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WHAT WILL BE THE ROLE OF THE PATROL OFFICER  
IN COMBATING DRUG ABUSE BY THE YEAR 1998?

COMMAND COLLEGE  
CLASS SIX

AN INDEPENDENT STUDY

by

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## EXECUTIVE SUMMARY

This study examines past, present and future issues related to the role of the patrol officer in law enforcement's efforts to combat drug abuse.

The study found that law enforcement's traditional response to the drug abuse phenomenon has been to target the supply side of the problem. It was determined through background research that this response has been largely ineffective at curbing drug abuse. Findings suggest that law enforcement may experience greater success by targeting the demand side of drug abuse.

Using the background information as a foundation, futures research methods were utilized to project changes that might impact the role the patrol officer will play in combating drug abuse by the year 1998. Current trends and possible future events were forecast to determine their potential to impact drug abuse and the patrol officer's ability to deal with the problem. This information was utilized to develop scenarios representing three possible futures for California law enforcement in 1998. These scenarios were each designed to provide different possible outcomes for current forces in motion.

One of the futures scenarios describes a future that is considered to be desirable from social and law enforcement perspectives. This future assumes that law enforcement has implemented training, communication and education policies which are designed to increase the patrol officer's effectiveness in combating drug abuse. This scenario is described as being "desired and attainable." It serves as the basis for the development of a strategic planning process which targets the role the patrol officer will play in combating drug abuse by 1998. Emphasis of the strategic planning process was placed on developing a countywide strategy from the local law enforcement perspective.

Several techniques were utilized during the strategic planning process. These techniques included interviews with persons who have expertise in the area of drug abuse or drug enforcement. An analysis of law enforcement's current response and future response potential to the problem of drug abuse was also conducted. A strategic plan consisting of six major policies and nine specific strategies was the result of this process.

The strategic plan was studied further to determine how implementation would be handled. A case study was utilized to demonstrate the transition management process used during plan implementation. The transition management plan provides a model for implementation of the strategic plan at the county level.

B A C K G R O U N D

# WHAT WILL BE THE PATROL OFFICER'S ROLE IN COMBATING DRUG ABUSE BY THE YEAR 1998?

## PROJECT BACKGROUND

### THE PATROL ISSUE

Perhaps the most overlooked resource in law enforcement's war on drugs is the patrol officer. Drug enforcement has been passed on to specialized details and task forces, as local government officials recognize that drug trafficking cases are generally too complex to be dealt with by the uniformed police officer. As a result, many patrol officers feel narcotics enforcement is no longer a key part of their job. With all of the focus on "the big case" and asset seizures, many patrol officers feel that working street level drug abusers and small street narcotics sales cases is probably a waste of time. Even if they do take the time to arrest a street level drug abuser, it is often thought by uniformed officers that the district attorney will not prosecute the case anyway. Faced with complex search and seizure laws, mounting calls for services, questionable chances of prosecution and a host of other priorities, most uniformed officers spend little, if any, of their daily shift working narcotics abuse related cases.

On most police departments and sheriffs' departments, however, there is usually a small percentage of patrol officers who still view narcotics enforcement as an integral part of their duties. These officers enforce drug laws with a passion. While others are writing citations and taking reports, these officers are busy stopping vehicles and pedestrians for drug violations. Their arrest statistics are often



at the top of the department and sometimes ahead of members of the specialized narcotics enforcement units. For some reason, these officers always seem to be at the right place at the right time when drug deals are taking place. They seem to have a sixth sense about which vehicles and persons are holding drugs. These officers are often very independent and have strong opinions about what the priorities of their department should be.

What exactly is the patrol officer's role in combating drug abuse? More importantly, what should that role be? Should patrol officers of the future be an occasional link in a much larger effort to interrupt supply? Or should they be our first line of defense in reducing demand? These questions and more will be answered as the issue of the patrol officer's role in combating drug abuse by 1998 is addressed.

Before examining the role of the patrol officer in drug enforcement in the future, it is extremely important to first understand drug abuse itself. In other words, it is difficult to find a solution without first understanding the problem.

#### AN OVERVIEW OF THE DRUG ABUSE PHENOMENON

Drug abuse is a worldwide problem that has some impact on nearly every man, woman and child today. The problem is so widespread that the inhabitants of the earth spend more money on illegal drugs than they do on food. More money is spent on illegal drugs than is spent on any other product or service, including housing, medical care or education. Annual revenues from the narcotics industry exceed half a trillion dollars (Mills, 1987). Drug abuse is responsible for deaths, violence and illegal activity of staggering proportions.

