of focusing attention on a dispute and bringing pressure on those in control. Throughout the next decade, mid-sized law enforcement agencies must begin to prepare; there certainly will be no lack of causes.²⁸

FUTURES WHEEL

Listed below, the reader will find a "futures wheel" on the impact of domestic terrorism. The futures wheel reflects a variety of issues, all of which are related to the topic at hand. The wheel was prepared using colleagues within the Costa Mesa Police Department as a focus group who subsequently assisted in futures forecasting. The group included: Captain Rick Johnson, Costa Mesa Police Department; Hugh Tate, Training Coordinator, Costa Mesa Police Department; and Senior Officer Bob Nishimura, Costa Mesa Police Department. The futures wheel essentially "brainstorms" the issues and sub-issues at hand and dissects the many components that affect domestic terrorism.

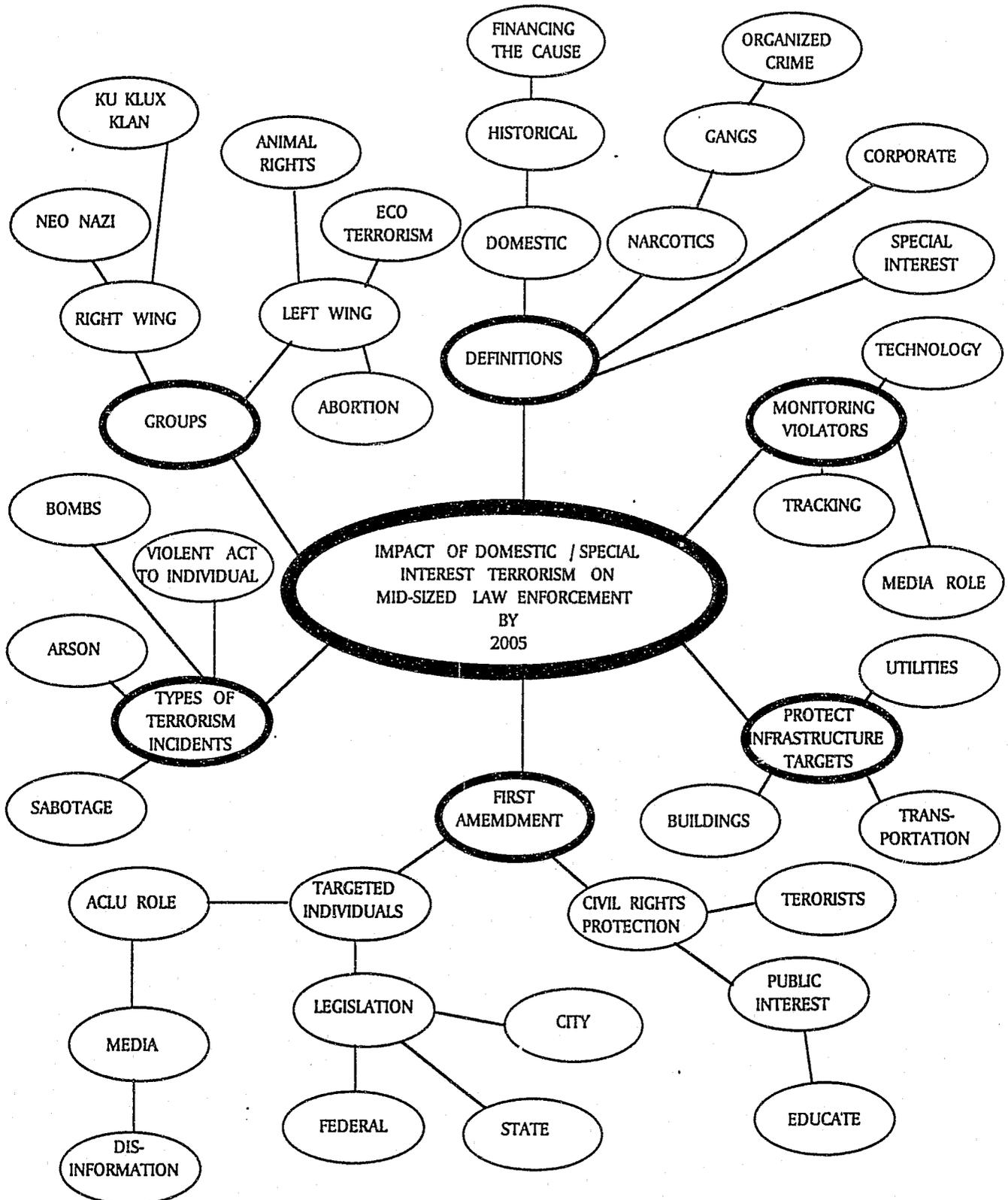
Domestic-based terrorism interweaves a variety of topics. The First Amendment guarantees all citizens protection under the law. However, at what price will a community sacrifice for that liberty?

The infrastructure of a community is the adhesive component that brings a city to life. Transportation, critical targets, and utilities are vital to the existence of any community.

As the United States approaches the turn of the century, the groups participating in domestic terrorist incidents will range from animal rights groups, anti-abortion activists, to right wing Neo-Nazi organizations.

The challenge this presents is the ability of California law enforcement to balance the ever-changing social, technological, economic, environmental, and political forces of society ("STEEP").

IMPACT OF DOMESTIC TERRORISM FUTURES WHEEL



FORECASTING THE FUTURE

INTRODUCTION

The previous chapter of this study outlined the emerging issues of domestic/special interest terrorism and the potential impact of this problem on mid-size law enforcement agencies. This section of the study is designed to explore and forecast potential future trends and events related to domestic terrorism and examine their correlation.

FUTURES METHODOLOGY

Nominal Group Technique

A Nominal Group Technique (NGT) was formulated to explore and develop future trends and events that could impact the issue and sub-issues of domestic terrorism. The panel was selected from a variety of professional disciplines to examine this topic. In selecting the panel, the "STEEP" model was utilized with the purpose of formulating a variety of perspectives.

A specific process was utilized to identify and rank-order the trends and events, while a modified Delphi process (DELPHI) was used to evaluate, forecast, and chart the outcome.

The panel was comprised of 11, individually selected, participants. As stated previously, each panelist was specifically selected by the author in order to compile a "STEEP" evaluating NGT.

The panel was composed of the following members.

1. William Cavanaugh, Captain, Laguna Beach Police Department, Terrorism Expert, Lt. Colonel USMC.
2. Mike Dale, Colonel USMC, 30 years, Military Intelligence Expert.
3. Ted Dillen, Retail Security Manager, South Coast Plaza.
4. Rick Johnson, Captain, Costa Mesa Police Department, Command College 5 Graduate.
5. Thomas R. McDonnell, Environmental Scientist.
6. Darrell Myrick, Lieutenant, West Covina Police Department, SWAT Commander, Command College 19.
7. Kent Norman, Detective, Los Angeles Police Department, Terrorism Expert.
8. Chester Paniques, Lieutenant, Brea Police Department, Command College Student, Class 20.
9. Patrick A. Rodgers, Lieutenant, Irvine Police Department, Command College 16 Graduate, Counter Terrorism Training, FBI.

10. Hugh Tate, Training Coordinator, Terrorism Expert, Victoria, Australia, Police Lieutenant Retired.
11. Jerry Verwolf, Communications Operations Manager, City of Costa Mesa, Disaster Operations Expert.

Prior to the formulation of the NGT, each member of the group had been given material explaining the process, defining trends and events, and articles discussing domestic terrorism.

DEFINITION OF TRENDS AND EVENTS

A trend is defined as 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. An example of a trend would be similar to a baseball player that continually strikes out when a pitcher throws him a curve ball. An individual strike out would be considered the event, while the series of strike outs that occur when he faces a curve ball can be forecasted, and these events (strikeouts) become a trend.

THE NOMINAL GROUP TECHNIQUE (NGT) PROCESS
AND
IDENTIFICATION OF TRENDS

The NGT process was used for the identification of both trends and events.

The process consisted of the following areas.

- A. Silent generation of ideas/trends in writing by every panelist. These ideas were then collected by the administrative aides, who typed the trends in random order and displayed the trends on a chart.
- B. A total of 64 trends were generated. The panel evaluated trends, clarified terminology, and eliminated duplicates.
 1. The panel was then required to vote and reduce the number of trends from 20 to 10, in no specific order.
 2. An additional phase of this process involved the panel discussing the list of 10 trends and rank-ordering in terms of the importance to the issue and sub-issues.
- C. A final number of 55 were agreed upon, and the panel voted on the top 20 trends in no specific order (Appendix "A").

TREND FORECASTING

A Delphi process was utilized to forecast the 10 trends that were identified during the NGT. The process involved the 11-member panel that was used in the NGT.

The group evaluated the top 10 trends and established numerical values over a 10-year period:

- A. Probability of occurrence 5 years prior to 1995.
- B. Probability of occurrence 5 years from 1995.
- C. Probability of occurrence 10 years from 1995.

In evaluating the outcome of the data produced by the panel, a high, median, and low measurement were established to reflect an accurate depiction of the data.

TREND EVALUATION

Table I (page 26) depicts the top 10 trends identified by the NGT panel. Each trend is listed in order of importance as outlined during the NGT. Each panelist was asked to forecast each trend during a 10-year period. The results were collected and charted. A value of 100 was used to represent 1995. As the reader evaluates each graph, one will see that 3 points of reference (high, median, and

low) are plotted at 5-year increments. Each trend is discussed below in relationship to the issue of domestic terrorism.

DEFINITION OF TRENDS

The following are the 10 trends, rank ordered in significance of importance to the topic. The group discussed the influence of each trend as it pertained to the issue and sub-issues.

Trend 1 - Hostility Along Racial Lines. It was felt that racial intolerance will lead to more incidents of terrorism, hate crimes, and violence throughout society.

Trend 2 - Society's Propensity Toward Violence, as a Means of Solving Problems or Getting Attention for Issues. It was evident to the panel that society is resorting to violence to solve problems or to gain notoriety for an individual, group, or "political" cause.

Trend 3 - Religious Fervency and/or Fundamentalism. As God becomes the ultimate authority, the ends will justify the means. The fight to be right takes precedence over violent acts.

Trend 4 - Relationship of Gangs and Terrorist Activity. Gangs are becoming more organized, which lead to the potential of specific targets becoming a means to disrupt society.

Trend 5 - Disparity Between the "Haves" and "Have Nots". As the economic gap becomes more visible in society, the lower classes will feel the disparity, resulting in specific violent acts against the establishment.

Trend 6 - A Focus on Deep-Rooted Emotional Issues. Issues such as pro-life/pro-choice, animal rights, and the environment will continue to be a driving force throughout society. Terrorist acts will result, focusing attention on "the cause".

Trend 7 - Organized Incidents of Terrorism Against Ethnic Groups. White-supremacist groups will target non-Aryan groups with the sole purpose of making a statement of specific racial hatred.

Trend 8 - Media Attention Toward Terrorist Activity. Terrorist groups will take advantage of a willing media and commit specific terrorist acts in order to publicize the cause and gain recognition for the group.

Trend 9 - The Level of Intelligence Gathering Allowed to be Introduced into Evidence by Courts. In an effort to monitor terrorist activity, the group felt that the courts will amend the existing legislation and allow additional evidence to be introduced into testimony.

Trend 10 - The Level of Security Measures Tolerated by Society. The group recognized that society will have to sacrifice individual rights, as well as convenience, to protect personal safety and detect potential acts of terrorism.

TABLE I

TREND EVALUATION FORM

LEVEL OF TREND (Today = 100)

TREND (Abbreviated)	5 YEARS AGO (1990)	TODAY (1995)	5 YEARS FROM NOW (2000)	10 YEARS FROM NOW (2005)
Trend 1 - Hostility Along Racial Lines	H120/M95/L75	100	H150/M126/L75	H250/M144/L100
Trend 2 - Society's Propensity Towards Violence	H90/M89/L50	100	H170/M140/L105	H250/M220/L110
Trend 3 - Religious Fundamentalism	H125/M90/L25	100	H150/M110/L105	H250/M150/L125
Trend 4 - Relationship of Gangs and Terrorist Activity	H100/M90/L20	100	H200/M125/L115	H300/M130/L120
Trend 5 - Disparity Between the "Haves" and "Have Nots"	H100/M90/L5	100	H200/M125/L105	H300/M145/L100
Trend 6 - Focus on Deep-Rooted Emotional Issues	H98/M92/L50	100	H151/M148/L103	H249/M140/L130
Trend 7 - Organized Incidents of Terrorism Against Ethnic Groups	H125/M96/L49	100	H150/M145/L120	H247/M160/L135
Trend 8 - Media Attention Towards Terrorist Activities	H99/M85/L8	100	H200/M117/L107	H300/M142/L120
Trend 9 - Level of Intelligence Gathering Allowed by Courts	H125/M99/L43	100	H152/M139/L37	H201/M145/L49
Trend 10 - Level of Security Measures Tolerated by Society	H98/M82/L10	100	H154/M124/L100	H261/M139/L109

H = High

M = Median

L = Low

TREND 1

HOSTILITY ALONG RACIAL LINES

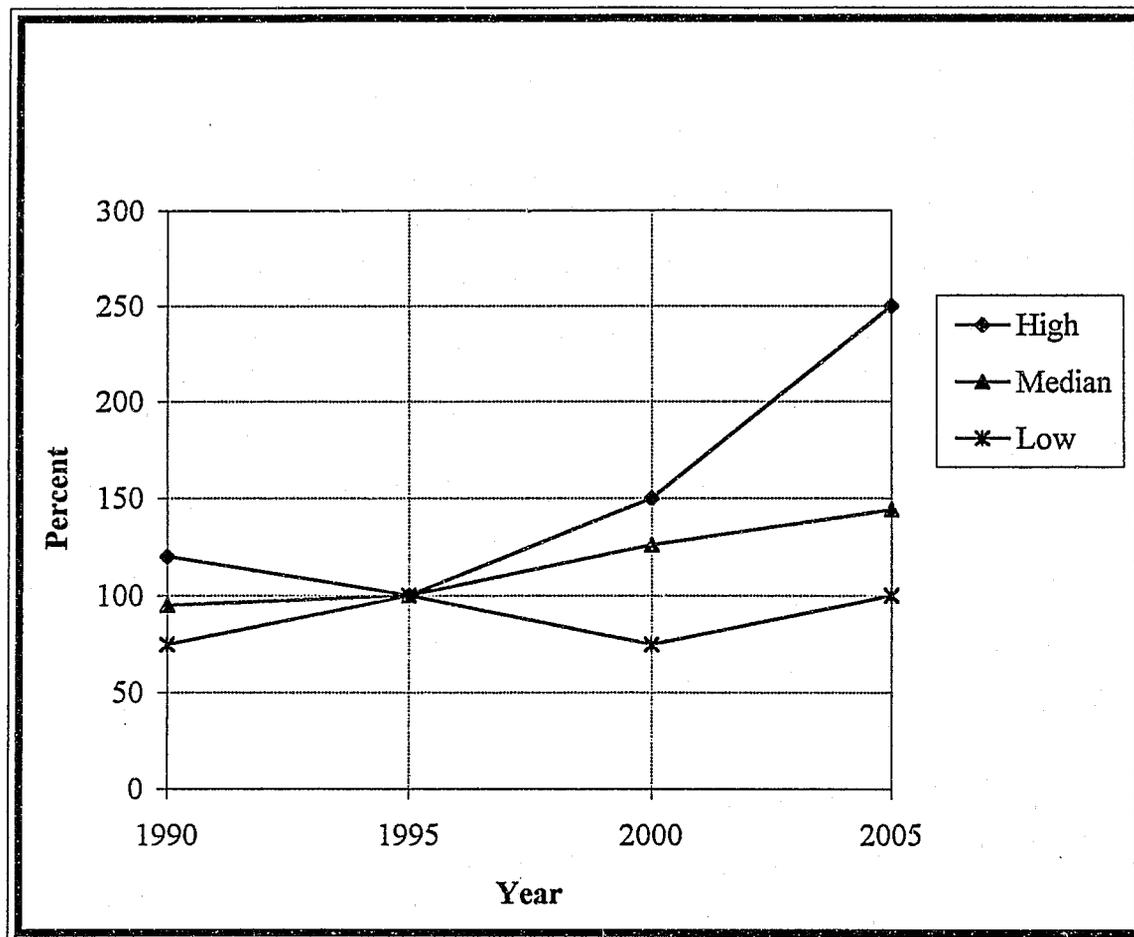


ILLUSTRATION 2

The graph portrays the consensus of the panel that hostility along racial lines will continue to increase gradually over the next ten years. This was based on the existing racial tension seen during the Los Angeles riots and other parts of the country.

The data reflects that five years ago, the level of hostility along racial lines was the high at 120%, the median 95% and the low 75%. Using 100% as today, this trend is forecast to increase during the next five years (High150/Median126/Low75) and continue with an upward indication (High250/Median144/Low100) by the year 2005.

TREND 2

SOCIETY'S PROPENSITY TOWARD VIOLENCE AS A MEANS OF SOLVING OR GETTING ATTENTION FOR ISSUES

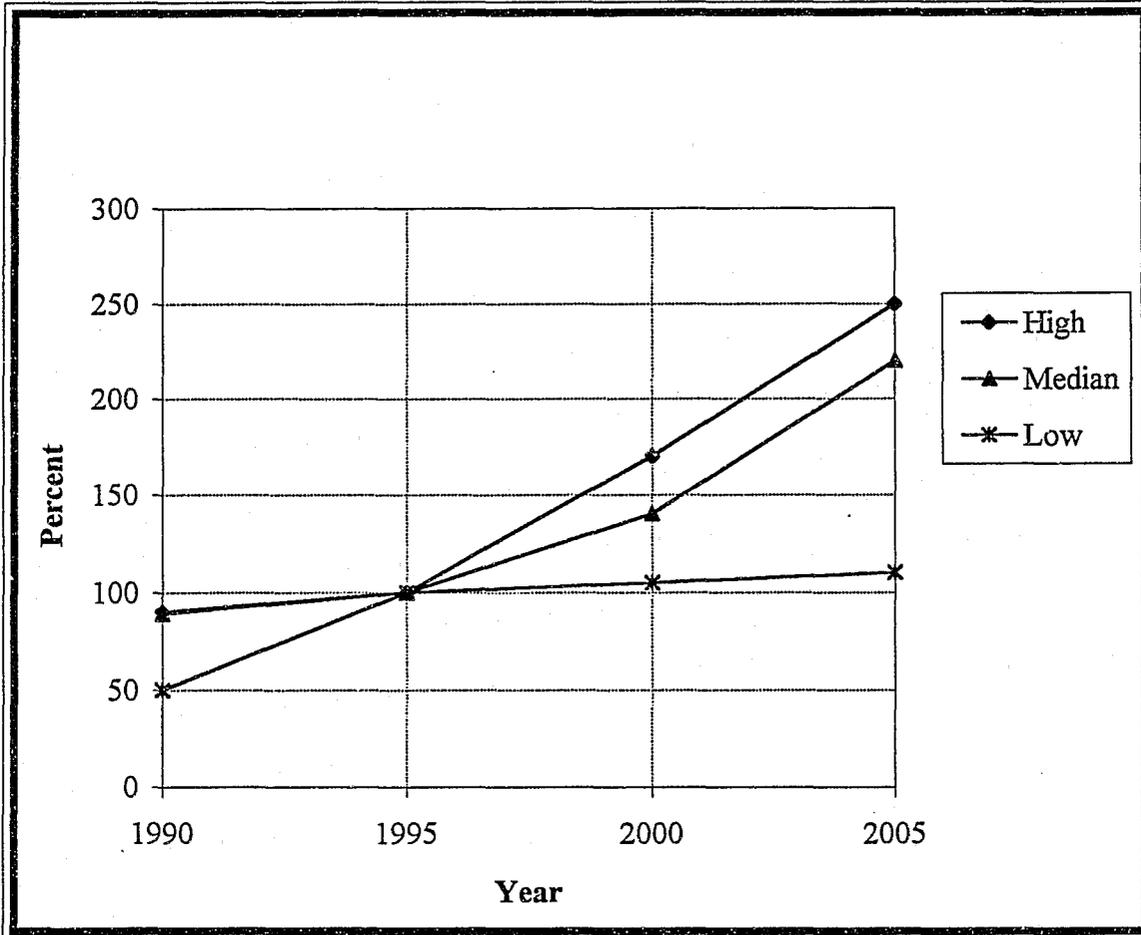


ILLUSTRATION 3

Society is continuing to demonstrate, whether at a local school, a sporting event, or a job setting, that violence is likely to be used to resolve issues and provides an individual or group with a platform for attention.

This graph illustrates the increasing tendency toward violence during the next ten years.

The 1990 data indicates a high of 90, a median of 89, and a low of 50. One hundred (100) is shown as the baseline for today, in five years the data displays (High 170/Median 140/Low 105) and this trend is forecast to continue toward 2005 (High 250/Median 220/Low 125).

