

BUREAU-PATHOLOGIES IN PUBLIC ORGANIZATIONS:
Synthesizing a botanic garden case for a General Policy System Theory

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ABSTRACT

When modernization of pathways for handicapped accessibility and an outdoor meeting patio is resisted by a campaign of public agitation under the guise of historical preservationism, architectural taste, traffic and fire safety, etc., is it any wonder that eyebrows are raised about the true motivating forces behind such agitation? Based upon the author's use of a wide variety of social psychological and sociological theories to understand how to manage "BUREAU-cratitis" (ISSS 2002) and the convergent rise of a curious case of legalistic manipulation of county bureaucracy against the clear mission and goals of a private educational and scientific research organization, namely a botanic garden in a beautiful outdoor canyon, illustrations of tentative theoretically based causes and possible solutions to the largely social and cultural, as well as environmental intermix of problems will be given. Theories to be applied will include Conflict, Cognitive Dissonance (Festinger), Labeling (particularly as techniques of neutralization, "denial of responsibility," "denial of injury" toward one's opponents, and "appeal to a higher loyalty," as developed by Sykes and Matza: 1957), Role Bargaining (W.J. Goode), functionalism (in terms of the functions of ignorance as stated by Moore and Tumin: 1949), Identity Bargaining (Erikson), modes of Synergy (Coulter: 1976), and perhaps most pointedly, Game Theory. The issue around what is called the "Meadow Terrace" project came to a head in the middle of 2007 in Santa Barbara, California, when a county Planning Department approved the project, but after it was at least one-third finished (at the expense of \$72,000.00), some canyon neighbors with their resident lawyer mounted a campaign that caused a new Planning agent to rescind the permission to firm up the pathways and gently sloping patio/display area with level, natural stone, and to build three supporting outdoor terrace walls of 18 inches high for easier accessibility and a more level gathering place in the meadow, surrounded as it is by tall trees, and in the general vicinity of seven previously specifically designated historical landmarks located around or between the original botanical library and a dam across a canyon creek-bed. In the process of previous historically sensitive compliance, did the Botanic Garden (BG) give up its *rights to modify any aspect* of the tracts of land containing those seven landmarks (without a full-scale environmental impact report), including cutting down nearby dying or dead oak trees, or firming up the pathways across the meadow for easier access by wheelchairs or persons needing medical walkers? Did the BG relinquish its rights to use any of the remaining space within those partly historical tracts to continue to accomplish its *educational and scientific mission* (i.e., botanical research)? *Ignorance* by neighbors, and by the county bureaucrats about the actual nature of the planned terraces (and about other modifications of libraries and staff offices and teaching facilities in another area of the historically designated tracts), and the complainants' lawyer stating

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the neighbors' virtual claim to *jurisdiction* over the entire historically pertinent area, including over the low level terrace leveling project, caused a furor characterized by public debate in meetings of the HLAC (the county's preservationist overseers, who are not expertly trained in botany or education, if even archaeological or historical methodologies, namely, the Historic Landmarks Advisory Commission) and the county Board of Supervisors, few of whom showed a clear understanding of the botanical (scientific) mission of the Garden or of the legal limits of designation of the seven sites on the grounds, in contrast to the overblown aesthetic and historic preservation ideology. Keywords: Policy System Theory/ "BUREAU-cratitis"/ botanical science/preservationism.

I. ISSUE AND THEORY OVERVIEWS

Some key questions to solving the Meadow Terrace Legal Case include:

1. Where was the original **intent of the donors** of land to what became the Santa Barbara Botanic Garden (BG) stated to be "static preservation" or primarily historical landmark protection over and above educational and scientific endeavors? [Quote exact language.]
2. What is the exact nature of "**restrictions**" (on land usage) signed onto when the seven historical sites (as opposed to parcels within the tracts) were designated as Historical Landmarks concerning the surrounding ground?
 - A. Where is the "historic design concept" defined (legally)? [See BG lawyer, Battles' 8/22/07 letter to HLAC, pg. 3, for the last two questions.]
3. Exactly where is the **priority** of dynamic, evolving, educational and scientific (botanical) work stated in writing as the mission of the BG in relation to the "original intent" of the founders (including at each stage of land expansion since 1926)?
 - A. What **portion** of the 32 total acres containing the seven named historical sites **must not be altered** on private ground around those sites (according to those inclined to define the situation in that manner)?
 - B. Under what conditions can the County Planning Department's extremely legalistic and **arbitrary rescission** of permission to construct the Meadow Terrace (in the middle of the project) be reimbursed for the \$72,000.00 or more expended by the BG?
 - 1) Why was *estoppel* (of SCD & Planning's permission to construct Terrace retaining walls) not invoked by the county (despite the fact that there was no Permit per se, but only the virtual equivalent, if common sense were to prevail in this case)?
 - C. Why would it not be advisable for a Garden representative to search for an alternate Garden site for developing the Garden in a more expansive site, with more adequate space for housing its botanical research and educational missions?
 - D. Request rescission of Resolution 2003-059, the agreement in 2003 to designate the seven designated historical sites within three assessors' parcels inside the Garden area. What if anything could prevent this in the

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series of gifts and the Garden's founding documents and purchases of additional sites since its founding in 1926.

Refer to Chart #1, a "Non-structural Landscaping Plan: **'Players' and Concepts---** Pandora's Boxes. Overall this chart divides up the issues into two rectangles and two circles containing aspects of a) public Bureau-CATS, b) Rules, c) the initial protagonist, in this case a Non-Profit Organization (NPO), the Santa Barbara Botanic Garden (BG), and d) the Activist clique of agitator neighbors. Suggestive arrows indicate possible lines of influence between the parts applied to the case of conflict between the activist, preservationist neighbors who call their fund-raising group the "Friends of Mission Canyon" ("Friends") against the Botanic Garden's management, staff and extensive roster of supportive volunteers.

II. IGNORANCE AND COLLECTIVE 'CLIQUEING'

Now come four lists in the area of collective behavior which can be employed to illustrate possible motivations or pressures seemingly illustrated by the "enemies" of the Garden plans (most applications being relegated to the appendix in the interests of space saving): 1) Recognizing a cult (with 5 point or sub-points), 2) Seven Steps and devices for influencing the mind of a cult or clique, 3) Six elements of crowd behavior, and 4) Six aids in the circulation of rumors. [To save space, see details of the first two lists, recognizing a cult and influencing the mind of a clique, in the appendix, available on request.]

1) **ELEMENTS OF CROWD BEHAVIOR:** Observers of the "Friends" will see six points:

1. The situation is ambiguous and unstructured.
2. A feeling of urgency is nourished (enhanced by the Real Estate balloon or the current, 2008, downturn via the housing crisis, war and oil depletion, global warming situation, the widespread and nearby Zaca Fire of 2007, etc.).
3. Norms emerge: The crowd generates a mood, a set of images, and a consensus as to what actions are good, right, or necessary.
4. Increasing pressure on those who do not share the general mood (through flyers, phone calls, web site messages, public meetings, etc.).
5. There is a sharply heightened individual sensitivity to the moment, of emotional suggestibility, and responsiveness to the collective mood, for example at the time of public hearings and testimony.
6. Attitudes and actions that would normally be inhibited are permitted expression.