The United States has long been a leader among nations in drug abuse. According to the 1985 National Survey on Drugs, seventy million Americans, or 37 percent of the total United States population, age 12 and above, have used marijuana, cocaine, or some other illicit drug in their lifetime. The same survey reported that 23 million Americans or 12 percent of the United States population, were "current" users of illicit drugs. While this survey found that the use of marijuana and some other drugs had declined since 1982, the use of cocaine had increased from 4.2 million current users in 1982 to 5.8 million in 1985 (National Institute on Drug Abuse, 1985). Many experts in the field agree that the level of drug use in the United States is higher than that in any other industrial nation (Adams, et al, 1987).

Not only is drug abuse a big problem in this country, it is also a big business. In 1981, total drug sales in the United States were listed at 79 billion dollars. (Given the trends in cocaine abuse, these figures are sure to be higher today.) Drug trafficking as an economic industry was ranked between banking and medical health services (POLICE CHIEF MAGAZINE, 1987).

### **The Social and Economic Impact of Drug Abuse**

The costs of drug abuse to society in the United States are difficult to measure. In 1986, it was estimated by the United States Customs Service that the cost of enforcement for all levels of government was at 6.2 billion dollars (Press Democrat, 19 October 1987). The American Government's budget for drug law enforcement alone rose from 800 million in 1981 to 2.5 billion in 1988 (Press Democrat, 4 April 1988). In 1980, the overall economic cost of drug abuse was estimated at 136.4

billion dollars (News Chronicle, 25 July 1986).

Economics are not the only reason that drug abuse is a major problem in the United States. It has also been clearly shown that there is a link between drug abuse and crime. On January 21, 1988, a report released by the National Institute of Justice revealed that between 53 percent and 79 percent of the men arrested for serious crimes in 12 major United States cities tested positive for illicit drugs. Many of them tested positive for two or more drugs (Spevacek, 1988). Similar studies conducted in New York City showed a startling increase in male arrestees who tested positive for cocaine between 1984 and 1986. In 1984, 42 percent of the male arrestees in New York City (for September/October) tested positive for cocaine. In 1986, this figure rose to 80 percent for the same months (Wish, 1987).

Other research supports the theory that crime and drugs go together. Alfred Blumstein, a criminologist at Carnegie Mellon University, concluded, after doing research on career criminals, that most career criminals are heavy drug users. Blumstein is quoted in Times Union Journal as stating that heavy drug users commit crimes "as much as 10 times more frequently than if they were not actively using drugs" (Times Union Journal, 12 December 1987). According to another report issued by the National Institute of Justice, the average daily heroin user, for example, commits approximately \$23,000 in "non-drug" crime, such as property crimes and robbery, annually (Gropper 1985).

### **The Impact of Drug Abuse on Health**

Health care and loss of life is another area where drug abuse manifests itself in United States society. According to the Drug Abuse

Warning Network (DAWN), there have been significant increases in the number of emergency room admissions due to the use of cocaine. Between 1982 and 1986, the total number of cocaine related emergency room visits and cocaine related deaths has more than quadrupled. The number of emergency room mentions for heroin, marijuana, and PCP also increased over the same time period. Health care areas identified for further research as resulting from chronic drug abuse are automobile accidents, workplace accidents, learning disabilities, interference with normal reproductive function, adverse effects of developing fetuses and long term damage to the heart, lungs and other organs (Adams, et al, 1987).

### **Emerging Social Impacts**

One health factor that is significant cause for concern is the link between the AIDS virus and intravenous drug abuse. The IV drug user population makes up 25 percent of all AIDS patients. They are the second largest group of persons to have developed AIDS in the United States and Europe. Studies of IV drug users from the New York and Northern New Jersey area typically reveal that more than one-half test seropositive for the HIV infection. It is estimated in New York City that 90 percent of heterosexually transmitted AIDS cases occurred through sexual transmission from IV drug users to persons who were not IV drug users (Des Jarlis, 1988).

The profound impact of drug abuse on our children is also a major concern. A recent survey showed that almost half of the teen drug abusers in the United states got involved before age 12 (USA TODAY, 16 September 1986). In another survey, 65 percent of high school age kids reported that buying drugs is a "piece of cake." Seventy-six percent

said that students usually buy from other students and 14 percent say they buy from dealers near school (USA TODAY, 28 July 1986). Fortunately, a survey of high school seniors in 1987 noted a down turn in regular cocaine use among high school seniors from 6.2 percent in 1986 to 4.3 percent in 1987. In spite of the down turn in regular cocaine use, there was an increase among seniors who reported having tried "crack." Experimentation with this highly purified form of cocaine rose from 4 percent in 1986 to 5.6 percent in 1987 (Lachter, 1988).