TREND 3

RELIGIOUS FERVENCY AND/OR FUNDAMENTALISM

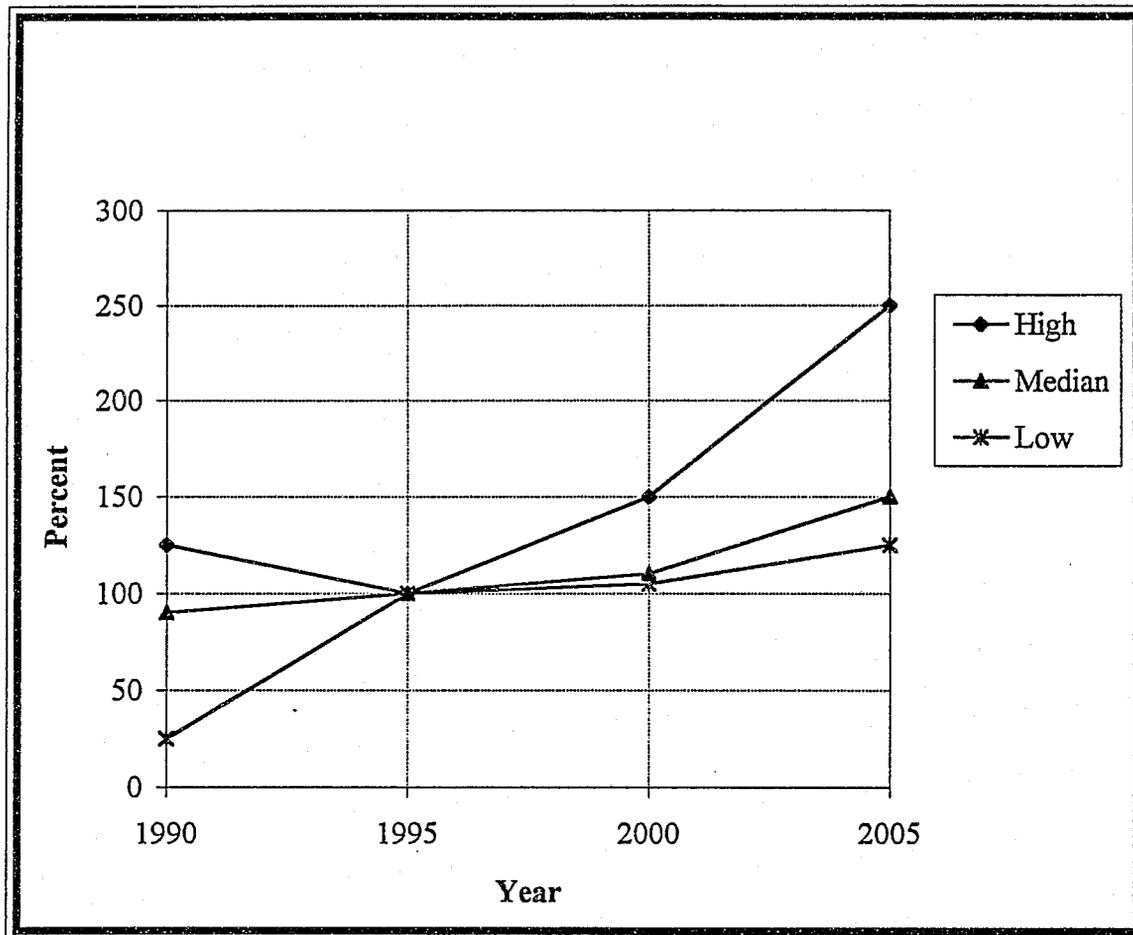


ILLUSTRATION 4

The panel felt that during the next five years, religious fundamentalism would slightly increase. However, after the turn of the century, a significant increase would occur.

The increase would result in more examples of violence under the guise of religion.

The graph illustrates that five year ago religious frequency was forecast at (High250/Median90/Low25). Today is viewed as 100. The data reflects (High150/Median110/Low105) by 2000. In ten years the trend continues to increase with (High250/Median150/Low125).

TREND 4

THE RELATIONSHIP OF GANGS AND TERRORIST ACTIVITY

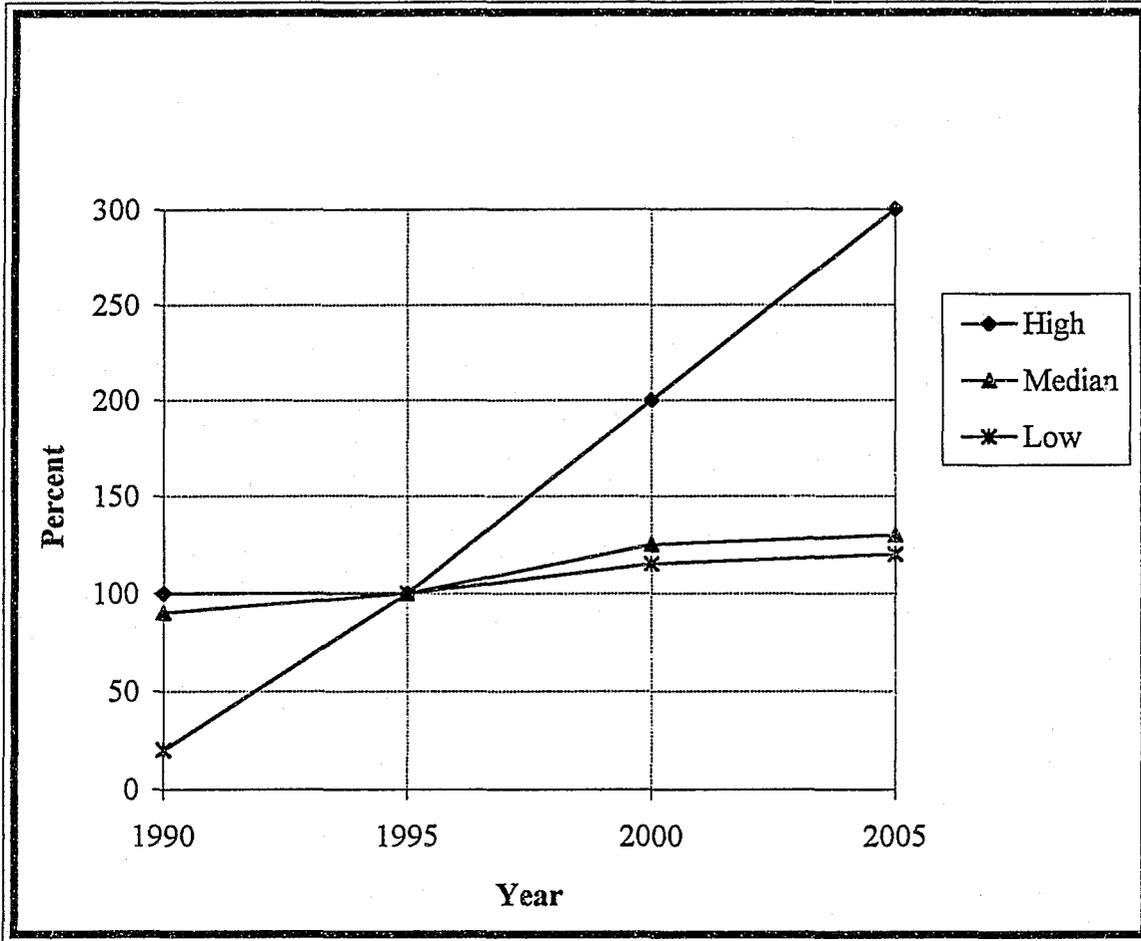


ILLUSTRATION 5

The panel felt that gangs would become more structured and organized. As this resulted, specific targets would be selected for violent acts.

The median forecast points out that over the next ten-year period, the terrorist activity on the part of gangs will gradually increase.

Using 100 as a baseline for today, the panel forecast that five years ago, gang involvement with terrorist activity was equal to or below the baseline. (High100/Median90/Low20). Five years from now the data reflects (High200/Median125/Low115). The majority of the panel forecast, by the year 2005, a gradual increase in activity, while two members felt the trend would be very high (High300/Median130/Low120).

TREND 5

DISPARITY BETWEEN THE "HAVES" AND "HAVE NOTS"

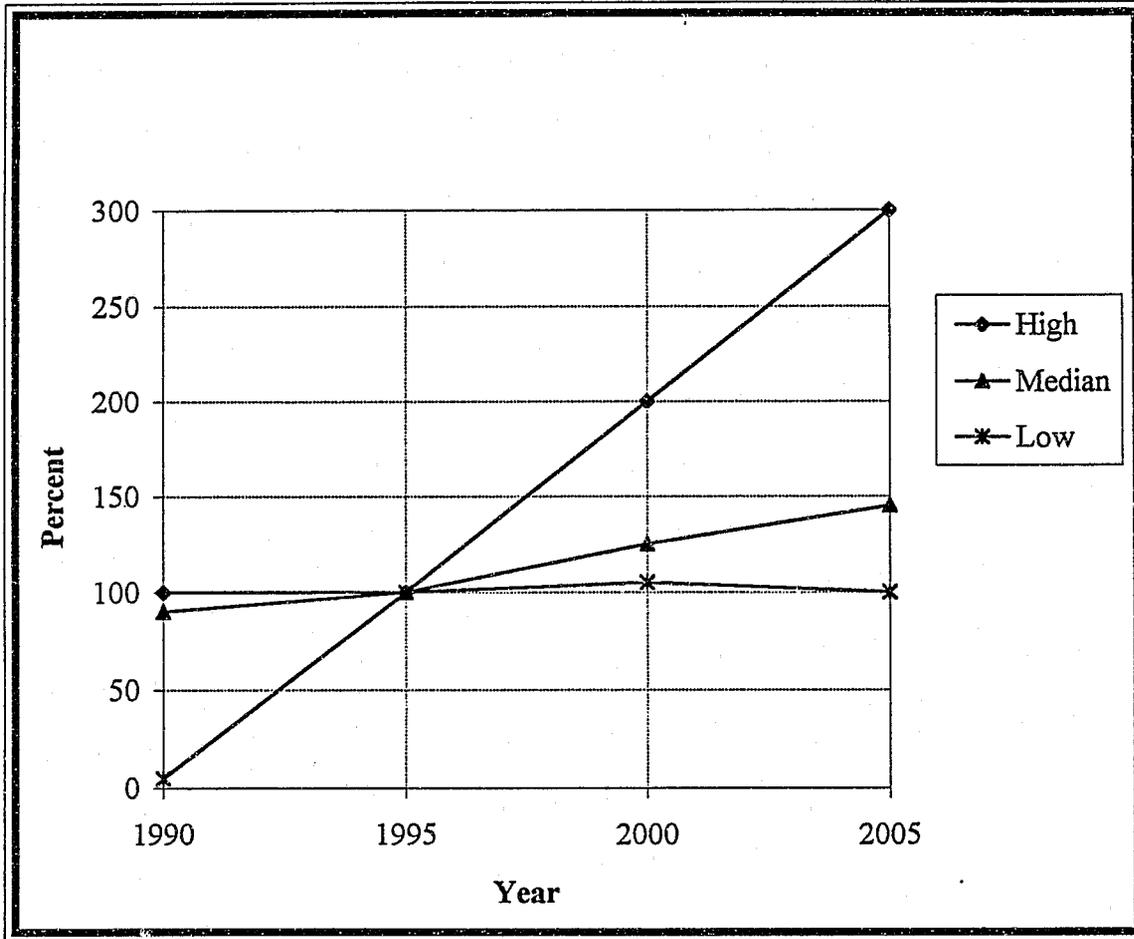


ILLUSTRATION 6

The majority of the group felt that there was an increasing trend of people not being able to achieve the "American Dream." As the gap continues to widen, animosity is created, resulting in violence vented toward the establishment.

Using 100 as a baseline for today, the trend of 1990 was (High100/Median90/Low5). This activity was equal to or below base. Five years from now, the data reflects a significant increase from the majority of the panel (High200/Median125/Low105). This trend continues to rise toward the year 2005 (High300/Median145/Low100).

TREND 6

A FOCUS ON DEEP-ROOTED EMOTIONAL ISSUES

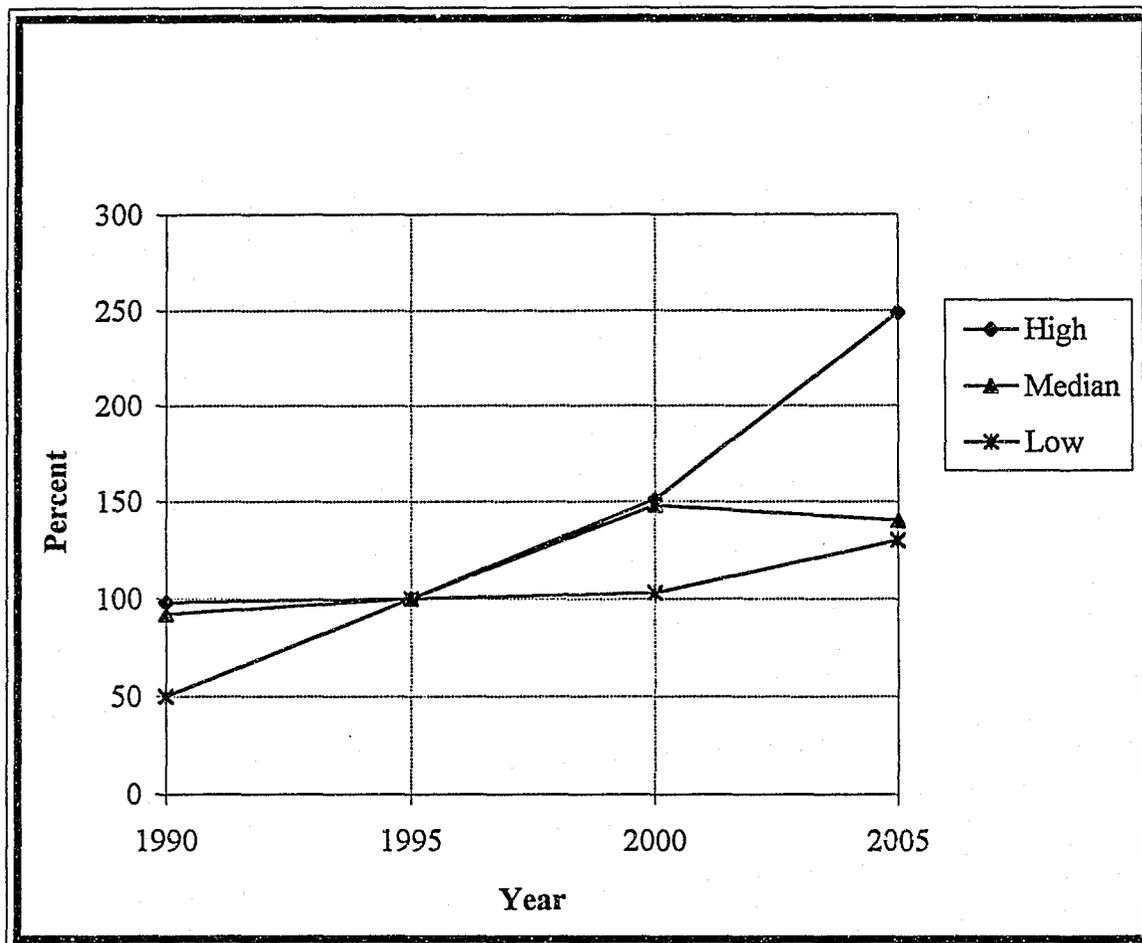


ILLUSTRATION 7

The consensus of the panel felt that there are various deep-rooted emotional issue; i.e. pro-life/pro-choice, the environment, and white supremacy. These issues are forecast to rise sharply during the next five years and level off after the turn of the century. If this trend is accurate, the potential for domestic-terrorist will rise sharply.

Using 100 as a baseline for today, the panel forecast that the trend for deep-rooted emotional issues five years ago was below the baseline. (High98/Median92/Low50). During the next five years the data indicates a significant increase, (High151/Median148/Low103). Ten years from today the trend is forecast to level off, (High249/Median140/Low130).

TREND 7

ORGANIZED INCIDENTS OF TERRORISM AGAINST ETHNIC GROUPS

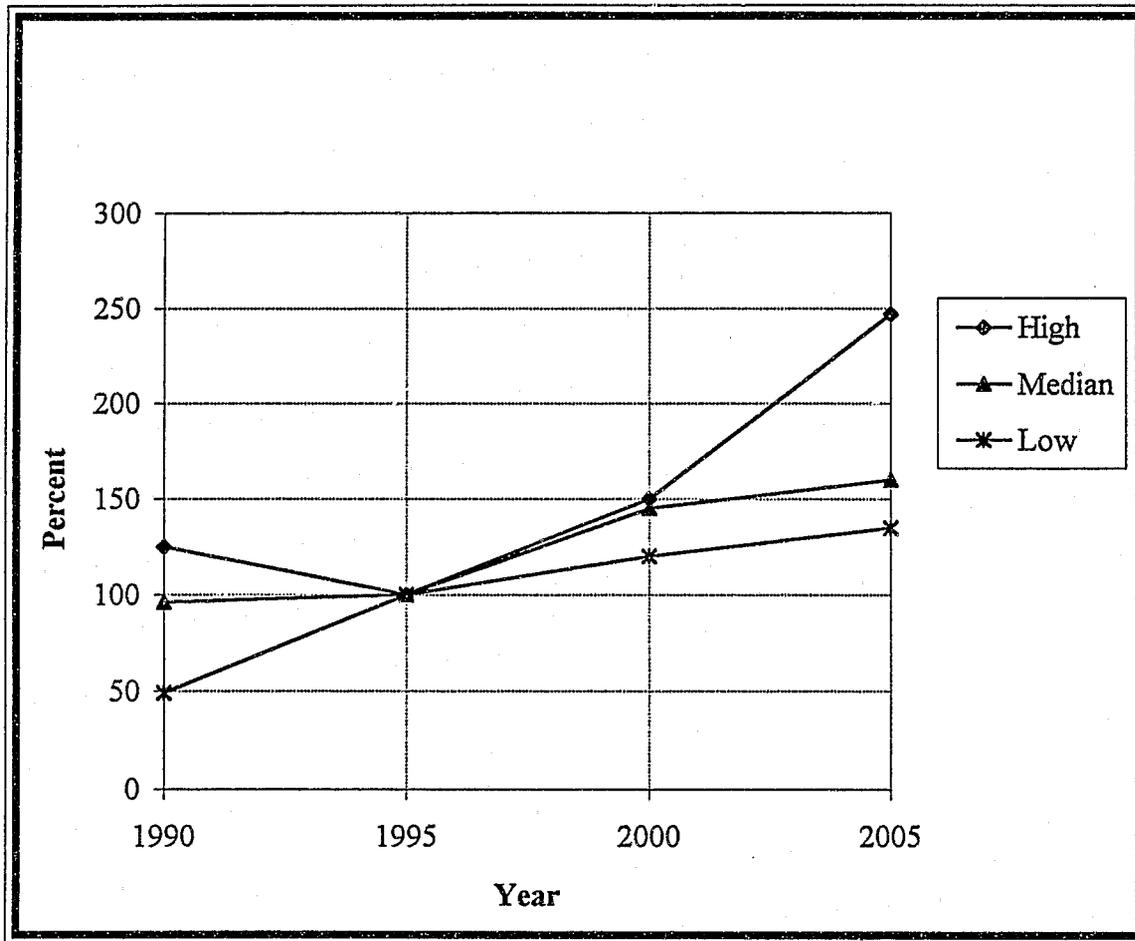


ILLUSTRATION 8

Similar to Event No. 6, the panel forecast a sharp increase in terrorist attacks targeting specific ethnic groups; i.e., Jews and Blacks. The trend is forecast to continue to rise during the ten-year frame.

This trend was of great concern to the panel. These types of incidents have dramatically increased and appear more frequently in mid-sized communities.

Using 100 as a baseline for today, the trend of five years ago was slightly above baseline. (High125/Median96/Low49). The data reflects an increase over the next five years. (High150/Median145/Low120). The trend is projected to increase slightly as we approach the year 2005. (High247/Median160/Low135).

TREND 8

MEDIA ATTENTION TOWARD TERRORIST ACTIVITY

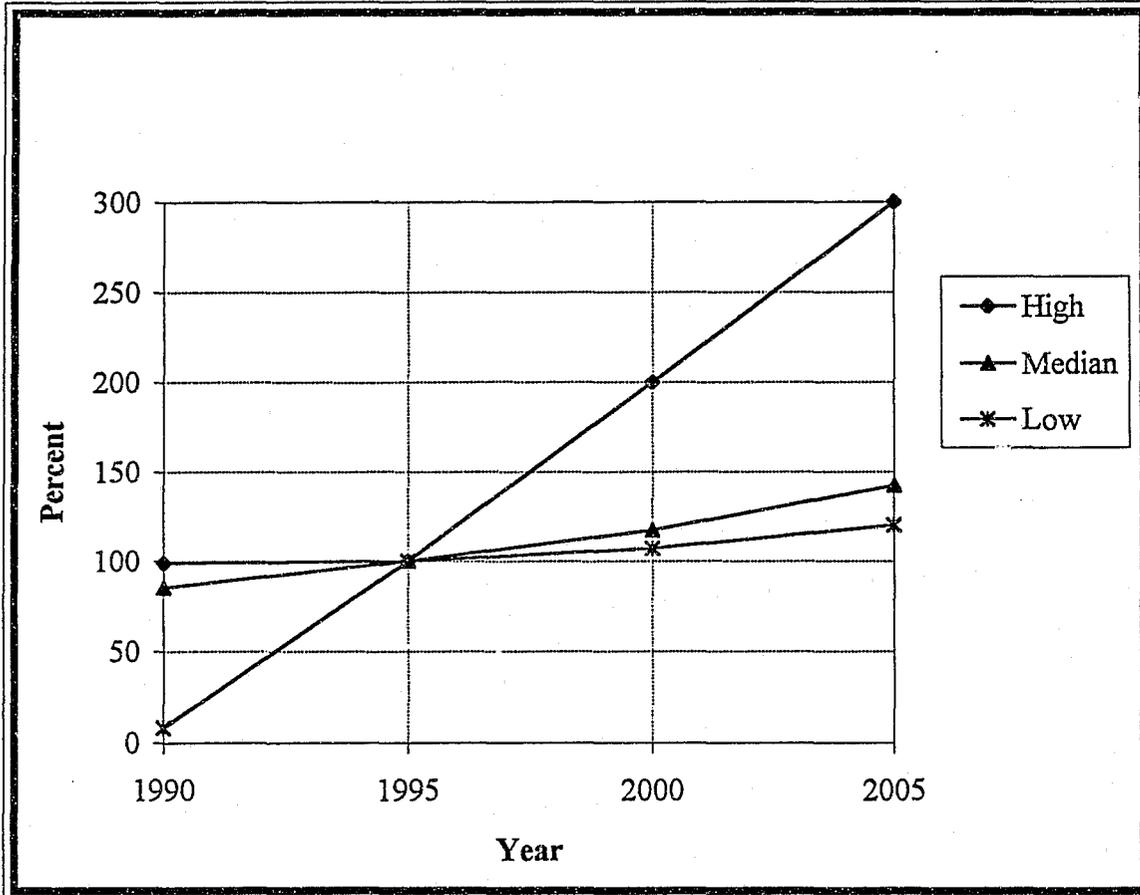


ILLUSTRATION 9

The media has increased technology and possesses the ability to cover a story live. As specific terrorist attacks increase, so too will the interest of the media in reporting the incident.