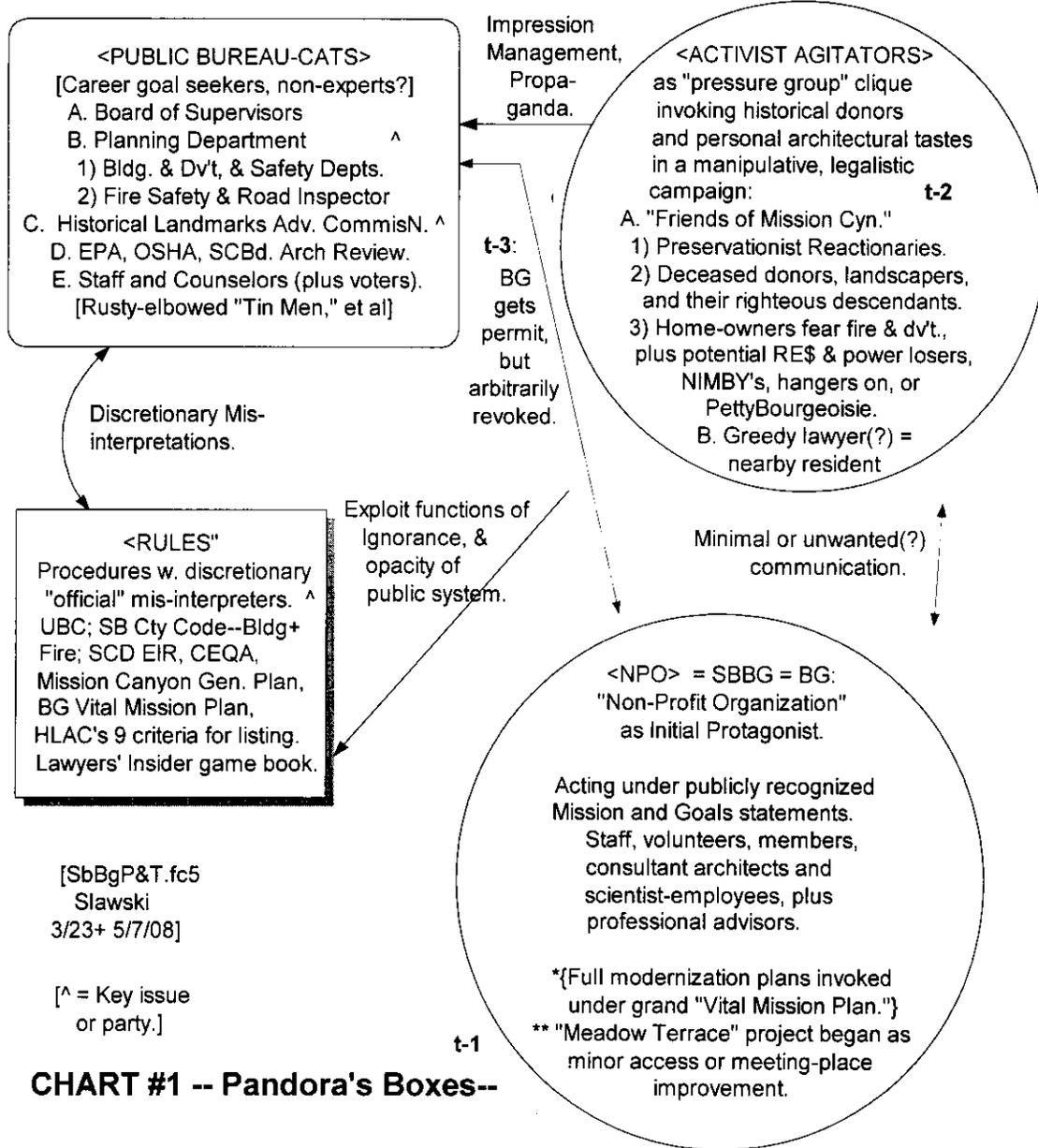
(The main points came from Turner and Killian, 1957, *Collective Behavior*, as restated in the Dabaghian teacher's manual for Soc. 100.)

2) **AIDS in the CIRCULATION OF RUMORS:**

Aspects in the "ruining" of the aesthetic preferences or historic, landscape architectural views of the not so neighborly clique followers.

1. A high degree of *social interaction* and (the perception of) the necessity for action.
2. *Similar wishes and fears* of the members.

Non-Structural Landscaping Plan: "PLAYERS" & Concepts



3. People have an unsatisfied *need for information* and must *depend* on one another (rather than on the public announcements of Garden officials and staff members, or county officials).

4. *Monotony*. (Many retired persons or housewives, seekers of isolation and silence, live in the Canyon, having moved there to get away from the hustle and bustle, see their self-defined garden get-away threatened and change from their original, first remembrances of it).

5. *Tension*. (The massive 2007 Zaca Fire, traffic and parking fears, potential noise, and threats to their early view preservation, potential downgrading of equity or Real Estate value in their homes which has ballooned in the last couple of decades to unreasonable,

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unrealistic, and even to un-recoverable proportions, all likely have created tension in the minds of a minority of residents).

6. A high degree of *rapport*. [In this case, the rapport has apparently grown to a fever pitch between the “Friends,” their lawyer, the president and officers of the MCA (Mission Canyon Association), and sympathetic county officials, as well as historical preservationists of the Santa Barbara area, influenced no doubt by the ever-increasing growth and crowding in the area in and around the already expensive area of Santa Barbara, with its high in not unaffordable-to-newcomers cost of living].

Next there follows consideration of Chart #2, in two-columns (adapted from Moore and Tumin, 1949), a list first in the left column of most of their “**social functions of ignorance.**” Then in the second column are corresponding statements applying each of the functions, mostly to the “Friends,” who might well be called “enemies” of the Garden’s long-studied and professionally designed upgrading and detailed expansion plans known as their “Vital Mission Plan.”

FUNCTIONS OF IGNORANCE by cultic “Enemies” or Bureau-CATS: CHART #2

Pertinent generic FUNCTIONS:	APPLICATIONS to Meadow Terrace case:
III. Ignorance of what is actually going on " reinforces traditional values ": In particular, A. Isolation of a person from revealing facts about one's place in society or the workplace reinforces "traditionalism" in points of view.	a. When the “Friends” (i.e., the “enemies” of the plans of the Botanic Garden) do not understand the intended plans, or choose to twist BG’s intentions, their fears and the basis of their local family ancestors’ “traditional value” feud is “reinforced.” Their “isolation” from current reality perpetuates their feud (or feudal) instincts.
B. Ignorance of normative violations by others does not give any incentive to the person to try to gain an advantage by perpetrating the same violations.	b. BG’s ignorance of (legalistic and devious if not illegal) “enemy” intentions gives BG managers no incentive to defeat or quickly terminate the enemy’s desires.
C. Lack of knowledge of actual, perhaps dysfunctional or destructive activities allows one to continue to believe that the publicly perceived "group mandates" are acceptable.	c. BG’s lack of knowledge of the factually ignorant and irrational intent of “Friends,” and their hangers-on allows BG supporters to believe that the false rumors of BG intentions and plans spread by the “Friends” have legs to stand on.
IV. Preserves privileged position: A. The specialist in an area of knowledge may know things that if the consumer would understand would lead the potential consumer not to buy the product.	d. If the public or the staff and BG supporters knew the legal fine points of the Meadow Terrace case (“taking,” external micro-management, vs. the scientific, but subordinated and very limited historical) purpose of the BG, they would not buy into the rumor-mongering and log-rolling of the “Friends” about loss of landscape architectural views & RE\$.
B. The specialist may have knowledge that would give competitors an advantage , so s/he	e. Specialists like lawyers (for either side) will most often limit dissemination of fine points of the law that might be crucial to understanding or

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<p>keeps the pertinent information secret.</p>	<p>resolving the case. What limits were intended on HLAC jurisdiction in the 2003 Resolution on the 7 sites?</p>
<p>C. If roles in the division of labor in an organization or group are widely differentiated, each role incumbent can more easily maintain power in his/her separate domain.</p>	<p>f. If roles in county bureaucratic departments are severely delimited or differentiated (e.g., Planning vs. safety, vs. Fire, vs. Water, vs. environment, vs. Historical Landmarks, etc.), each bureaucrat or staff member can appear to be correct within their separate domains, but all are then more likely to miss the whole picture, such as the primary intent of a Botanic Garden.</p>
<p>D. Too much knowledge of the privileges or differential rewards of others doing the same or related jobs may lead to jealousy over the unequal rewards, hence ignorance of such information avoids jealousy.</p>	<p>g. Members of one county, state or federal department with some jurisdiction over a given overall project, e.g., the Vital Mission Plan, are generally ignorant of the domain of most other departments, and hence no one “asks too many questions” about the jurisdiction of others lest, on the surface, “self-destructive” disputes or jealousies arise.</p>
<p>V. Ignorance preserves stereotypes: A. The perception that a bureaucratic organization is running smoothly is easier to maintain if inside knowledge (whether "dirt" or factual but uncomplimentary information) is not too widespread.</p>	<p>h. The less any one department or pressure group knows about the whole picture or most pertinent facts, the more they are likely to keep fanning the flames and keep the feud going. The failure of the BoS to understand the facts or to clearly state reasons for their dismissal of HLAC testimony or votes has lead Supervisors to vote on instinct or misguided trust in their non-professional appointees, not only without discussion of facts, but without a serious rationale for their actions.</p>
<p>B. Ignorance of the truth about a person (or say a "candidate" for an occupation or promotion, or salary increase) "preserves stereotypes" about the person. The usually negative characterization of the person may be based on ethnic or class stereotypes, or snap judgments about personality, philosophy of life, or philosophy of education. This is especially insidious if judgment is made before getting to know the person or discussing his/her motivation face-to-face, or in the case of a personnel decision or recommendation, before reading and thoughtfully discussing the person's written profile.</p>	<p>i. The Board of Supervisors apparently appointed HLAC commissioners who were for the most part not trained or credentialed in history, public law, horticulture, botany as a science, landscape architecture, education or management of non-profit, public service organizations.</p>