The latter facts mentioned about "crack" are particularly disturbing for a number of reasons. First of all, "crack" is cheaper and purer than regular cocaine. A 0.2 to 0.3 gram sized rock of cocaine of approximately 90 percent purity sells on the street for \$25-\$30. Experts across the country agree that "crack" is far more addictive and far more dangerous than cocaine in other forms. The increased use of "crack" in metropolitan areas across the nation seems to go hand in hand with increases in gang activity, violent assaults and increased weapons violations by juveniles and young adults.

#### DRUG ABUSE IN CALIFORNIA

When examining global and national trends in drug abuse, the serious implications of the drug phenomenon become evident. In order to better understand the consequences for local law enforcement, it is important to focus this study further by looking at the State of California. It is a well-known fact that the State of California is at the forefront of the drug abuse problem in the United States. With the Mexican border on the south, several major seaports and a network of international and national airports, California is an ideal location for

major drug dealers. The metropolitan areas of San Francisco, Los Angeles and San Diego are well-known distribution centers for South American cocaine, Mexican heroin, Mexican marijuana and Asian heroin (Thomas, 1985). Locally grown marijuana has been estimated to be California's number one cash crop (Van de Kamp, 1984). It is an accepted fact by California law enforcement officials that sizable quantities of LSD, methamphetamine, PCP and "crack" are produced in clandestine laboratories throughout our state.

Statistics on drug abuse indicate that California has a greater problem with drug abuse than most other states across the nation. Of those cities listed in the Drug Use Forecasting report issued by the National Institute of Justice in January 1988, the two California cities used in the survey, Los Angeles and San Diego, were among the cities in the report listing some of the higher levels of positive drug testing among male arrestees. In San Diego, 75 percent of males arrested for serious crime tested positive for drugs. In Los Angeles, the figure ran 69 percent. Nationally, the high was New York at 79 percent and the low was Phoenix at 53 percent (Spevacek, 1988). When examining statistics from the Drug Abuse Warning Network (DAWN) for heroin and cocaine related emergency room visits, the California cities of San Francisco and Los Angeles are near the highest in the nation for the percentage rate of cocaine and heroin related incidents (Adams, et al, 1987).

#### DRUG ENFORCEMENT - THE NEED FOR CHANGE

Society has traditionally turned to law enforcement to solve the problem of drug abuse. The primary focus of law enforcement's efforts

have been on the supply side of the drug abuse problem. Most of the dollars spent on drug enforcement have been directed toward stopping the flow of illicit drugs into the United States and arresting mid-level dealers. Street level users and dealers have received little emphasis by law enforcement in general.

Based on the background of this report, it is clear that law enforcement's current drug enforcement efforts have not been successful at reducing the supply of drugs in this country. In spite of record numbers of clandestine laboratory seizures, record numbers of drug arrests, an increase in the numbers of DEA agents, and a record number of asset seizures, illicit drugs remain readily available in the United States. The street price of many drugs, especially cocaine, has fallen and relative purity has increased (Drug Enforcement Administration Intelligence, 1987).

It is apparent that law enforcement has underestimated the relative flexibility of the drug industry. Due to the tremendous profit motivation of the drug trade, there is little hope of stopping drug abuse through enforcement efforts aimed at the supply side of the industry. Dr. Lloyd D. Johnson, a social psychologist, is reported by the New York Times as stating that "Supply reduction has been an abject failure." He estimates that no matter how many drug suppliers are eliminated, there will be another 50-100 to take their place (Press Democrat, 2 April 1988).

Perhaps law enforcement officials have focused too much of their attention on the supply side of drug abuse. The time may have come to focus on the demand. Most experts feel that the best hope for controlling drug abuse in the future is to cut the demand. Throwing the

weight of law enforcement's efforts against the users of drugs, not just the suppliers, may, in fact, be an effective method of reducing the demand for illicit drugs (Press Democrat, 2 April 1988).

In terms of crime reduction, targeting the drug user makes a good deal of sense. In his report on habitual offenders, Alfred Blumstein of Carnegie Mellon Institute noted that career criminals are drug dependent, have extensive records and commit crimes often (Times Union Journal, 29 December 1987). If drug abusers are in fact the persons who commit the most crimes, it seems logical that they should either be treated or locked up. By arresting drug users, law enforcement may have a far greater impact on crime prevention than has been experienced through past efforts.

