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## EXECUTIVE SUMMARY

As the Federal government exerts more pressure on the illicit drug traffickers in the Southeast, it will only be a matter of time before these "businessmen" find a more cost effective delivery route. The most logical choice would be California and, if the skyrocketing increase of narcotics seizures within the State of California is an indicator, the decision has already been made.

If the drug traffickers follow their past practices, the more drugs that they put on the streets, the greater the amount of money "written off" in bribing local law enforcement. Because of this, California law enforcement managers must be cognizant of the possibility that drug related corruption of the criminal justice system may take root and prosper within the State.

In this monograph, through the use of futures research techniques, data was gathered that resulted in the creation of several scenarios. One of these scenarios was selected as the basis for policy considerations which, if implemented, would positively impact the general issue.

An organizational model was selected in which to develop a strategic plan that was designed around the following selected core policies: Development of a mandatory training program for all levels of law enforcement personnel, addressing drug related corruption; recruitment and retention of qualified personnel; and mandatory drug testing for all law enforcement personnel.

An implementation plan was then developed which identified individuals or groups who had a stake in the strategic plan; techniques to gain their support; and negotiable and non-negotiable issues within the plan.

The final portion of the monograph deals with the development of a transition process by which the strategic plan was properly managed to produce the desired results.

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WHAT WILL BE THE EXTENT OF DRUG RELATED  
CORRUPTION WITHIN CALIFORNIA LAW ENFORCEMENT  
BY THE YEAR 2000

An Independent Study  
Presented To  
The Commission on Peace Officers Standards and Training

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WHAT WILL BE THE EXTENT OF DRUG RELATED  
CORRUPTION WITHIN CALIFORNIA  
LAW ENFORCEMENT BY THE YEAR 2000?

PROJECT BACKGROUND

ENVIRONMENT

The illegal drug trade is a commercial enterprise rivaling in size, and exceeding in profits, the legitimate business conducted by a majority of the world's nations. Annual worldwide profits from illegal international drug trafficking easily runs into the hundreds of billions of dollars (Langer, 1986:p.43).

In the United States alone, it is estimated that approximately 23 million people use illicit drugs every month. These users, who run the gamut from street criminal to presidential candidates, spent in excess of \$20 billion last year in pursuit of their pleasure (Los Angeles Times, 1987)

With profit margins this great, it is not hard to understand that, in Colombia, members of the cocaine cartels actually offered to pay off that country's foreign debt, in return for immunity from prosecution. However, when their offer was refused, they murdered the country's attorney general. Where this amount of profit is generated from illegal activity, government corruption is always present. In fact, for drug dealers, paying off law enforcement will always be a necessary business expense, a form of insurance against loss. In most Latin American countries this

form of business insurance, *La Mordida*, which literally means "the bite", is a social institution that dates to pre-Colombian times.

However, until the epidemic of drug abuse and trafficking that hit full stride, internationally, approximately 15 years ago, law enforcement agencies within the United States, with few exceptions, did not experience drug related corruption. Instead, the American criminal justice system smugly sat back and pointed its collective finger at the third world countries who were the source and transit points for drug traffickers and used them as examples of the type of corruption that American law enforcement would never allow to occur within the United States.

Law enforcement researchers marveled at how an entire national judicial system could be purloined by a shoddy group of drug traffickers. Granted, the United States has had problems with police corruption, but it was the "traditional" kind and, for the most part, did not involve the "evil" narcotics trade. The most prevalent forms of this "traditional" police corruption prior to the 1940s were extensions of the corrupt practices that existed within local government. In many jurisdictions participation in corrupt practices was a condition of employment.

Opportunities for personal profit in a traditionally corrupt law enforcement agency was limited only by the imagination and aggressiveness of the officers involved. As with all forms of



government corruption, society gave tacit approval to these various schemes; this was especially obvious during the Prohibition era. This unofficial sanctioning by the public continued until the corruption became so blatant that reformation movements were formed to combat the graft.

The Darwinian persistence of the traditional forms of law enforcement corruption can be seen by charting the anti-corruption movements in the City of New York. The first reformation movement within New York to attract national attention was the Lexow Hearing of 1894 (Goldstein, 1975:14). Then, at approximately twenty year intervals, similar anti-corruption movements were started to attack the same practices and problems their predecessors had addressed.

The last of these investigations was the Knapp Committee of 1971. It, again, identified the same problems and solutions. Similar cycles of reformation can be seen throughout the United States.

However, in the literature that was generated by these movements, drug related corruption is given little or no mention. The assumption being, either drugs were not a major factor in the law enforcement corruption of that day, or it was deemed improper to address its existence.

Unfortunately, things have changed in the last 15 years. In 1983, the director of the Federal Bureau of Investigation stated, "During this year, we have seen the corrupting influence drug money--and I mean big drug money--has had on local police, on

judges and even Federal officials." The following year the United States Attorney General stated, "Public officials at all levels are being corrupted by drug money" (Langer, 1986:42).

Law enforcement specialists say that corruption within our criminal justice system is more widespread now than at any time since prohibition, due to the explosion in power and profits of the multibillion dollar illicit drug trade. The formula is simple: The more drugs on the street, the more bribery (Los Angeles Times, 1987).

More tangible evidence of the immediacy of this national problem came to light early in 1987 when, after a two-year investigation by the Federal Bureau of Investigation and local law enforcement, 15 police officers for the City of Miami, Florida, were identified as being involved in a gang linked to over \$15 million in drug trafficking, as well as four deaths. Federal officers have alleged that, while on duty, these police officers killed four drug dealers and terrorized others, stole their cocaine and sold it. It is also alleged these officers plotted the murder of two Federal witnesses (Miami Herald, 1987). It is recognized within law enforcement in South Florida that these indictments are only the tip of the iceberg of drug related corruption within their criminal justice system.

At about the same time as the Miami case, 13 current or former officers of the New York Police Department's 77th Precinct, in the crime-ridden Bedford-Stuyvesant area of Brooklyn, were charged with drug related crimes (New York Times, 1988).

It is not just the large metropolitan areas that are suffering this new corruption. Eleven of the State of Georgia's 159 county sheriffs have been implicated in drug smuggling cases in recent years. These sheriffs and their deputies were paid thousands of dollars a night to overlook air drops from the hundreds of small planes that bring illegal drugs into the State (New York Times, 1988).

In Starr County, Texas, it is acknowledged that a segment of the population is actively involved in drug trafficking. This underground economy is seen by some residents as a very acceptable alternative to unemployment, to the point that there are signs of economic dependence on the illicit drug trafficking (Langer, 1986:59).

Closer to home, it was reported that three San Francisco Police Department narcotics officers were being investigated for aiding drug dealers. The allegations including providing classified information from police computers to a known drug dealer, tipping off a suspected drug dealer to a drug enforcement agency raid, and trying to block a city investigator from looking into allegations of police corruption (San Francisco Chronicle, 1987).

California law enforcement must acknowledge the existence of precursors that would indicate we are in danger of becoming the new south Florida of the illegal drug trade. Some of these facts include the increased use by Colombian cocaine smugglers of Mexico's traditional heroin and marijuana drug shipment routes, known as the "Mexican Pipeline". This new arrangement is the reason for a 700 percent increase in just one year, of cocaine

seizures along the California border (Los Angeles Times, 1988). It is estimated that 30 to 40 percent of all cocaine entering the United States is now coming through Mexico (Los Angeles Times, 1988).

It is not just the cocaine traffickers who are paying out insurance money to corrupt law enforcement officials. In 1987, Federal agents seized nearly \$650,000 in cash from a part-time customs inspector who worked at a border checkpoint in San Ysidro. The customs inspector was paid nearly \$50,000 for each marijuana packed automobile he allowed to cross into the United States from Mexico without inspection (Los Angeles Times, 1988).

These are a few examples of why California law enforcement must become cognizant of the corrupting effect that increased drug trafficking will have on the State's criminal justice system. Although narcotics trafficking apparently did not play a significant role in "traditional" law enforcement corruption, it is certain it will continue to play an increasingly larger role within California.

#### SCOPE OF THE PROJECT

Through the use of futures methodology, this project will identify trends and events and evaluate how they impact upon the general issue--"What will be the extent of drug related corruption within California law enforcement by the year 2000." From this data, scenarios will be developed to aid in understanding what may happen regarding this issue.

A strategic plan will be prepared and implemented to deal with this statewide program. Lastly, a transition process will be developed to allow the strategic plan to be utilized by the law enforcement community.

The questions are: Is California law enforcement prepared to combat this new threat to its ethical and professional infrastructure? If willing to fight, what must be done, what direction taken to prevent this corrupting cancer from destroying our profession?

#### USE OF PROJECT RESULTS

To date, there has been little research done, few articles written, and no books published, about drug related corruption within law enforcement that can aid police managers in addressing this problem. In the future, if California becomes the primary induction point for illegal drugs into the United States, police managers must be cognizant that the possibility of drug related corruption of law enforcement taking root and prospering in California will be quite high. For this reason, California law enforcement managers must provide a united front against this threat before it is allowed to undermine our ethical and professional infrastructure.

This monograph is addressed to the present and future leaders of California law enforcement so that they will be better prepared to face this rapidly escalating problem.

## OBJECTIVE ONE

### STATEMENT

The first objective is to factor and study the general issue, utilizing futures research methodologies. The outcome will be three futures scenarios. The general issue is stated as follows:

*What will be the extent of drug related corruption within California law enforcement by the year 2000?*

Six related issues were identified from the past. These issues were developed through a series of brainstorming sessions involving fellow Command College members; interviews, both one-on-one and telephonic, with law enforcement practitioners; as well as a review of current literature.

The past issues are:

1. Why weren't the anti-corruption movements effective against "traditional" law enforcement corruption?
2. Why did society tacitly allow corruption to exist in the criminal justice system?
3. Why was drug related corruption not addressed in previous law enforcement corruption reformation movements?
4. Were the hard-fought battles of the 1950s and 1960s, to eliminate corruption within California law enforcement, for naught?
5. Were past periods of corruption within California regionalized or were they following a national trend?

6. Have we, in California law enforcement, learned to be proactive rather than reactive to new problems?

Related issues emerging in the present were identified in the same process as were the past issues. These issues were then subjected to a preliminary screening, as an approach to structuring the general issue for research. The criteria was a judgment concerning degree of relatedness. The result was a list of nine issues, that, when considered together, essentially define the parameters of the general issue being studied:

1. Is the public becoming indifferent to drug related crimes?

2. How is California law enforcement preparing its personnel to deal with drug related corruption?

3. Will there be further legislative attempts to control or modify the pay of law enforcement officers?

4. What is the relationship between union protection of law enforcement personnel and management's ability to control drug related corruption?

5. What changes in attitude toward drug related corruption will be impacted by differing personal values as law enforcement personnel become more ethnically and racially diverse?

6. Will entrance requirements be lowered to fill current and future vacancies within law enforcement?

7. Will Federally mandated guidelines dictate the hiring and promotional policies of State law enforcement agencies?

8. Is California becoming the main drug induction point in the United States?

9. Will drug related crimes and their subsequent corruption of government have a low social priority?

Consideration was given to related issues that might emerge by the year 2000. These future issues were judged to be relevant on the basis of potential impact upon possible futures scenarios. The initial selection was as follows:

1. Will demographics and other social changes impact managerial policies toward drug related corruption within California law enforcement agencies?

2. Will society accept drug trafficking as a valid underground economic enterprise?

3. Will drug traffickers insulate themselves from police interference by corrupting the justice system or political authorities?

4. Will a sudden mass political swing to the far right or far left affect corruption within California law enforcement?

5. What will happen if there is an anti-American government elected into office in Mexico?

6. Will our society want to be involved in preventing drug related corruption in their law enforcement agencies?

#### METHODS: IDENTIFICATION

The following methodologies will be used in the development and evaluation of information relating to this monograph's general issue.



1. A combination of:
  - literature scanning
  - brainstorming
  - interviews
    - telephonic
    - one-on-one
2. Nominal Group Technique
3. Trends and events identification
4. Trends and events forecasting
5. Cross impact evaluation matrix
6. Development of futures scenarios

#### METHODS: IMPLEMENTATION

During the information gathering phase of this monograph, a combination of literature scanning and brainstorming with peers and staff was used to develop primary background information. This was followed by a series of telephone interviews with academicians and law enforcement practitioners and managers from throughout the United States.