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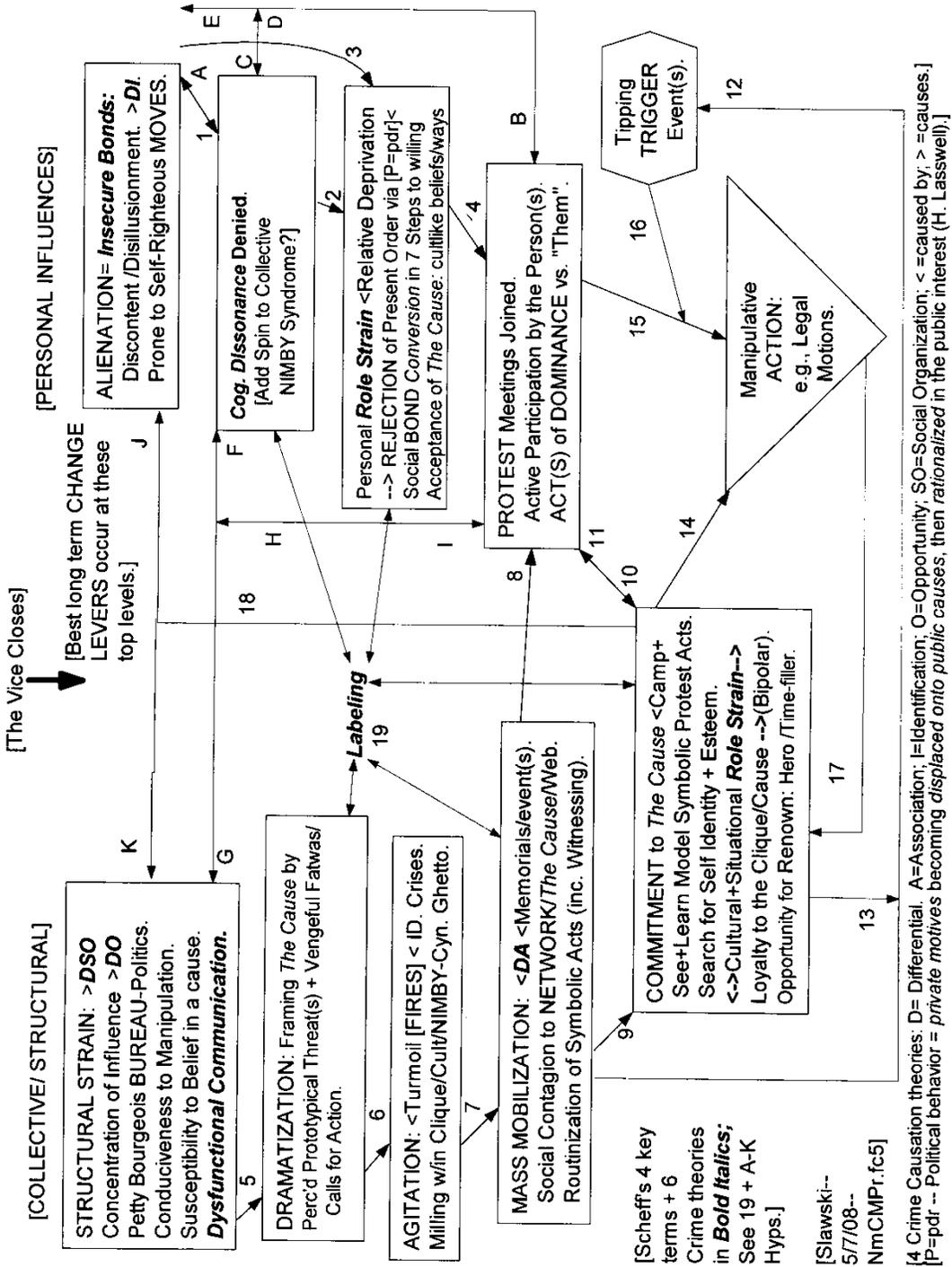
Adapted from: "Some Social Functions of Ignorance," by Wilbert Moore and Melvin Tumin, *American Sociological Review*, Dec. 1949. [Only the most pertinent partial set of functions are listed here from 4/09/02 file. The applications column is original and applies to the Meadow Terrace case by the author, Slawski. Numbers refer to original list with the first two, I and II, omitted as not applicable in this case.]

Chart #3 attempts to show the main theories on CAUSES promoting NIMBY CLIQUE MANIPULATION, starting from the *upper left* corner with collective or structural sub-theories, and from the *upper right* corner with personal influences (adapted from the author's previous theories of the causes of terrorist actions, obviously on a different scale of violence). One key insight that can be gleaned from this flow chart is as follows. The whole problem of the Meadow Terrace caper must be considered from the micro as well as macro points of view, and within those two are many permutations, each of which can be explained in an integrative manner, one or two or three at a time in the tradition of General System Theory itself.

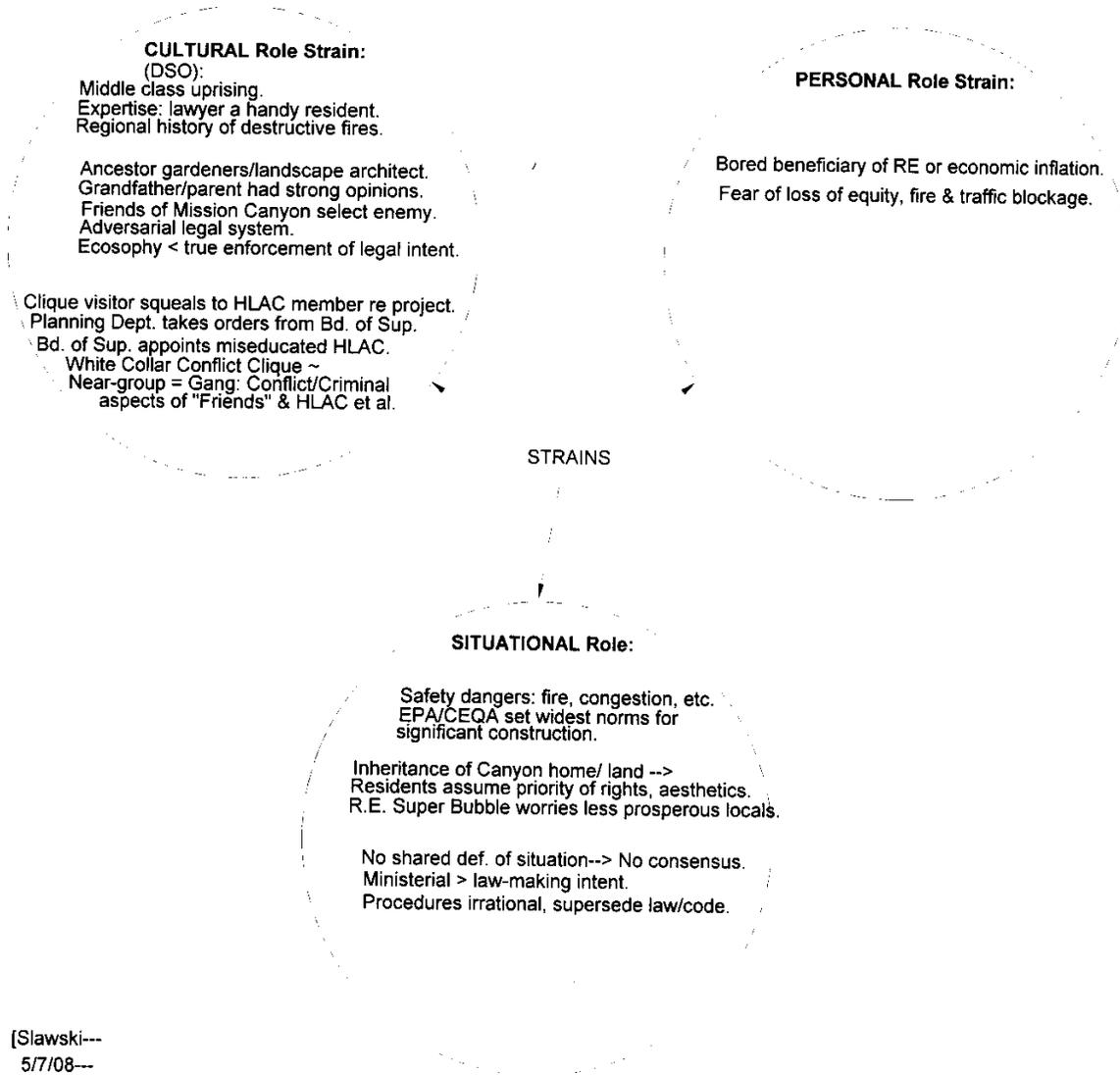
III. SOCIAL PSYCHOLOGICAL HYPOTHESES AND THEORIES