Assuming that there will be a shift in law enforcement's efforts aimed at combating drug abuse, it is important to closely examine the role of the patrol officer. While the patrol officer is not well suited to the supply side of drug enforcement, such is not the case with the demand side. If the user becomes a focus for enforcement efforts in the future, it is highly likely that the responsibility for this effort will fall squarely on the shoulders of the patrol officer. For this reason, it is extremely important to examine the issue of the patrol officer's role in combating drug abuse.

### SCOPE OF THE PROJECT

The improvement of current drug enforcement programs at the patrol level and the development of future strategies to fight illegal drug abuse in the State of California was the essence of this project. In order to develop successful strategies, an attempt was made to



forecast the future of the drug abuse problem within the State of California. Time was spent analyzing past and present law enforcement strategies to determine their potential effectiveness in the future. An attempt was made to fully understand the drug problem and the police officer's limitations in dealing with it in order to maximize the use of law enforcement resources directed at drug abuse. The development of a realistic model drug enforcement program that can be implemented at the patrol officer level by city or county government was the desired outcome of this project.

This study focused primarily on enforcement issues. It did not focus on alcohol or legal substance abuse. It did fully explore rehabilitation of drug abusers or the court's response to the problem. Drug abuse by police officers was not addressed in this study. Some time was spent examining the patrol officer's role in drug abuse prevention, but this area was not the primary focus of the study.

DEFINING THE FUTURE

## OBJECTIVE ONE

### STATEMENT

The first objective of this research project was to refine and study the general issue using futures research methodologies. The outcome was three futures scenarios specifically related to the general issue. The general issue is stated as follows: What will be the role of the patrol officer in combating drug abuse by the year 1998?

Several past issues that are related to this question have been identified. Among these issues were:

1. What were the effects of changing societal values beginning in the late 1960s and continuing through the early 1980s on the drug abuse problem?
2. What were the effects of the Vietnam War and the whole anti-government movement on drug abuse?
3. To what degree has the decriminalization of possession of small amounts of marijuana impacted drug abuse?
4. What has been the role of economics in the drug abuse problem?
5. What have been the effects of the general value system breakdown and the loss of church, family and community influence on the drug abuse problem?
6. What were the effects of the electronic and printed medias' attitudes on drug abuse?

All of these issues are still considered viable in relation to the drug abuse problem as we know it today. Since societal values again seem to be shifting and attitudes toward marijuana seem to be shifting,

issues one and three are losing some of their importance.

The major role of economics in drug abuse is a past issue whose major importance is currently emerging.

After reviewing past issues and their relevance to the general issue, an attempt was made to focus on the present state of the general issue. The following is a list of present issues that appear to be significantly related to the general issue.

1. What will be the effect of currently changing societal values on drug abuse?
2. Will the current educational/prevention efforts of the schools and law enforcement have the desired effect on drug abuse?
3. What will be the effects of the tax revolts that have severely limited city and county government budgets on the abilities of local jurisdictions to deal with drug abuse?
4. Will current asset seizure laws provide substantial assistance in combating drug abuse?
5. What role does economics play in the current drug abuse problem?
6. What are the effects of society's continued reliance on and acceptance of drugs in general on drug abuse?
7. What will be the effects of the "crack" problem on drug abuse?

After examining present issues, consideration was given to related future issues that might emerge by the year 1998. Future issues were judged to be relevant on the basis of potential impact on possible futures scenarios. The issues selected were:

1. Will new technologies be developed that will assist patrol level officers in drug enforcement?

2. Will new drugs be developed that exacerbate the drug problem or aid in solving the drug problem?
3. Will changes in codified and case law assist or hinder patrol officers' efforts to reduce drug abuse?
4. What impact will the AIDS epidemic have on drug abuse?
5. What will be the effects of current political events in Central American countries, such as Columbia and Panama, on future attitudes toward United States military involvement to stop drug production and trafficking?

#### Definitions

For the purposes of clarity, the following definitions will be helpful to the reader.

Drug Abuse - For the purposes of this project, will mean the abuse of any drug that is illegally obtained, grown or manufactured. Alcohol and prescription drugs that are purchased legally will not be addressed in this project, even though both are frequently abused.

Patrol Officers - Those sworn police officers at the city and county level of government whose primary duties are uniformed patrol.

AIDS, AIDS Virus, HIV Virus - Virus causing the acquired immune deficiency syndrome in humans.

Crack - A smokable crystalline or "rock" form of cocaine that is made by mixing cocaine hydrochloride with baking soda and water (or 7-up). The oil created by this process is allowed to harden into highly purified "crack" or "rock" cocaine.

## METHODS: IDENTIFICATION

The following methods were employed to obtain information relevant to the general issue.