The first series of on-site interviews were conducted in the metropolitan Miami, Florida area. Representatives from the following agencies were interviewed:

- Miami Police Department
  - Command and line personnel
  - Former members of the department

- Metro-Dade Police Department
  - Command and line personnel
  - Former members of the department
- Federal Bureau of Investigations
  - Members of the Anti-Corruption Group
- State Attorney's Office for Dade County
- Miami Herald
- Member of the defense team for the "Miami River Cops" case

The second series of on-site interviews were conducted in the Washington, D.C. area and involved representatives from the following agencies:

- National Institute of Justice
- Bureau of Justice Assistance
- Bureau of Justice Statistics
- National Criminal Justice Reference Service

To aid in the identification of trends that might impact the general issue of this monograph, a number of individuals were invited to participate in a "Nominal Group Technique" (NGT) process. The group was composed of the following individuals: an executive with the Los Angeles County Sheriff's Department who oversees the narcotics bureau; the commander of the Long Beach Police Department training academy; second in command of the Los Angeles County Sheriff's Department training academy; second in command of the advanced training section of the Los Angeles County Sheriff's Department; a detail commander from the Los Angeles Sheriff's Department Detective Division; a supervisor in charge civilian training programs for the Los Angeles County Sheriff's

Department, and two detective supervisors who have worked administrative, training and line functions within the Los Angeles County Sheriff's Department.

Prior to the first group meeting members were provided with background information on the topic to be discussed, including selected readings, and an explanation of how a "Nominal Group Technique" process is conducted. Before the meeting they were also asked to brainstorm the topic with their staff and peers.

The first phase of the meeting was a brainstorming process during which the following emerging trends were identified:

1. The elimination of the middle class within American society.
2. The changing demographics within California.
3. Decline in the effectiveness of our educational system.
4. Move to high density population areas.
5. The failure of the family unit within our society.
6. The move to a cashless society.
7. The increased political and social power of the moral majority.
8. Less tolerance within our society toward substance abuse.
9. Our criminal justice system is too easy on the criminals.
10. Increased usage of illegal drugs.
11. More recreational time at home.
12. Children are conditioned to accept drugs -- their role models are being arrested or dying from drug overdoses.

13. Increased dependence by law enforcement on the State and Federal narcotics assets forfeiture monies.

14. Drinking by juveniles is condoned by their parents.

15. The military is taking a bigger role in fighting drug traffickers.

16. Changes in national policies, both domestic and foreign.

17. The continuing growth of the jail population within the United States.

18. The influx of Latin Americans, both legal and illegal, into California, and their impact upon the State.

19. We are becoming a service-oriented society.

20. Illicit drugs are becoming a valid underground economy in some areas of the State.

21. The generation gap is widening.

22. There is a growing involvement and commitment by private industry to their communities.

23. The media often dictates social values.

24. Members of the "Now" and "Me" generations in positions of power within our society.

25. Many third world economies are in decline.

26. We have turned into a "fast lane" society.

27. California is becoming the drug importation center of the nation.

28. Environment concerns often overshadow political and social concerns.

29. The inner cities are becoming more densely populated.

30. The cost of living continues to increase.

31. There will be continued attempts to control law enforcement salaries through legislative means, i.e., Proposition 61.

32. Law enforcement is facing a shrinking recruitment base.

33. There will be continued conflict as ethnic groups attempt to integrate into our society.

34. An increase in violent crimes and a decrease in property crimes.

35. The development of a new anti-war movement or feelings.

36. Law enforcement unions continue to gain in power.

37. Law enforcement assumes the "task force" approach in combating drug traffickers.

38. Street gangs develop into organized crime families.

39. Vigilantism is on an upswing.

40. The failure of our society to Americanize immigrants.

41. Relaxation of gun control laws within the United States.

42. The increased use of designer drugs over organic drugs.

The second phase of the meeting involved the use of the Nominal Group Technique to select the five trends that will have the most impact on the issue. After some consolidation of ideas and clarification of terms, the consensus of the group was as follows:

1. California law enforcement is faced with a shrinking recruitment base.

2. The cost of living in California continues to increase at a higher rate than the rest of the nation.

3. Members of the "Me" or "Now" generation are in positions of power within our society.

4. California's criminal justice system is too easy on the criminals.

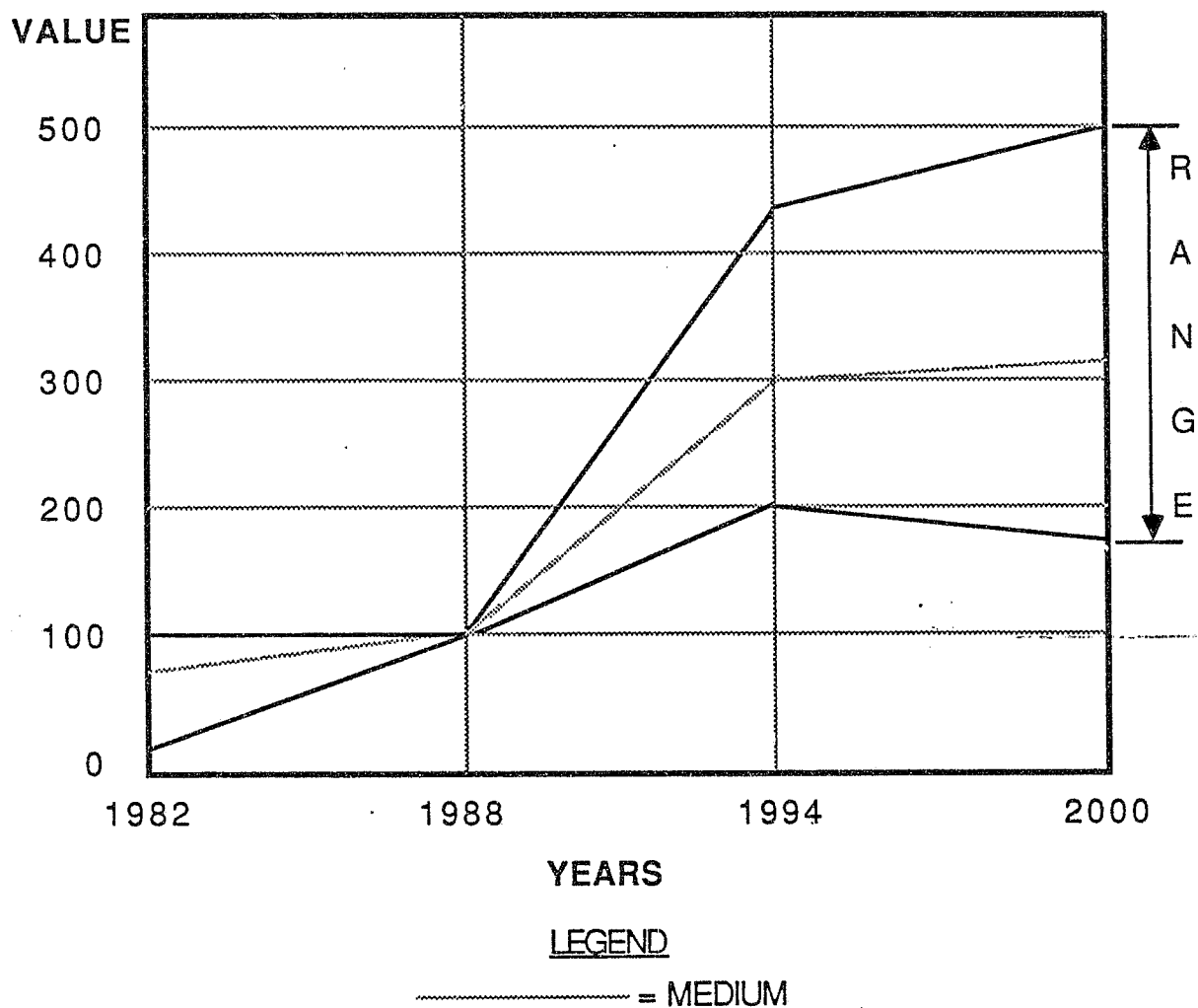
5. California law enforcement is becoming increasingly more dependent on State and Federal narcotics asset forfeiture monies.

Next, the group evaluated the impact of each of the selected trends upon the general issue through the year 2000. This was accomplished by use of an evaluation form that works on the assumption that the present value of each trend is 100.

The group members were then instructed to give each trend a numerical value, 500 being the maximum, as compared to its current value of 100. The reference years for evaluation were: 1982, 1988, 1994 and 2000.

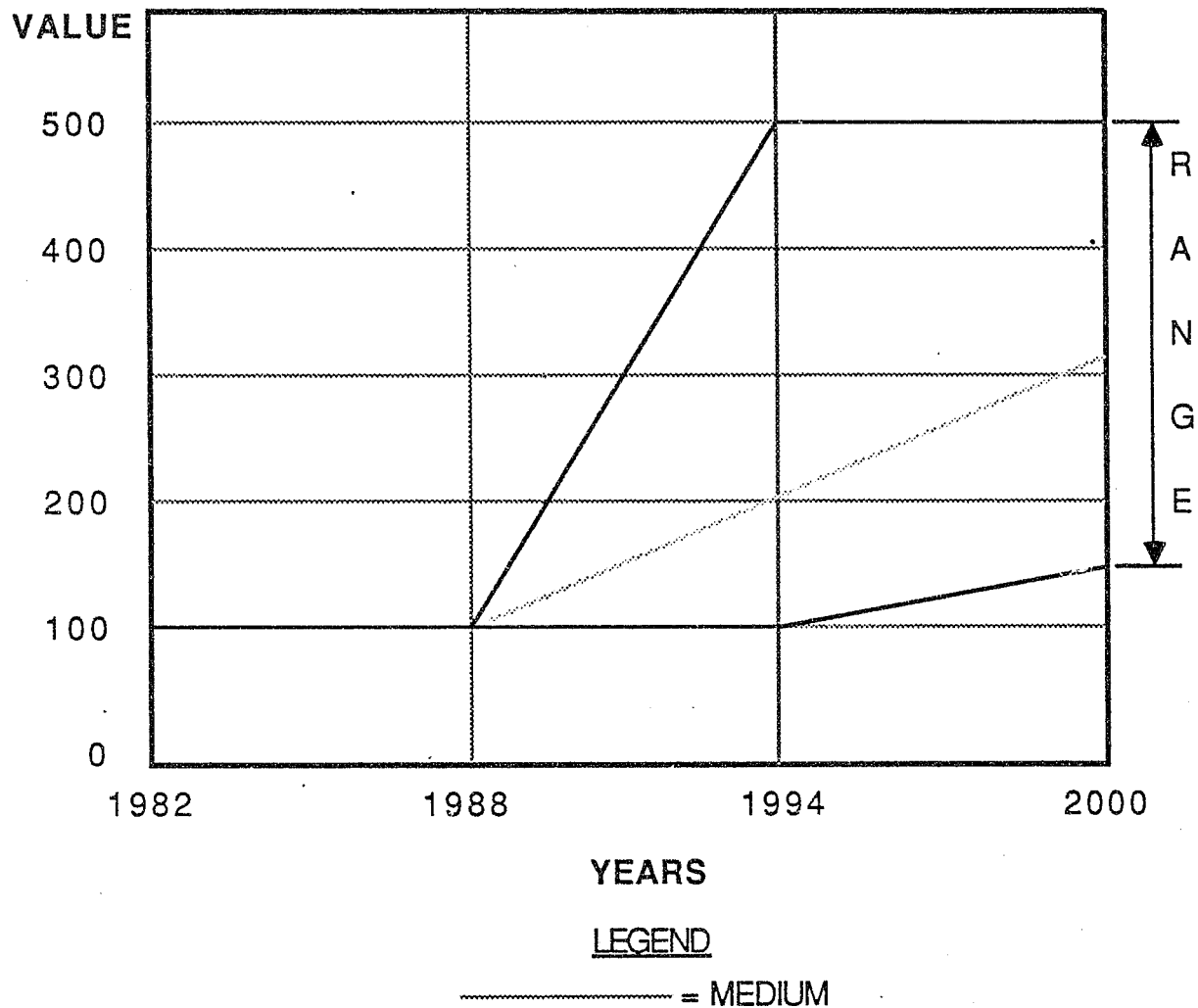
The range of their evaluation and the median for each trend is provided in the following charts.

1. California law enforcement is faced with a shrinking recruitment base: This trend addresses the fact that law enforcement agencies within California are having difficulty finding and retaining acceptable recruits to fill departmental vacancies. It includes not only smaller numerical amounts of applicants but also the inability of these applicants to meet the present minimum standards for employment.



The range of the group's forecast for the year 2000 was 175 to 500 with a median of 325.