ROLE BARGAINING: Chart #4 outlines central critical facts and issues under three main headings (within the three circles), Cultural Role, Personal Role, and Situational Role, showing strains within each circle and between the three larger elements. Some points of interest gleaned here include the following. The elements of cultural outnumber either the situational or personal, though the emergence of crucial organizers were essential to developing the clique of "enemy" defining persons with time on their hands to make trouble for the BG. Personal fears would be legitimate if well founded and based upon genuinely verifiable facts of the BG's "situational" plans, rather than on a few neighbors' personal aesthetic tastes, and denying their own responsibility for road improvement, or their addition to the density of resident population, etc. In any case, the listing of the possible strains within and between the three types of role provides a comparatively easy overview of the problematic aspects of the Meadow Terrace case.

CAUSES promoting NIMBY CLIQUE MANIPULATION: Chart #3



SBBG ROLE BARGAINING ELEMENTS



[Slawski---
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CHART #4: ROLE BARGAINING THEORY ---

CONFLICT THEORY: Main hypothesis, #1: If there had been an initial and ongoing positive thrust in the relationship (between the Botanic Garden management and the neighborhood's, i.e., Mission Canyon's clique organizers), then the public legal **conflict** (or hearings over appropriate interpretation of the mission of the Garden per se and its responsibilities to the seven designated historical sites, rather than to the jurisdiction over the entire surrounding tract parcels) could have had a positive or "eufunctional" outcome.

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More specifically, there should have been constructive requisites in terms of

- 1) **mutual empathic knowledge**, which in turn will take complementary initiatives to study the detailed documentation around the Garden's Vital Master Plan, the lawyers' competing arguments, the Uniform Building Code, county ordinances and the essentials of the HLAC role in regards to the implied and explicit written commitment the Garden officers made at the time of their agreeing to allow formal protection of the seven historic sites within the land legally owned by the Garden and its Board and officers, and
- 2) **integrative bargaining**, through representation of assertive neighbors on the Garden's appointed committees to interpret the meanings of the Garden's mission and obligations (static historical preservation vs. constructive growth along central educational and scientific lines) and in turn to implement the Garden's (and its neighbors') best long-term interests, both of which could in the long term lead to **EUFUNCTIONS** such as
 - a) concentration in (future) public hearings (and private consultations with pertinent county officials) in terms of dealing directly with the main facts, evidence and **RATIONALE** (which were almost entirely absent in previous hearings by HLA Commissioners and the County Board of Supervisors), and
 - b) clarifying the BG's rights, as well as sharpening the logic and consistency of the ministerial role of public officials (the Planning Department, Planning Commissioners, HLAC and Board of Supervisors).

Conflict Hyp. #2: “**Social distance** is an inverse function of **efficient communication**.” Because of historical, cultural, family history, as well as regional dangers and real estate balloons, and the neighbors lack of volunteer initiatives with the Garden management consultation process, efficient communication of many neighbors with the Botanic Garden recently failed, which in turn resulted in social distance between those neighbors (an assertive minority clique calling themselves “Friends of Mission Canyon”) and the management of the Botanic Garden.

Conflict Hyp. #3: “After “naturally selected” less-than-**concerted action patterns** are repeated, they become institutionalized patterns of **dis-concerted** (even hostile or oppositional) **action**.” Due to long-term family loyalties among a subset of neighbors, as well as a mix of difficult, self righteous personalities who prefer historic preservation of undeveloped land over educational and scientific development in the Garden, including preservation of their own family's memories of the good old days experienced there, a movement has developed (known as “Friends of Mission Canyon”) designed with the aid of a well trained but apparently legalistic lawyer trying to establish his local reputation as a successful fighter of causes, a movement orchestrated to assert (obscure) legal rights and changes to the legal mandate and mission of the Garden in the present day's cultural, fire safety, and economic issues.

LABELING THEORY: There follows a list of “**NEUTRALIZATION TECHNIQUES: NIMBY Words and Their TRANSFORMATION**” involving five techniques (applied

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briefly to the apparent or likely attitudes of the “enemies” to the Garden’s administrative leaders and their followers).

1. "DENIAL OF RESPONSIBILITY": Nurturing the 'sub-human,' recalcitrant destroyers of “our cherished pathways” mountain views from the Garden entrance, and fire safety. Education and scientific research are NOT OUR PROBLEM.

2. "DENIAL OF INJURY": Survival of educational & scientific missions is irrelevant to us. They are not our "good neighbors." They're just not our kind. Harming "demons" or deep-pockets is a non-event.

3. "DENIAL OF THE VICTIM": "Them's our enemy. They're nothing but deep-pocket trash. Affection for "them" BG administrators could never be our concern. They're in league with our undefined fears and oppressors.

4. "CONDEMNING THE CONDEMNERS": The paperrights of "them" is not our concern. What have "they" ever done to obey our aesthetic tastes, wishes or demands or our RE\$ welfare?

5. "APPEAL TO A HIGHER LOYALTY": A moral code: The RE\$ & lawyer \$s are our higher laws, as is loyalty to our ancient Canyon family culture. To contribute to either is noble.

[The five generic techniques come from Sykes, Gresham M., and David Matza (1957), “Techniques of Neutralization: A Theory of Delinquency,” *American Sociological Review* 22, December.]

EXCHANGE THEORY Case #1, Chart # 5: “MCA → FMC” (Mission Canyon Association spins off its political activist wing known as the “Friends of Mission Canyon”), the whole referring to an Exchange Theory application first at t-1 (Time-One, the current Spring 2007 impasse) through the crucial ‘E’ or Intervening Event (the CAMPAIGN vs. Any Significant BG Development (Structures/Symbolic-Construction/Signs) to t-2 (the later Time Two, a Possible Future Solution). “R-C = P” stands for Reward minus Cost, resulting in the overall Profit for the protagonist, in this case the activist “enemies.” Some insights from this table might be that an economic analogy seems to be among the most revealing forms of analysis about the motivation and possible results of the conflict. At t-1 (“time One”) local insider-organizers have exerted a lot of time and energy in opposing Garden projects (showing reward for them of +3 on a -5, +5 scale), but also experience high costs (a +4, in terms of their organizing energy and lawyer’s fees), resulting for them in a risk of losing long-term overall benefits from the Garden’s professional development in terms at least of a likely rise in their overall Real Estate values in the Canyon. Future solutions (t-2) with a more cooperative attitude by the neighbors’ clique could provide neighbors and the Garden management and visitors with a more educational and scientific prize along with the satisfaction they would receive through constructive public service.