1. Literature scanning of social, technological, environmental, economic and political and health issues related to the general issue.
2. Interviews were conducted with subject matter experts from the California State Department of Justice Bureau of Narcotics Enforcement, the United States Drug Enforcement Agency, epidemiologists from the National Institute on Drug Abuse, senior consultants from the White House Drug Abuse Policy Board and a variety of representatives from law enforcement in Washington, D.C., Florida and California.
3. A nominal group with representatives from a broad cross-section of the criminal justice community, drug abuse prevention specialists and community leaders was assembled together. Nominal Group Techniques were used to study and structure the issue, as well as to brainstorm trends and events related to the issue.
4. The Nominal Group used trend and event forecasting to select seven trends and six events related to the study issue.
5. A cross impact analysis of selected events and trends was conducted.
6. Futures scenarios were developed using data generated during the Nominal Group process.

## METHODS: IMPLEMENTATION

The first step in clearly structuring the issue and selecting

possible related trends was thorough research. This research is reported in the background section of this paper. It was conducted by scanning literature, studies and articles related to the general issue. The second method was the conducting of interviews with various subject matter experts on the general issue. During the interview processes, a list of possible trends and events related to the general issue was developed. This list of trends and events was held for presentation during the Nominal Group meeting.

The next step in this process was the Nominal Group Technique (NGT). This is a group process often used in futures research. The NGT Group consisted of 15 members. Representatives from state, county and city law enforcement were in attendance. A local city councilman, community leaders, educators, drug prevention specialists, a probation officer, a chief deputy district attorney and a businessman were also included (Appendix A). This group studied background gathered on this issue. They also brainstormed lists of trends and events related to the study issue. The lists of trends and events gathered during the Nominal Group process was merged with the list gathered during the interview process. A list of 50 different trends and 28 events were considered during the Nominal Group process (Appendix A).

### **Trend Selection**

The Nominal Group used a trend screening form to select the seven most important trends related to the study issue (Appendix A). Trends were rated individually by each member of the group in terms of their value in studying the general issue. Possible values assigned to each trend included "priceless," "very helpful," "helpful," "not very helpful"

and "worthless." Those trends most consistently rated by group members as "priceless" or "very helpful" were selected for study (Appendix A).

These trends are listed as follows:

1. Rates of drug related violent crime, including robberies, homicide and gang violence.
2. Shifts in the distribution of wealth will result in greater numbers of poor or poverty level people in the State of California.
3. The numbers of non-profit drug treatment centers to provide treatment for the low and mid-income abusers.
4. The price of illicit street drugs at the street level.
5. The level of prosecution, fines and sentencing for drug related cases.
6. The number of elementary schools implementing formal drug abuse prevention education programs.
7. The level of emphasis on arresting drug users.

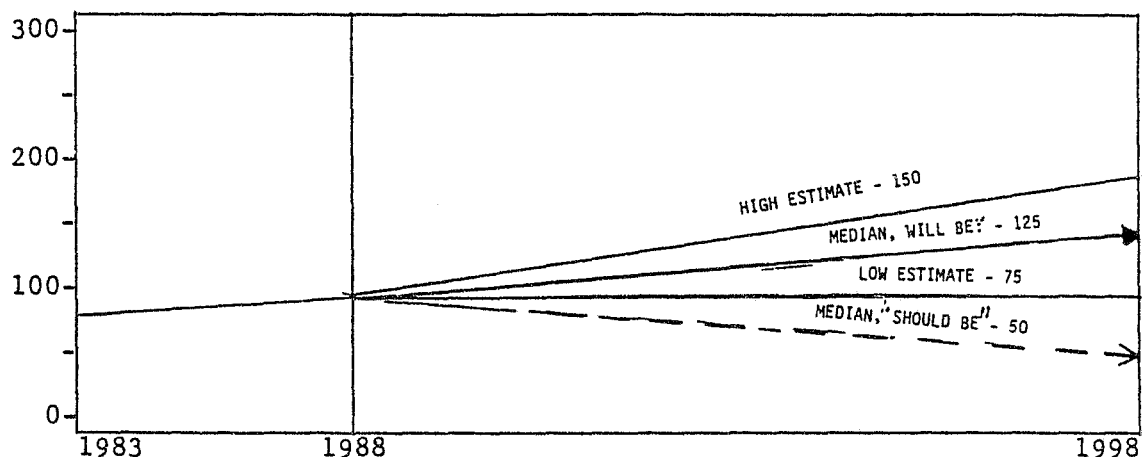
### **Trend Forecasting**

The seven selected trends were rated by the group. Past and future levels of the trends were estimated through the use of a trend evaluation form. Using 100 as "today's value" for each trend, group members were asked the level of the trend five years ago and the level the trend will have in 10 years if forces impacting the trend continue as expected. The group was also asked to forecast the level the trend should have in 10 years if responsible policies were implemented. The median of the group response was used to chart the final level for each trend as reflected in the Figures 1-7.