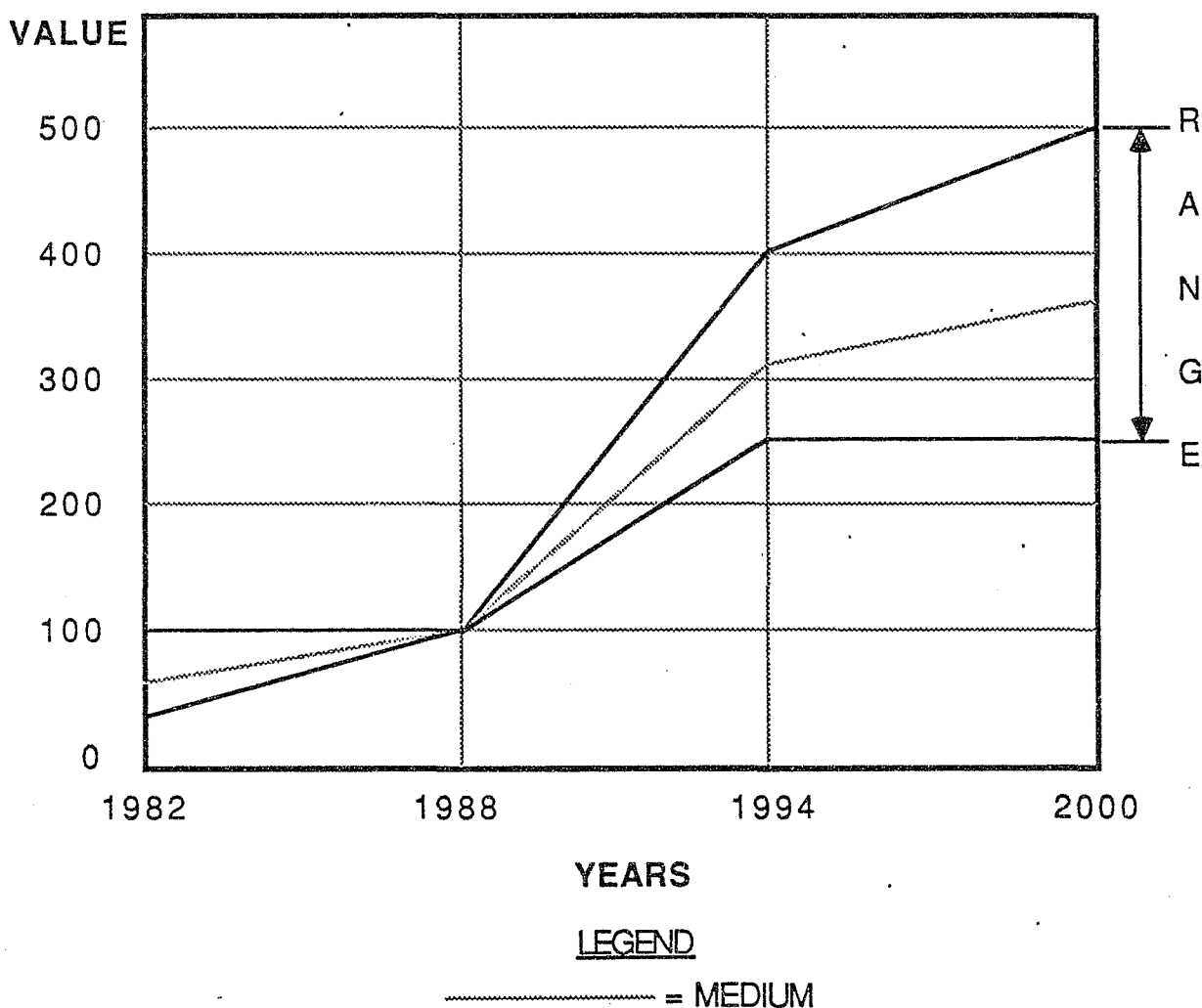
2. The cost of living in California continues to increase at a higher rate than the rest of the nation: The group's primary concern in selecting this trend was that new California law enforcement officers will not be able to obtain, much less maintain, a "middle class" life style.



The range of the forecast was from 150 to 500 with the median at 315. The group indicated that the trend value was the same in 1988 as it was in 1982.

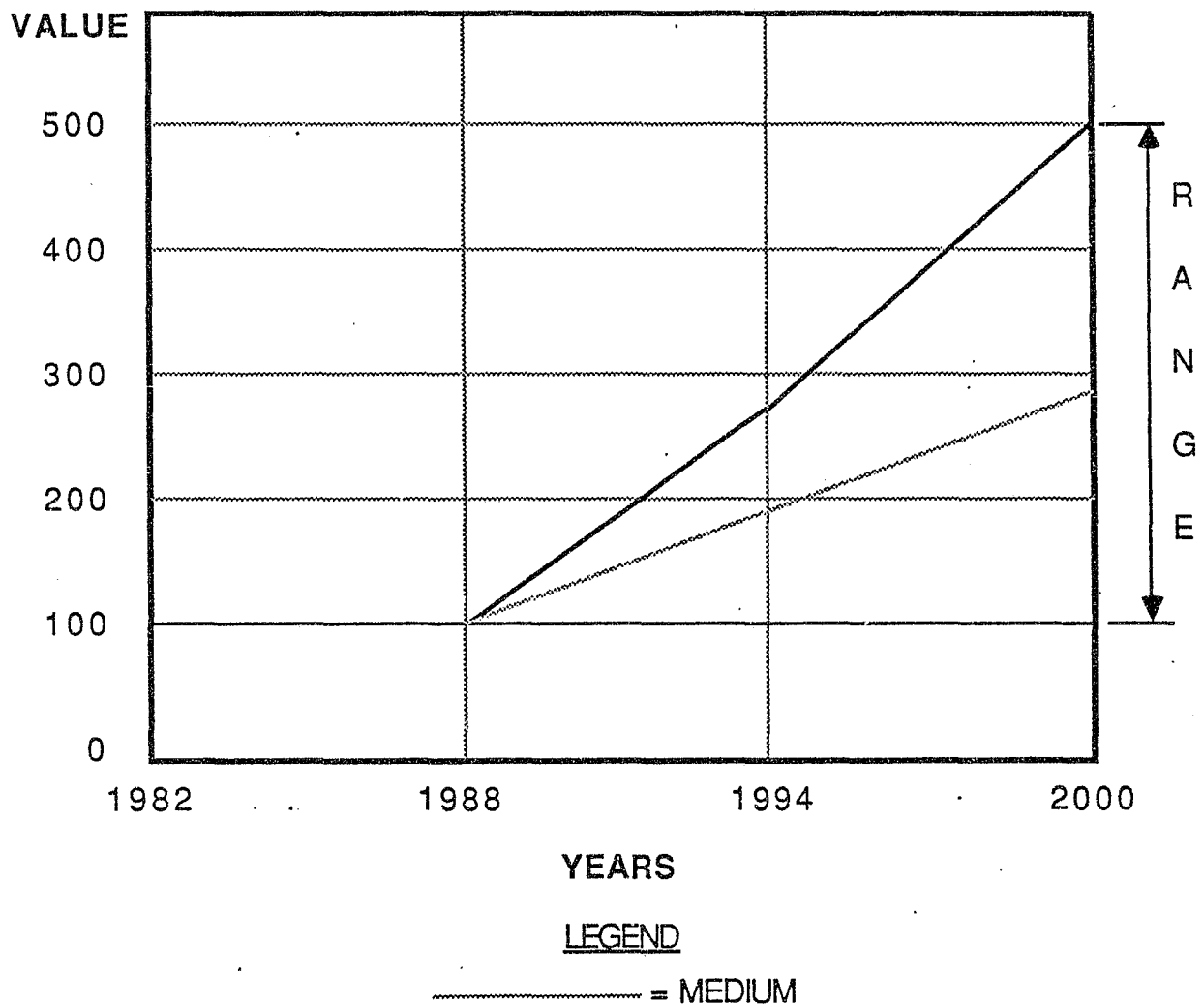


3. Members of the "Me" or "Now" generation are in positions of power within our society: This trend addresses the fact that many of our political, social, business and religious leaders are sacrificing their obligations to our society in favor of the "quick dollar" or self-gratification. This is doubly disconcerting in that not only are they our leaders, but also the role models for the next generation of law enforcement officers



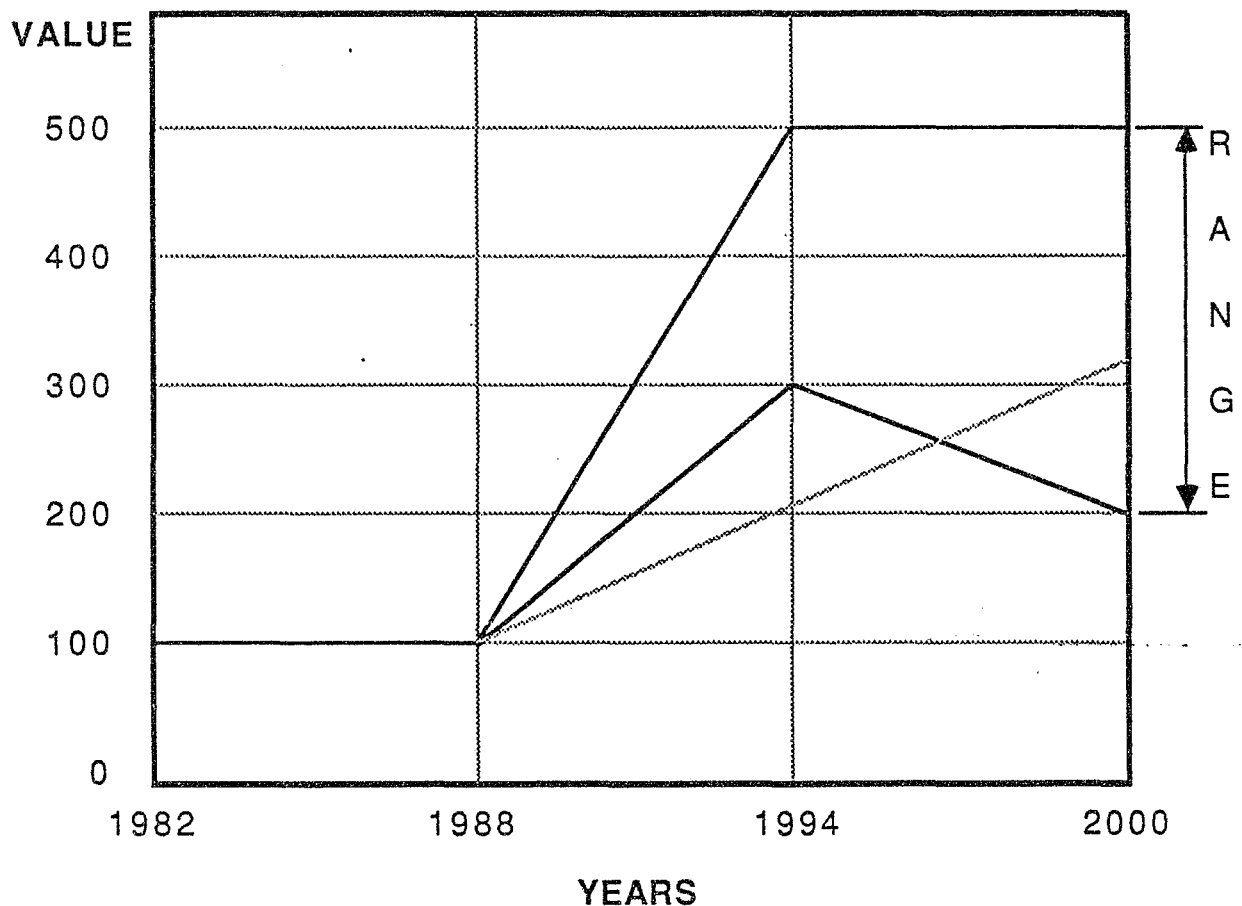
The range of this trend is, by the year 2000, from 250 to 500 with a median of 360.

4. The California criminal justice system is too easy on the criminals: This trend reflects the group's concern that the California criminal justice system is nothing but a revolving door for the criminal. Additionally, there is too much concern shown for the well-being and "rights" of the criminal and not enough concern for the rights of the victims and society in general.



Some group members indicated the value of this trend would stay constant from 1982 to 2000, with the high-end forecast of 500. The median on this trend was 285.

5. California law enforcement is becoming increasingly more dependent on State and Federal narcotics asset forfeiture monies: The money that is being distributed to State law enforcement agencies from State and Federal asset forfeiture cases is used to supplement the fight against illicit drugs. These monies are in addition to an agency's normal narcotics enforcement budget and in most cases are a sizeable monetary boost for a police department.



LEGEND

..... = MEDIUM

The range of the forecast on this trend was from 200 to 500 with a median of 320. Several of the group members indicated that there would be a decrease in the value of this trend between 1994 and 2000.

## EVENT IDENTIFICATION

Utilizing the same steps that were developed to identify emerging trends and their impact on the issue, the group identified events that could impact the extent of drug related corruption within California law enforcement by the year 2000.

The following is the result of their brainstorming:

1. Mandatory drug testing is required for all California law enforcement officers.
2. Mandatory drug testing for California law enforcement officers is judged unconstitutional.
3. There is a national economic crash.
4. The legislature mandates stricter sentencing for public employees found guilty of drug related crimes.
5. The United States enters another foreign war or "police action".
6. Federal restrictions are placed upon the media and the advertising industry regarding the portrayal of addicting substances.
7. State law enforcement agencies come under the functional control of a Federal bureau.
8. A medically approved and Federally controlled substance is developed to replace illicit drugs.
9. The United States military assumes control over the national borders.
10. The United States adopts an isolationist policy.
11. Binding arbitration is approved for all California law enforcement agencies.