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CHART #5: MCA --> FMC:
Mission Canyon Association spawns FRIENDS of Mission Canyon

	R	-	C	=	P
t-1 = Current Impasse	Assert local insider political influence; show who's boss. Revel in memory of influence or deceased employees & relatives in history of BG. Attack deep pockets. Fill leisure time. +3		Distant aesthetic censorship. Fear of Fire, traffic, road width, view loss, RE\$ loss. Lawyer's high fees. Reveal own ignorance of botany, ed., plans for BG development, +4		Experience of current temporary local influence with Bureau-CATS. Risk LT benefits loss (\$, BG, mission loss: ed. & sci.). Gain petty power now. -1

E = CAMPAIGN vs. Any Significant BG Development (Structures/Symbolic Construction/Signs)

t-2 = Possible Future Solution	Improved safety: roads, water, fire, service office space, ed. & scientific efficiency, beauty of landscape; handicapped access. Up R.E. values. +5		Time + Energy + \$ gifted to BG and Cyn. for road (etc.). Upgrade: safety + mission efficiency, plus professional landscape architectural upgrades. +2		Maximize all parties' benefits, service (ed. & scientific): horticultural + architectural & aesthetic. Constructive public service. + 3
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EXCHANGE THEORY Case #2: Chart #6: BUREAU-CATS [and PLANNING Department Bosses'] rewards less costs and the resulting profits are illustrated at three points in time, suggesting (at t-1) that the initial approval of the MT project was resulting in a routine positive outcome for them (as well as for the Garden's future). At t-2, when the controversy was induced by neighbors, the Planners (plus HLAC commission and Board of Supervisors), an objective view would see the loss of face and likely long-term embarrassment of county officials at all levels (an outcome or profit of -1). At t-3, if the bureaucratic problems of the county could be improved in the process of recognizing the legitimate mission and Rewards of the BG's long-term and MT project plans, again on private land, and the lessened Costs of recapturing the county's integrity of decision making, the bureau-CATS could indeed gain a very high reward in the eyes of the public and objective observers of their operations. However, given the historical retrenchment or inertia of public agencies to changing their procedures voluntarily, the likelihood of this high positive outcome appears slim in the eyes of the present writer.

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A =
Options of FMC =
"Friends of Mission Canyon"

X =
Neighbors et al give
constructive financial, cultural
& energetic **Support** of
BG (Garden's) **Efforts**
in an integrative manner.

Z =
Organize and Try to
Change BG's Mission to a
Reactionary Purpose,
static maintenance as a
historic wilderness, or as
a primarily historic
preservation project overall.

P = Modernize
educational &
scientific facilities.

B =
BG's (Botanic
Garden's) options:

Q = Give in to or
compromise with
apparently arbitrary
whims, primitive
fears & mostly
rather-come-lately
protests, or
false assertions
of dangers by **mis-**
informed neighbors.

<p>+5, +5</p> <p>Optimum outcome.</p>	<p>-4, +3</p> <p>Agitators get moderate win at expense of NPO [= Non-Profit Organization]</p>
<p>+3, +2</p> <p>Moderate success for both sides.</p>	<p>-3, -5 [so far]</p> <p>Everyone loses [except lawyers]</p>

(A, B), [-5, +5]

CHART #7:
GAME THEORY Matrix for Non-Profit Public Service Organization

In this case, A has a choice of X or Z; B can choose P or Q (as noted on the edges of the matrix). The first number in each box is the outcome of A for that set of choices, the second number is the outcome for participant B. One can judge most favorable outcomes for A by examining the estimated overall outcome for part A, and similarly for B. Obviously the upper left box is most favorable for both parties, since each receives a +5. The worst outcome for both is the lower right box, where the FMC receives a -3, and the BG receives a -5 (where each party loses, except of course the lawyers who take their fees regardless of whether they win or not, assuming they are not working on a *pro bono* or a contingency basis). It appears that the latter is the current situation (as of May 2008), but if the Garden toughens up its stance and wins with the aid of the Planning Department, the EPA, and other oversight bureaucratic agencies, etc., they could gain in the situation by moving to choice P (instead of Q), and as a result gain a minimum of +3

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(upper right quadrant, wherein the still-hostile Friends would lose by an estimate of -4). However, if the BG continues to compromise with the ignorant positions of the county Planning, HLAC (Historic Landmarks Advisory Commission), and their supporters, the BG would only gain a +2 (with perhaps only a partial salvation of their Vital Mission Plan and staff facilities). This theory perhaps does the best at an overview of the strategic positions of either party, and may give some hints at the futility of giving in to the desire of preservationist enemies.

COGNITIVE DISSONANCE, Conclusions only --- 3 WAYS OF REDUCING Dissonance:

- 1) “A change in behavior opposed to a belief leads one to change his own behavior.” Specifically, if there occurs a realization by “Friends of Mission Canyon” of the irrationality and unreasonableness of their wishes and assertive requests, or their overrule by County HLAC, Planning department or Board of Supervisors, in that case the “Friends of MC” might give up their “coup” attempts, if not even take an active, constructive role in raising funds and influencing the betterment of the educational and scientific and accompanying essential development of the Garden according to its detailed and fully legally approved plans for improvement.
- 2) “A change in the environment or seeking support might help reduce dissonance.” Key members of the “Friends of MC,” including their locally residing lawyer, Marc Chytilo, could move to another location outside of Mission Canyon. Or the Garden itself could move its primary operations to another area or small city [e.g., Santa Paula, within Ventura County] that would be more friendly to the Garden’s plans for rational and aesthetic and botanical development. A realistic offer from such a potential host city or more bureaucratically friendly county officials might be a bargaining chip to help the Garden gain clout with Santa Barbara County’s currently constituted citizenry and entrenched local Bureau-CATS.
- 3) “Add new cognitive elements.” A totally new strategy might be invented or happened upon from inside the Garden staff or volunteers or from outside that would resolve the entire problem. It could be a major donor to press the legal rationality of the Garden’s case [perhaps someone on the order of Oprah Winfrey, the Hoffman family, or some combination of wealthy and scientifically influential persons on the order of a Nobel prize winner or receipt of some prestigious architectural prize]. A counter-suit against the “Friends of MC” might be developed on grounds of their possible conflict of interest or their defamation of character of the CEO, of influence-peddling with the HLAC or possibly a member of the Board of Supervisors or the County Planning Commission.

Other suggestions for the precipitation of an overriding earth-shaking event are welcome from the readers of these words, an event that would relieve the burden of a pathological case of regional NIMBY-ism, entrenched county bureau-CATS, anti-neighborly greed, or power-seeking by semi-old-time and self-absorbed nearby residents. [See supplementary appendix for details of the main analytical points of Cognitive Dissonance.]

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GROUP DYNAMICS: There are **primary groups** in evidence in this case, such as the Garden's initial founders and their descendants, and secondly, in sub-groups among many of the current Garden volunteers. The Mission Canyon Association likely contains a primary group within its core members. **Secondary groups** would include the occasional members of the "Friends of Mission Canyon," the Historical Landmark Advisory Commissioners (HLAC), the Board of Supervisors, the Planning Commission and Planning Department employees.

Critical **reference groups** of special interest in this case are the Planning Commission, Board of Supervisors, HLAC, the Mission Canyon Association's core leadership members, Garden staff, management and volunteer subgroups, the lawyer "dyad" (and assistants) for the Garden, plus the frequent public visitors to the Garden.

Normative reference groups include each of the county boards, commissions and agencies, as well as the "Mission Canyon Association," each of which is also a **membership** group per se. **Comparison** reference groups would include leaders of other botanic gardens or historical preservation associations and groups around the world.