FIGURE 1

VIOLENT CRIME RATES



Trend Statement 1:

Rates of drug related violent crime, including robberies, homicides and gang violence will change over the next 10 years. This is violent crime that results from: drug "rip-offs" of illegal traffickers, robberies to obtain drugs or support drug habits, gang warfare over drug sales territory, assaults caused by those who are under the influence of drugs, etc.

Analysis:

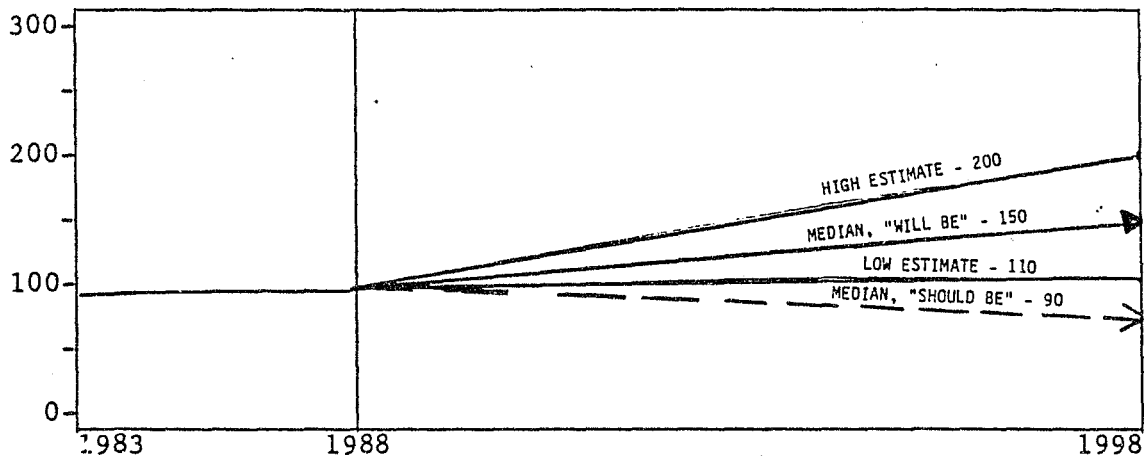
It was the consensus of the group that drug related violent crime will rise over the next 10 years. Several of the group members, as well as the subject matter experts interviewed, felt that this increase can be directly attributed to two factors. The first factor is the increased use of inhalent drugs, such as "PCP" and "crack." The second factor is gang warfare over sales and distribution territories.

The group felt this trend was extremely important to monitor, not only as an indicator of the extent of the drug problem, but also from the viewpoint of preparedness of the patrol officer to deal with drug related street violence.

While many members of the Nominal Group felt that the potential for a larger increase is possible, the median felt that violence will increase approximately 25 percent over the next ten years. The group felt that with proper policies in place, it should be possible to actually reduce drug related violence by 50 percent over the next 10 years.

FIGURE 2

UNEQUAL DISTRIBUTION OF WEALTH



Trend Statement 2:

Shifts in the distribution of wealth will result in greater numbers of poor in the State of California. The numbers of middle class Americans will decline. There will be an increase in the numbers of wealthy persons, but this increase will be less than the increase in the poor.

Analysis:

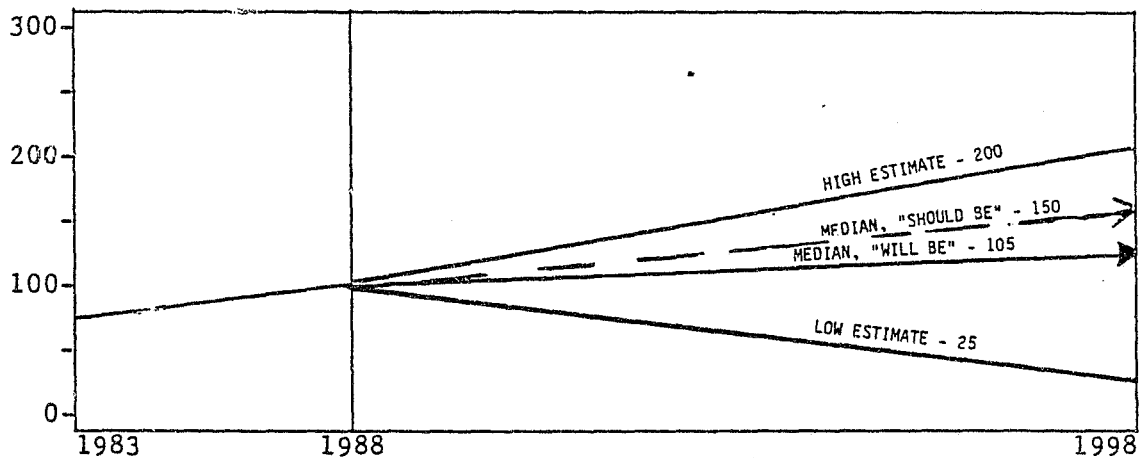
The group felt that there is currently a trend toward a growing number of poor people. This is due to the fact that the distribution of wealth is polarizing a greater number of people into the upper class and a greater number of people at the poverty level.