The panel felt strongly that the media would focus attention on domestic terrorism. The forecast identified a growing tendency that terrorists will use the media to gain notoriety and publicize their message.

Using 100 as a baseline for today, the panel forecast that five years ago the data involving the media was slightly below baseline. (High99/Median85/Low8). In five years the trend is forecast to increase (High200/Median117/Low107). As we approach the year 2005, the trend shows an upward cycle (High300/Median142/Low120).

TREND 9

THE LEVEL OF INTELLIGENCE GATHERING ALLOWED TO BE INTRODUCED INTO EVIDENCE BY COURTS

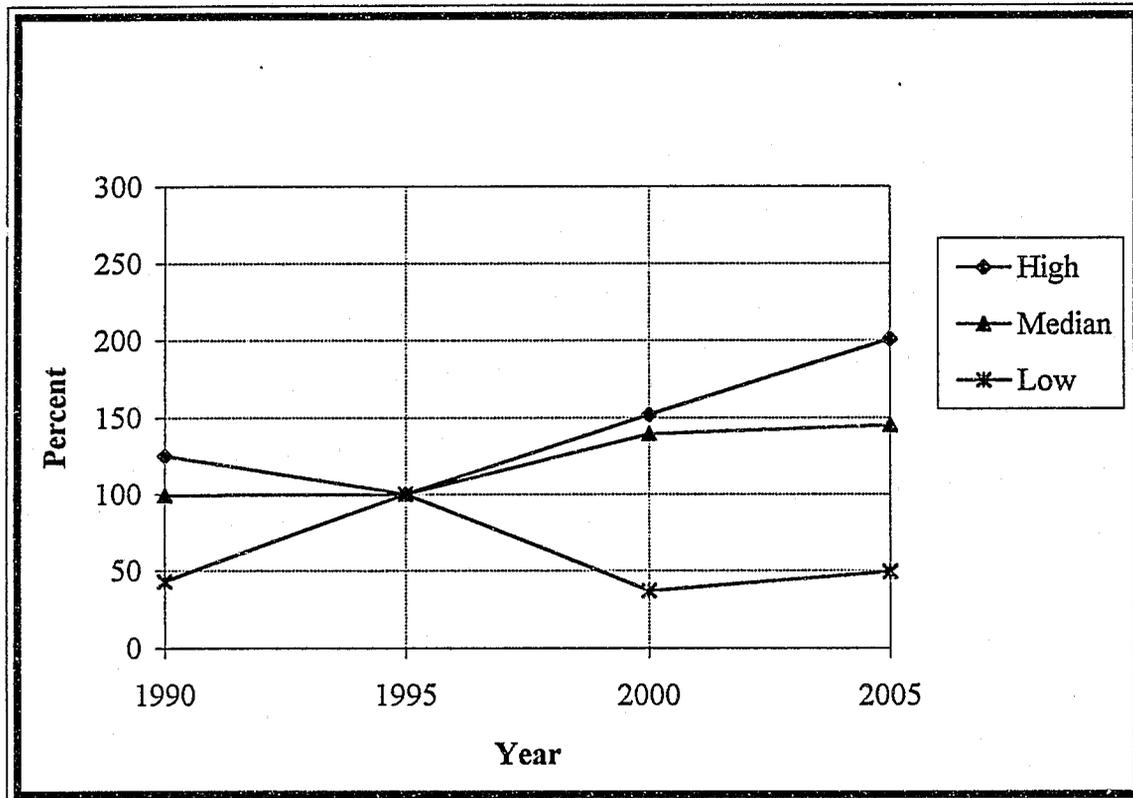


ILLUSTRATION 10

The panel felt that if domestic terrorists were going to be successfully prosecuted, the judicial system will need to relax existing evidence procedures and amend the regulations governing intelligence gathering capabilities. As technology becomes more compact, authorities will possess the ability to gather information that can assist with successful convictions.

Using 100 as a baseline for today, the panel forecast that five years ago the trend to allow intelligence gathering information into the courtroom was below baseline. (High125/Median99/Low43). Five years from today the majority of the panel forecast that the trend would increase in allowing intelligence information into the courtroom. (High152/Median139/Low37). By the year 2005, the trend would continue to increase. A minority dissenting opinion forecast a significant reduction in the trend throughout the next ten years. (High201/Median145/Low49).

TREND 10

THE LEVEL OF SECURITY MEASURES TOLERATED BY SOCIETY

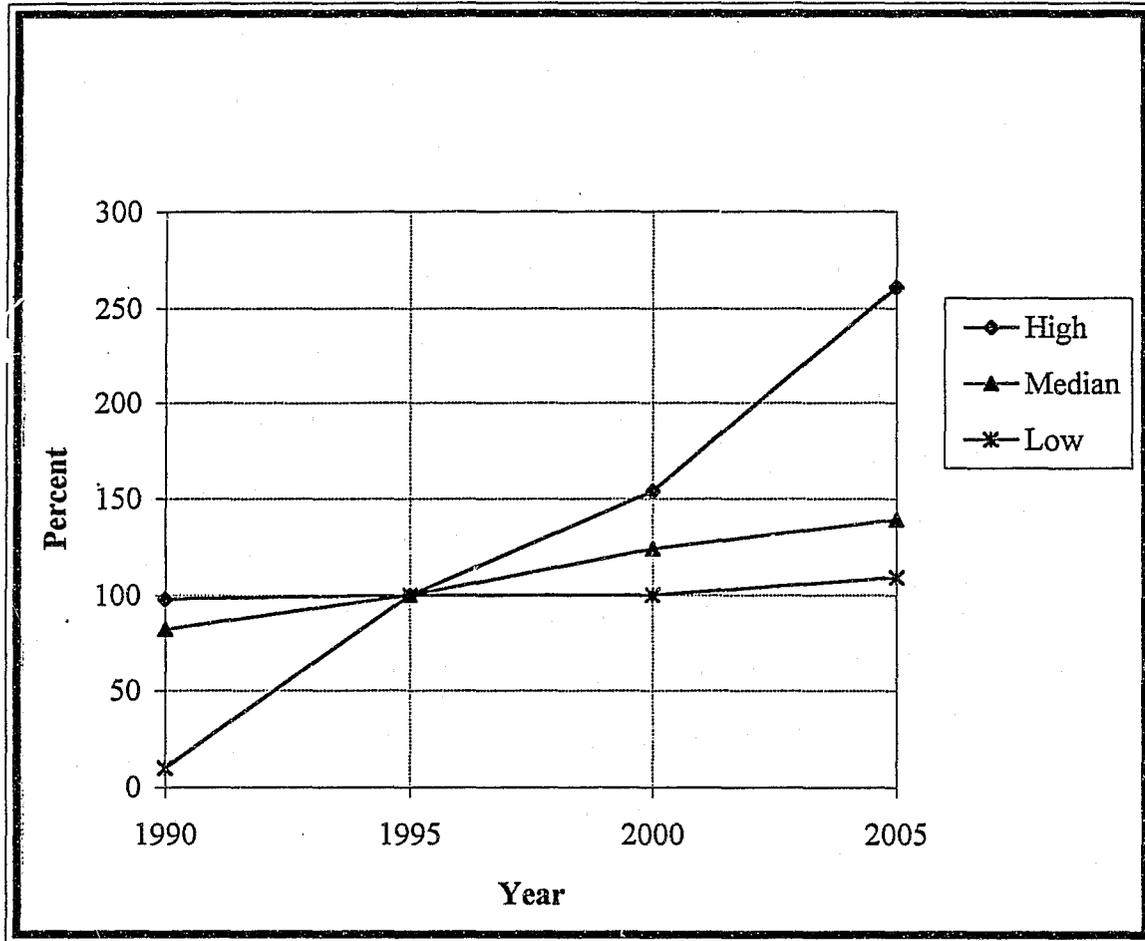


ILLUSTRATION 11

The consensus of the forecast displayed in the graph will increase tolerance of security measures for the community's safety. The inconvenience of security precautions; e.g., to protect airport terminals, will significantly be outweighed by the benefits of individual safety.

Using 100 as a baseline for today, the panel forecast that five years ago the trend was below baseline. (High98/Median82/Low10). Within the next five years the panel forecast that security measures tolerated by society will continue to rise. (High154/Median124/Low100). This trend will continue to increase toward the year 2005. (High261/Median139/Low109).

IDENTIFICATION OF EVENTS

As stated previously, events were defined as a discrete, one-time occurrence. The process of an NGT was used to select and rank order the 10 most important events as agreed upon by the group. There were a total of 63 events identified by the panel (Appendix "B"). The events were typewritten, photocopied, and disseminated for discussion by the group. The events were then examined, and the top 20 were selected in no particular order. After another brief discussion, the 10 most important events were selected and rank ordered by the group and listed in a final ranking.

DEFINITION OF EVENTS

It was the consensus of the group that the following 10 events were the most significant as it pertained to the topic of domestic terrorism.

Event 1 - Threatened Use of Nuclear Weapons by a Domestic Terrorist Group. As technological advances continue to emerge on a daily basis, the potential threat of a nuclear weapon increases in probability.

Event 2 - Street Gangs Form an Alliance. Gangs in southern California have access to weapons, money, and manpower. There is an increasing probability that street gangs will come to the realization that unity will increase their power base, and the possibility for targeting specific people may become a reality.

Event 3 - Assassination of an Important Political or Religious Leader.

Dignitaries throughout the world converge on the state of California. The potential exists for this event to occur, which would have a significant impact on local law enforcement.

Event 4 - Terrorist Group Becomes More Technologically Advanced than Government. Advancements in technology are rapidly changing. As technology becomes more available, terrorist groups will have the ability to obtain technological advances exceeding the government.

Event 5 - Bombing of a Location Resulting in a Large Number of Deaths or Injuries. The use of a bomb is a popular method of committing terrorist acts. The possibility for a large-scale bombing to occur looms on the horizon.

Event 6 - Police Department is Taken Over by a Terrorist Group. As terrorist groups become more structured, the thought of a terrorist attack on a police department becomes a reality.

Event 7 - Terrorist Group Contaminates the Water System with Poison. Environmental terrorism is emerging as a viable threat to society. Local law enforcement will need to employ measures to deal with this type of event.

Event 8 - Annexation of Puerto Rico. As the debate over the annexation of Puerto Rico continues, one possibility to consider is the increased incidents of

terrorist activity. Organized terrorist groups are active in Puerto Rico, and annexation would allow these violent groups more freedom of movement.

Event 9 - Airborne Contaminant is Released Inside Large Building. As with Event No. 7, local law enforcement is not prepared to deal with this type of activity. The lack of security and accessibility to most buildings increases the opportunity for these type of acts to take place.

Event 10 - Federal Government Goes Bankrupt, Entitlement Programs are Discontinued. This event occurring would impact the lower economic class, causing frustration with "the system", which could lead to acts of violence toward local government.

EVENT FORECASTING

Table II depicts the outcome of the 10 events, in rank order, identified by the NGT panel. The events are listed in order of importance, and the Delphi process was used to forecast the future of these 10 events. The process used by the panel involved each member forecasting the probability of when the event first would exceed zero and include the positive and negative impact of each event as it pertains to domestic terrorism. The table also includes the high, low, and median deviations to allow for an accurate measurement of results.

TABLE II

EVENT EVALUATION

EVENT NO.	EVENT STATEMENT	YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO		PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
				Five Years From Now (0 - 100)	Ten Years From Now (0 - 100)	Positive (0 - 10)	Negative (0 - 10)
1	Threatened use of nuclear weapons by domestic terrorist group	L 3 M 5 H 10	H 75 M 30 L 0	H 85 M 60 L 5	3.8	6.0	
2	Street gangs form alliance	L 2 M 5 H 10	H 75 M 50 L 0	H 85 M 60 L 20	2.2	7.6	
3	Assassination of important political or religious leader	L 1 M 2 H 4	H 80 M 40 L 25	H 90 M 60 L 50	1.9	7.1	
4	Terrorist group becomes more technologically advanced than the government	L 4 M 6 H 10	H 40 M 0 L 0	H 80 M 30 L 10	2.1	8.2	
5	Bombing of a location resulting in a large number of deaths and injuries	L 1 M 3 H 6	H 70 M 50 L 0	H 90 M 80 L 50	2.6	8.3	
6	Police taken over by terrorist group	L 3 M 4 H 10	H 80 M 70 L 0	H 90 M 75 L 50	1.1	9.1	
7	Tainting the local water system with poison	L 4 M 8 H 10	H 60 M 0 L 0	H 75 M 50 L 20	2.5	8.8	
8	Annexation of Puerto Rico	L 2 M 4 H 10	H 80 M 10 L 0	H 100 M 20 L 5	4.5	5.7	
9	Airborne contaminate release inside large building	L 1 M 4 H 6	H 60 M 20 L 0	H 80 M 40 L 5	1.7	6.9	
10	Federal government goes bankrupt, entitlement programs are discontinued	L 3 M 6 H 10	H 30 M 0 L 0	H 50 M 15 L 5	.54	9.0	

H = High Forecast M = Median Forecast L = Low Forecast

EVENT 1

THREATENED USE OF NUCLEAR WEAPONS BY DOMESTIC TERRORIST GROUP

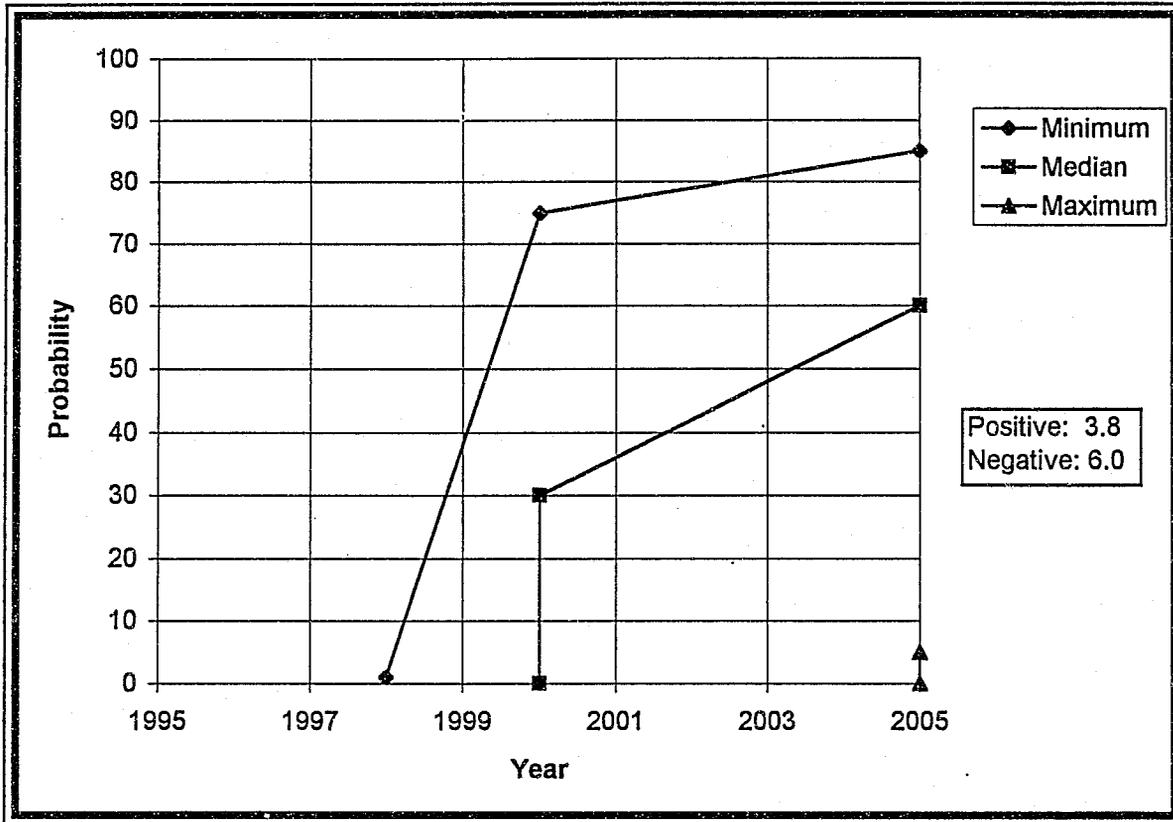


ILLUSTRATION 12

As technology advances, the potential for a terrorist group acquiring some type of nuclear weapon is probable. The instability of third-world countries increases the likelihood that nuclear weapons will fall into the wrong hands.

Using 1995 as a baseline, the data indicates that this event is forecast to exceed zero probability within a minimum of three years. It has a 30% probability (median) of occurring within five years, and a 60% probability (median) of occurring within ten years.

Obviously the use of nuclear weapons has a negative impact on the issue.

EVENT 2

STREET GANGS FORM ALLIANCE

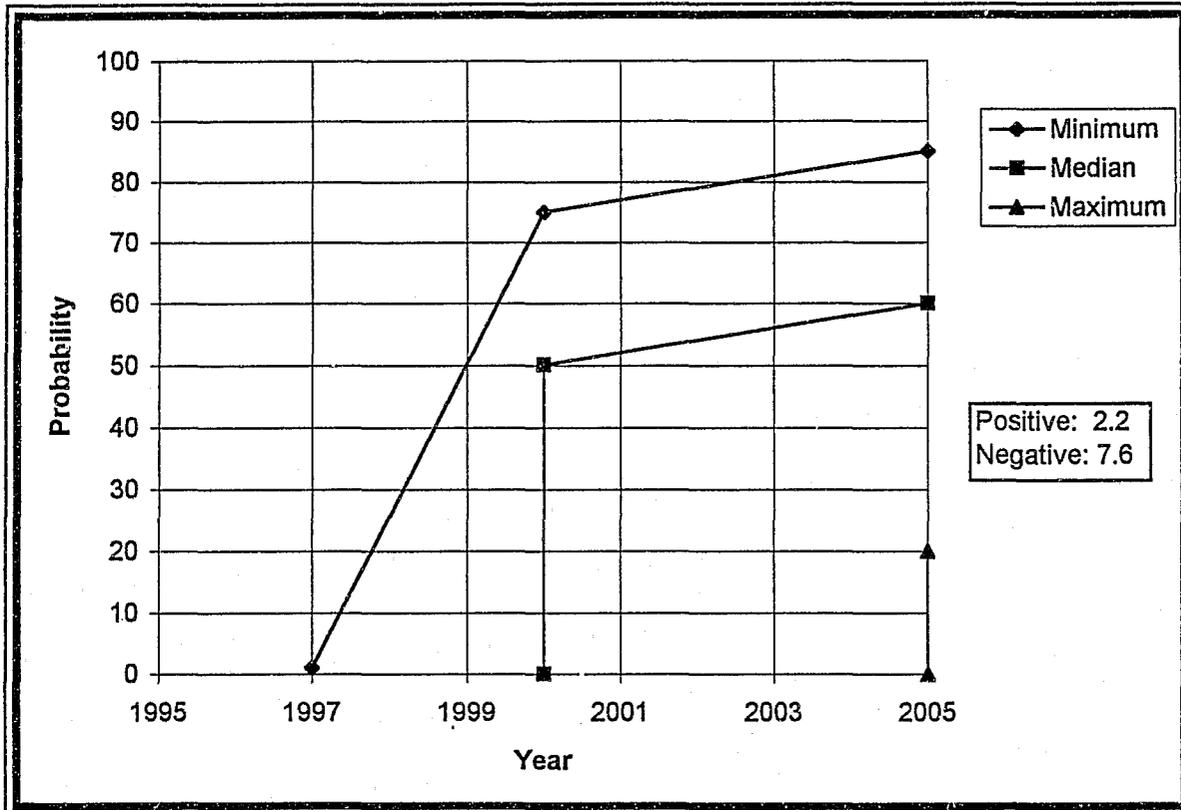


ILLUSTRATION 13

During the next decade, gangs will focus their illegal activity toward more economic gain and have less concern for territorial boundaries. Street gangs will recognize that there is strength in numbers and by aligning gangs, they will have the resources to branch off into many directions.

Using 1995 as a baseline, the data indicates that this event is forecast to exceed zero probability within a minimum of two years. It has a 50% probability (median) of occurring within five years, and a 60% probability (median) of occurring within ten years.

The panel viewed street gangs forming alliances as a negative impact on the issues.