Key Hypothesis: *GROUP COHESIVENESS* (among "Friends of Mission Canyon" or in turn among Garden managers, staff, volunteers and members as illustrated by the opposition expressed by each side at the public hearings of the HLAC and again at the Board of Supervisors), *through a communication process* (the hearings themselves and the prior organizational and formal or informal meetings and conversations of each of the opposing parties to the Meadow Terrace case), *INFLUENCES A MEMBER TO CONFORMITY* (as evidenced by the "uni-ordinal" or almost black or white partisanship expressed in the public testimony of the 60 or so persons at each of the public meetings on the case in question).

However, neither the majority of Commissioners or Supervisors conformed to one single position. Rather they apparently had their respective *minds made up before* the public hearings, ignored the testimony of the numerous witnesses, had no in depth discussion after the testimony, made legalistic motions to suppress a valid decision at all, or decided to vote while still admitting that the full facts of the case were not understood by them (or appeared to them to be only more of the same indeterminate factual detail presented in prior documents, garden tours, or descriptive meetings by Garden staff).

The leadership style of communication was 1) **authoritarian** coming from most of the public bodies, the Planning department officers, HLAC and Board of Supervisors. The decisions from the Garden were democratic, with many elements of *laissez-faire* entering into certain aspects of the pre-planning process. The communication process within the Mission Canyon Association and the "Friends of Mission Canyon" appear to have come out of a **democratic** process, hence leading to the consensus actually reached within these democratically initiated "reference groups." The Garden and the "Friends of MC" respectively are likely to be long lived because based upon consensual influences. One would presume that the communication processes within the county departments, commissions and boards would be more malleable and short-lived (coming as they did on

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a largely authoritarian or opinionated basis), especially since a majority of such public officials are likely to realize that they voted without benefit of serious in-depth and legally fully-informed information and without an expressed rationale based upon evidence hashed out in the discussion before their respective peremptory votes on the Meadow Terrace issue in December of 2007 (for the HLAC whose entire hearing was dismissed without expressed cause by the Supervisors), and then again in January (?) of 2008 (for the Supervisors' hearing). These kinds of shenanigans give the writer little hope that a rational decision will eventually emerge from the process, and above all bode well mainly for the filling of the seemingly greedy pockets of the lawyer for the so-called "Friends of Mission Canyon."

SYMBOLIC INTERACTIONIST hypotheses suggest: There might be a common overlap of perspectives across the four sets of parties, namely 1) the majority of Mission Canyon residents, 2) the "Friends of Mission Canyon" pressure group, 3) the Management of the Botanic Garden, and finally 4) the Santa Barbara County agencies, Planning, Historic Landmark Advisory Commission, and ultimately the Board of Supervisors. More specifically, the commonalities in perspective are referred to (as indicated by the American Pragmatist philosophy of George Herbert Mead) as the "generalized other". When this *common perspective* is finally *recognized* by all parties, then there could possibly result some form of overall *CONSENSUS* in the actions regarding the BG's Vital Mission Plan. Subordinate hypotheses include H1: *When there is a lack of a common definition of the situation, consensus will fail.* H2: *This will in turn lead to fragmentation and in turn to the continued invocation of the self aggrandizing social control mechanisms* (or maintenance of local power if not prestige) by the organizers of the "Friends." H3: *Failure of the "Me" (or internal censuring conscience among the "Friends) to guide their "I" (subjective impulses to act) will continue to lead to each party's misconstrual of the others* through their separate but mostly false role-taking (or empathic) processes. Even if one side continues to act in what might be called a sociopathic manner, at least the erroneous party will continue to misconstrue their opponents and the true facts of the case (the legal rights of the private Garden with its non-profit educational and scientific work).

THE SYNERGY MODE LADDER: The major players on the side of the Garden appear to be at least at the MULTIORDINAL mode of thought, being aware of two or more perspectives at once (e.g., those of the Planning department and their own staff needs, if not also the views of the majority of their residential neighbors), as well as how their actions may affect others (the visiting scientists and even the oppositional or hostile neighbors). They appear to be empathetic, multi-purposed, serendipitous, open to modifying their own ideas or actions, although without sacrificing the principles of their mission, that of education and scientific (botanical) research.

The Garden leaders appear to be for the most part even characterized by a SYNERGIC mentality, or at least a multiordinal mode, because they are sharply focused on things that promote two or more viewpoint, goals, perspectives, while impeding none, potentially leading to a new holistic level of integration. They are sane, fully rational, ethical, operating without distorting, distinguishing maps from the territory, and quickly making

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corrections in the maps (or long-term plans, the Vital Mission Plan?). In contrast, it appears that the majority of those testifying against the completion of the Garden's Meadow Terrace project are UNIORDINAL thinkers at best, because they do not distinguish shades of truth with facts, are of limited rationality, and do not seriously consider the viewpoint of the Garden (except as the Garden's plans are seen to be erroneous), though they do not appear to have serious mental disorders. They seem to think at the lowest two modes, identic and reactive. More specifically, (at mode level #2) their thinking is typically REACTIVE, driven by emotion (fear, anger, greed guilt, etc.) evaluating without accurate evidence, rigidly holding their extremes or polar opposites, right or wrong, good or bad (our fantasy wishes and remembrances over the Garden's rational and legal construction plans).

The "Friends of MC" also even appear at times to operate at the lowest level of thinking, the IDENTIC mode, characterized by a mind that is suggestible, basing their judgments on tacit identifications or the steps of "labeling" theory, operating as if hypnotized, and subject to propaganda. They believe what their lawyer and old-timer canyon residents suggested to them (however propagandistic) about their fears of property value declines, plus fire, traffic and safety issues. It is hard to believe that seemingly rational and normally well educated persons will grab onto such mistaken, extreme positions of self interest despite their ill-founded fears, perhaps about saving their neighborhood from currently declining property values and memories of ravaging fire in the nearby hills in 2007.

"Simplified Core **GENERAL SYSTEM HYPOTHESES**," reduced to two hypotheses (from a list of 29, Slawski 1995), are stated here parsimoniously, then applied to case managers or other leaders in the Meadow Terrace case.