12. Law enforcement becomes a desired career.
13. The FHA provides special loan programs for law enforcement officers.
14. Illicit drugs are legalized.
15. California law enforcement is reconfigured into a regional approach.
16. Police officers are licensed by the State and, once licensed, can practice their profession anywhere in the State.
17. There is a political swing to the far right.
18. The demand for illicit drug declines.
19. California institutes the death penalty for drug traffickers.

The group next distilled this list down to the following five most critical events:

1. Mandatory drug testing is required for all California law enforcement officers.
2. The demand for illicit drugs declines.
3. Illicit drugs are legalized within the United States.
4. Law enforcement becomes a desired profession/career.
5. The legislature mandates stricter sentencing for public employees found guilty of drug related crimes.

#### EVENT EVALUATION

The group members were then provided with a form on which they assigned a numerical value to the probability of each event happening by 1994 and 2000. In assigning the numeric values, the group was instructed to list a zero (0) if they believed that the

event would not happen. The probability scale went to 100, which indicated the event would absolutely happen.

The second portion of the form evaluated each event's impact, if the event did in fact occur, on the general issue and on California law enforcement. The range of the scoring was from a -10, meaning a strong negative impact, to a +10, meaning a strong positive impact. The group's results were averaged and are indicated on the following chart:

Event Evaluation				
<u>Event</u>	<u>Probability</u> (0-100)		<u>Impact</u> (-10 to +10)	
	<u>Probability by</u>		<u>Impact Upon</u>	
	<u>1994</u>	<u>2000</u>	<u>Issue</u>	<u>Law Enforcement</u>
1	65	95	+ 7	+ 9
2	40	75	+ 9	+ 8
3	10	24	- 6	- 7
4	40	65	+ 8	+ 9
5	45	50	+ 5	+ 5

Event 1 Mandatory drug testing is required for all California law enforcement officer.

Event 2 The demand for illicit drugs declines.

Event 3 Illicit drug are legalized within the United States.

Event 4 Law enforcement becomes a desired profession/career.

Event 5 The California legislature mandates stricter sentencing for public employees found guilty of drug related crimes.

## CROSS IMPACT EVALUATION

By use of a "Cross Impact Evaluation Matrix" the group members evaluated the impact of each event, assuming that it happened, upon the other events and trends.

The group used the consensus probability, by the year 2000, that was developed on the event evaluation form. The value of the events impact could range from a plus 100 to a minus 100.

This evaluation produced the following results:

							TRENDS				
		E1	E2	E3	E4	E5	T1	T2	T3	T4	T5
E1	95%	X	70%	40%	95%	100%	+50%	NO EFFECT	+50%	+75%	+15%
E2	75%	60%	X	80%	NO EFFECT	30%	+30%	NO EFFECT	-15%	-25%	-70%
E3	24%	30%	40%	X	NO EFFECT	25%	+75%	NO EFFECT	+60%	-5%	+5%
E4	65%	100%	70%	35%	X	75%	+90%	NO EFFECT	-10%	+15%	+10%
E5	50%	100%	65%	10%	85%	X	+20%	NO EFFECT	+40%	+70%	+5%

### Events

Event 1 Mandatory drug testing for California law enforcement officers.

Event 2 Demand for illicit drugs decline.

Event 3 Illicit drugs are legalized

Event 4 Law enforcement becomes a desired profession/career.

Event 5 Stricter sentences for public employees found guilty of drug related crimes.

## Trends

- T1 California law enforcement is facing a shrinking recruitment base.
- T2 The cost of living in California is increasing faster than other parts of the nation.
- T3 Today's leaders are of the "Me", "Now" generation.
- T4 Lack of punishment for criminals.
- T5 Increased dependence by law enforcement on asset forfeiture money.

The following recapitulation will aid the reader in interpreting the "Cross Impact Evaluation Matrix":

### IF THERE IS MANDATORY DRUG TESTING FOR CALIFORNIA LAW ENFORCEMENT OFFICERS:

#### The Probability of Occurrence For

- The demand for illicit drugs to decline 75% decrease to 70%
- Illicit drugs are legalized 24% increase to 40%
- Law enforcement becomes a desired profession 65% increased to 95%
- Stricter sentences for public employees 50% increased to 100%

#### The Probability of Impacting

- The shrinking recruitment base Increases to 50%
- Cost of living increase in California No effect
- "Me" generation leaders Increases 50%
- Lack of punishment for criminals Increases 75%
- Dependence on asset forfeiture money Increases 15%



IF THE DEMAND FOR ILLICIT DRUGS DECLINES:

The Probability of Occurrence For

- |   |                      |
|---|----------------------|
| - Mandatory drug testing for law enforcement officers | 95% decreases to 60% |
| - Illicit drugs are legalized                         | 24% increases to 80% |
| - Law enforcement becomes a desired profession        | No effect            |
| - Stricter sentencing for public                      | 50% decreases to 30% |

Probability of Impacting

- |  |               |
|--|---------------|
| - The shrinking recruitment base         | Increase 30%  |
| - Cost of living increases in California | No effect     |
| - "Me" generation leaders                | Decreases 15% |
| - Lack of punishment for criminals       | Decreases 25% |
| - Dependence on asset forfeiture money   | Decreases 70% |

IF ILLICIT DRUGS ARE LEGALIZED:

The Probability of Occurrence For

- |  |                      |
|--|----------------------|
| - Mandatory drug testing for law enforcement   | 95% decreases to 30% |
| - Demand for illicit drug to decline           | 75% decreases to 40% |
| - Law enforcement becomes a desired profession | No effect            |
| - Stricter sentences for public employees      | 50% decreases to 25% |

The Probability of Impacting

- |   |               |
|---|---------------|
| - The shrinking recruitment base        | Increases 75% |
| - Cost of living in California          | No effect     |
| - "Me" generation leaders               | Increases 60% |
| - Lack of punishment for criminals      | Decreases 5%  |
| - Dependence on assets forfeiture money | Increases 5%  |

IF LAW ENFORCEMENT BECOMES A DESIRED  
PROFESSION/CAREER:

The Probability of Occurrence For

- Mandatory drug testing for law enforcement officers 95% increased to 100%
- The demand for illicit drugs to decline 75% decreased to 70%
- Illicit drugs are legalized 24% increased to 35%
- Stricter sentencing for public employees 50% increased to 75%

The Probability of Impacting

- The shrinking recruitment base Increases 90%
- Cost of living increases in California No effect
- "Me" generation leaders Decreases 10%
- Lack of punishment for criminals Increases 15%
- Dependence on asset forfeiture money Increases 10%

IF STRICTER SENTENCES ARE MANDATED FOR PUBLIC  
EMPLOYEES FOUND GUILTY OF DRUG RELATED CRIMES:

The Probability of Occurrence for:

- Mandatory drug testing for law enforcement officers 95% increases to 100%
- The demand for illicit drugs to decline 75% decreases to 65%
- Illicit drugs are legalized 25% decreases to 10%
- Law enforcement becomes a desired profession 65% decreases to 55%

### The Probability of Impacting

- The shrinking recruitment base	Increases 20%
- Cost of living in California	No effect
- "Me" generation leaders	Increases 40%
- Lack of punishment for criminals	Increases 70%
- Dependence on asset forfeiture money	Increases 5%

### SCENARIOS

From the information gathered from the preceding methodologies three futures scenarios have been developed for this monograph. The scenarios are written from the perspective of a law enforcement manager looking back from the year 2000.

The purpose of the scenarios is to focus on the information that has been developed, from the emerging trends and critical events, and project it to the year 2000.

The three scenarios that are presented are normative in style as opposed to exploratory or hypothetical. The first two scenario types are "feared but possible", while the last one is "desired and attainable."

#### Scenario One - The Retirement Dinner

Chief Murray looked down from the head table at the 500 people who had come to honor him and mused that he had picked the perfect day for his retirement dinner, April 1, April Fools Day, 2000.

He had been such a fool to have sacrificed his principles for the quick buck, but he noted he was not alone. Most of his peers from the "Now" generation, or former Yuppies, as they like to call themselves, had made the choice to become "silent" partners in the illicit drug trade. Judging from the bulging envelopes on the gift table the "business" was doing well this year.

As the first presenter began to roast the guest of honor, a flood of melancholia overcame the Chief. How could he have let it happen? Why didn't he and the rest of the police managers in California do more to stop the corruption of their profession? As the speaker droned on, the Chief's thoughts drifted back to the late 1980s and he marveled, that after watching the drug traffickers corrupt law enforcement in South Florida, California had done nothing to prevent drug related corruption from occurring within its criminal justice system. The precursors were there to indicate that California was mirroring the path of corruption that had taken place in Florida.

After accepting his first plaque of the night, the Chief returned to his seat and began to mentally click off the events that led to the corruption of California law enforcement. The first two events can be pinned on the politicians. In 1990 the State legislature passed the bill that placed salary and retirement caps on California law enforcement officers. This caused not only the early retirement of thousands of officers, but also the "flight" of thousands more to other careers or other states.

The local politicians then compounded the problem by demanding that more police officers be hired to combat the rising incidence of youth gang violence and drug related crimes. This knee-jerk solution did nothing to solve the problems. What it did do was stretch local law enforcement recruitment programs to the breaking point.

In an attempt to fill these vacancies, as well as adhere to State and Federal affirmative action guidelines, entrance standards were modified or overlooked in many agencies. In fact, when dealing with the recruitment of certain required ethnic groups, background investigations were just "rubber stamped."

Then, once the quotas were filled, police managers did nothing to socialize these new recruits to the expected ethical standards of California law enforcement. It was just assumed that, even though they were born in other countries, if they were naturalized citizens, they would adhere to our ethical standards.

The Chief flashed back on the 1995 drug corruption case of Sergeant Johnny Ming. Sergeant Ming was ten years old when his country fell to the Communists, and he watched his father bribe the family's way out of the country. He had also seen his parents bribe officials at every stage of their immigration to the United States. To Johnny Ming, paying bribes to government officials was something his family had done for generations, and becoming a police officer was one way for him to get a piece of the action.

As was brought out during Ming's trial, it is impossible to do an extensive background investigation on an applicant who is a first generation immigrant. Besides, the department was under

Federal pressure to hire and promote more Asians. Therefore, Johnny Ming slipped in and was "hand carried" through the police academy.

Still, it was a surprise when the Federal Bureau of Investigation arrested Sergeant Ming. Their investigator revealed he had been paid in excess of \$1 million, over a two year period, to provide information to a major Asian drug ring. What was more surprising was the findings of the trial judge. It was ruled that Sergeant Johnny Ming was innocent of all charges. It wasn't until last year that the Chief found out the judge had been on the drug ring's payroll longer than Johnny.

Part of the blame for the present state of California's law enforcement community can be traced to the political and social swing to the Left that began in 1992 and hit full stride in 1996. The return to the "Rose Bird" era within the State's criminal justice system, totally disheartened the old-line police officers, who saw it as a move to insure that the criminals' rights are placed above the rights of crime victims. They looked around and saw that drug trading was accepted as a valid economic enterprise by the public they served. They also noted that drug money not only controlled the judicial system, but also the politicians that, in turn, controlled their salaries and departmental budgets.

The final blow came in 1997 when the State Supreme Court ruled that the drug testing of elected officials and law enforcement officers, even for cause, was unconstitutional. The new attorney general decided the State would not appeal the decision to the U.S. Supreme Court.

As the Chief rose to give his farewell speech, he looked over his affluent audience and mused silently, "We could have done worse, but I don't know how!"

### Scenario Two - The Military Approach

Colonel Anderson had just finished inspecting his border guard unit and was en route back to the headquarters of the Southeast District of the Southern Regional Law Enforcement Command for the State of California. He always liked the unit inspections, they reminded him of his days in the Marine Corp during Viet Nam. But, now he must focus on the more mundane side of being a law enforcement district commander.

After reading several directives from the Federal Bureau of Local Law Enforcement, he picks up the "District Status Report" dated 2 July 2000. The report confirms, at least for his district, the fact that, since the Federal government assumed control of California law enforcement and reorganized it into a regional configuration, seizure of both synthetic and organic illicit drugs have been dropping at an annual rate of 10 percent.

The Colonel put the report down and reflects back down the rocky road California law enforcement has traveled in the last 12 years. It began in the late 1980s when, due to Federal pressure in the Southeast, the Colombian drug cartels began looking for a more cost effective route for their products. The Colombians struck a deal with the Mexican drug traffickers to use their established distribution system. With this merger, California was flooded with illicit drugs that arrived via the "Mexican Pipeline." Along with the drugs came the corruption that shadows

the drug trade. The fact that American law enforcement could be bought was known to the cartels, from their experience in the Southeast. For them, the dumping of millions of dollars into the corrupting of the criminal justice system was just good business practice and an investment in the future.