EVENT 3

ASSASSINATION OF IMPORTANT POLITICAL OR RELIGIOUS LEADER

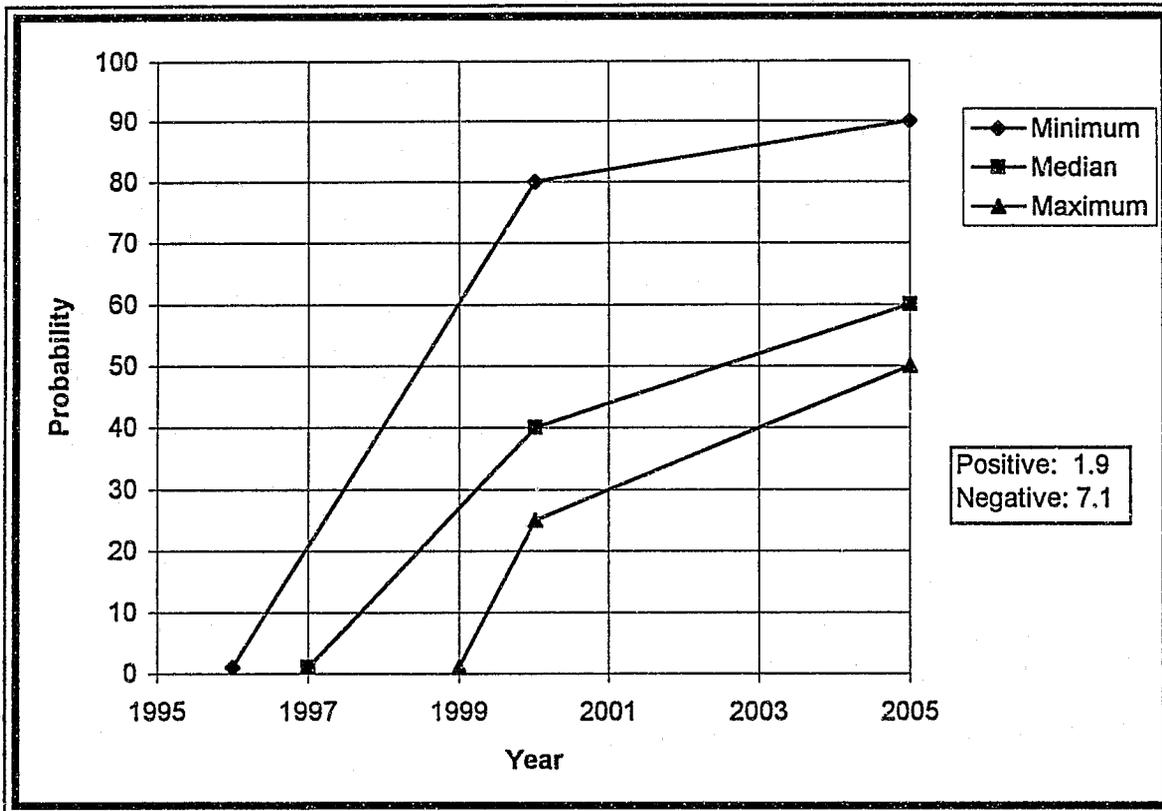


ILLUSTRATION 14

Special-interest groups exhibiting violent tendencies have utilized assassination to terrorize and gain recognition for a political cause. The panel forecasts a high probability of this event occurring throughout the next decade.

Using 1995 as a baseline, the data indicates that this event is forecast to exceed zero probability within a minimum of one year. It has a 40% probability (median) of occurring within five years, and a 60% probability (median) of occurring within ten years.

The assassination of a religious or political leader would be a significant negative impact on this issue.

EVENT 4

TERRORIST GROUP BECOMES MORE TECHNOLOGICALLY ADVANCED THAN THE GOVERNMENT

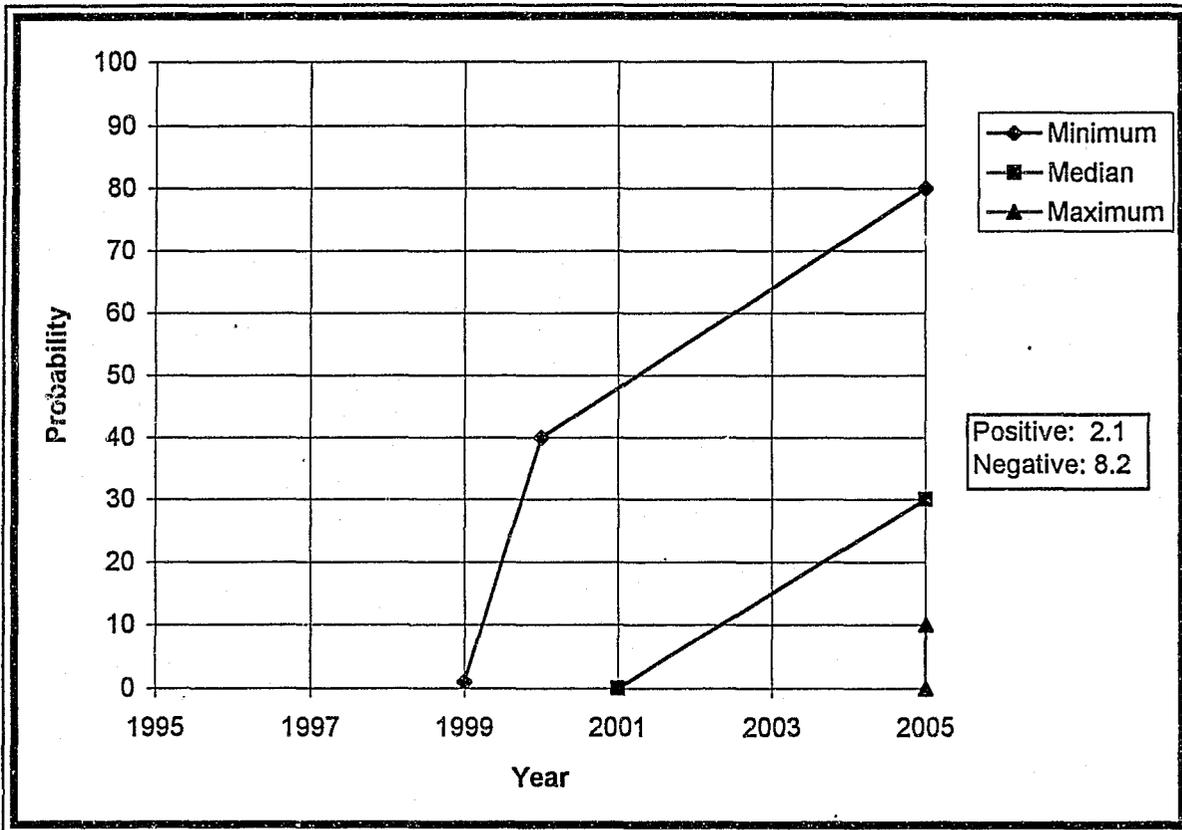


ILLUSTRATION 15

The panel forecast a low probability of the event occurring. However, some felt that due to the unstable power base throughout the world, access to "black market" nuclear technology increases the probability of occurrence.

Using 1995 as a baseline, the data indicates that this event is forecast to exceed zero probability within a minimum of four years. It has a 0% probability (median) of occurring within five years, and a 30% probability (median) of occurring within ten years.

Technological superiority by domestic terrorist groups would result in an extreme negative impact on the issue, this event could create a power shift, and ultimately favor supporters of terrorism.

EVENT 5

BOMBING OF A LOCATION RESULTING IN A LARGE NUMBER OF DEATHS AND INJURIES

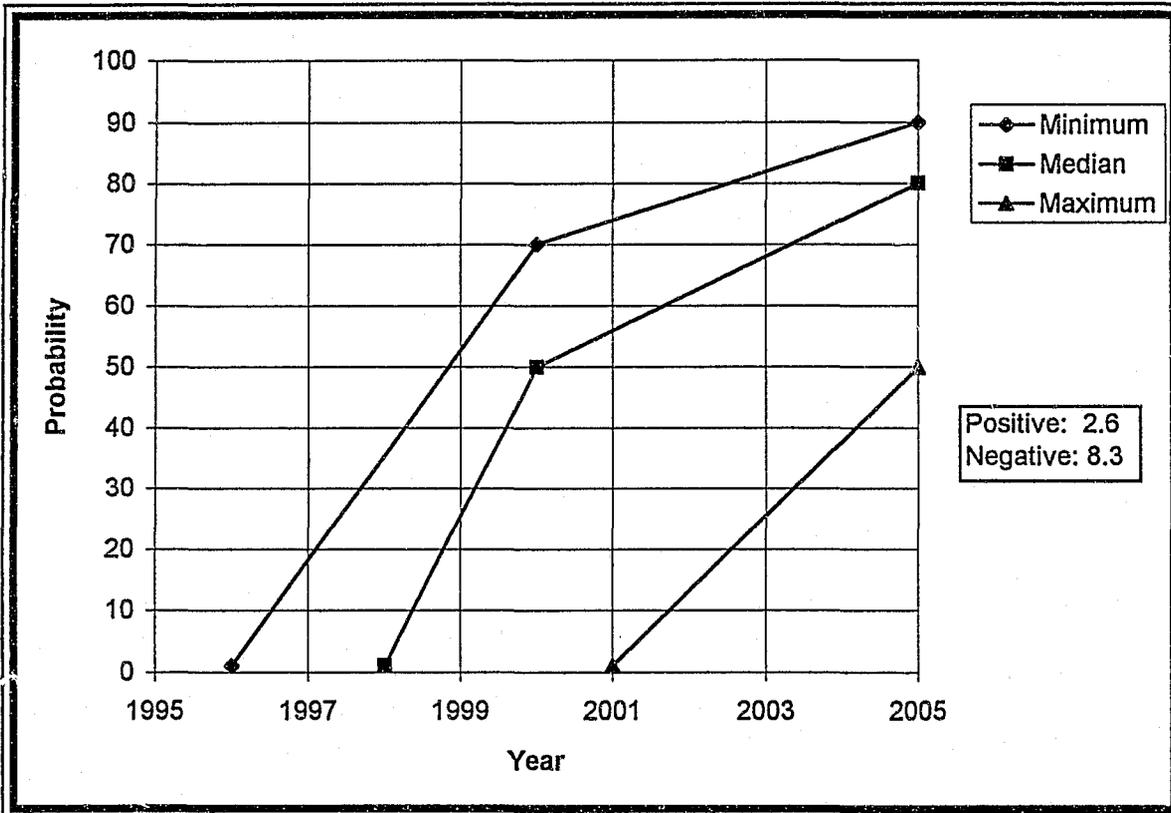


ILLUSTRATION 16

Experts on the panel advised that bombs are a preferred choice of weapons employed by terrorists. The probability of this event occurring was forecast, and high-profile targets in communities will be at risk.

Using 1995 as a baseline, the data indicates that this event is forecast to exceed zero probability within a minimum of one year. It has a 50% probability (median) of occurring within five years, and an 80% probability (median) of occurring within ten years.

The bombing of a critical target is viewed as one of the best methods of violence used by terrorists. The panel felt this type of incident would probably occur before the year 2000.

EVENT 6

POLICE TAKEN OVER BY TERRORIST GROUP

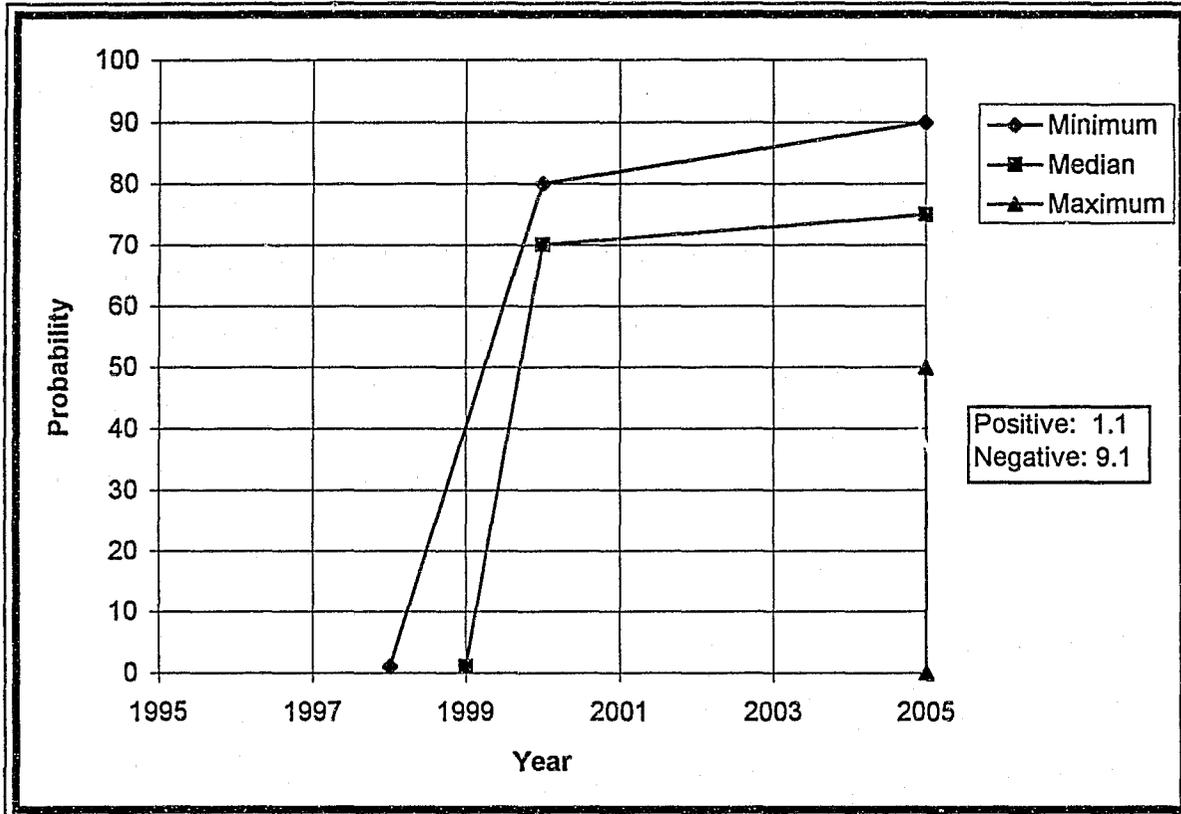


ILLUSTRATION 17

According to the panel, the probability of this event occurring during the next decade is high. However, it is predicated on terrorist groups becoming more organized and making a conscious effort to target a police facility.

Using 1995 as a baseline, the data indicates that this event is forecast to exceed zero probability within a minimum of three years. It has a 70% probability (median) of occurring within five years, and a 75% probability (median) of occurring within ten years.

Focusing efforts against a police department would be a likely target with a significant negative impact on this issue.

EVENT 7

TAINING THE LOCAL WATER SYSTEM WITH POISON

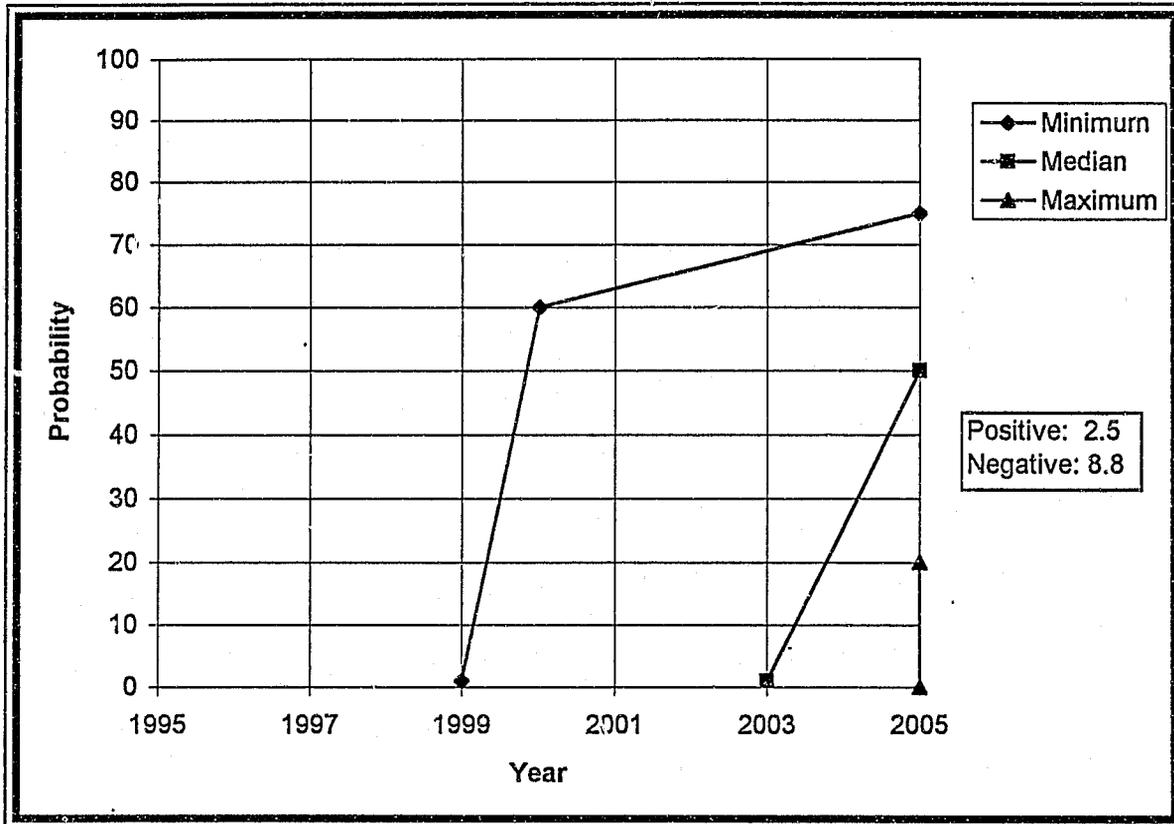


ILLUSTRATION 18

Environmental crime is becoming a significant problem throughout the country. Mid-sized communities are susceptible to this type of activity due to the lack of security provided for the infrastructure.

The impact to a community if this event were to occur would be devastating.

Using 1995 as a baseline, the data indicates that this event is forecast to exceed zero probability within a minimum of four years. It has a 0% probability (median) of occurring within five years, and a 50% probability (median) of occurring within ten years.

The response by the panelists indicate a strong probability that this event had a 50% chance of occurring within the next ten years.

EVENT 8

ANNEXATION OF PUERTO RICO

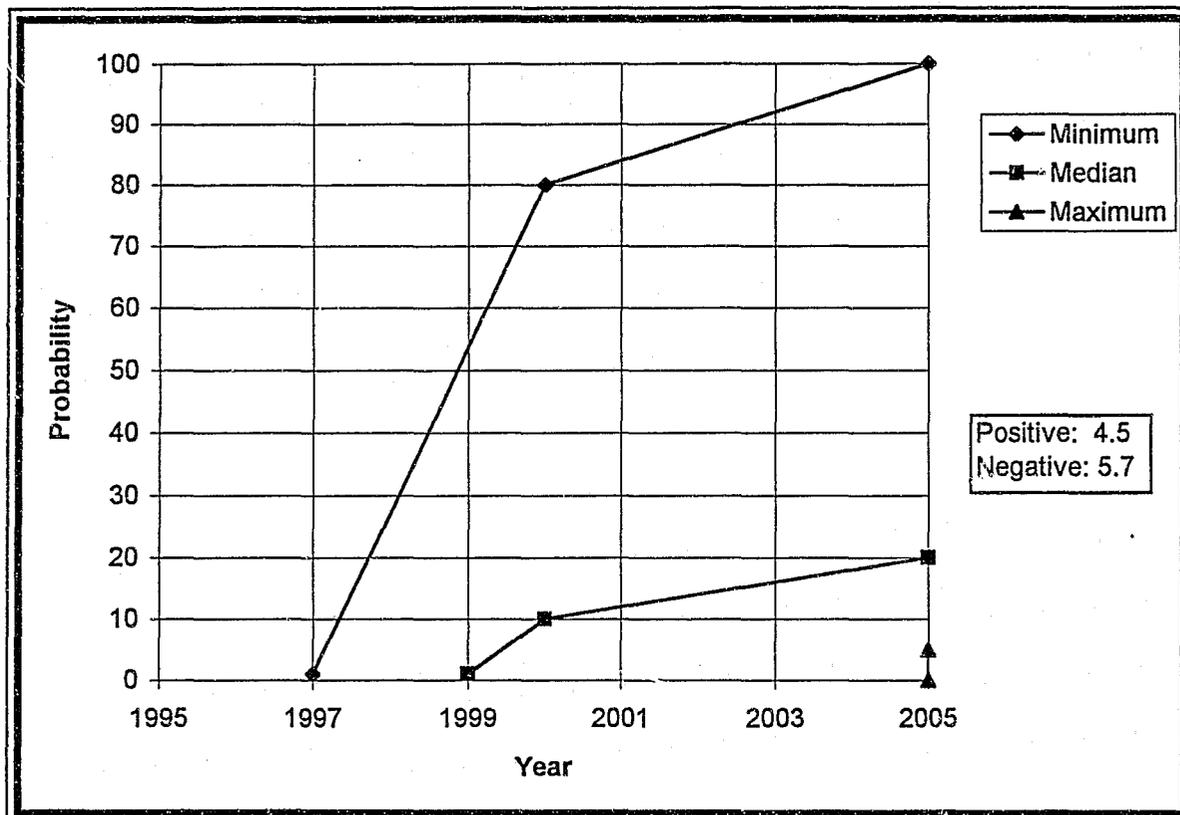


ILLUSTRATION 19

The panel felt the probability of this event occurring over the next ten years would be low. However, Puerto Rico has a number of organized domestic terrorist groups that could dramatically influence this issue if the event were to take place.