The group agreed that the poor will be the group most likely to experiment with illicit drugs in the future. The reasoning here is that the poor would not be as likely to be reached by drug education programs. They may also turn to drug abuse out of hopelessness and despair or they may turn to drug sales as a quick means of making money. For these reasons, the group felt it was important to monitor economic trends.

The group felt that there would be a 50 percent increase in the trend of unequal distribution of wealth over the next 10 years. They felt that a 10 percent reduction in this trend would be desirable.

FIGURE 3

DRUG TREATMENT AVAILABILITY



Trend Statement 3:

The numbers of drug treatment centers for low and mid-income drug abusers will not increase significantly over the next 10 years. The availability of this treatment does not meet the current demand.

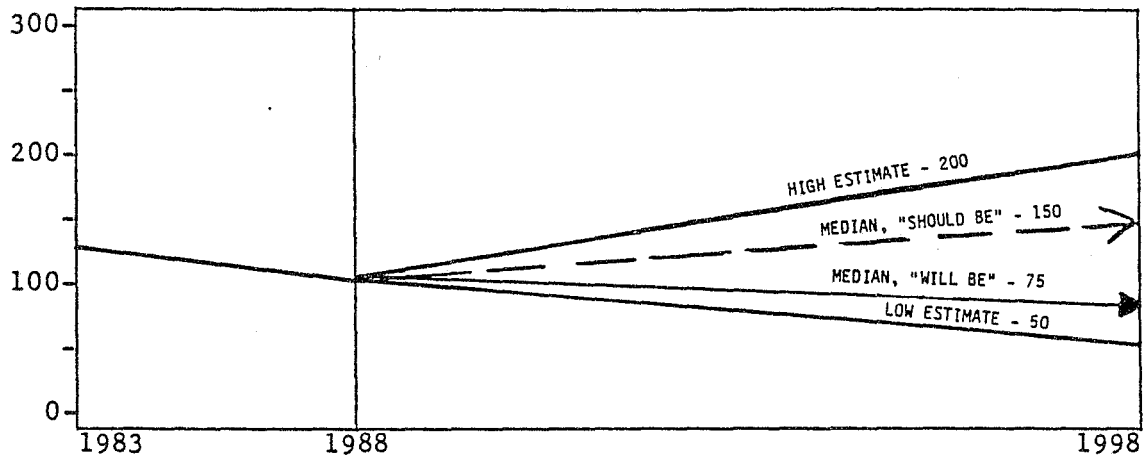
Analysis:

The general feeling of the group is that the availability of treatment has not kept pace with the need for treatment. Those group members involved with treatment and education spoke of the expense of treatment, as well as the six (or more) week waiting lists to obtain treatment as a factor in the growing drug abuse problem.

The group felt that the general availability of treatment will increase only about five percent over the next 10 years. A 50 percent increase was thought to be possible and desirable.

FIGURE 4

DRUG PRICE



Trend Statement 4:

The price of illicit drugs will continue to change over the next 10 years. This figure reflects the price users pay for illicit drugs on the "street."