Initially, our government, both national and local, did not react properly to this new threat to our society. Our leaders, rather than focus on directing resources internally to fight this social cancer as the body fights the invasion of a disease-carrying virus, chose to attack the third world countries that catered to illicit drug needs. This policy reached its apex with our 1990 military incursion into Colombia to help "stabilize" the government.

The negative domestic reaction to this policy was so severe that, by 1992, the nation was adopting an isolationist philosophy which culminated in the U.S. military being tasked with controlling the nation's borders. By 1994, it was clear that the military drug interdiction program was producing more negative than positive results. The establishment of a militarized zone along the Mexican border did greatly reduce the flow of both illegal drugs and immigrants into the United States; however, the drug cartels soon found ways to circumvent the zone and return to business as usual.

The most damaging aspect of this program was the anti-American sentiment generated among the countries of Central and South America. This was the root cause of the demise of two pro-



American governments in Central America and a successful communist revolution in another.

In 1995 our political leaders decided to focus on the national problems that fuel the need for illicit drugs, and began a series of programs to internally strengthen our society. One of these programs was the Law Enforcement Consolidation Bill of 1995. This bill consolidated all law enforcement agencies under the administrative control of one Federal agency. This allowed law enforcement to pool its resources to better combat not only the drug trade, but also all types of crime. It also required the standardization of all equipment, training and salaries.

Colonel Anderson smiled at one of the unexpected payoffs of the consolidation bill--something he had been working for during his 30-year career--the acceptance of law enforcement as a true profession.

With the consolidation of resources, the standardized salaries for law enforcement officers were raised to the point that college graduates were turning to a career in law enforcement, rather than in the private sector. The new salary and benefits packages also blunted the ability of drug traffickers to corrupt law enforcement officers.

Upon returning to his office, the Colonel turned on his viewer for the nightly world information recap. The lead story made his day: "U.S. Supreme Court upholds mandatory death sentence for convicted drug traffickers."

### Scenario Three - We Persevered

Chief James J. Johnson, Ph.D, watched his words appear on the computer's screen as he dictated his "End of the Millennium Report" into the voice processing program. He directed the computer to print the first draft and turned away to check his notes. He began to rehash the changes that have occurred within his department, and the State criminal justice system, since he arrived in California from Florida in late 1989.

Dr. Johnson had been hired as the Chief primarily because of the anti-corruption work he had done as a police administrator in South Florida. His hiring was in response to the public hue and cry raised over two drug related corruption cases involving law enforcement agencies within the county.

In one case, five officers each made over \$1 million in a little over a year, by ripping off drug traffickers for their money and cocaine. They were also involved in the murders of two drug dealers and one Federal informant. The other case involved the chief of police in a small rural town who was paid \$200,000 a week to keep his officers away from selected areas within his jurisdiction.

Within the first six months of his new job, Chief Johnson realized the potential for wide scale drug related corruption was not just isolated to his county but was statewide. As California becomes the illicit drug importation center of the nation it would be just a matter of time before the majority of the law enforcement agencies in the State felt the corrupting effect of drug traffickers. With this in mind, the Chief began to design a

systemic approach to the problem that not only satisfied the specific needs of his department, but also addressed the general needs of other California law enforcement agencies.

Like all law enforcement agencies in California, his department was faced with a shrinking recruitment base from which to fill their personnel vacancies. The fact that several ethnic groups had established large social and economic spheres within the community dictated a need for a recruitment program that would draw from these groups. In addressing this problem, he first had to sell the city fathers on a salary and benefit package that would place the department in the number one position within their area.

His approach was two-fold: By paying the highest salary, the department could select the best from the shrinking recruitment population. Second, with the higher pay and corresponding higher morale, the officers would be less susceptible to the corrupting powers of the drug money that is present in the county.

In the area of minority recruitment, the Chief worked closely with the various ethnic social and business groups, stressing the need for each ethnic group to be represented by only the finest members of their community. This was a matter of social pride and responsibility to their city.

To aid in the assimilation of these minority recruits, primarily first generation immigrants, into the rather closed society of California law enforcement, an orientation course was designed. This course, held in concert with the local junior college, covered the history of local law enforcement and the

social and ethical responsibilities of a career in law enforcement. The two-week course was also mandatory for all field training officers.

The Chief also instituted a mandatory yearly training schedule for all department personnel. This training covered both social and professional ethics, interpersonal skills development, and financial planning for police officers. This course was in addition to State-mandated training.

Another portion of the increased salary and benefits package was an annual physical for every member of the department, at city expense. During this physical, a full blood analysis was done, including testing for drug usage. During the initial meet and confer session, the police officers association representatives refused to agree to the drug tests. However, when faced with, either accepting the drug testing or losing the salary and benefit package, they chose to support the Chief.

Chief James J. Johnson, Ph.D., smiled to himself as he put his notes away. His thoughts were, "Well, knock on wood--but in the ten years since we started our program, we haven't experienced any of the corruption that has befallen other police agencies. In fact, the State Commission on Peace Officer Standards and Training has adopted both of our training programs into its mandatory training curriculum. Of course, the decline in the use of illicit drugs has eased the extent of drug related corruption within law enforcement. It's good to see that all the time and energy spent in the last 15 years on substance abuse education programs for

programs for elementary school children such as S.A.N.E. (Substance Abuse and Narcotics Education) and D.A.R.E. (Drug Awareness, Resistance through Education) are finally paying off."

#### AREAS OF POLICY REVIEW

One of the purposes of this monograph is to identify management policies that will have positive impact on reducing the extent of drug related corruption within California law enforcement by the year 2000. Based on the trends and events that have been identified in the preceding exercises, the following areas of policy review are recommended:

1. The State should require the participation of local law enforcement agencies in substance abuse education programs, such as S.A.N.E. and D.A.R.E., for elementary school children within their jurisdiction.

The State's support and partial funding of these anti-drug programs will aid in reducing the market for illicit drugs within the State.

2. Local law enforcement agencies should use a regional or task force approach when combating drug trafficking.

By pooling their resources and expertise, agencies will have more operational flexibility and be repaid with a higher percentage of asset forfeiture returns.

Another positive aspect of the task force configuration is that because members are drawn from several different agencies, therefore, having no longstanding personal ties, it lessens the possibility of drug related corruption.

3. The Commission on Peace Officer Standards and Training should institute a standardized selection criteria and recruit background investigation format for all California law enforcement agencies.

This would insure that, even with a shrinking recruitment base, the high selection standards for the State's law enforcement officers will not be sacrificed.

4. The Commission on Peace Officer Standards and Training should require mandatory in-service training for all State law enforcement officers in the following areas: Social and professional ethics, interpersonal skills development, financial planning, and the social traditions of the ethnic groups within each jurisdiction's service population.

The lack of training in these areas have been identified within law enforcement agencies who have experienced drug related corruption.

5. State-mandated drug testing for all criminal justice system personnel should be adopted.

Although this is a very controversial topic, it is recognized as one of the most proactive approaches to reducing drug corruption within law enforcement.

6. California law enforcement should take a more positive approach in countering both State tax reform or salary cap legislation, thus preventing the disrupting effects that legislation such as Propositions 13 and 61 brought upon State law enforcement officers.

7. The Commission on Peace Officer Standards and Training should develop and institute mandatory training for all State law enforcement personnel on how to prevent drug related corruption. Separate training programs should be presented to line, supervisory and management personnel.

## OBJECTIVE TWO

### STATEMENT

The second objective is to develop and implement a strategic planning and management process. This process will bridge the gap between an analysis-defined present, to a scenario-defined future, by use of strategic decision making, strategic planning, and the development of policy considerations.

### METHODS: IDENTIFICATION

1. SMEAC (situation, mission, execution, administration, control)
2. Capability analysis
3. Adaptability analysis
4. SAST (strategic assumption and surfacing technique)

### METHODS: IMPLEMENTATION

#### Situation

##### Environment

As the Federal government exerts more pressure on the illicit drug traffickers in the Southeast, it will only be a matter of time before these businessmen find a more cost effective delivery route. The most logical choice would be California and, if the skyrocketing increase of narcotics seizures within the State is an indicator, the decision has been made. Because of this, California law enforcement managers must be cognizant of the possibility that drug related corruption of the criminal justice system may take root and prosper within the State.



Developing trends have been identified that will impact the extent of drug related corruption within California law enforcement. These trends, when coupled with certain critical events, could produce undesirable results. California law enforcement managers have the potential to develop strategic plans that can control and direct these trends and events so that any negative impact is minimized.

Although this monograph's topic dealt with a Statewide problem, and the trends, events and other source materials that have been gathered thus far are germane throughout the State. It would be exceedingly difficult to continue to use the identified futures methodologies within such a wide data base. With this in mind, a large metropolitan law enforcement agency, the Los Angeles County Sheriff's Department, will be used as the organizational model for the remaining processes.

## TRENDS

In the nominal group technique, 42 emerging trends were identified. These were distilled down to the following five trends that have the most impact upon the issue; additionally, the trends were modified to fit the organizational model:

1. The Los Angeles County Sheriff's Department is faced with a shrinking recruitment base: This trend addresses the fact that most law enforcement agencies within California are having an increasingly difficult time in finding and retaining acceptable recruits to fill departmental vacancies. It includes not only the smaller numerical amounts of applicants, but also the inability of

inability of these applicants to meet the present minimum standards for employment.

2. The cost of living in Southern California continues to increase at a higher rate than the rest of the nation: The primary rational for selecting this trend was the concern that new law enforcement officers will not be able to obtain, much less maintain, a "middle class" life style.

3. Members of the "Me" or "Now" generation are in positions of power within our society: This trend addresses the fact that many of our political, social, business and religious leaders are sacrificing their obligations to our society in favor of the "quick dollar" or self-gratification. This is doubly disconcerting in that not only are they our leaders, but also the role models for the next generation of law enforcement officers.

4. The California criminal justice system is too easy on the criminals: This trend reflects the group's concern that the California criminal justice system is nothing more than a revolving door for the criminal. Additionally, there is too much concern shown for the well-being and "rights" of the criminal and not enough concern is shown for the rights of the victims and society in general.

5. Southern California law enforcement is becoming increasingly more dependent on State and Federal asset forfeiture monies: The money that is being distributed to State law enforcement agencies from State and Federal asset forfeiture cases is used to supplement the fight against illicit drugs. These monies are in addition to an agency's normal narcotics enforcement

budget and in most cases is a sizable monetary boost for a police department.

#### CAPABILITY/ADAPTABILITY ANALYSIS

A group of nine supervisors and managers for the Los Angeles County Sheriff's Department was asked to study and evaluate the Sheriff's Department's strengths, weaknesses and adaptabilities, now and in the future. Each group member was provided with the information gathered in the nominal group technique process, for background information as well as a "capability analysis form" and an "adaptability analysis form."

After reviewing the rationale for the forms and the objective of this process, each group member completed the forms, after which they were reviewed and an average score was determined. The total scores for each category can be reviewed on chart numbers 1 and 2 (Appendix A and B).

In evaluating the Department's capabilities, 19 areas of concern were evaluated. The group scored each of these areas on a one to five scale using the following criteria:

1. Superior -- Beyond present need
2. Above-average -- Suitable for present need. No feasible problem.
3. Average -- Acceptable (not good, not bad)
4. Below-average -- Has problems. Should be better or is deteriorating.
5. Bad Shape -- Immediate action must be taken to improve.

The mean score for each event was determined, which placed the event into one of three categories: Strength, average or weak.

A review of the ratings indicates that the group viewed the strengths and weaknesses of the Los Angeles County Sheriff's Department as follows:

CAPABILITIES

Strengths

Pay/benefits

Growth potential

Image

Training

Officer skills

Supervisor skills

Weaknesses

Manpower

Technology

Funding

Caseload

Sworn/Non-sworn ratio

Of the strengths identified, the four that would allow the Department the ability to blunt the intrusion of drug related corruption are: Pay/benefits, image, training and supervisor skills.

These areas were identified as being weak or nonexistent in all of the actual cases of drug related corruption of law enforcement that were reviewed for this monograph. By rating these organizational capabilities as strengths, the group is indicating that there is less probability that this agency will experience wide ranging corruption due to increased drug trafficking.

The two major negatives were the rating as weaknesses of the categories of manpower and funding. Manpower, because, if a critical shortage is experienced, selection and entry standards for Departmental personnel may be lowered. Also, in an effort to fill this personnel void, the Department may find that it has rookies training and supervising rookies. If the Department experiences a long-term problem in funding, it will be impossible for it to defend itself against drug related corruption. Without proper funding many of the areas that were identified as strengths will be weakened or eliminated. Any strategic plan must acknowledge and address these two primary weaknesses if it is to have a positive impact on the Department.