Using 1995 as a baseline, the data indicates that this event is forecast to exceed zero probability within a minimum of two years. It has a 0% probability (median) of occurring within five years, and a 20% probability (median) of occurring within ten years.

The annexation of Puerto Rico will result in a negative impact on this issue. It will open the borders and allow more freedom of movement to some of the most violent terrorist in the world.

EVENT 9

AIRBORNE CONTAMINATE RELEASE INSIDE LARGE BUILDING

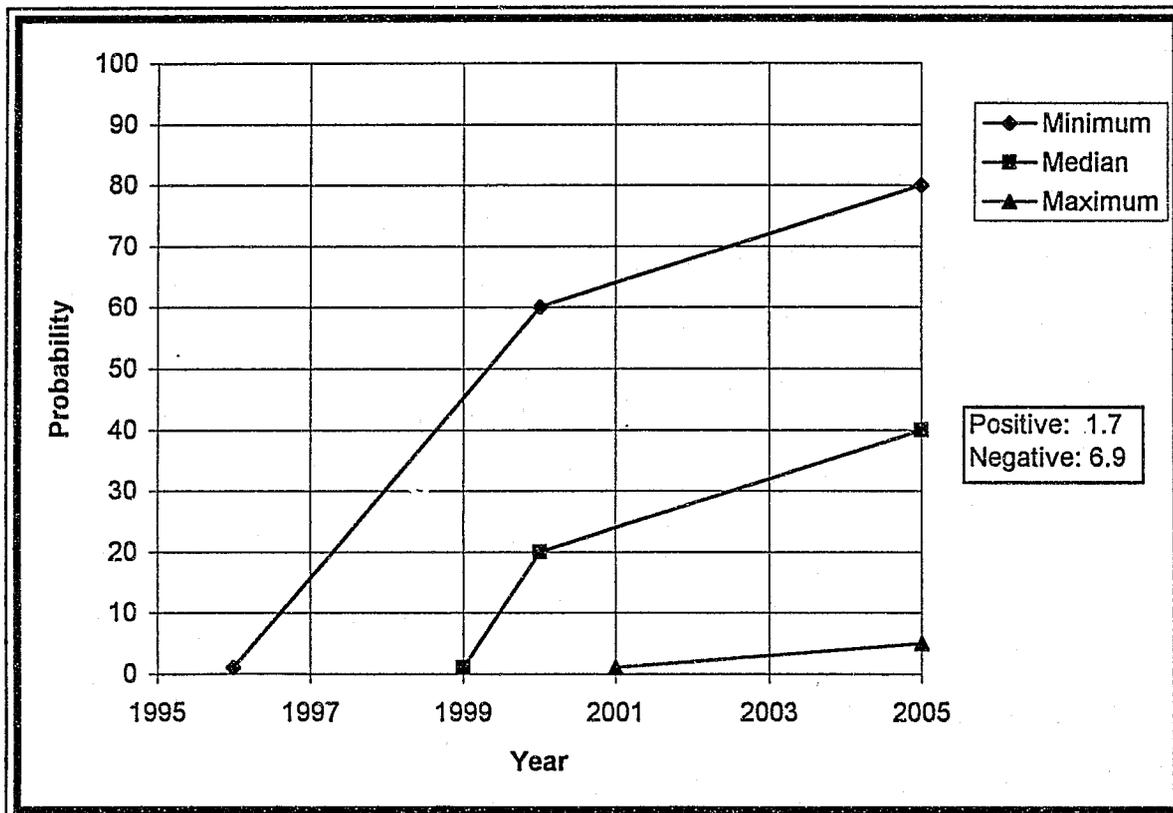


ILLUSTRATION 20

The consensus of the panels to this event occurring has a direct relationship with the probability that domestic terrorist groups can purchase or acquire advanced technology. This event is similar to Event No. 7, in that the accessibility to most buildings makes them convenient targets for terrorist groups.

Using 1995 as a baseline, the data indicates that this event is forecast to exceed zero probability within a minimum of one year. It has a 20% probability (median) of occurring within five years, and a 40% probability (median) of occurring within ten years.

The majority of the panelists felt this event would most likely occur by 2005. The lack of security in governmental facilities allows and airborne contaminant to be released within a building.

EVENT 10

FEDERAL GOVERNMENT GOES BANKRUPT, ENTITLEMENT PROGRAMS ARE DISCONTINUED

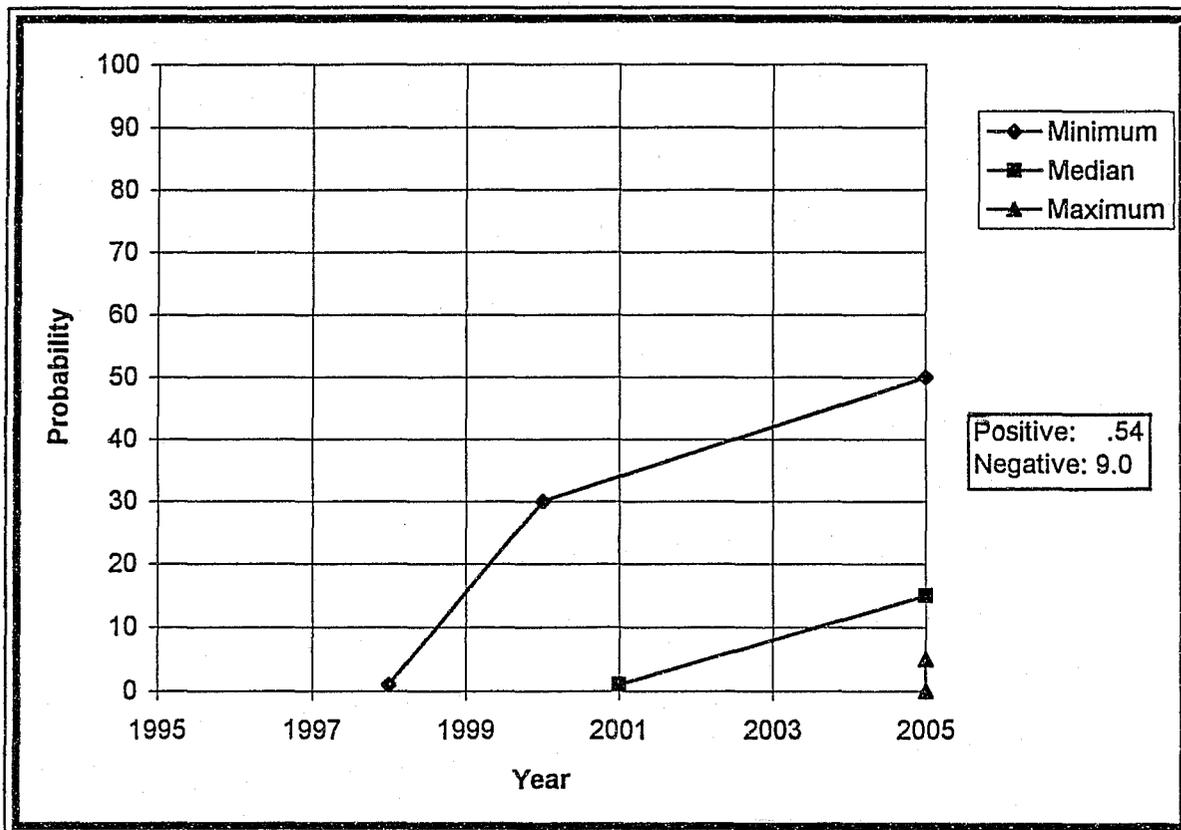


ILLUSTRATION 21

The panel forecast a low probability of this event occurring. The group did express the beliefs however, that the U.S. government had reached pivotal crossroads in terms of the economy. If the deficit was to increase and entitlement programs were discontinued, a true disparity in economic classes would result.

The division in socioeconomic classes may produce domestic terrorist groups which specifically target government installations.

Using 1995 as a baseline, the data indicates that this event is forecast to exceed zero probability within a minimum of three years. It has a 0% probability (median) of occurring within five years, and a 15% probability (median) of occurring within ten years.

The vast majority of the panelists indicated that it was unlikely that the federal government would ever go bankrupt, given the fact that the government prints their own money. Ironically, However, during the preparation of this report Orange County, California filed bankruptcy, adding some credence to the negative impact of this issue.

CROSS IMPACT ANALYSIS AND EVALUATION

The cross impact process is defined as a method that systematically integrates events with other events that have been assigned an initial probability.

Cross impact analysis charts each event and graphically displays the inter-relationship of the events that were identified by the NGT panel.

This author established an impact panel that estimated the impacts of events by using a 10 event x 10 event cross impact evaluation matrix.

The group members consisted of:

- 1) Ron Smith, Lieutenant, Costa Mesa Police Department.
- 2) Hugh Tate, Training Coordinator, Costa Mesa Police Department.
- 3) Bob Nishimura, Senior Police Officer, Costa Mesa Police Department.

The attached event-to-event cross impact matrix displays the estimations of the group and identifies each impacting event. The group was instructed to evaluate what impact each forecasted event would have on the other events if they were to occur. It was explained to the group that a worst-case scenario of one event occurring could possibly cause or prevent another event from being set in motion.

Each panelist was given a blank cross impact matrix and was required to score the events pertaining to the positive or negative outcome one event had on the other. The scores were reviewed by the researcher, and a final tabulation was prepared by this author.

SIGNIFICANT OUTCOMES OF CROSS IMPACT

Discussion with the group produced significant findings of impacting events. Event No. 4 (*terrorists become more technologically advanced than the government*) increased the probability of Event No. 1 (*possible use of nuclear weapons*) occurring. Event No. 1 (*threatened use of nuclear weapons*), Event No. 6 (*police taken over by terrorist group*), and Event No. 7 (*tainting the local water system with poison*) significantly increased the probability of Event No. 4 (*terrorists become more technologically advanced than the government*), and this proved to be the greatest increase of any event. The discussion centered on the fact that if domestic terrorists had the ability to take over a police department and taint the local water system, then the potential to become technologically superior increases.

Increased technology (Event No. 4) and the ability to release an airborne contaminant (Event No. 9) increased the likelihood that tainting the local water system would occur. The consensus of the panel centered around the ability of these groups to possess advanced technology which could be used in a harmful manner.

Event No. 10 (*federal government goes bankrupt*) negatively influenced the probability of annexing Puerto Rico (Event No. 8). Discussion focussed on the fact that if the government was to lose the ability to fund entitlement programs, support for annexation of Puerto Rico would be a very low priority to the U.S. congress.

The largest decrease of probability occurred in Event No. 10 (*federal government goes bankrupt*). The panel expressed that if Event No. 4 (*terrorist group becomes more technologically advanced than government*) occurred, then the government and the citizens of the U.S. would make the necessary sacrifices to increase production, revenue, and resources. If Puerto Rico was annexed, group consensus felt that the new 51st state would provide additional benefits for the U.S., decreasing the probability of government bankruptcy.

The final area of significance is Event No. 9 (*airborne contaminant released inside a building*), which also demonstrated a large increase in probability. If terrorists increased in technological capabilities and the tainting of the local water system occurred, then the probability of an airborne contaminant being released in a building was very likely to occur.

Table A displays the panel's estimations of events occurring, and the final probability is listed at the bottom of the Cross-Impact Matrix.

TABLE III

EVENT-TO-EVENT CROSS IMPACT MATRIX

IMPACTING EVENT	MAXIMUM IMPACT									
	E1	E2	E3	E4	E5	E6	E7	E8	E9	E10
E1 Threatened use of nuclear weapons by a domestic terrorist group		0	3	11	0	0	0	2	0	3
E2 Street gangs form an alliance	0		2	8	0	4	0	12	0	2
E3 Assassination of an important political or religious leader	0	7		5	9	0	0	6	0	14
E4 Terrorist group becomes more technologically advanced	16	0	3		2	10	13	0	0	5
E5 Bombing resulting in a large number of deaths or injuries	0	10	5	6		7	0	3	4	17
E6 Police department taken over by a terrorist group	0	16	1	14	0		0	2	2	6
E7 Terrorist group contaminates the water system with poison	4	2	0	15	0	5		0	17	3
E8 Annexation of Puerto Rico	0	0	-5	0	0	0	0		0	-16
E9 Airborne contaminant is released inside large building	0	3	0	14	4	3	19	0		0
E10 Federal government goes bankrupt, entitlement programs discontinued	0	0	0	-12	-4	0	-3	-5	0	

<u>Event No.</u>	<u>Initial Probability</u>	<u>Final Probability</u>
1	60	68
2	60	70
3	60	79
4	30	55
5	80	97
6	75	86
7	50	71
8	20	13
9	40	65
10	15	4

SCENARIO METHODOLOGY

The purpose of this section is to provide future scenarios based on the occurrence of one or more of these events. A SIGMA Probabilistic Scenario Generator program from Policy Analysis Inc, in Washington D.C. was used to assist in determining which events would be used in the scenarios. The events, probabilities from the cross-impact process and negative/positive impacts were entered and generated 50 times to provide sufficient data to select events to use. The generator is programmed to begin in 1995 and covers a ten-year period. Therefore, none of the iterations will show any events occurring in 1994.

The 50 iterations from the scenario generator program were separated by scenarios with the same similarities such as numerous events occurring within the first few years, or all negative events occurring, or most plausible scenarios, etc. After examining these groups of iterations, as well as looking for any unusual iterations, three iterations were chosen for the following scenarios. The three scenarios combined will address all ten events. Various trends were chosen as the author felt they had the greatest impact on the issue. These trends will be interspersed throughout all three scenarios.

COMMUNITY ON WHICH THE SCENARIOS ARE BASED

The City of Costa Mesa is a community located in southern California. Costa Mesa is a medium-sized community with a population of approximately

100,000. The southern border of the city is within two miles of the Pacific Ocean, and the other three sides border similar-sized communities. The demographic make up is comprised of 67 percent Caucasian, 30 percent Hispanic, 2 percent Asian, and 1 percent Black. The majority of the tax base is generated through property taxes and a very upscale shopping mall.

During the last ten years, Hispanic gangs have claimed territory to a ten-block segment of the community. The residents of this community have become very concerned with the increased crime and the decline of the neighborhood.

As the 21st century approaches, the once lucrative tax base is being depleted. The community is comprised of affluent, middle-class, and struggling economic classes. The wealthier families are predominantly fundamental Christians, while the less affluent tend to be predominantly parochial Roman Catholics.

The more affluent population tends to ignore the problems of the lower economic class. A growing resentment has surfaced, and elected officials are concerned that failure to plan is planning for failure.

SCENARIO NO. 1

Iteration No. 6. Seed No. 7548236

The following events occur:

- | | | |
|------------------|-----|---|
| 1. February 1995 | E-5 | Location bombed; many deaths occur |
| 2. December 1995 | E-7 | Local water system poisoned by domestic terrorist group |
| 3. February 1997 | E-2 | Street gangs form alliance |
| 4. January 1998 | E-3 | Assassination of political leader |
| 5. January 1999 | E-1 | Nuclear weapons used by terrorists |
| 6. April 2001 | E-6 | Police department taken over by terrorists |
| 7. August 2002 | E-9 | Airborne contaminant released in building |
| 8. January 2004 | E-8 | Annexation of Puerto Rico |

9. August 2004
10. Did not occur

E-4 Terrorists have more technology than government

"Ignoring the Obvious"

September 14, 2005

On Monday, the Costa Mesa city council recommended approval of the elimination of the City's police department. The five city officials signed a referendum which outlines the conditions of a long-term contract for police services with the county sheriff's department.

The council action concluded a ten-year battle which found the police department non-responsive to the community and ended in embarrassment for the current police chief and his staff.

In 1990, the complexion of the city had begun to take on a different look. The once upscale, middle-class community saw an influx of Hispanic day laborers dominate the southwest segment of the city. The area began to degenerate. Gangs emerged, and the crime rate began to increase. The frequency of violent crimes against people began to rise (*T2 - Society's propensity towards violence*). Based on newspaper accounts, hostility along racial lines was evident (*T1 - Hostility along racial lines*).

Ironically, in the more affluent segment of the community, Neo-Nazi white supremacists emerged in the local schools, and a growing disparity between the "haves and have nots" became visible (*T4 - Relationship of gangs and terrorist activity and T5 -*

Disparity between the "haves" and "have nots").

By 1994, the crime rate in the City of Costa Mesa had grown to a level that was difficult to manage. The police department had maintained its traditional philosophy and had failed to adjust to community problems.

Chief Lee "Hacksaw" Hamilton had been instructed by the city council to utilize every available resource to reduce the level of crime. Hamilton was hired in 1981 as Costa Mesa's second chief of police. Due to the historical lack of crime, Hamilton's department was not prepared to deal with the events that were about to take place.

It was a cloudy day in February 1995. The South Coast Plaza shopping mall was busy with shoppers looking for something special for their valentine. When the call was received in the dispatch center advising that a bomb had exploded at the mall (*E5 - Bombing resulting in a large number of deaths or injuries*), the police department was prepared to deal with the victims, but not the suspects.

A group called Demons Over Gods (D.O.G.) took responsibility for the bombing. They claimed that furriers at the major retail stores were killing helpless animals merely for economic gain (*T6 - Focus on deep-rooted emotional issues*).

Less than eight months later, the local water system was poisoned by a left-wing extremist group protesting the quality of water in southern California (*E7 - Terrorist group contaminates the water system with poison*). Fortunately, no deaths occurred; however,

the residents of Costa Mesa were hysterical and called upon the police department to apprehend the terrorists.

During the next two years, the friction between the police and the community increased. Neither Chief Hamilton, nor his staff, made any attempt to implement any proactive measures to lessen the fears of the citizens. In fact, the police department did not heed the warning signs of the previous two incidents, which proved to be a significant factor in the demise of the department *(T6- Focus on deep-rooted emotional issues)*.

In 1997, Officer Andrew Davis, a young, up-and-coming narcotics officer, discovered a startling piece of information during an undercover operation. Davis reported to his superiors that his confidential sources informed him that the five gangs within the City of Costa Mesa had formed an alliance *(E2 - Street gangs form an alliance)*. The consequences of this merger resulted in a more organized, powerful and resourceful force that had become very well structured and possessed the capabilities of committing more sophisticated crimes.

Shortly after his reelection, President Clinton made an appearance at the local amphitheater in Costa Mesa. This mid-sized police agency made national headlines when newly promoted Sergeant Andrew Davis provided the key pieces of information to the secret service that led to the apprehension of Mustad Raadikal, an Islamic fundamentalist who attempted to assassinate President

Clinton (*E3 - Assassination of an important political or religious leader, and T3 - Religious fundamentalism*).

What was once confined to the largest cities in the world had now infiltrated Costa Mesa. Federal authorities were able to uncover a small plutonium hand grenade (*E1 - Threatened use of nuclear weapons by a domestic terrorist group*), similar to the one used in 1994 by the Russians.

In April of 2001, eight heavily armed gang members casually walked into the front desk of the Costa Mesa Police Department and killed 11 police employees (*E6 - Police department taken over by a terrorist group*). The police departments weapons were no match for these terrorists. They commandeered the communications center and demanded that 17 members of the "Familia Guesto" Gang be released from a federal prison. These gang members were part of an organized terrorist unit in Puerto Rico (*E8 - Annexation of Puerto Rico*).

After a 31-day siege, the FBI released a controversial airborne contaminant into the building which affects the central nervous system (*E9 - Airborne contaminant is released inside large building*). This chemical was developed a few years after the Waco incident involving David Koresh, the religious fundamentalist. Many of the people inside the building were permanently brain damaged.

By 2004, three years after the takeover, a Department of Justice study revealed that highly sophisticated, advanced technology had been developed in

North Korea and was being sold on the black market to these emerging domestic terrorist groups. The technology is so advanced that the U.S. government had been unaware that it existed (*E4 - Terrorist group becomes more technologically advanced*).

As the year came to an end, Andrew Davis was elected sheriff of Orange County. Davis displayed a sense of maturity well beyond his years. He vowed to align himself with "future thinkers" and actively support the pending legislation which increases intelligence gathering allowed by the courts (*T9 - Level of intelligence gathering allowed by courts*). Sheriff Davis is also seeking a federal grant that would provide his county with current technology and increase the level of security already afforded to other communities.

It appears Davis has a plan!

SCENARIO NO. 2

Iteration No. 1. Seed No. 7545118

- | | | |
|-------------------|-----|---|
| 1. November 1996 | E-1 | Nuclear weapons used by terrorists |
| 2. August 1998 | E-3 | Assassination of political leader |
| 3. October 2000 | E-4 | Terrorists have more technology than government |
| 4. August 2001 | E-9 | Airborne contaminant released in building |
| 5. November 2001 | E-7 | Local water system poisoned by domestic terrorist group |
| 6. Did not occur | | |
| 7. April 2003 | E-2 | Street gangs form alliance |
| 8. June 2003 | E-5 | Location bombed; many deaths occur |
| 9. January 2004 | E-8 | Annexation of Puerto Rico |
| 10. Did not occur | | |

"The Conservative Approach"

October 22, 2005

Throughout the past decade, the City of Costa Mesa has been plagued with an increasing proportion of violence (*T2 - Society's propensity towards violence*). While

some of this violence can be traced to a trend in society, many of the problems affecting the city can be attributed to a new phenomenon, "domestic terrorism".

During the early 1990's, the community shifted in the demographic composition, and hostility along racial lines became more evident (*TI - Hostility along racial lines*). Many political activists began to realize that in order to acquire recognition for "a cause", one must have "extreme passion".