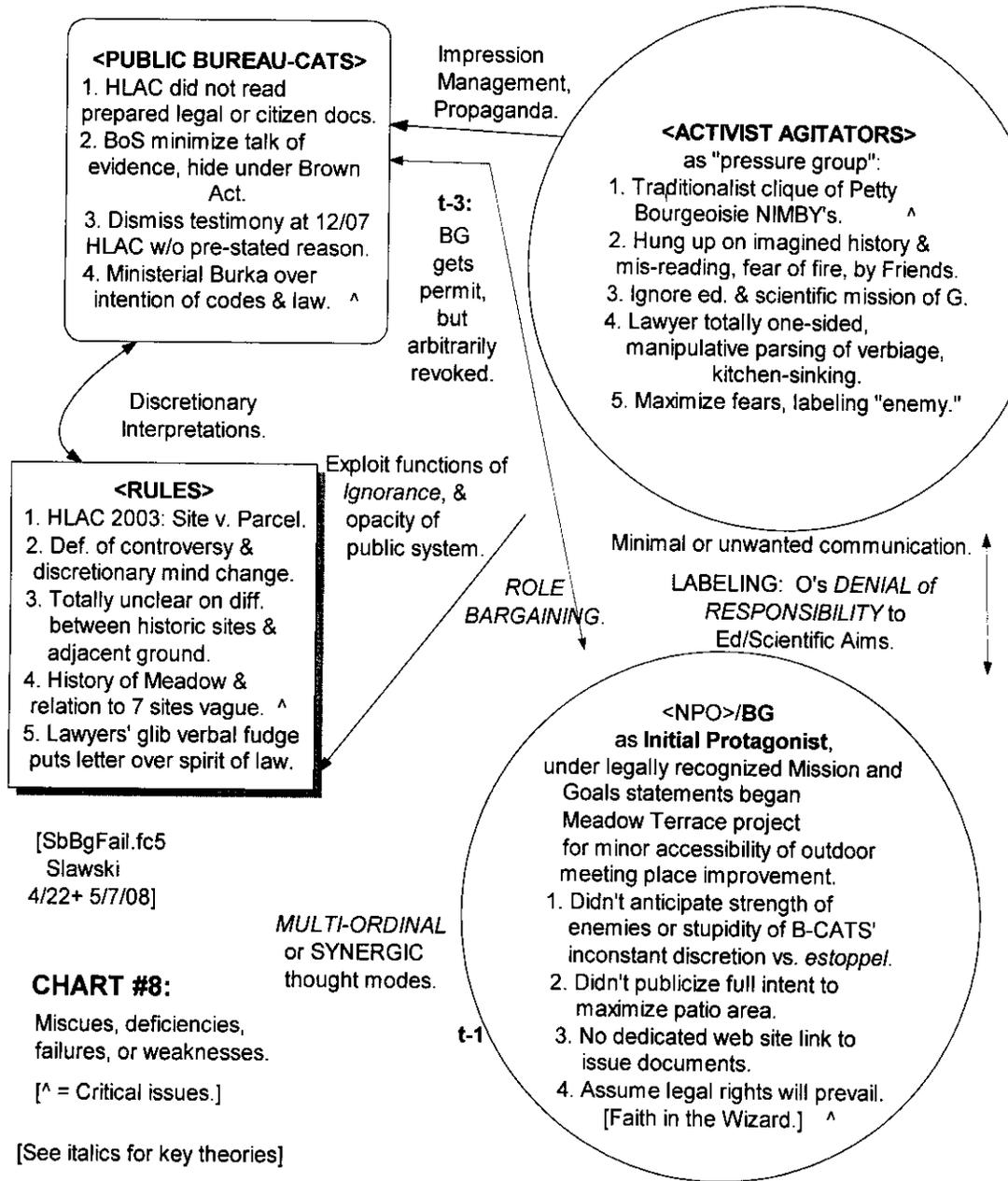
A. CONFLICT INTEGRATION: The more conflict promotes a) increase in creativity, b) release of hostilities, c) normative regulation, d) awareness of realistic issues, and e) associative coalitions, then the greater will be the internal social integration, and the greater the capacity to adapt to a system's environment. As applied to case: The more the Meadow Terrace affair inhibits a) creativity or structural development of the BG, b) release of hostilities, c) normative or legal regulation of development, d) awareness of realistic issues, and e) associative coalitions like the FMC, then the less will social integration occur between the FMC and BG management, and the less will be their common capacity to adapt to the Canyon system's shared environment (including fire, traffic, parking, and road safety, etc.).

B. REDEFINITION OCCASION: When the parties redefine the situation, then new patterns will occur. When the two parties redefine the situation (of the Meadow Terrace and long-range Vital Mission Plan in relation to the environmental impact report CEQA), then new and more cooperative patterns are more likely to emerge [if the FMC takes on a more rational attitude to the BG].

IV. POLICY THEORY APPLIED TO BUREAU-CRATITIS

Chart #8: The same original four-node basic diagram is the basis for a list of "FAILURES BY ALL" in the contest.

Non-Structural Landscaping Plan: FAILURES BY ALL



No one seems to be without error if not at least the failure to anticipate the overblown nature of the contest. The BG managers understandably assumed that their legal rights would prevail, and permission to go ahead with the MT project would stand. But they did not anticipate the political connections and strength of the movement of so-called "Friends." Nor do they have a web site dedicated to countering the slings and arrows launched by the "Friends." The Activist Agitators (the "Friends") appear from their public testimony to be hung up on imagined history and misplaced fears, coming across as petty Bourgeois NIMBY's fed by the one-sided but clever antagonistic motions and

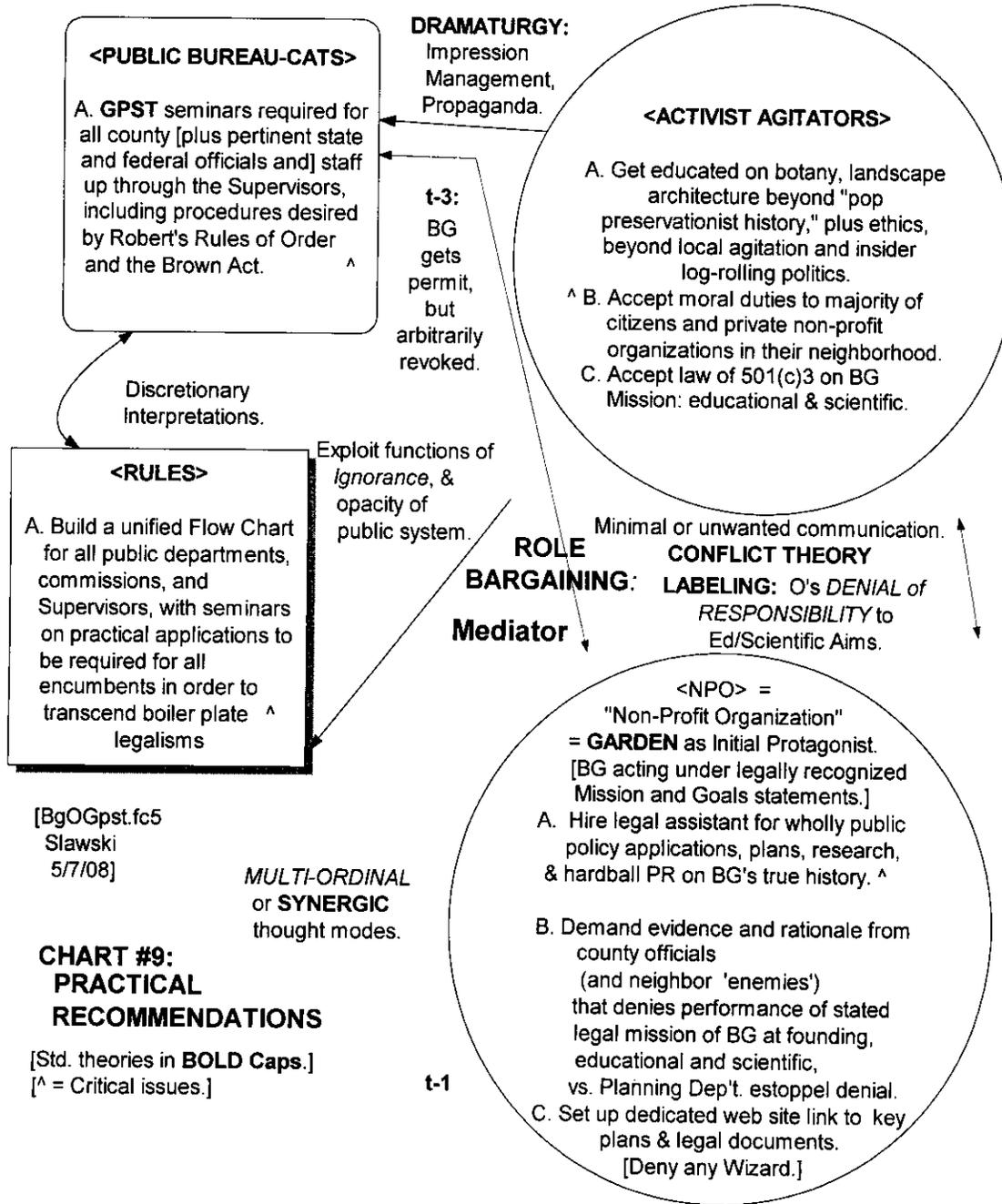
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arguments of their lawyer, all of whom choose to ignore the primarily educational and scientific mission and goals of the BG. The mostly county Bureau-CATS showed publicly that they did not take the time carefully, if at all, to read the legal arguments presented by the Garden and its lawyers. Other county officials and overseers, as usual it seems, attempt to cover their mistakes with ministerial blinders over the spirit and intention of codes and applicable laws. This makes it impossible to expect anything but arbitrary and capricious behavior on the part of individual county role incumbents, and even appointed commissioners and department heads, not to mention elected county Supervisors. The RULES are interpreted by seemingly politically-instructed or partly tuned-in counselors. The result is that discretion is used to rescind the project despite claims that they have only a ministerial but not an enforcement role in the whole process. Glib lawyers' verbal fudging, as is common in the profession, puts the letter of the law (and code) over the spirit. There appears little hope that creative, let alone synergic thought modes, will ever stimulate a more humane and consistent interpretation and enforcement of the codes and laws applying to legitimate builders, even for public service projects in private hands.