The second portion of the analysis was the evaluation of the ability of the Los Angeles County Sheriff's Department to change. The group rated the Department, ranging from a low of 1 to a high of 5, in the areas of top management, organizational climate and organizational competence. The definition of the rating scale was as follows:

1. Custodial - Rejects change
2. Production - Adapts to minor change
3. Marketing - Seeks familiar change
4. Strategic - Seeks relative change
5. Flexible - Seeks novel change

The group was advised that ratings 1 and 2 allow very little change; rating 3 allows a normal flow of change; and 4 and 5 allow radical change.

The consensus of the group on the adaptability form was that the Department was seen to promote the "normal flow of change" or "marketing" mode of change. This would indicate a propensity toward change as long as the design for delivering the change is familiar and comfortable for the organization.

An interesting trend was noted in that, starting with the middle management and moving to the non-sworn personnel, each level of personnel type became less adaptable to change. Again, this must be considered in the development of a strategic plan for the Department.

Having identified the strengths, weaknesses and adaptability of the organization, it is now imperative that the mission of the organization be identified prior to developing any policy options regarding the general issue.

#### MISSION STATEMENT

GENERAL LAW ENFORCEMENT MISSION: To provide superior law enforcement and emergency services to the citizens of the State of California.

MISSION OF THE LOS ANGELES COUNTY SHERIFF'S DEPARTMENT: To provide ...

"A broad range of public safety services with the following objectives: 1) To furnish to the citizens of Los Angeles County superior law enforcement service, including the highest levels of patrol and investigation capabilities; 2) To support the County criminal justice system through responsible leadership and by effectively utilizing quality resources in the areas of prisoner custody, court services, training and technological specialties; 3) To strive for continued recognition as an outstanding fiscally responsible law enforcement agency, maintaining excellence of performance in

managing the delivery of human and logistical resources required to meet our responsibilities."  
(Los Angeles County Sheriff's Department, 1985)

### EXECUTION

After reviewing the results of the preceding futures methodologies, the group members were invited to prepare a list of policy statements that would address the impact of drug related corruption within the Los Angeles County Sheriff's Department by the year 2000. The following policy statements are the consensus selections of the group:

1. The Department will develop a mandatory training program for all levels of personnel, addressing drug related corruption within law enforcement.

2. The recruitment and retention of qualified personnel should be the number one priority of the Sheriff's Department.

3. The Department should actively participate in lobbying and programs directed at countering the trend toward tax reform and salary cap legislation.

4. Mandatory drug testing for all Departmental personnel.

5. The Department should actively support legislation dictating more severe punishments for drug dealers and traffickers.

6. The Department should take the lead role in developing regional task forces to combat the drug trade.

7. Assignments to the Department's narcotics bureau will be limited to four years.

8. The Department should sponsor the State licensing of all law enforcement officers.

Upon completion of their list of policy options, the group was introduced to the "Modified Policy Delphi Technique." The group was then provided with rating sheets for the Policy Delphi, upon which they evaluated each policy option's overall feasibility and desirability.

The scoring range for feasibility ran from 0 points for definitely infeasible (cannot be implemented), to 3 points for definitely feasible (no hindrance to implementation).

On the desirability scale the range was 0 points for very undesirable (extremely harmful, major negative), to 3 points for very desirable (justifiable on its own merits).

The maximum score that each policy option could realize is 54 points, which would occur if all nine group members rated three points for both feasibility and desirability.

The total scores received on each option are reflected in the "Results of the Policy Delphi" (Appendix C).

The Policy Delphi process indicated that policy option #1, "the Department will develop a mandatory training program for all levels of personnel, addressing drug related corruption within law enforcement", and policy option #2, "the recruitment and retention of qualified personnel should be the number one priority of the Sheriff's Department", were tied with the most points received (50 points out of a possible 54). The most polarized (the widest split of high and low scores) and, therefore, the most controversial, was policy option #4, "mandating drug testing for all Department personnel."



In keeping with the guidelines of the "Modified Policy Delphi Technique" the group agreed that all three of these policy options (#1, #2 and #4), would be used in developing and implementing a strategic planning management process.

### STAKEHOLDERS

It is important in developing a strategic plan to identify individuals, groups or organizations, who have a vested interest in decisions concerning the objective of your plan. For the purpose of this process, the following definition was used:

Stakeholder: Any person, group or organization that has, or could have, an interest in a strategic plan that would impact the extent of drug related corruption in the Los Angeles County Sheriff's Department by the Year 2000..

After agreeing on what policy options would be utilized in the strategic plan, the group identified, through the brainstorming technique, a list of 24 stakeholders. The group then determined which of the stakeholders would have the greatest impact on the strategic plan. They identified the following:

- Los Angeles County Chief Administrative Officer (CAO)
- Los Angeles County Sheriff's Department executives
- Los Angeles County Sheriff's Department middle managers
- Los Angeles County Sheriff's Department supervisory personnel
- Sworn personnel associations
- Non-sworn personnel unions

The next step was the identification of several assumptions, preferably covering both positive and negative aspects, on each of the major stakeholders. The following assumptions are based on each group member's personal experience and opinion regarding the stakeholders. For clarity, the assumptions were recorded and then condensed into consensus statements.

Los Angeles County Chief Administrative Officer (CAO)

1. As keeper of the County purse, it will be imperative to have the support of the CAO on any policy option that will require additional or new funding. The fact that drug corruption of law enforcement officers is a hot media item will not be lost on the CAO or his bosses--the Board of Supervisors.

2. However, if there is a great deal of public pressure against a policy, either from within or outside County government, he could easily withdraw his support. In the past, this has been done subtly, by reducing specific budget requests or, as blatantly as voicing opposition, via news conferences.

Los Angeles County Sheriff's Department Executives

1. Their support is pivotal to this or any other strategic plan.

2. Several of the executives have strong personal feelings, both pro and con, regarding drug testing of law enforcement officers.

3. The training, recruitment and retention policies will be acknowledged as beneficial to the Department. The executives' concerns will be the source of the resources to make these policies happen.

4. Many of the executives are tradition bound and are not overly receptive to change unless it provides immediate results for their areas of interest.

#### Los Angeles County Sheriff's Department Middle Managers

1. The majority of the middle managers will be supportive of any plan that would insure the continued "health" of their Department.

2. The younger middle managers will be the most supportive because they will be running the Department in the year 2000 and they want to insure that they do not inherit any major problems.

3. Like the executives, many middle managers have strong personal feelings regarding the mandatory drug testing of Departmental personnel.

4. Some of the more senior middle managers may be hesitant to support a policy for which they do not see a tangible need. This group, due to their tenure on the Department, could exert a good deal of negative pressure on a strategic plan.

#### Los Angeles County Sheriff's Department Supervisory Personnel

1. These stakeholders mirror the same assumptions as the the middle managers. As the link between management and the line personnel, their support, or lack of support, of a policy will directly influence their subordinates. More important, they are the Department's first line of defense against corruption.

### Sworn Personnel Associations

1. The associations would want input into any aspect of the strategic plan that would affect their current, and possibly future, memorandums of understanding.

2. The associations will be totally against any form of mandatory drug testing.

3. After a meet and confer phase with the associations, it is quite possible that a compromise could be reached so that all parties win.

4. Even without the associations' approval, the Department could still pursue the strategic plan. However, the Sheriff is an excellent politician and, as such, prefers win/win situations.

### Non-sworn Personnel Unions

1. Share the same concern as the sworn associations, but have a tendency to be more militant and much more vocal.

### RECAPITULATION OF ASSUMPTIONS

All the stakeholders could benefit from a strategic plan that incorporates the three policy options. Conversely, anyone of the stakeholders could find fault with a specific aspect or portion of the plan. It is crucial that the final presentation of the strategic plan allows for enough flexibility to address, and possibly accommodate, these grievances without diminishing the goals of the plan.

To aid the Department in presenting and implementing the strategic plan, the group plotted each primary stakeholder's involvement with the three policy options. In this process, each

stakeholder is identified by number and placed on a strategic assumption surfacing chart. The vertical scale, "most certain", indicates that the stakeholders have made up their minds either for or against the policy. At the bottom of the vertical scale, "most uncertain", indicates that the stakeholder is not committed to a position or that their position is not known.

The chart's horizontal scale indicates the level of importance the stakeholder places on the change being made. The results of the strategic assumption surfacing techniques are recorded on Chart #3 (Appendix D).

#### COURSE OF ACTION

The project duration for the implementation phase of the strategic plan will be three years. It is anticipated that the groundwork for all three policy options will be completed by the end of the first year. During this time, the Department will meet and confer with both the sworn associations and the non-sworn personnel unions to advise them of the mandatory anti-corruption training program (Option #1). The Department will also solicit associations' and unions' input on how best to attract qualified law enforcement personnel and how to retain the personnel on the Department (Option #2). The last topic on the meet and confer agenda will be mandatory drug testing (Option #4).

The results of these sessions will be presented to the Departmental executives so that they can make the necessary

adjustment to insure the success of the plan. Also, during the first year, the recruitment detail will be expanded, with the majority of the new items going to background investigations.

A campaign will be mounted to enlist the aid of civilian volunteers from within the various ethnic communities to assist in minority recruitment.

The narcotics bureau will also be expanded. The reason for this is two-fold: To stem the rising tide of narcotics coming into the country; and to increase the amount of assets forfeiture money the Department will receive from the increased narcotics enforcement.

In the second year, the Department's Substance Abuse Narcotics Education (S.A.N.E.) program will be expanded to all elementary schools within the Sheriff's jurisdiction.

The mandatory training program that addresses the problem of drug related police corruption will be implemented. The curriculum will include classes on social and professional ethics, the history of California law enforcement, the role of law enforcement within our society, and financial planning for police officers. Although core classes will remain constant, each presentation will be geared to its audience, i.e., sergeants, lieutenants, civilian personnel.

A new salary/benefits package will be presented to the associations and unions which not only includes a significant increase in pay and benefits, but also the introduction of a mandatory annual physical, which will be provided at County expense. As with all complete physicals, a blood workup will be

done that includes screening for drug usage.

In the final year, the strategic plan will be evaluated and fine tuned by the Departmental executives. Once it has been affirmed that the plan is attaining its objectives, it will become a permanent Departmental policy package.

#### ADMINISTRATIVE AND LOGISTICS

As stated throughout this process, it is imperative that executives of the Los Angeles County Sheriff's Department understand, and are convinced of, the seriousness of the problem facing their department. It will be their enforcement of the new policy that will insure its positive results. Likewise, they will have to commit the additional personnel and resources necessary for the various aspects of the plan. But these short-term expenditures will be more than outweighed by the positive long-term results of the plan.

It also rests upon the executives to educate the politicians and the public to the Department's proactive approach to combating this problem and, in so doing, generate a sound community support base for the plan.

#### PLANNING SYSTEM

The group really enjoyed trying to identify the appropriate planning system for the Los Angeles County Sheriff's Department. In evaluating the Department's approach on the three policy options, two factors were considered. The first was the level of predictability of the future (the vertical scale). The scoring

ranges from a high degree of assurance that an event will occur ("1" on the chart), to a completely unpredictable future ("5" on the chart), a predictable future was rated as a "3". The second element that was considered was the level of turbulence or the number of changes that will occur. The scoring ranges from "no change" ("1" on the horizontal scale), to continuous change ("5" on the scale).

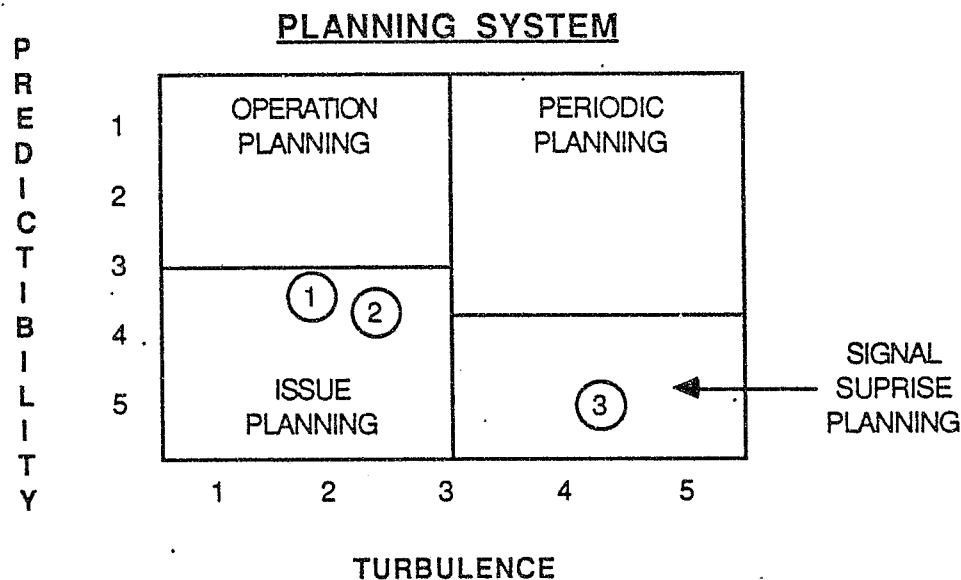
There are four basic planning systems: Operational, Issue, Periodic and Signal Surprise. By choosing the level of both predictability and turbulence, it is possible to identify the type of planning system that will be utilized on each option.