In 1994, reports out of the Middle East indicated that Russia had developed a hand-held neutron bomb (*EI - Threatened use of nuclear weapons by a domestic terrorist group*). The bomb could destroy buildings within a 600-yard radius. Under the Freedom of Information Act, classified documents were obtained detailing the plans for a hand-held nuclear bomb. In 1996, a radical left-wing environmental protection group, called Environmental Activists Returning to Home (EARTH), attempted to use a nuclear hand grenade. EARTH dropped the bomb in the middle of the county fair grounds' Christmas tree lot hoping to send a sensational message pertaining to the depletion of our forests. Fortunately, the grenade failed to ignite. The incident sent shockwaves through Costa Mesa. The suspects were not apprehended, and Chief Lee "Hacksaw" Hamilton's police department was criticized for the lackadaisical approach it took during the investigation (*T8 - Media attention towards terrorist activities*).

In August 1998, less than two years after the EARTH affair, one of the most significant events in U.S. history brought domestic terrorism to the forefront as a major issue in society, the assassination of President Bill Clinton (*E3 - Assassination of an important political or religious leader*). Classified documents revealed that President Clinton had been a long-time target of the "Supreme White Power", a Neo-Nazi white supremacist group with extreme right-wing philosophies (*T9 - Level of intelligence gathering allowed by courts*).

Approximately six months after Vice-President Al Gore was sworn in as the 41st president of the U.S., the FBI published a report stating that incidents of domestic terrorism have dramatically increased. The availability of black-market technology and access to training methods, such as virtual reality, had caused law enforcement to view this problem with the highest regard (*T10 - Level of security measures tolerated by society*).

Senator Dave Snowden championed legislation which increased the level of intelligence capabilities by law enforcement and outlined less stringent rules of evidence, allowing this information into the courtroom. Some experts believe that this major change will spark technology as well as the economy (*E4 - Terrorist group becomes more technologically advanced*).

In November 2000, Chief Hamilton retired after a 20-year term as the department head. Andrew Davis competed in a promotional process and was

selected as Chief Hamilton's replacement. Davis had been a lieutenant and worked for the department for 17 years. Davis was much more progressive than his predecessor. As a command college graduate from the State of California, he was well prepared to deal with the future and provide direction for the Costa Mesa Police Department in the 21st century.

Davis inherited a number of problems. The community was experiencing deep-rooted emotional issues (*T6 - Focus on deep-rooted emotional issues*). Southern California had experienced incidents of terrorism against various ethnic groups (*T7 - Organized incidents of terrorism against ethnic groups*). During the first eight months as police chief, Davis had to endure two major events that occurred in his city. A toxic, airborne contaminant was released through the air-conditioning system in Costa Mesa city hall (*E7 - Terrorist group contaminates the water system with poison*). Simultaneously, suspects were apprehended at the main water filtration system after a toxic chemical was deposited into the main pump house. Due to the efforts of a few hard-working Costa Mesa police officers, the suspects were apprehended.

These two events were found to be arranged by Terrorists' Rights Eventually Excel (TREE). A group formed to commit illegal acts in furtherance of their beliefs of preserving the natural environment. This group was based in the City of Costa Mesa, and subsequent to the arrests of the perpetrators, the

police felt confident that TREE had been dissolved (*T7 - Organized incident of terrorism*).

The North American Federal Trade Agreement (NAFTA) proved to be a success for the economy; however, the relaxation of the Mexican border provided many immigrants the opportunity to cross into the U.S. with very little problem.

As the U.S. prepared to annex Puerto Rico in 2003 (*E8 - Annexation of Puerto Rico*), many Puerto Rican terrorists crossed Mexico into southern California and formed an alliance with the loosely-structured Hispanic gangs. The media aired dozens of television programs focusing on this newly-emerged societal issue.

Chief Davis had been working with his staff to formulate a strategy to combat domestic terrorism. Unfortunately, due to the reactive philosophy of Chief Hamilton, the Costa Mesa Police Department was still approximately two to three years away from developing a comprehensive plan to cope with this issue.

In the summer of 2003, Murphy's Law reared its ugly head once again. Protesting the cruelty to animals and the improper use of fur by major department stores, the Animal Liberation Front (ALF) hijacked an American Airlines 727 out of the local airport (*T10 - Level of security measures tolerated by society*). From the transcripts of the pilot, recovered in the "black box" of the aircraft, it was evident that the purpose of the hijacking was to crash the plane into the third-largest shopping

mall in the world. Due to what appears to be the heroic efforts of the pilot, the aircraft crash landed into a bean field located approximately ½ mile north of the mall (*E5 - Bombing resulting in a large number of deaths or injuries*).

Despite missing the mall, there were no survivors. The resources of Costa Mesa Police Department were completely depleted. It cost the city over \$1-million for clean up and mutual aide. The freeway overpass leading to the mall was also destroyed as the plane crash landed.

The budget officer for the City of Costa Mesa reported that it cost the city in excess of \$8-million in tax revenues during the 19 months waiting for the bridge to be repaired.

Tonight Chief Davis is presenting his ten-year strategic plan to the city council. Davis is confident that Costa Mesa will regroup and eventually overcome the events that plagued his community (*T2 - Society's propensity towards violence*).

SCENARIOS NO. 3

Iteration No. 25. Seed No. 7550431

- | | | |
|-------------------|-----|---|
| 1. April 1995 | E-4 | Terrorists have more technology than government |
| 2. June 1997 | E-9 | Airborne contaminant released in building |
| 3. June 1997 | E-3 | Assassination of political leader |
| 4. October 1997 | E-8 | Annexation of Puerto Rico |
| 5. April 1999 | E-5 | Location bombed; many deaths occur |
| 6. June 2002 | E-1 | Nuclear weapons used by terrorists |
| 7. March 2004 | E-2 | Street gangs form alliance |
| 8. April 2004 | E-6 | Police department taken over by terrorists |
| 9. April 2004 | E-7 | Local water system poisoned by domestic terrorist group |
| 10. Did not occur | | |

"Focus on the Future"

November 11, 2005

Andrew Davis sat nervously on stage. As he looked at his wife in the audience, he recollected the many events that had taken place during the past ten years in the City of Costa Mesa. As President Pete Wilson approached the podium, Davis stood. He beamed with pride as the president introduced him. He would soon be the new director of the Federal Bureau of Investigation.

Ten years earlier, Andrew Davis had been appointed the chief of police in the City of Costa Mesa, California. Davis had taken over after the death of Chief Lee "Hacksaw" Hamilton. Davis was an entirely different administrator than Hamilton. The new chief was a visionary, a planner, and an individual that surrounded himself with successful people.

Chief Davis had negotiated with the council for permission to retire the existing executive staff and replace it with his own hand-picked advisors. When his staff was in place, Chief Davis assigned them the task of developing a ten-year strategic plan for the Costa Mesa Police Department.

Davis insisted that top corporate individuals in a "STEEP" framework be employed as technical advisors to the plan. Included in the assignment was an operational plan for the presidential visit to the area, which would occur in June 1997, approximately one year away.

Chief Davis had become familiar with a recently published report by the U.S. Department of Justice on domestic terrorism (*T7 - Organized incidents of terrorism against ethnic groups*). Davis had graduated from the California Command College and had formed the habit of maintaining a file on emerging trends in society. Domestic terrorism had become one of these such trends. The report indicated that cities with a population of 100,000 to 150,000 are experiencing an increase of hostility along racial lines (*T1 - Hostility along racial lines*). It also discussed the growing disparity between "the haves and have nots", which was due to the economic shift in the U.S. (*T5 - Disparity between the "haves" and "have nots"*)

In June 1997, President Clinton appeared at the Center for the Arts in Costa Mesa, California. The police department had received word that an attempt would be made on the president's life during a trip to the west coast. The police department had been working closely with the Secret Service outlining the operational plan (*E3 - Assassination of an important political or religious leader*).

The information received by the Costa Mesa Police Department was that a Neo-Nazi white supremacist group was planning the assassination in order to call world-wide attention protesting the gay rights movement (*T3 - Religious fundamentalism*).

As President Clinton began speaking, a state-of-the-art electronic heat/molecule sensor detected a poisonous, airborne contaminant in the air-conditioning duct (*E9 - Airborne contaminant is released inside large building*). This type of

equipment had been selected by Chief Davis' high-tech committee during the planning stages. The Secret Service was notified, and the attempt on President Hillary Clinton's life was thwarted. Ironically, this was Hillary's first major public appearance since her inauguration in 1996. As you recall, her husband, Bill, died in office from an undetected heart disease. Hillary won the election over Newt Gingrich in the closest contest in United States history. Experts felt that Gingrich's demise was his views on women's issues.

During the next two years, the focus on various deep-rooted emotional issues continued (*T6 - Focus on deep-rooted emotional issues*). Organized incidents of terrorism were occurring in smaller "home-town" cities (*T7 - Organized incidents of terrorism against ethnic groups*). In April 1999, a large bomb exploded in a Jewish synagogue killing over 100 members during a Saturday night Passover celebration (*E5 - Bombing resulting in a large number of deaths or injuries, and T3 - Religious fundamentalism*). The incident rocked Costa Mesa, and Chief Davis once again took an aggressive approach. The chief solicited the help of the military, and working with Senator Feinstein, he was granted permission to view satellite photographs of the area. The photographs revealed the identity of a highly prominent community leader, Frank Thompson. Utilizing military photo-imaging, the individual was apprehended. Due to the new federal law allowing additional intelligence information to be admitted into the courtroom (*T9 - Level of intelligence*

gathering allowed by courts), Thompson was found to be a closet member of the Klu Klux Klan and subsequently convicted on civil rights violations.

Chief Davis had gained national recognition for his innovative methods and cutting-edge use of technology. Through the Freedom of Information Act, the media obtained additional classified documents indicating that a miniature nuclear bomb (*T8 - Media attention towards terrorist activities*), approximately the size of a golf ball, had been developed on the black market (*E1- Threatened use of nuclear weapons by a domestic terrorist group*). The bomb was capable of leveling one square block.

On November 27, 2000, in one of her final appearances as president, Hillary Clinton presented Chief Davis with a congressional award for his efforts in combatting domestic terrorism.

In the spring of 2004, Costa Mesa faced its most difficult test. The police department had infiltrated the local street gangs in the community (*T4 - Relationship of gangs and terrorist activity*). The information the undercover officers received was that the street gangs were about to form an alliance and attempt to take over the police department and poison the water supply (*E2 - Street gangs form an alliance, and E7 - Terrorist group contaminates the water system with poison*). Since the annexation of Puerto Rico, street gangs have formed a growing relationship with Puerto Rican terrorists and had become sophisticated in their type of crime (*E8 - Annexation of Puerto Rico*).

In a closed-door session with the city council, Chief Davis convinced the

city officials to allocate \$1-million for the purchase of 21st-century tracking technology and biometrics optical technology, which was used to target specific individuals.

The additional security measures prevented a sure disaster to the community. Chief Davis was recognized by the national media as a pioneer in the identification and prevention of domestic terrorism (*T2 - Society's propensity towards violence*).

In the fall of 2005, Chief Davis drove to his office preparing for another busy day. As he turned into his parking stall at the police department, his cellular telephone rang. Chief Davis answered the phone. The voice on the other end replied, "Chief Davis, this is President Pete Wilson...".

POLICY CONSIDERATIONS

The data analysis indicates that an increased awareness of domestic terrorism activities will aid mid-sized law enforcement agencies in being better prepared to handle/prevent such future events.

Listed below are a series of policy considerations that could effectively be incorporated into the Strategic Management Plan.

- Consider establishing a small group of interested staff members to explore the strengths and weaknesses of pursuing this topic and the

advantages of earmarking resources to combating domestic terrorism.

- Establish a policy that specifically discusses the importance of identifying warning signs of possible domestic terrorist incidents.
- Communicate the importance of this issue to various members of the organization, key community leaders, and representatives of the media.
- Consider the source of funding and conduct a cost benefit analysis regarding this issue, include examining the latest technologies for tracking and monitoring potential individuals.
- Consider a course of action that could bring about possible implementation of a policy directed at raising the level of consciousness toward the issue of domestic terrorism, working with and through the media.
- Emphasize the importance of "community cooperation" and the significant role that it plays throughout the course of developing this action plan.

STRATEGIC MANAGEMENT PLAN

INTRODUCTION

Throughout this section of the paper, the emphasis will be on the development of a strategic plan for the Costa Mesa Police Department. The plan will manage a desired future dealing with the issue of domestic/special interest terrorism. The focus of the plan is not basic tactical preparation, rather, a specific design to educate the community on the issue and prepare for potential response to domestic-based terrorism.

MISSION STATEMENT

The employees of the Costa Mesa Police Department are committed to providing the highest level of service to the community while maintaining a consistent professional image. We encourage an atmosphere of innovation and reward contributions of ingenuity and creativity.

The police department will use a strategic plan that will serve as a living document and provide a focus for the community at large. We will actively forecast and work to resolve the emerging problem of domestic terrorism within our community. We will seek participation from our citizens and invite them to assist in shaping the future of our police department.

We will strive to identify and/or forecast signs of domestic terrorism within the community. We will dedicate the necessary resources available, which will enable our department to remain on the cutting edge of identification and technology. We are committed to a resolution and recognize the potential impact of this issue. We will move in a direction that focuses our organization on domestic terrorism issues, and ensure that our community is prepared in the event of an incident.

SITUATION ANALYSIS

Based on the focus of the mission statement, Scenario No. 3 was selected. This will serve as the framework for the Strategic Plan.

An eight-member panel was established to assist the author in analyzing the issues relating to the mission statement (panel listed on page). Each member of the team was provided with information on domestic terrorism, which included future trends and events pertaining to the issue.

The panel then employed the "WOTS UP" analysis. This process systematically evaluates the Weaknesses, Opportunities, Threats, Strengths, Underlying, and Planning for the established mission. The design will specifically analyze the situation, identify stakeholders, and develop alternate strategies.

ENVIRONMENTAL ANALYSIS

Social Threats

The increasing disparity between the "haves" and "have nots" surface as the economic lines become more visible in society. The lower class will feel that increasing disparity, probably resulting in specific acts of violence against the establishment.

Society has increased its propensity to commit violent acts. These acts can be viewed as an opportunity for societal "out" groups to gain recognition. The

growing hostility along racial lines has perpetuated white supremacist, neo-nazi, and other racially-motivated groups that appear to be on a collision course for violence.

Social Opportunities

Due to the number of terrorist incidents occurring in large metropolitan areas, police administrators in mid-sized communities are recognizing these types of incidents on a smaller scale. The opportunity exists for law enforcement agencies to identify potential targets within their respective communities and develop a master plan that can be called into action at a moment's notice.

Another significant opportunity is community support, which the organization enjoys. The police department has always benefitted from a "pro police" atmosphere. The citizens of Costa Mesa have displayed a very positive relationship with the police department during the past thirty years.

TECHNOLOGICAL

Threats

Technology continues to advance and has become more accessible. Sophisticated weaponry could be obtained by terrorists, resulting in potential encounters for local law enforcement, which is detrimental to the community.

The use of biological contaminants has become available on the "black market". These products increase the potential for these types of weapons to be used in the local water supply or within government buildings.

Opportunities

Advancements in technology will provide local law enforcement with additional tools to track and identify potential terrorists. These types of devices are currently being test-marketed and will be available in the near future.

ECONOMIC

Threats

As the reduction of allocated funding in the city's budget continues, the possibility of acquiring sophisticated equipment through conventional means becomes more difficult. Due to the current economic forecast, the community refuses to support additional taxes as an alternate measure to fund local training, manpower, and equipment.

Sympathy groups in Costa Mesa, such as animal rights supporters and environmental advocates, will continue to support domestic terrorists in order to keep their issue in the forefront. The importance of publicity is imperative to these types of antisocial groups in order to rally community support for their issue.

Opportunities

The city has a solid tax base, largely due to the revenues generated by a lucrative shopping mall (South Coast Plaza) and a contingent of car dealerships. These businesses have played an important role in the history of the police department. Over the years they have continued to support the police department when mutual interest exists.

Proposition 172 and narcotic asset forfeiture funds have provided the police department with specific earmarked funding to acquire equipment.

Economically, these funds can be allocated for any type of new programs that the police department may wish to establish.

ENVIRONMENTAL

Threats

Currently there is no specific legislation that addresses the issue of domestic terrorism. To effectively prosecute terrorist activities within the community, specific laws dealing with the topic need to be written which define the proper parameters dealing with this issue.

The ACLU will actively support the constitutional rights of terrorist groups and defend their right of expression. With the ACLU assisting terrorist groups, mid-sized communities may be reluctant to spend the necessary monies to actively litigate domestic terrorist incidents.

Opportunities

The city manager's office recognizes domestic terrorism as a potential community problem and has authorized the city attorney's office to support the police department with any type of legal assistance necessary to pursue this issue. Currently, the Federal Racketeering Influence and Corrupt Organization Act (RICO) is the primary legislation used to prosecute offenders. The city attorney's office will provide the police department with the necessary expertise to bridge legal gaps.

POLITICAL

Threats

The community at large is supportive of animal rights and environmental issues. Political activists will lobby the city council for continued support.

The current make up of city council is conservative by nature and could block any plan developed to deal with activities involving "domestic terrorism". The political winds will be difficult to measure based on the chemistry of the council; therefore, politically the issues surrounding the rights of domestic terrorists may be viewed in a favorable light by the community.

Opportunities

The Chamber of Commerce has a vested interest regarding this issue and would be supportive of the police department. The business owners would stand

to lose the very favorable reputation of a "safe community", and the long-term negative impacts would ultimately affect their livelihood.

ORGANIZATIONAL ANALYSIS

The strengths and weaknesses of the organization are analyzed to effectively evaluate the threats and opportunities identified during the environmental analysis.

Strengths

The Costa Mesa Police Department is comprised of 200 employees, 142 sworn police officers and 58 civilian employees. The civilian personnel range from division commander to records technician, and this blend of sworn and non-sworn employees provides a unique opportunity for diversified opinion.

One significant strength of the organization is the fact that the police department is fiscally sound. The community is anchored by the South Coast Plaza and the Performing Arts Center. The department enjoys an excellent relationship with the business community and prides itself on maintaining open lines of communication.

The organization has been furnished with state-of-the-art equipment ranging from mobile computers to helicopters. The officers are provided with some of the top-rated benefits in the state of California (the recently acquired 3 percent at 50 years retirement plan). The resources bureau is dedicated to

improving the quality of training that the officers receive throughout the year.

Despite the danger evident in various segments of the community, officer complaints and incidents of unnecessary force are low.

The office of the chief of police has assigned one detective whose primary responsibility is to gather intelligence on various "organized groups" within the Southern California region. The Special Weapons Unit receives regular training in counter-terrorism tactics. The newly incorporated civilian employee segment provides experts in the field of crime analysis and computer science.

Based upon the strengths pertaining to available resources and the caliber of personnel within the organization, it appears that efforts can be directed toward gaining acceptance for the overall mission.

Weaknesses

The department is transitioning to a community-oriented policing concept which has exhausted available resources. Financial constraints have shifted the emphasis from a leader in technology to one of resource justification among divisions.

Due to the current fiscal forecast, the organization is taking on a conservative philosophy with very little future planning. The overall work ethic of younger personnel makes it difficult to establish a strategic plan due to opposing interests.

The department will be replacing top administrators, along with reducing the number of division commanders within the next five years. An informal power struggle is developing within the organization, which may become an obstacle to developing a plan that effectively deals with the issue. The necessity of concentrating on the immediate problems of the police department and difficulty of taking on additional projects may rob the implementation of a strategy dealing with domestic terrorism of the necessary administrative support to be an effective organizational policy.

Traditionally, the Costa Mesa Police Department has been slow to react to controversial issues. Keeping in mind that domestic terrorism is an emerging issue, the likelihood that the city manager or police management will commit the total resources necessary to successfully implement a plan dealing with this issue is remote.

STAKEHOLDER IDENTIFICATION AND ANALYSIS

Stakeholders can be described as individuals or groups who may be impacted by the implementation of the plan and have a vested interest in the outcome. Stakeholders can create opposition, be supportive, or have conflicting interest related to the issue. Evaluation, identification, and mapping of their positions are important for the successful adoption of a strategic plan.

Snaildarters are unanticipated stakeholders who can radically impact the chosen strategy. Snaildarters can be people or groups who interrupt or stop progress toward a desired objective. Snaildarters are usually identified after the major stakeholders are identified during the deliberation of the issue.

This section contains the stakeholders and the assumptions they have about the issue. An assumption is a basic, deep-rooted, often unstated, value or belief, related in this case to the issue of domestic terrorism.

A group of eight colleagues (listed on page 86) assisted in mapping of stakeholders, their assumptions, positions, and analysis of information. The information appears in Table IV.

The purpose of plotting each position is to 1) evaluate the importance of the issue to each stakeholder, and 2) evaluate the certainty or uncertainty of their assumptions pertaining to the issue of domestic terrorism.