Chart #9: The same four-figure basic diagram as the previous one, also provides an outline structure, for an overview of "PRACTICAL RECOMMENDATIONS: POLICY THEORY" with illustrations mostly inside the four figures. Some ideas for future action are suggested here, as follows. 1) The agitators ("Friends"/"enemies") need to get educated on the legal rights of a private non-profit organization, accept the law, and learn some basics of the science of botany and the practicalities of landscape. 2) The Garden could among other things hire a legal assistant with hardball public relations skills on a nearly full-time basis, publishing its positions and the facts of its mission and goals on a dedicated web site. 3) The county and other bureau-CATS should take independently-run seminars on due process, valid and fair interpretation of codes and the spirit of the laws as opposed to the letter of the law lumped into a procedural, and presumed purely ministerial (but self-aggrandizing or error-hiding) obligations. 4) The rules (and laws) themselves need to be interpreted in a set of understandable flow charts about county and higher government procedures that put them into a common sense format, not for lawyers only, that would transcend boiler-plate legalisms.

The supplementary external Appendix will contain a Chart with a generic list of "When and Why Disclosure...Can Improve COMPLIANCE and the Rules Themselves." This list could be very useful as a guideline for the public bureaucrats as well as the non-profit organization. Also in the supplementary appendix will be a generic summary list (from C. Argyris, *Overcoming Organizational Defenses*, 1990) of how defensive reasoning occurs, its routines, and thus why organizations, such as public agencies, if not also non-profits and their enemies may not adapt or plan ahead adequately, or be open to creative solutions or failures to plan for the worst case scenario, represented by the present seemingly senseless conflict.

Non-Structural Landscaping Plan: POLICY THEORY



COPING WITH MANIPULATIVE OPPONENTS [The So-Called "Friends" clique and their virtual allies among county BUREAU-CATS]

Among the twelve or more points the author stated in (4/14) 2003, two that have not been sufficiently successful to date [as of April 2008] seem especially pertinent at the present reading.

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#9. *Seek **participation** in the enforcement process of a maximum number and the highest quality of allies* who subscribe to the desirable universal principles at issue. In the present Meadow Terrace case, this rule might be aided by a well designed and accessible web site to keep allies (and perhaps reachable or convertible “enemies”) fully informed about the exact nature of the issues as well as the key points of an ongoing public relations campaign. Even web-based regional newspapers and editorials could thereby be converted to the cause of justice as seen by the Garden supporters. Legal advisers (already operating in the case at issue) ought to be working effectively or consulting behind the scenes, and publicizing the most trenchant point possible, both openly and publicly when strategy and tactics deem it desirable.

#10. *Repeat and **restate** one’s principles and processes publicly.*

[Recommendation #9 (above) also supports the same principle.]

In the end, despite virtual collaboration with the “manipulative enemy,” one would hope that the “wayward Bureau-CATS” (county officials and staff) would see their way through the “BUREAU-cratitis” that they (in league with their somewhat unwittingly self-serving staffers primed by the agitators’ cultic manipulation) have somewhat unwittingly created while simultaneously working against their own best interests, the public welfare and the priceless advantage of having such a jewel in their jurisdiction (as the Santa Barbara Botanic Garden in the county’s Mission Canyon area). The purpose and mission of the Garden, educational and scientific (botanical) advancement, have in this bizarre and devious process been, wittingly or not, trodden upon with a vengeance by both the “enemies” (i.e., those who euphemistically call themselves the “Friends” of Mission Canyon), in league with their clever (perhaps also greedy and career-seeking) lawyer (also a resident of the canyon) and their sometimes misguided (cushy government job holders, acting toward their own promotion or to maintain their career and retirement benefits, who have thus become) willing collaborators, the county officials, who might be deemed bureaucratic allies of opponents, to whom several county officials appear to be beholden. In this way, the next and last critical point is illustrated, as follows.

#12. ***Act decisively** to contain the opponent. Do so as openly as practicable, and with just sufficient force, while minimizing innocent casualties and collateral damage.* This might even include presentation of long-term bargaining chips such as plans to shut down or sell the Garden site as a whole and moving the educational and scientific enterprise to another very desirable area where public jurisdiction and favorability will demonstrate a welcome mat that seems to have been destroyed by local bureau-CATS incompetence in dealing with or failing to deal with the main documentable and legitimately rationalizable common sense facts of the case.

PRACTICAL QUESTIONS to Plan Opponents and BG Management:

I. When was the **first large group event** (over 15-persons) held at the current Meadow Terrace site?

A. In what year?

B. How frequently was the site used for large group events since then?

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II. In what **direct ways** have you tried to **influence** the BG's construction, landscaping, or aesthetic **plans**? For what reasons or what **purpose** did you seek such **influence**? Aesthetics? Distant view alteration? Amount of construction? Architecture? Landscaping? Parking? Fire safety? Historical preservation? Botanical research? Horticultural projects? Educational programs? Wheel-chair or medical walker access? Bucolic aesthetics? Potential influence on neighborhood Real Estate values?

III. How much of the full expansion or development plans (the Vital Mission Plan, EIR, etc., plus accompanying appendices with detailed future plans) are readily available to a **non-member citizen inquirer**?

IV. What is the name of the architectural or landscaping **firm** that was **consulted** and began building the terrace project in mid-2007?

V. Ultimately **who decides** upon the final choice of aesthetic or landscaping qualities of a project (such as the Meadow Terrace)? 1) The consulting firm? 2) The VP's with the CEO? 3) The new Development VP? 4) Any other committee inside the BG?

[If the latter is involved, which specific persons or committees have influence?]

A. Which present management **person had the most influence** on the choice of design for the Meadow Terrace (as presently constituted)?

1. What was that person's **rationale** for the main features of the area most recently used as an eating or meeting/gathering place?

B. *On what **bases** are project **decisions** ultimately made? Financial, functional, aesthetic, employee or volunteers' opinions, neighbors' complaints, other? [Starred items are judged to be among the most crucial questions for reaching a solution.]

C. *What are the **job qualifications** (training, degrees, skills or experience pertaining to scientific, educational, landscape architectural, archaeological or anthropological degrees, or horticultural skills, aesthetic judgment, etc.) that are required before being hired for an investigatory, advisement, or enforcement position for employers like the EPA, CEQA, Fish and Wildlife, OSHA, Police, Fire, Grading, Road construction width, turnouts, turnarounds and surface qualities, HLAC, County Planning and Development department, or a landscape architectural firm)?

1. Within such agencies or firms, who makes the final, **ultimate recommendations**, including the **decision** about what features and aesthetic qualities should be incorporated into the project development?

VI. *What **avenues** are **open to neighbors** (let alone to current BG members) for influencing BG building and landscaping plans **from within** the Garden hierarchy of staff, employees and volunteers?

A. What **committees** have most, if any, direct **influence** upon long-term construction plans as well as the recent small-scale Meadow Terrace project?

B. How does one **become a member** of such a committee(s), step by step?

C. If such committees **set of qualification** exist at all, what professional experience and qualifications are required for membership(s)?

VII. What **hard evidence** does anyone have that any part of the whole, large-scale BG construction Plans, will have on critical issues or **dangers**, such as public safety, fire road access and egress, normal and big-event traffic, parking, clearance of potential "fire ladder" brush on hillsides, and fire suppression?

A. *For those who believe that they have or had such hard evidence, what sort of **reports** or evidence-based observations did you **give to** the BG management, to

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the hired landscaping firm, to CEQA, EIR contractors and government officials, the county Planning and Development department, the Fire Department, and not just to the HLAC?

- B. *What are the **key points in your evidence** that the meadow area was NOT ever an events facility in the past? [Show the photo of the early 2007 Japanese drum troupe in front of the temporary willow castle in the meadow known as Toad Hall.]

VIII. When dealing with construction related **government** agencies, committees, or departments, has anyone ever received a factual, **substantively related response** to questions with a rationale, rather than with a boilerplate set of procedures?

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