The group decided that for policy option #1, anti-corruption training, and policy option #2, recruitment and retention, would be accomplished by issue planning in that they have a very predictable future and will cause minimal turbulence or change within the Department.

However, policy option #4, mandatory drug testing, will take signal surprise planning, in that its future within the Department is very unpredictable and its occurrence will cause a great deal of turbulence within the organization.

The following is the consensus results of the planning system process:





1. Anti-corruption training
2. Recruitment and retention
3. Mandatory drug testing

For the strategic plan to be implemented, it is imperative that the stakeholders support and accept, not only the policy consideration, but also, the course of action and the planning phase. This is accomplished through a negotiation process.

Keeping in mind the observations of Fisher and Ury in Getting to Yes, regarding the three criteria by which any method of negotiation can be judged: 'It should produce a wise agreement, if agreement is possible. It should be efficient. And it should improve, or at least not damage, the relationship between the parties.' (Fisher and Ury, 1983, p.13). In keeping with the foregoing criteria, the following negotiable issues were identified for the strategic plan.

## POINTS OF NEGOTIATION

Willing to be flexible on:

1. The length of the strategic plan.
2. The exact curriculum in the anti-drug corruption training program.
3. The formatting and time line on the new recruitment program.
4. The specific areas to be addressed in the personnel retention plan.
5. The phasing-in processing of the mandatory drug testing.

Not willing to be flexible on:

1. The need for a mandatory training program that addresses the problem of drug related corruption in law enforcement.
2. A program geared to attract the highest caliber law applicant to the Department.
3. Increasing the recruitment effort within the various ethnic communities the Department serves, thereby cementing the tie between these communities and the Department.
4. Mandatory drug testing for the sworn members of the Department.

## STAKEHOLDERS' POINTS OF NEGOTIATION

### Los Angeles County Chief Administrative Officer (CAO)

As keeper of the County purse, the CAO will be supportive of any plan or program that would result in a more effective usage of County resources. He is also very attuned to the media and public sentiment, and responds accordingly.

Since the issue that is involved in this policy is critical to maintaining a healthy and productive criminal justice system within the County, the CAO should be generally supportive.

Therefore, he will be flexible on the following points:

1. Any plan to improve the Department as long as all costs are taken out of the current funded budget, and there are no hidden budget requests.
2. Programs that are responsive to the current needs of the community.
3. Programs that improve the quality of County employee and lessen overall employee costs.

He will not negotiate the following:

1. Any program that will weaken the County's position when it comes to contract negotiations with the labor associations.
2. Any program he deems counterproductive to his master plan for County government.

### Los Angeles County Sheriff's Department Executives

The executives' support is pivotal to the implementation of this plan. Not only will they benefit from blunting the possibility of corruption within their department, they will be exercising their stewardship of their organization by assuring its continual healthy growth. However, some of the executives are tradition bound and not overly receptive to change unless it provides immediate results for their areas of responsibility.

**They can be expected to be flexible in dealing with:**

1. Any training program that will benefit the Department.
2. New recruitment and retention programs as long as the guidelines and standards are approved by the executive planning council.
3. Their response to the mandatory drug testing for Departmental personnel is hard to predict. As stated, they are, as a whole, very traditional and this policy may go against their grain.

**The executives would not negotiate on:**

1. Any program that would give the labor associations more bargaining power at contract time.
2. Any program that would produce a marked reduction of personnel or resources within their areas of responsibility.
3. Any program that would cast them or the Department in a negative light.

### Departmental Middle Managers and Supervisors

These two stakeholders were combined, not because of similar job functions, but rather similar perspective and concerns. As stated previously, the senior members among these stakeholders may be resistant to change merely because they are tradition bound; however, they are in the minority, and with a concerted effort, their objections can be overcome.

#### **They will be flexible on:**

1. Any plan that would make their job safer and the Department more responsive to their's and their subordinates' needs.
2. Any program that would insure growth within the Department.
3. Any program that does not have "take aways" involved in its implementation.

#### **They will not negotiate on:**

1. Any program that threatens either their jobs or their subordinates'.
2. Plans that increase responsibility without corresponding compensation.
3. Programs that are "forced" upon them from above without explanation.
4. Programs that endanger their safety or the safety of their subordinates.

Sworn Personnel Associations and Non-sworn Personnel  
Unions

The labor associations/unions will want input into any aspect of the strategic plan that would effect their current memorandum of understanding. Even after the meet and confer sessions with the associations/unions, it would be possible for the Department to go against their wishes--possible, but not probable.

The associations/unions would be flexible toward:

1. Any plan that they perceive as beneficial to their membership.
2. Any program within which they do not lose power or face.
3. The time line for implementation of any plan they support.
4. Any plan that would increase their membership.

They will not negotiate on:

1. Any program that effects their members without meet and confer input.
2. Any program that would weaken their bargaining position during contract negotiations.
3. Any plan that helps only the "brass" (lieutenants and above).
4. Any plan that would reduce their membership.

To this point, the issue had been evaluated, the future defined and a strategic plan has been developed. The final phase of this project will be to develop a transition management plan.

### OBJECTIVE THREE

#### STATEMENT

The third objective is to develop the transition process by which the plan developed in objective two is strategically managed to produce the selected futures scenario. The following methods were used in developing the transition plan for this monograph.

#### METHODS: IDENTIFICATION

1. Commitment planning
2. Critical mass
3. Commitment analysis
4. Management structure
5. Responsibility charting

#### METHODS: IMPLEMENTATION

##### Commitment Plan

A commitment plan is a process involving a series of actions which are necessary for the change to occur. According to Beckhart and Harris, the steps in developing a commitment plan are:

1. Identify target individuals or groups whose commitment is needed.
2. Define the critical mass.
3. Develop a plan for getting the commitment of the critical mass.
4. Develop a monitoring system to assess the progress.

(Beckhart and Harris, 1977: P.54)

## CRITICAL MASS

Critical mass is defined by the same writers as "Those individuals or groups whose active support will ensure that the change will take place." (Beckhart and Harris, 1977: P.53)

For the purpose of this process the critical mass is the principle stakeholders who were identified in objective two. To aid in working with the critical mass it is helpful to graph out the commitment of each stakeholder. In the following chart there are four levels of commitment: "Make It Happen", "Help It Happen", "Allow It To Happen" or "Block the Activity". The chart also indicates the present and desired positions of the critical mass.

### Commitment Evaluation

<u>Stakeholder</u>	<u>Block</u>	<u>Allow</u>	<u>Help</u>	<u>Make</u>
Chief Administrative Officer		X	O	
Departmental Executives		X	O	
Middle Management/Supervisors			X	O
Associations/Unions		X O		

#### **Legend:**

X indicates the present position

O indicates the desired position



## LEVELS OF COMMITMENT

The Chief Administrative Officer is willing to allow all aspects of the strategic plan to occur. From his viewpoint there are no negatives involved, only positive results..

If there is sufficient positive media and community response prior to the implementation of the plan, the CAO would quickly move to the position of "Help the plan attain its goal."

The Departmental executives also will allow the plan to happen. However, if those who still have reservations concerning the drug testing portion of the plan can be persuaded to see the long-term Department benefits of the program, the executives will move from allow the plan to happen to helping it occur.

The Departmental middle managers and supervisors are the keystone in this or any other strategic plan that involves the entire Department. It is not enough for them to help the plan occur, they must make it happen.

This can be accomplished by including representatives from these groups in the development phase of the strategic plan. By providing them with ownership of the plan it will move them into the position of making the plan happen.

The associations/unions will allow the plan to occur. This is, in fact, the acceptable position for this type of stakeholder to take. It allows them to, after the fact, to either take credit if the plan succeeds, or point fingers at the Department if it fails.

As with all aspects of the Los Angeles County Sheriff's Department, the "wild card" is always the Sheriff, although his direct intervention into the transition of the strategic plan is not likely, it could happen. The reason for his intervention, either for or against our plan, could be caused by political or organizational pressures that are not known to, or perceived by, the other executives.

### MANAGEMENT STRUCTURE

It is necessary, prior to beginning transition process to determine how this phase will be managed and by whom. The following list of management structures were identified by Beckhart and Harris:

1. Chief executive becomes the project manager.
2. Project manager
3. The hierarchy
4. Representatives of constituencies
5. Natural leaders
6. Diagonal slice throughout the organization
7. The "Kitchen Cabinet"

(Beckhart and Harris, 1977: pp.47-45)

Although it is anticipated that several of these management structures will be used during the transition phase of the strategic plan, it is believed that two will dominate: Project manager and representatives of constituencies. The project manager will be appointed from within the Departmental executives.

The project manager will have overall responsibility for all aspects of the transition process and will ultimately be held accountable for the plan's success or failure. This management structure is traditional within the organization.

However, recently there has been a trend developing within the Department in which the project manager forms groups of individuals who represent the various elements of the Department that will be impacted by a project, to aid in the development, implementation and management of specific projects.

Since this strategic plan effects all levels of personnel within the Department it is anticipated that the representatives of constituencies management structure will be used during the strategic plan's transition phase.

#### RESPONSIBILITY CHARTING

This technique focuses on allocating work responsibilities during the transition phase of the strategic plan. The process requires a chart that is separated into a gridwork. The decisions and actions to be taken are listed on the left side of the grid. The names of the individuals who will be taking part in the decision making are placed on the right side. A behavior is assigned to each person opposite each of the decisions and actions.

The behaviors are: 1) responsibilities to see that the action or decision occurs; 2) overall approval of actions or decisions, with a right to veto; 3) providing resources to support

the actions or decision; and 4) being informed of actions or decisions.

Each action decision is considered and corresponding behaviors are assigned. Only one person is responsible for each action or decision. The process provides a checklist to determine appropriate behavior because it involves the identification of actions and decisions, levels of responsibility and a consensus of group ideas.

#### TECHNOLOGY SUMMARY

In addition to the above technologies, of paramount importance to the transition of the strategic plan, is the education of Departmental personnel in all aspects of the plan. Like all people, sheriff's deputies have a high need for certainty in their lives. When this need is coupled with the professional pessimism that they have developed, the requirement to fully educate all members of the Department is apparent.

This will be done by a series of Department informational bulletins that will outline the complete strategic plan and its implementation timetable.

Specific issues will be discussed at mandatory unit level meetings. The results of these meetings will be fed back to the project director to aid in the smooth transition of the plan.

This education process is critical if the strategic plan is to be accepted and receives the support and commitment necessary for its achievement.

## CONCLUSION

The annual worldwide profit from illegal drug trafficking runs into the hundreds of billions of dollars. Where this amount of profits are generated from criminal activity, corruption within government is always present.

While American law enforcement has had a history of corruption, it was not until approximately 15 years ago that drug related corruption began to surface within the American criminal justice system. This "new" form of corruption's impact on the system has steadily increased, in direct proportion to the increase in illicit drug profits.

Although California law enforcement has managed to avoid any major drug related corruption scandals, it is acknowledged that all the precursors exist for this form of corruption to take root and prosper within the State. However, to date, there has been little research done and few articles written that can aid police managers in addressing the problem of drug related corruption within their organizations.

If, in fact, California is becoming the primary induction point for illegal drugs into the United States. It is incumbent upon State law enforcement managers to provide a united front against this threat before drug related corruption is allowed to undermine our ethical and professional infrastructure.

With this goal in mind, and through the utilization of futures research methodologies, several emerging trends and critical events were identified that would impact the extent of drug

related corruption within California law enforcement by the year 2000. From the resulting data three scenarios were designed, one of which was selected as the core element in this process.

The selected scenario, "We Persevered", is written from the perspective of a California chief of police looking back from the year 2000. The chief reflects back on how, through the lessons he had learned as a police administrator in South Florida, he had been able to prevent drug related corruption within his department. His proactive programs included a mandatory anti-drug corruption program for all departmental personnel. He also developed an extensive ethnic recruitment and assimilation program for his department. Additionally, he instituted a mandatory drug testing program for all of his personnel.

This scenario provided the basis for the policy review and considerations that are necessary for the development of a strategic plan. Although all the information that had been gathered or developed in the monograph was germane throughout the State, it was determined that working with a statewide data base would be extremely cumbersome. Therefore, a law enforcement agency, the Los Angeles County Sheriff's Department, was selected as an organizational model for the remaining processes.