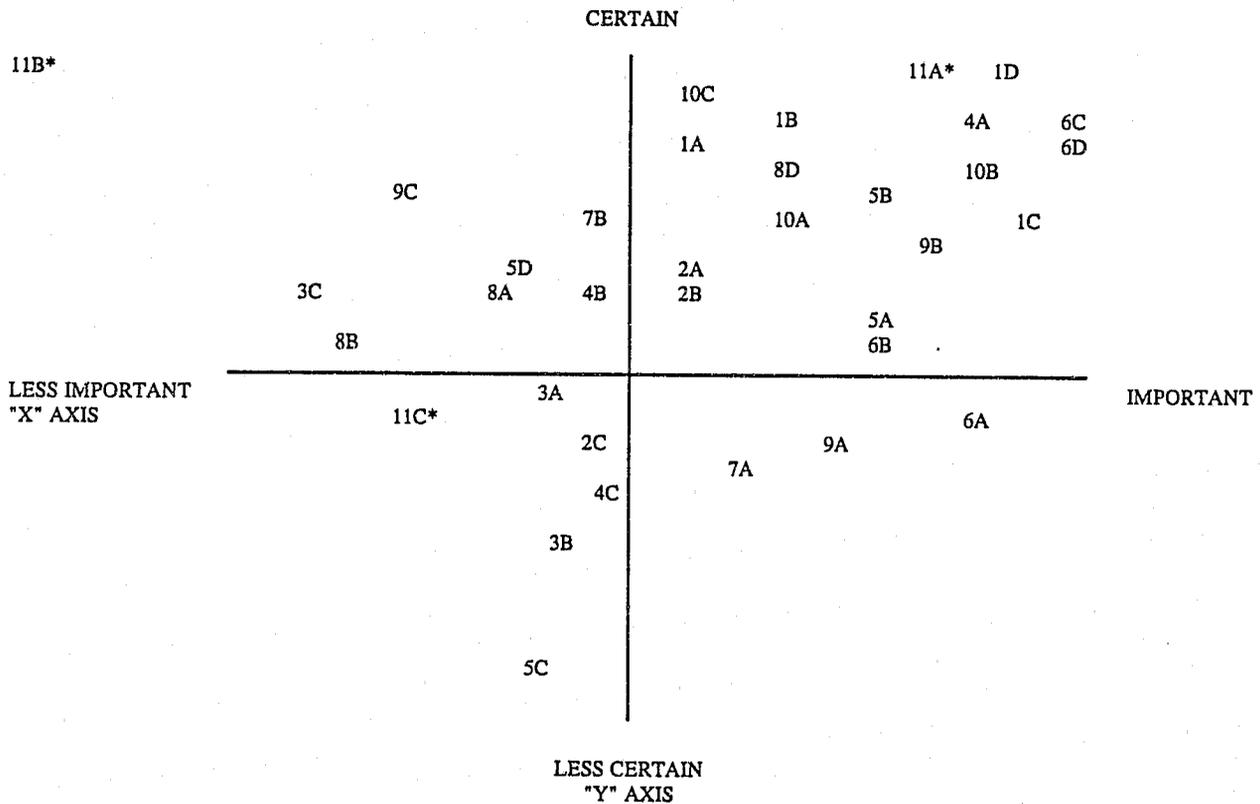
Snaildarter

The group identified the Segerstrom family as a possible snaildarter. This is based upon their initial support of the issue and the political influence they hold in the community.

TABLE IV

<u>Stakeholder</u>	<u>Position</u>	<u>Assumptions</u>
1. Business Owners	Supportive	A. High expectation of safety B. Concern about loss of own business, not loss of life C. Demands quick resolution D. Loss of livelihood
2. City Council	Supportive	A. High expectation of police department B. Maintain positive image for the community C. Will want state/federal aide to assist with implementation
3. Police Chief	Supportive	A. Assured that police department can handle situation B. Will be supported internally and externally C. Proud of innovation
4. Police Officers	Supportive	A. Will want extensive training B. Would not want to rely on outside agencies C. Want to be informed of plan but not develop it
5. Community of Costa Mesa	Mixed	A. High expectations of response and resolution B. Willingness to pay for protection C. Will never happen in Costa Mesa D. Supportive as long as it does not impede daily life
6. Terrorist Groups	Opposed	A. Expectation of terrorists not being able to create and capitalize on an incident B. Community is soft target C. The ends justify the means D. Attention will increase support
7. Employees located at potential targets	Supportive	A. Question readiness of police B. Not equipped to withstand incident
8. City of Costa Mesa Department Heads	Supportive	A. Rely on police to resolve B. Look to city disaster plan C. Minimize expenditures
9. News Media	Mixed	A. Questions city's readiness to deal with issue B. Public has a right to know C. Media involvement will result in resolution
10. ACLU/Civil Rights Groups	Oppose	A. All police behavior is bias B. Individual constitutional rights are being violated C. Desire to dissect policy and strategic plan
11. Segerstrom Family	Mixed	A. Impact the reputation of South Coast Plaza B. Adversely impact sales revenue C. Negative effect on tourism

ASSUMPTION MAPPING



LEGEND OF STAKEHOLDERS

"X" Axis - Importance of the stakeholders assumption as it relates to the issue
 "Y" Axis - Certainty/Uncertainty of stakeholders' assumption

- | | | | |
|-------------------|---------------------------|----------------------------------|-------------------------|
| 1 Business Owners | 4 Police Officers | 7 Potential Targets | 10 ACLU/Civil Rights |
| 2 City Council | 5 Community of Costa Mesa | 8 City of Costa Mesa Dept. Heads | 11 Segerstrom Family* |
| 3 Police Chief | 6 Terrorist Groups | 9 News Media | * Signifies Snaildarter |

DEVELOPING ALTERNATIVE STRATEGIES

A panel was comprised of eight individually selected professionals familiar with the established mission statement relating to the issue:

- 1) Tom Lazar, Division Commander, Costa Mesa Police Department
- 2) Rick Johnson, Division Commander, Costa Mesa Police Department
- 3) Stan Borek, Computer and Records Commander, Costa Mesa Police Department
- 4) Tom Curtis, Sergeant/Jail Supervisor, Costa Mesa Police Department
- 5) Hugh Tate, Training Coordinator, Costa Mesa Police Department
- 6) Jon Arnold, Lieutenant, Huntington Beach Police Department
- 7) Les Gogerty, Senior Police Officer/Training Officer, Costa Mesa Police Department
- 8) Thomas McDonnell, Environmental Scientist, Irvine, California.

The panel utilized a Modified Delphi Process to develop a list of credible strategies. Through a voting procedure, the initial list was reduced to three alternatives. The panel evaluated the two most promising strategies along with the most polarized viewpoint. The members focused on the advantages and disadvantages of implementing each strategy.

STRATEGY I

Create a task force which includes a multitude of law enforcement disciplines (local police, federal agencies, and district attorney's office) to identify and prosecute offenders on a county-wide basis.

Advantages

1. Combining a wide range of resources to examine the issue.
2. Those selected for the assignment will be at the top of their field.
3. The ability to utilize federal court system laws for local incidents.
4. The task force will increase morale by providing additional career opportunities for officers.
5. The task force will provide a potential cost savings for the city due to a pooling of equipment and manpower.

Disadvantages

1. Reduces the compliment of manpower assigned to work on other community problems.
2. Magnifies the issue and may create tension with the community.
3. External demands by political forces will reduce the capacity of the task force to work solely within the City of Costa Mesa.

Stakeholder Assumptions

The business community will resist this strategy. Their concern will center on the lack of service and/or control that can be influenced over the task force.

The police chief, city manager, and city council will be supportive of this strategy. The chief will be proud of the contribution that his department enjoys and the potential cost savings. The task force will provide publicity for the community and recognition for the city council.

The police officers will have mixed positions relating to the task force. Officers that are in line for a special assignment will be supportive of the strategy, while those who would not be selected for a specialized position would not favor the task force.

The community in general would be in favor for the joint task force. They would view this as an opportunity to divide the expenditures among agencies. Those in potential locations for terrorist activities would feel more confident with interagency support.

The news media would also be supportive of the task force. It would generate more interest county wide and ultimately be a more interesting story to cover.

STRATEGY 2

Contract services with the Federal Bureau of Investigation (FBI) to design an operational plan and provide additional resources when necessary.

Advantages

1. Allows police department to utilize officers within the community and focus on departmental interests.
2. Greater availability of resources.
3. FBI membership/direction will establish greater credibility.

Disadvantages

1. The City of Costa Mesa relinquishes control.
2. The financial expenditure may never be realized to justify such an elaborate policy.
3. The FBI is unfamiliar with community expectations.
4. The contract may increase fear and rumors within the community from its citizens.
5. The final product may not produce the desired result.
6. Police officers would resent the FBI directing local police operations.

Stakeholder Assumptions

The stakeholder assumptions regarding this strategy will take on opposing philosophies. The terrorist groups will view the FBI's attention to this topic as an

avenue to gain recognition for their individual position. As one of the most recognized law enforcement agencies in the world, defeating a plan created by the FBI would be considered as a major victory for the cause.

The ACLU and civil rights groups will have more interest in evaluating this policy due to the FBI involvement. A federal government policy will essentially raise a red flag in the "individual rights" legal community.

Business owners will oppose this strategy due to the heightened awareness of the FBI involvement. Once this topic is publicized by the media, the average citizen will view this a county-wide problem and panic may result within the community.

The police officers will consider FBI intervention as a "slap in the face" to their investigative abilities. This strategy will be opposed.

The chief will evaluate the positions of the city manager and city council, which continually shift, depending on the political climate of the community at large.

STRATEGY 3

Develop a coordinated network of key stakeholders in and out of law enforcement, led by the Costa Mesa Police Department, which will have the ultimate responsibility of implementing the strategy.

Advantages

1. The City of Costa Mesa will have control over all decisions.
2. The costs can be maintained within allocated resources.
3. Utilizing key stakeholders will allow for input and direction of policy.
4. The police department will be prepared and the officers will have greater confidence in administrative decisions.
5. Control information provided to media.
6. Aligns with chief's community-oriented philosophy.
7. The police department has the ability to utilize in-house experts.

Disadvantages

1. The diversity of opinion may be too wide.
2. May divulge more information to outside parties than warranted.
3. The committee members may be incompatible with each other.
4. The group may turn out to be more of a watchdog than a participant.
5. The group does not possess the necessary experience to assist in designing a policy on domestic terrorism.

Stakeholder Assumptions

This strategy will be supported by the business community. They will be satisfied with the opportunity for involvement, and this will provide them with a feeling of control over their future.

The police chief, city manager, and city council will be very supportive. This strategy is directly in line with a community-oriented philosophy which is embraced by city management.

The community and those in potential locations for attacks will be concerned with the "bottom line" and apprehensive until a resolution is finalized.

The police officers will be supportive due to the ultimate control this strategy provides.

The ACLU and the media will be suspicious of this strategy; however, they will both participate for the opportunity to influence the direction of the established policy.

The terrorist groups will be in favor of the strategy. They will assume that the Costa Mesa Police Department will not possess the resources to be effective and will ultimately fail in its objectives.

Preferred Strategy

After consulting with the panel and evaluating the results of the Modified Delphi Process, it was determined that Strategy No. 3 provides the greatest opportunity to achieve the stated mission.

The strategy was selected based upon the high degree of stakeholder support. In terms of feasibility, the plan offered the most logical approach to work toward implementation.

Expenditures can be monitored by the organization, and the mission can be achieved through stages based on demand.

With the current political climate, this strategy offers the best opportunity to blend personalities and ideas. The South Coast Plaza management, the Segerstrom Family, (snaildarter) will be in a position to directly participate in the conceptual stage, which will reduce the possibility for future interference.

Evaluating the short and long-term implications, the strategy allows for gradual indoctrination of the policy. Publicizing the issue within the community may be difficult; however, the long-term factors of implementation will be easier to accomplish with the support of the stakeholders.

Implementation Plan

An implementation plan is outlined below to provide a smooth transition that will take the Costa Mesa Police Department from the current stage and work toward accomplishing the goal.

The key issues that need to be addressed in the plan are first generating support from the stakeholders. The variety of personalities involved with the issue are vast. Without a genuine commitment from the involved parties, the mission will not be realized.

Second, internal support is critical to arrive at a successful conclusion. The informal leaders of the organization must be on line and recognize that they

are vital to the implementation of the policy. Balancing the interest of personalities outweighs other concerns. The established mission can be sabotaged in a variety of areas unless egos are kept in check.

OBJECTIVES

- Formulate a steering committee comprised of the stakeholders to be chaired by the chief of police. A group of approximately 12 individuals should be selected. A police officer would assume the role of a "potential terrorist" to provide an educated eye to enlighten and train the stakeholders in deviant acts of domestic terrorism.
- Define the mission and assign each committee member a responsibility. Describe how domestic terrorism is an emerging issue within the community.
- Establish a specific time line for implementation. The group will elect a project manager who is responsible for coordinating meetings and formulating the policy.
- Establish a training subcommittee that is assigned the responsibility of designing a training plan for the police officers. It will be critical for success that the officers are properly trained in tactics and relevant legislation. The training subcommittee will also be assigned to evaluate the resources necessary to accomplish the mission.

- Establish financial appropriations. This would include start-up costs, annual training, and equipment. The sources of funding will also be discussed, and monetary commitment on the part of the business community will be confirmed.
- The responsibility for final implementation rests with the police department. The political climate must be measured when the policy is initially enacted, and the barometer of the stakeholders should be gauged.
- The plan should be monitored on an annual basis or when an incident occurs. The plan should be viewed as a living document and updated frequently. An after-action report of each incident will be required, and modifications to the plan can be done if necessary.

TRANSITION MANAGEMENT PLAN

Implementing a plan designed to educate an organization in dealing with the impact of domestic terrorism involves a "transition state." This requires a change from the existing conditions in the organization to a desired future goal or plan.

The purpose of this transition management plan is to create the proper team environment which will lead toward the implementation of a program designed to protect the City of Costa Mesa from domestic terrorist events. Through proper planning and networking, the city will ultimately avoid the difficulties associated with change.

The first strategy in the transition management plan is to recognize and identify the "critical mass" of individuals or groups that effect the implementation of the plan through their position in the organization or community or technical knowledge necessary for design. The critical mass is examined to identify the readiness, commitment, and capabilities of the group to ensure the effectiveness of change.

The second step, the management structure, is another area vital to the implementation plan. An effective management structure dealing with the topic of domestic terrorism requires that the leadership structure possesses the clout to coordinate organizational resources necessary to make the change occur. The management structure selected must also support the change and have the ability

to persuade others in the police department, that a proactive plan dealing with domestic terrorism will be positive for the organization. The "diagonal-slice" strategy was selected as the management structure for this plan. This strategy provides continuing input from many levels of cultures and functions within the organization. The "diagonal-slice" strategy strives to select input from the recognized leaders of the organization. The Costa Mesa Police Department consists of a wide variety of peer leaders throughout the workplace. The "diagonal-slice" strategy offers a greater opportunity for involvement.

As the management structure is established, it will be important to discuss the possible trends and events that were identified in the futures research. The collective members of the management structure will need to have a mutual understanding of the project and continue to work toward a common goal.

To assist in coordinating accountability, a "responsibility chart" will be established. The chart is designed to clarify responsibilities given to each member and provide a visual overview of assignments.

CRITICAL MASS

"Critical Mass" are those individuals or groups whose support is essential to the success of the strategic plan. The critical mass are the key individuals or groups who can deliver stakeholders who provide the driving force that will make

the change take place, or if they are not in support, will allow or can cause the change to fail.²⁹

ILLUSTRATION 23

Commitment Chart

Key Players in Critical Mass	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
1. Richard Sewel, Business Owner		X ----->	O	
2. Chief of Police			X ----->	O
3. Ray Peters, Councilmember		X/O		
4. David Grant, Gen. Mgr., SCPL		X ----->	O	
5. Sgt. McBride, Police Department		X ----->	O	
6. Mark Rogers, News Media Exec.		X/O		
7. ACLU/ Gloria Blackman, Civil Rights Rep.	X ----->	O		

LEGEND
X - Where key player is now
O - Where key player needs to be for implementation

A modified Delphi process was conducted with two coworkers, Lieutenant Ron Smith, Resources Bureau Commander, Costa Mesa Police Department, and Hugh Tate, Training Coordinator, Costa Mesa Police Department. The group evaluated the stakeholders and identified the critical mass individuals.

Listed in Table 1 are the individuals identified by the group as the critical mass. Each actor in the critical mass was plotted on a "commitment chart". The chart was used to identify their current and desired positions for each. Four categories were established, "block change", "let it happen", "help it happen", and "make it happen". These areas were used to assist the reader in following what movement (if any) would be desired for the particular group or individual in order to implement the plan.

Richard Sewel, Business Owner

The business owners within the community have historically been very supportive of law enforcement. Throughout the years, business owners have established themselves as a strong voice in local government and have demonstrated the ability to sway city council on a number of occasions.

Richard Sewel is the president of the Chamber of Commerce and a strong force in the business community. His voice generally sways most business owners in the community.

The current position of Mr. Sewel as it pertains to this plan is one of "Let It Happen". Due to the economic conditions of the community, Mr. Sewel would be somewhat apathetic about providing direct support. In order to move the business owners toward the direction of "Help It Happen", a greater effort in communicating the plan would have to take place. Involving Mr. Sewel with the

planning committee would be a very effective strategy to employ. The net result would be a greater understanding of the plan and movement toward the desired state.

Chief of Police

The chief of police is a very strong proponent of the plan. He has indicated on several occasions that he would do "whatever it took" to establish a policy to actively prepare for domestic terrorist activities within the community.

The chief of police is highly supportive of this plan. In order to acquire complete support, it will be essential for the chief to express his enthusiasm and take an active, "Make It Happen" approach. Shifting to this position would make him more effective to the overall success of the project. The "Make It Happen" mode will enable him to exhibit political presence and utilize the project manager as his assistant.

It will be the responsibility of the project manager to convey this strategy to the chief and influence him to employ this position for implementation.

Ray Peters, Councilmember

The City Council is comprised of five incumbent members with strong ties in various segments of the community. There is no single dominant personality within the council at the present time. They collectively are supportive of law enforcement issues, and the chief of police has developed an excellent

relationship with the current council members. The city council has only requested to have the chief keep them apprised on matters dealing with the police department. The best course of action in dealing with the council on these issues is to continue open lines of communication, and it is most likely they will remain in the "Let It Happen" mode throughout the transitional process.

Turnover is expected in two council seats; however, the remaining members will continue to look to the chief of police for direction and will most likely be supportive of the process.

David Grant, General Manager, South Coast Plaza

The Segerstrom family is the owner of the South Coast Plaza and one of the most influential corporations in Orange County. Due to the nature of domestic terrorism, their shopping mall is the most likely target in the community to experience this activity. The strongest influencing person involved in the plan is David Grant, the general manager of South Coast Plaza. The current commitment level of Mr. Grant is at "Let It Happen"; however, without giving him the opportunity for some type of involvement, he may feel neglected and take a stance to block the plan. Within the retail market, a proactive stance by law enforcement can be misread as a problem to the potential shoppers. Mr. Grant's support is vital to the success of this project. The minimum level of commitment required for successful implementation is to move them toward

"Help It Happen" and allow him to be a vocal or silent partner in the overall process.

Sgt. McBride, Police Department

The police officers are a critical component in the implementation of this plan. This group for the most part can be categorized as "Let It Happen". They will view the policy as something that will eventually go away and participate only because it is a requirement by the chief. The officers will expect additional training and a detailed explanation of the plan. Without employing a proper strategy, the officers will merely be passively supportive. In order to position the police officers into the "Help It Happen" bracket, Sgt. McBride, the informal peer leader within the organization, needs to be included in the initial planning and development stages of the project. This should allow for a direct link in communications with the police officers and eliminate the mystique of the plan. Employing this strategy would ensure support from the majority of the officers.

Mark Rogers, News Media Executive

The media will play a significant role in this plan. As a communications tool, the media will offer as direct link with the community and assist with providing information in a variety of methods. The commitment level of the media is at "Let It Happen." To ensure this level is maintained, it is important that Mark Rogers, the news director of the local television station and president

of the local media association, is involved at the implementation phase. This can be accomplished through honest, open, and direct communication with the press, television, and radio reporters. The minimum level of "Let It Happen" with this group will ensure success with the plan. Overall, the news media tends to reflect community values. The community will be supportive on this issue, and, therefore, the desired position of "Let It Happen" will be achieved. If proper measures are not taken to influence Rogers, he and his group may shift to a "Block Change" posture.

ACLU/Gloria Blackman, Civil Rights Representative

This group represents the "watchdog" element of the project. The current position of this group is "Block Change." In order to move this group toward the desired state, it will require persuasive involvement rather than organizational force. During the initial planning stages, positive discussions with Gloria Blackman, chairperson of the Orange County chapter of the ACLU, need to be employed to effectively deal with the negative opposition which will be voiced by this group. Moving this group toward a desired state of "Let It Happen" requires an effective strategy. Seeking positive input from Blackman could serve to diffuse future problems, and presenting the plan prior to the implementation phase will minimize distrust. Obviously, the ACLU has opposing viewpoints;

however, a desired state can be achieved by controlling communications and employing sound interpersonal skills.

Readiness/Capability Charting

Table 2 is designed to provide the reader with an overview of the Critical Mass and their readiness and capabilities for change. The table includes the individuals or groups necessary for change. Two categories are listed and rated (high, medium, or low) with respect to their readiness and capabilities to effect change in the plan.

TABLE V

Key Players in Critical Mass	Readiness			Capabilities		
	High	Medium	Low	High	Medium	Low
1. Richard Sewel, Business Owner		X				X
2. Police Chief	X			X		
3. Ray Peters, Councilmember		X		X		
4. David Grant, Gen. Mgr. of SCPL		X		X		
5. Sgt. McBride, Police Dept.			X		X	
6. Mark Rogers, News Media Exec		X			X	
7. ACLU/Gloria Blackman, Civil Rights Rep.			X		X	

TRANSITION MANAGEMENT STRUCTURE

The critical mass has been identified, and techniques have been established to bring about a desired result. The next area of discussion will outline the management structure necessary for an effective transition with a plan dealing with domestic terrorism issues.