It was shown that the Sheriff's Department had both the capability and adaptability to make changes that would positively effect the extent of any drug related corruption that it could experience.

With this in mind, a strategic plan was developed around the following three core policies:

1. The Department will develop a mandatory training program for all levels of personnel, addressing drug related corruption within law enforcement;
2. The recruitment and retention of qualified personnel should be the number one priority of the Sheriff's Department; and
3. Mandatory drug testing for all Departmental personnel.

The stakeholders in the strategic plan were identified and a course of action for the implementation of the strategic plan was designed.

The final portion of the monograph dealt with the development of a transition process by which the strategic plan was properly managed to produce the selected future scenario. This included identifying the individuals or groups whose support will insure that the strategic plan will succeed, also known as the "critical mass." Once the critical mass was identified, their levels of commitment to the strategic plan were determined.

A management structure was then selected that would insure the smooth transition of the strategic plan into reality.

The primary purpose of this monograph is to awaken California law enforcement to the fact that, unless programs are developed now to stifle drug related corruption within our state, by the turn of the century we will be facing a cataclysmic problem.

Examples of this escalating problem can be found in law enforcement agencies nationwide. It now rests on the shoulders of California criminal justice managers to take the time to learn from these tragic examples.

Once this knowledge has been gathered, resources must be made available to develop and maintain the programs that will limit the extent of drug related corruption in California law enforcement.



APPENDICES

Appendix A

(Chart 1)

CAPABILITY ANALYSIS

Los Angeles County Sheriff's Department

Instructions

Evaluate each of the below listed categories based on the following criteria:

- I. Superior                      Beyond present need
- II. Above-average              Suitable for present need, no feasible problem
- III. Average                      Acceptable (not good, not bad).
- IV. Below-average              Has problems, should be better or is deteriorating
- V. Bad Shape                      Immediate action must be taken to improve

CATEGORY	I	II	III	IV	V
MANPOWER			4	3	2
TECHNOLOGY		1	2	5	1
EQUIPMENT		3	3	3	
FACILITIES	1	2	3	3	
FUNDING			4	3	2
SUPPLIES		3	3	2	1
CASELOAD			4	4	1
MANAGEMENT SKILLS	2	2	4	1	
SUPERVISORY SKILLS	1	4	3	1	
OFFICER SKILLS	2	4	3		
TRAINING	2	2	5		
IMAGE	2	2	3	2	
BOARD OF SUPERVISORS SUPPORT	1	1	6	1	
GROWTH POTENTIAL	3	2	3	1	
MANAGEMENT FLEXIBILITY		2	4	3	
SWORN/NON-SWORN RATIO		1	3	3	2
PAY/BENEFITS		4	3	2	
TURNOVER		3	3	3	
MORALE		4	3	2	

Appendix B

(Chart 2)

ADAPTABILITY ANALYSIS

Los Angeles County Sheriff's Department

Instructions

Evaluate each item for the Los Angeles County Sheriff's Department regarding the type of activity it promotes:

- |                |                        |
|----------------|------------------------|
| I. Custodial   | Rejects change         |
| II. Production | Adapts to minor change |
| III. Marketing | Seeks familiar change  |
| IV. Strategic  | Seeks related change   |
| V. Flexible    | Seeks novel change     |

- Ratings I and II allow very little change
- Ratings of III allow normal flow of change
- Ratings IV and V allow radical change

CATEGORY	I	II	III	IV	V
<u>TOP MANAGERS</u>					
MILITARY/PERSONALITY		3	3	3	
SKILLS/TALENT		1	5	3	
KNOWLEDGE/EDUCATION		2	4	3	
<u>ORGANIZATIONAL CLILMATE</u>					
CULTURE/NORMS		3	4	2	
REWARDS/INCENTIVES	1	1	4	3	
POWER STRUCTURE		1	4	4	
ORGANIZATIONAL COMPETENCE					
STRUCTURE			5	4	
RESOURCES		2	5	2	
MIDDLE MANGEMENT			4	3	2
SUPERVISORY PERSONNNEL		2	4	2	1
LINE PERSONNNEL	1	2	4	2	
NON-SWORN PERSONNEL	1	4	3	1	

## Appendix C

### RESULTS OF POLICY DELPHI

#### EVALUATION AND SCORE CRITERIA

##### Feasibility:

- 3 points: Definitely Feasible -- No hindrance to implementation
- 2 points: Possibly Feasible -- Could happen with further consideration
- 1 point: Possibly Infeasible -- Some indication that it is workable
- 0 points: Definitely Infeasible -- Cannot be implemented

##### Desirability:

- 3 points: Very Desirable -- Justifiable on its own merits
- 2 points: Desirable -- Some pro and con, but beneficial
- 1 point: Undesirable -- Cannot justify, harmful
- 0 points: Very undesirable -- Extremely harmful, major negative

The maximum score that each policy option could realize would be 54 points (nine group members all rating three points for both Feasibility and Desirability).

The individual and combined scores for each policy option are:

**Option 1:** The Department will develop a mandatory training program, for all levels of personnel, addressing drug related corruption within law enforcement.

Feasibility:	Total score	23
Desirability:	Total score	27

Combined score 50

Option 2: The recruitment and retention of qualified personnel should be the number one priority of the Sheriff's Department.

Feasibility: Total score 25  
Desirability: Total score 25

Combined score 50

Option 3: The Department should actively participate in lobbying and programs directed at countering the trend toward tax reform and salary cap legislation.

Feasibility: Total score 19  
Desirability: Total score 20

Combined score 39

Option 4: Mandatory drug testing for all Departmental personnel.

Feasibility: Total score 15  
Desirability: Total score 23

Combined score 38

Option 5: The Department should actively support legislation dictating more severe punishments for drug dealers and traffickers.

Feasibility: Total score 18  
Desirability: Total score 26

Combined score 44

Option 6: The Department should take the lead role in developing regional task forces to combat the drug trade.

Feasibility: Total score 20  
Desirability: Total score 20

Combined score 40

Option 7: Assignments to the Department's narcotic bureau  
will be limited to four years.

Feasibility: Total score 25

Desirability: Total score 20

Combined score 45

Option 8: The department should sponsor the State licensing  
of all law enforcement officers.

Feasibility: Total score 15

Desirability: Total score 12

Combined score 27

## Appendix D

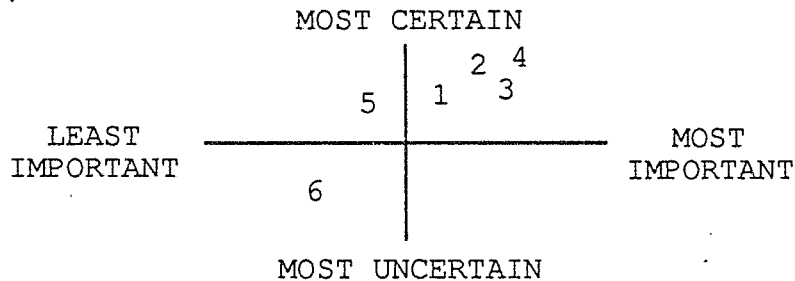
(Chart 3)

### STRATEGIC ASSUMPTION SURFACING TECHNIQUE

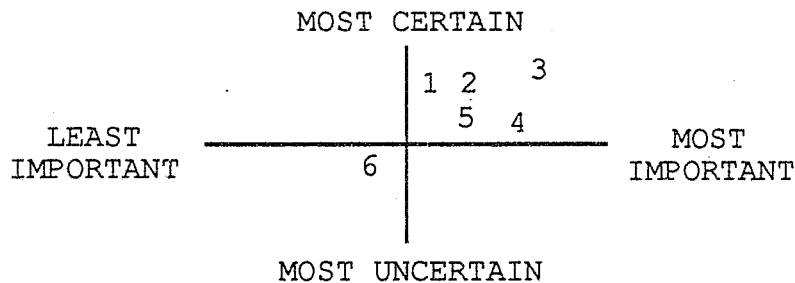
#### Stakeholders

1. Los Angeles County Chief Administrative Officer (CAO)
2. Los Angeles County Sheriff's Department executives
3. Los Angeles County Sheriff's Department middle managers
4. Sworn personnel associations.
5. Non-sworn personnel unions

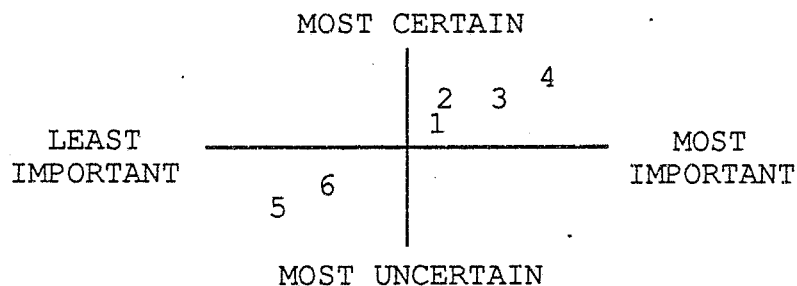
#### MANDATORY ANTI-DRUG CORRUPTION TRAINING



#### RECRUITMENT AND RETENTION OF QUALIFIED PERSONNEL



#### MANDATORY DRUG TESTING



## Appendix E

### INTERVIEWS

Aceman, Omar. (1988) Interviewed March 1. Aceman is the training coordinator for the Drug Enforcement Administration in South Florida.

Bennett, Judith. (1988) Interviewed February 29. Bennett is a captain with the Miami Police Department's Personnel Bureau.

Deluca, Arnold. (1988) Interviewed February 29. Deluca is the commander of the Metro-Dade Police Department's Internal Review Section.

Fleischman, Joan. (1988) Interviewed February 29. Fleischman is a reporter for the Miami Herald who has covered the drug corruption cases in South Florida.

Gropper, Bernard, Ph.D. (1988) Interviewed March 4. Gropper is an expert on drug testing for the United States Department of Justice.

Harper, D.A. (1988) Interviewed March 3. Harper is a lieutenant assigned to the Homicide Bureau of the Metro-Dade Police Department.

Harrison, Kenneth Sr. (1988) Interviewed February 29. Colonel Harrison commands the administrative section of the Miami Police Department.

Havens, Ray. (1988) Interviewed March 1. Havens is the chief investigator for the Dade County State Attorney's Office.

Holly, Glen. (1988) Interviewed March 4. Section leader for the National Criminal Justice Reference Service.

Ilhart, Ronald. (1988) Interviewed March 3. Ilhardt is a homicide investigator for the Miami Police Department.

Judd, James. (1988) Interviewed March 2. Judd is a special agent for the Federal Bureau of Investigation who has investigated several drug related corruption cases in South Florida.

Lopez, Al. (1988) Interviewed February 28. Lopez is a private investigator who was part of the defense team in the "Miami River Cops" case.



O'Boyle, Ernie. (1988) Interviewed March 4. National Criminal Justice Reference Service.

Rasmussen, Howard. (1988) Interviewed March 3. Rasmussen is the Deputy Police Administrator for the Miami Police Department.

Rice, Douglas. (1988) Interviewed March 3. Lieutenant Rice is in charge of special projects for the Miami Police Department.

Salem, Stephan. (1988) Interviewed March 4. National Institute of Justice.

Singleton, Al. (1988) Interviewed March 2. Singleton is a homicide sergeant for the Metro-Dade Police Department.

Thorne, Joseph. (1988) Interviewed February 29. Thorne is the Internal Review Board lieutenant for the Metro-Dade Police Department.

Ward, Richard. (1988) Interviewed March 7. Ward is the Chief of the Law Enforcement Branch of the Bureau of Justice Assistance.

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## EXECUTIVE SUMMARY

As the Federal government exerts more pressure on the illicit drug traffickers in the Southeast, it will only be a matter of time before these "businessmen" find a more cost effective delivery route. The most logical choice would be California and, if the skyrocketing increase of narcotics seizures within the State of California is an indicator, the decision has already been made.

If the drug traffickers follow their past practices, the more drugs that they put on the streets, the greater the amount of money "written off" in bribing local law enforcement. Because of this, California law enforcement managers must be cognizant of the possibility that drug related corruption of the criminal justice system may take root and prosper within the State.

In this monograph, through the use of futures research techniques, data was gathered that resulted in the creation of several scenarios. One of these scenarios was selected as the basis for policy considerations which, if implemented, would positively impact the general issue.

An organizational model was selected in which to develop a strategic plan that was designed around the following selected core policies: Development of a mandatory training program for all levels of law enforcement personnel, addressing drug related corruption; recruitment and retention of qualified personnel; and mandatory drug testing for all law enforcement personnel.

An implementation plan was then developed which identified individuals or groups who had a stake in the strategic plan; techniques to gain their support; and negotiable and non-negotiable issues within the plan.

The final portion of the monograph deals with the development of a transition process by which the strategic plan was properly managed to produce the desired results.