The selection of a project manager will be the first step to oversee the process. The project manager should be selected by the patrol division commander and supported by the chief of police. The manager must be a police lieutenant, which will enable the individual to possess enough authority to carry out the project. A lieutenant will also possess the leadership and organizational skills and political savvy needed to carry out the ultimate mission.

The project manager must be a team builder and integrate the critical mass with other members of the organization. The manager must also possess the credibility and influence to guide the project through transition.

Once the project manager is selected, it will be the manager's responsibility to select the management team. The manager should attempt to establish a team that is representative of the existing organization.

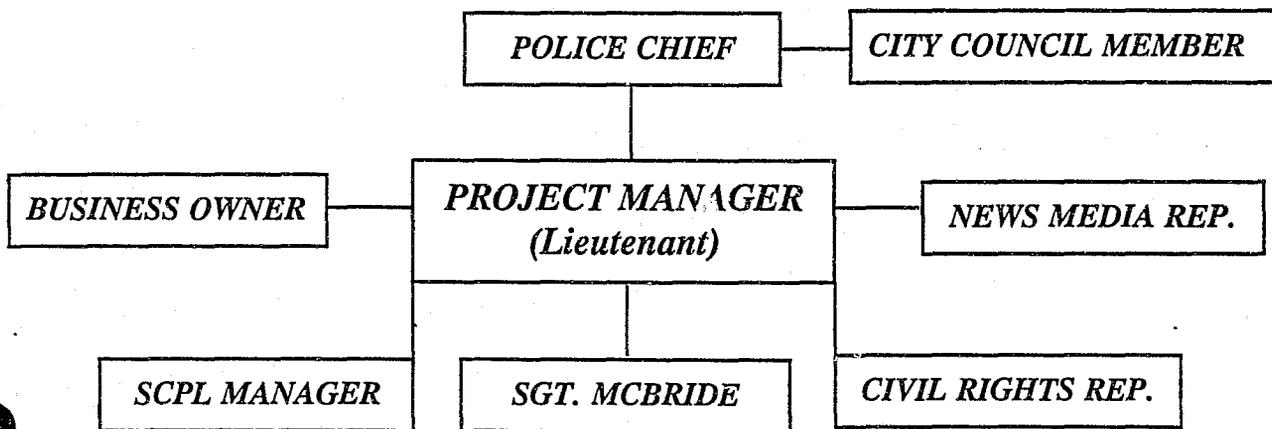
The members of the team should be those individuals who have some genuine interest in the project. The interest level of the members can range from curiosity to full support. It will be the responsibility of the project manager to

evaluate prospective team members and utilize their talents where he sees best. The team members must be of credible character within the police department and willing to work through unforeseen obstacles. The project manager should formulate a team with a blend of technical, conceptual, and interpersonal skills.

The management team best suited for this project should reflect a "diagonal slice" of the organization and acquire team members from various levels of the police department. The purpose is to obtain a broad base of expertise to assist in critical evaluation. Team members should be selected from all ranks and divisions within the department which will produce a cross section of cultures and functions with the organization. This mode will also enhance the lines of communication throughout the police department and reduce the anxiety that accompanies any organizational change.

ILLUSTRATION 24

MANAGEMENT STRUCTURE



Implementation Technologies

To ensure an effective transition, the plan must possess a methodology that is both organized and structured. A foundation must be established which will deal with the anxiety and uncertainty resulting from the change. The topic of domestic terrorism in itself will produce some degree of uneasiness. Utilizing the technologies listed below will assist in anxiety reduction. It will be critical to have open lines of communication between groups, timely passing, and sharing of information and appropriate periods of time to elapse for the ultimate change to take place. The following implementation technologies have been selected to this transition management plan.

Team Building Workshops

An effective method toward educating the management team and key individuals is the utilization of team building workshops. This technology can eliminate miscommunication, while positive confrontations can assist in education of the topic. The chief of police will be instrumental in this process. The project manager can provide technical support for the group and act as a conduit for the program.

Responsibility Charting

Responsibility Charting (Table 3) is used in clarifying role relationships as a means of reducing ambiguity, wasted energy, and negative reaction within the

organization. The actors are displayed horizontally across the top of the chart and include key members of the management team. The activities of the participants are exhibited in the left column. The team should meet to discuss the various responsibilities of the project where a consensus of duties will be fixed.

Four areas of activity are charted in determining responsibility. "R" is used to see that the decisions in this area occur. Team members then decide who is given the task of approving "A", the decisions; the person with approval power has the right to veto. The next area is support, "B". This person must support the plan and has to provide any necessary resources but not necessarily agree with it. Finally, a team member designated as "I" must be informed or consulted with before any action on the project can take place; however, this person has no veto power.

TABLE VI

Responsibility Chart (RAS)

Decision - Action	Business Owners	Police Chief	City Council	Project Manager	Segerstrom Family	News Media	Police Officers
Selection of Project Manager	I	R	I	S	I	I	I
Selection of Management Team	I	A	I	R	S	I	I
Establish Budget	S	A	S	R	S	I	I
Educate/Training of Domestic Terrorism	I	A	I	R	A	I	S
Establish Plan for Specific "How To"	I	A	I	R	S	I	I
Develop Time Line for Implementation	I	A	I	R	I	I	S
Establish Formal System for Evaluation	I	A	I	R	I	I	S

LEGEND
R = Responsibility (Not Necessarily Authority)
A = Approval (Right to Veto)
S = Support (Put Resources Toward)
I = Inform (To be Consulted)

Managing by Wandering Around

In order to maintain open lines of communications between various levels of the organization, it is important for the project manager to be available on a frequent basis. This will allow pending problems to be defused and the opportunity for immediate correction in oversights. Limited conflict among team members is healthy and promotes opposing viewpoints prior to the

implementation phase. Applying this technique will enable the project manager to focus on the importance of teamwork and reinforce the "passion" for the plan.

Focused on a Common Vision

As the project unfolds, the management team will need to reinforce a shared vision. Outlining the future possible trends and events of domestic terrorism by 2005 can serve as a focal point for the task force. This exercise will redirect those who have possibly lost sight of the initial goal of the project and spark the group forward. The project manager will be called upon to be the catalyst of this project, with a purpose of focusing the task force toward the ultimate mission.

Information Sharing Techniques

Sharing of information is a key ingredient to a successful project. As each task force member works on completing his or her portion of the plan, the project manager should ensure that a regular exchange of information takes place.

Group leaders can be selected to coordinate weekly meetings, review time lines, and troubleshoot difficulties. As with any large project, communication is not always disseminated vertically, resulting in misinformation. Scheduled meeting dates should be arranged for the sole purpose of informational updates. The electronic mail system, organizational news letters, and departmental

memorandums are also excellent sources of sharing information and progressing toward the ultimate goal.

Celebrations/Recognitions

Throughout the course of the transition plan, the project manager will establish methods to recognize the accomplishments of team members (i.e., establish a budget, council support, etc.) and making these attained goals public to the organization. Logos or mottos can be developed to unite the team during a period of the project when members need encouragement. A key ingredient is not only to recognize team members, but also individuals and stakeholders that demonstrate signs of support for the project.

A Formal System of Evaluation

As program implementation draws closer, a formal system of evaluation and feedback should be developed. The project managers and group leaders will review the time lines and evaluate the final position of the stakeholders and critical mass. Each subcommittee must ensure that assigned responsibilities have been completed. A critical phase of any major project is to ensure that an accurate assessment of the plan has been completed subsequent to implementation. The need to modify a plan dealing with domestic terrorism may require an upgrading or downsizing based on the demand for service. The

assessment of the plan serves as a troubleshooting mechanism and will analyze the cylinders of the project.

Transition Plan - Outline of Major Events

The transition plan is used for outlining a structure that deals with the implementation of a policy on domestic terrorism in mid-sized communities.

I. Plan and Organize

A. Decision to implement a policy which addresses the issues of domestic terrorism in a mid-sized community.

1. Select a project manager to coordinate program..
2. Establish a blue ribbon committee.
3. Develop a time table for implementation.
4. Establish a written alliance for program..
5. Draft mission statement and policies.
6. Survey community for commitment level on issue.
7. Council approval.

Time allotted: 12 weeks.

B. Building Commitment and Understanding

1. Confer with stakeholders and critical mass; conduct team-building workshop.
2. Identify responsibilities of committee members.

3. Educate management team on issue.
4. Evaluate readiness and commitment.
5. Analyze strengths and weaknesses of impending strategies.

Time allotted: 12 weeks.

C. Communications Strategy and Plan

1. Publicize details of plan (by project manager).
2. Managing By Wandering Around - Listen for constructive feedback.
3. Network with experts in field of domestic terrorism.
4. Work with media to educate community on issue/plan.
5. Communicate plan throughout organization.

Time allotted: 4 months.

D. Liaison With United States Department of Justice

1. Solicit legislation for "computerized tracking implants," which will allow authorities to track terrorists utilizing state-of-the-art technology.

E. Establish Budget

1. Evaluate source of funding (general or asset forfeiture, private donations, or community assessment tax).

2. Fiscal budget encumbered.

Time allotted: 6 months..

F. Analyze New Organization

1. Design specific tasks for management team.
2. Establish reward and recognition program - subcommittee.
3. Formulate subcommittees to specifically deal with these issues:
 - a. Establish a procedure utilizing the crime analyst and formulate an "intelligence bank" where all potential terrorists are identified and profiled.
 - b. Coordinate with the city attorney's office and lobby state legislators on a regular basis to construct legislation to effectively monitor and identify those individuals defined as "domestic terrorists."
 - c. A specific procedure is designed to monitor "critical targets" utilizing a global positioning system (GPS) which notifies authorities of intrusions to the locations.
4. Conduct meetings to share information collected.
5. Monitor the political environment of project.

Time allotted: 6 months.

G. Establish Formal Time Line

1. Design "phase-in" dates for training and personnel.
2. Establish a pool of recognized experts within the department which will be assigned incidents of domestic terrorism.
3. Plan on unexpected obstacles -- develop contingency plan.

Time allotted: 1 year.

II. Implementation

A. Announce Implementation of Plan

1. Formal document by chief of police.
2. Informal communication network.
3. Management by wandering around, collect feedback on proposal.

Time allotted: 4 weeks.

B. Domestic Terrorism Plan Implemented.

1. Ensure all officers are aware of responsibilities.
2. Discuss the advantages of plan.
3. Document incidents of domestic terrorism.

Time allotted: 6 months.

C. Evaluate Feedback

1. Are changes needed?

2. Are employees trained properly?
3. Is the plan necessary?
4. Critique plan by management team; be receptive to constructive criticism.

D. Allow a six-month trial period and prepare an executive summary of plan's effectiveness to chief of police.

Anticipated Obstacles and/or Problems

At the onset of implementation, contingency plans may have to be employed to counteract anticipated obstacles and/or problems. The issue of domestic terrorism will primarily result in political problems, both internally and externally. City administrators are skeptical about funding a project where there is no "existing" problem. Officers and other employees within the organization will find it difficult to rally around a "future vision".

The importance of sound communication skills will never be more important than when the program is initiated. Education, training, and support from the chief of police will ultimately assist in overcoming these problems.

TRANSITION MANAGEMENT SUMMARY

The key aspect to an effective transition in any organization is establishing defined parameters and open lines of communication. As with any change, the more information given to those most effected will generally result in a smoother transition.

The topic of domestic terrorism lends itself to mystery and cause for suspicion. Successful transition management requires the ability of not only to communicate a vision, but also to make that vision infectious throughout an organization.

CONCLUSION

This study demonstrated the importance of establishing a road map for mid-sized agencies to recognize and aggressively prosecute acts of domestic terrorism.

The conclusion reached with regards to the sub-issues are as follows:

How will agencies profile, identify, and monitor domestic terrorist groups within the next ten years?

Local law enforcement must begin to think and operate with a more global perspective as it pertains to the allocation of available resources. Technology exists at affordable prices which can be a part of a future "law enforcement internet". A California system for tracking, monitoring, and profiling domestic terrorists can be modeled after the federal threat warning system.

Intelligence information is the key to successful profiling of potential terrorists and the violent act that could occur. However, analysis of intelligence information will enable a mid-sized agency to uncover possible terrorism trends and provide appropriate investigative management.³⁰ Domestic terrorist incidents are not planned in a sterile environment. Pieces of information, leads, and informants can uncover potential attacks if agencies are willing to fund and train officers to recognize the subtle danger signs.

Mid-sized California agencies will need to work collectively with community groups, business owners, and the media in forming a collaborative effort.

How will agencies protect the city infrastructure from a potential terrorist threat on a "critical target" within the community?

Agencies need to develop a systematic process to identify potential "critical targets" within their community. Abortion clinics, animal research facilities, local reservoirs, and synagogues must be identified and enabled to develop functional emergency operational plans. In countries where terrorism is a fact of life, ordinary people limit their lives in ways still unfamiliar to most Americans. They teach bomb avoidance to preschoolers, and citizens are required to attend annual classes on "terrorist recognition."

Local law enforcement should design scenarios involving these locations and rehearse hypothetical incidents with representatives from each facility. We are a society of intricate, interdependent, and vulnerable networks which present prime targets to domestic terrorists.³¹ Any effort to enhance security will entail a significant financial cost. Measures to be explored should include redirecting traffic patterns, new measures of constructing buildings, and restricting access into governmental buildings to those citizens possessing an electronic identification card.

Through forecasting of trends and events, officers can be trained to anticipate problems and work with private security to detect warning signs.

How will law enforcement protect the civil liberties of terrorists while simultaneously protecting the interests of their individual communities?

The emergence of sophisticated technology allows the potential for local law enforcement to monitor the activities of domestic terrorists. Law enforcement has the responsibility to provide equal protection under the law for the guaranteed constitutional rights of terrorists. Through strong ethical leadership, coupled with quality training, officers must be made to understand that there is a balance between the rights of the violator and the interests of the community.³²

Mid-sized law enforcement agencies should seek legislative input from state and federal officials which will provide guidance to the officers involved with enforcement activities.

Open lines of communication with civil rights groups will be necessary to ensure that trust is a vital component of the established plan. Achieving the proper balance between community interests and individual rights will be challenging.³³ However, the underlying factor³³ that should be the nexus of the operational plan is that it is not illegal to proclaim oneself as a terrorist. Law

enforcement must instill this philosophy in their officers as we enter the 21st century.

The research outlined in the study focused on the issue: What impact will domestic terrorism have on mid-sized law enforcement agencies in California by the year 2005?

Domestic terrorism has emerged as a viable issue in society today. Based upon the trends and events discussed in this study, accurate forecasts can be made concerning the direction of this topic by the year 2005. The data discussed throughout this study parallels events that have recently emerged within the United States. The research indicates that society's propensity toward violence is on the rise. Religious fundamentalism within the United States, along with the growing number of activist groups, such as animal rights, environmental rights, and right-wing militias, are taking hold across southern California. These groups have the potential for violence, and experts are forecasting future incidents.³⁴

Mid-sized law enforcement agencies must be aware of the potential impact that domestic terrorism may have on their communities. The issue crosses political, social, and economic lines, and this document provides a blueprint that can be modified toward individual communities.

Law enforcement must examine alternative measures in dealing with the issue of domestic terrorism. As technology becomes more advanced, damage any

injury to citizens could occur from greater distances with more sophisticated weaponry.

Most experts interviewed by this author feel that advanced intelligence-gathering methods are the primary key to uncovering the future of domestic terrorism. History has scarred our willingness on law enforcement to infiltrate legitimate groups for the purpose of "gathering intelligence."³⁵

The overall success and implementation of the plan rests with a chief executive who is both a visionary and possesses the fortitude to raise the level of consciousness on the topic of domestic terrorism within their community.

RECOMMENDATIONS FOR FUTURE STUDY

The problem of domestic terrorism is an ever-growing issue in the United States. This study was initially completed April 7, 1995, approximately three weeks prior to the Oklahoma City bombing.

As we approach the turn of the century the turn of the century, mid-sized law enforcement agencies must prepare to deal with the issue of domestic terrorism. This author suggests that future study be conducted in the following areas with regard to domestic terrorism: 1) Increased military involvement, coordinating with local law enforcement to disseminate information and train personnel in the area of intelligence gathering; and 2) Future study of advanced technology that could detect and prevent bombings.

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TRENDS

1. Willingness/justification to use violence.
2. Public ground swell of opinion regarding immigration.
3. Perception of civil rights issues.
4. Disparity between haves and have nots.
5. Religious fervency/fundamentals.
6. A loss of credibility in government by citizens.
7. A downward spiral of values, beliefs, and morals of society.
8. Inability of federal/state government to support welfare state.
9. Hostility along racial lines.
10. The decline of public education system.
11. Spread of weapons throughout society.
12. A pattern of personal violence through society.
13. Availability of sophisticated weapons, including nuclear.
14. Focus on emotional issues; i.e., pro-life/pro-choice, environmental destruction and animal rights.
15. Focus on law enforcement approach to be from a specialized, directed effort at federal or state levels.
16. Political extremes (right).
17. Proliferation of gangs.
18. Drugs - interdiction/success.
19. Immigration - legal/illegal.
20. Officer involved shootings.
21. Racial supremacy movements.
22. Muslim fundamentalism.
23. Incidents of sabotage/destruction of community facilities.
24. Organized incidents of terrorism against ethnic groups.
25. Incidents of terrorism against local political leaders.
26. Incidents of sympathetic terrorism from international events.
27. Media coverage on controversial issues.
28. The U.S. interests abroad.
29. The political instability of the U.S.
30. Consistency of terrorist incidents.
31. Relationship of gangs and terrorist activity.

32. Migration of terrorist groups throughout the nation.
33. Fear of terrorist acts by general population.
34. Media attention toward terrorist activity.
35. Number of political activist groups.
36. Number of crimes in general.
37. Regionalization of law enforcement resources.
38. Civilian law enforcement managers.
39. Concern about civil rights.
40. Number of toxic compounds/chemical spills.
41. Number of identified endangered species.
42. Number of identified, special environmental areas.
43. Use of chemicals in wide area application.
44. Level of intelligence gathering allowed by courts.
45. Level of protection tolerated by public protection; i.e., security measures, entering/exiting buildings, etc.
46. Society's propensity towards violence as means of solving or getting attention for issues.
47. The future availability of weapons and explosives.
48. Technical advances making mass destruction available to common person.
49. Post Cold War declassifying of military technology.
50. Nuclear atomic capability available to all small countries and anyone with money.
51. The use of private video in use of force by law enforcement.
52. Social issues creating violent activists; i.e., abortion clinics.
53. Retaliation from extreme groups; i.e., skinheads/gay bashers.
54. Violence conducted with drug trafficking cartels.
55. The public awareness of in personal rights.

EVENTS

1. Civil War - South Africa - Racial support.
2. Ethnic Conflicts within Eastern Europe/Bosnia.
3. White supremacist actions against black community.
4. Muslim gang/attacks on white communities.
5. Drug interdiction operations within borders of another country.
6. Supreme court decision affecting search/seizure laws.
7. Violent attacks relating to domestic violence.
8. Gang activities at malls.
9. Electronic generated violence.
10. Martyr-type violence for the cause.
11. Computer based terrorism.
12. Federal government goes bankrupt, entitlement programs stopped.
13. Martial law declared throughout U.S. due to racial violence.
14. Threatened use of nuclear weapons by domestic terrorist group.
15. Several states announce intent to succeed from the U.S.
16. Supreme Court authorizes temporary detention of all known members of international terrorist groups and their supporters.
17. War.
18. Supreme Court decision expanding right of privacy.
19. Significant terrorist event in Southern California.
20. State of California goes bankrupt.
21. Mafia organizes street gangs.
22. Assassination of important political or religious leader.
23. Bombing of a location resulting in a large number of deaths and injuries.
24. Anti-personnel mine activated at Disneyland or El Toro air show.
25. Surface to air missile knocks down civilian passenger aircraft.
26. Black religious group attacks Jewish Synagogue.
27. Revolutionary upheaval in Mexico.
28. Crack down on illegal immigration.
29. Redefinition of "Civil Rights".
30. National identity cards.
31. U.S. Constitutional convention.
32. A bomb goes off at South Coast Plaza.

33. Taking over a local church at gunpoint.
34. Tainting the local water system with poison.
35. Discontinuing social security checks.
36. Asian terrorist successfully participate in a "home invasion" robbery of the White House.
37. Discovery of terrorist school in California desert.
38. Charles Manson paroled.
39. Regional anti-terrorist unit established in Orange County modeled after RNSP (Regional Narcs)
40. State of emergency declared in Montana after terrorists kidnap entire governmental staff.
41. Leader of Mexican Mafia sets in motion air strikes on all major police buildings in southern California.
42. Annexation of Puerto Rico.
43. Conviction of blind Sheik.
44. Cold War conclusion.
45. Lack of immigration regulations.
46. Import tax measures.
47. Water supply system is contaminated.
48. Airborne contaminant released inside large building.
49. Malathion helicopter hijacked.
50. Intentional spill of a toxic chemical during transport to industrial site.
51. Wide area failure of electrical power grid.
52. Drugs legalized.
53. Activist group leaders elected to state government offices.
54. Police further restricted by civil rights protections.
55. Terrorist recruit military mercenaries.
56. Group uses nuclear weapon.
57. Police department taken over by terrorist group.
58. Terrorist group becomes more technologically advanced than government.
59. Courts allow electronic surveillance upon probable cause.
60. RICO-type law passed targeting street gangs and terrorist type groups.
61. Civil rights suspended to deal with out-of-control organized violence.
62. Welfare system becomes insolvent.
63. Street gangs form alliance.