Analysis:

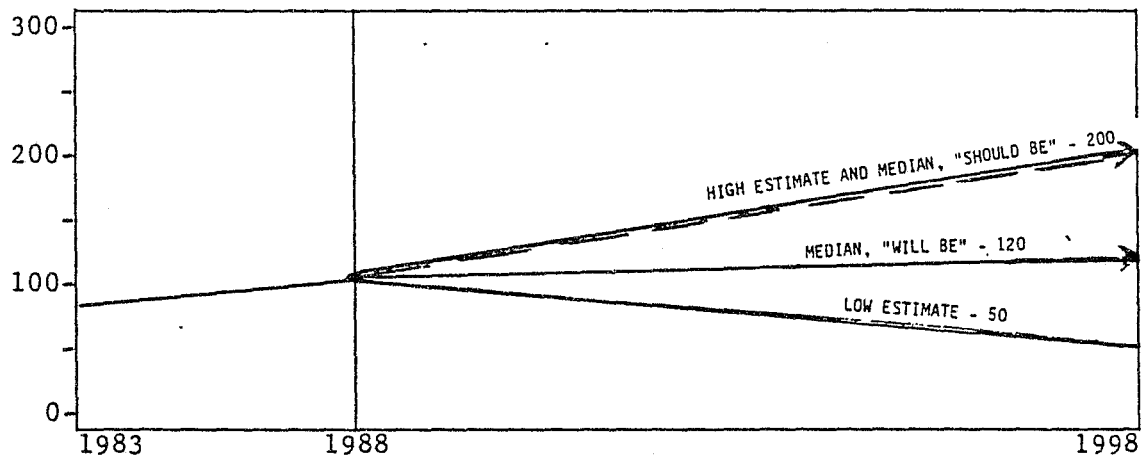
The group felt that the price of street drugs has gone down in the past few years. The group members acknowledged that this had occurred in spite of the fact that the relative purity of street drugs had actually increased.

It was unclear to the group and those experts who were interviewed whether the decrease in price is due to overproduction or a reduction in demand. Nevertheless, the group felt that this trend was important to monitor due to its implications in relative availability. Relative availability to juveniles and the poor due to decreased prices was also a major concern.

The group felt the price of street drugs is likely to fall another 25 percent over the next 10 years. The median of group rating indicates that an increase of 50 percent should occur if proper policies are in place.

FIGURE 5

DRUG PROSECUTIONS



Trend Statement 5:

The levels of prosecution, fines and sentencing for drug related cases will continue to increase. More conservative social attitudes toward drug abuse will cause increased emphasis on prosecution of drug related cases. Fines and jail sentences for drug related cases will also increase over the next 10 years.

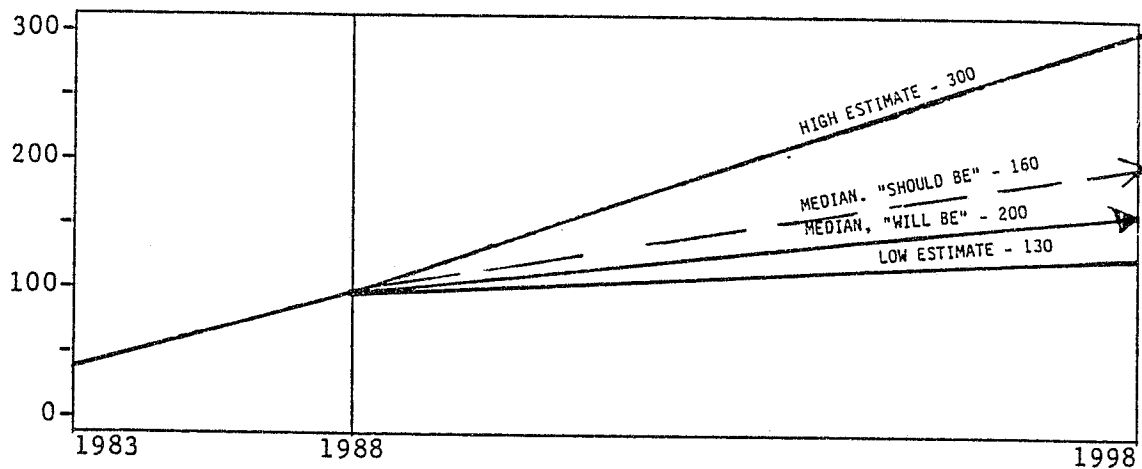
Analysis:

This trend was important for two reasons. First, because the courts tend to reflect the current social attitudes toward drug abuse. Secondly, because the criminal justice system is already overloaded. The group indicated that unless the courts will prosecute, there is little incentive for street officers to arrest people for drug abuse or related crimes. It was also the feeling that, absent a clear set of court imposed consequences, arrest of the abuser alone does little to deter those involved in drug sales or drug abuse.

The group suggested that a recent trend toward stiffer penalties for drug related crime will likely continue, primarily due to more conservative social attitudes. These efforts will most likely be hampered, however, by a judicial and criminal justice system that is already overloaded. The group felt an increase of 50 percent in prosecution over today's levels should in fact occur and that society would support this increase.

FIGURE 6

ELEMENTARY SCHOOL DRUG EDUCATION



Trend Statement 6:

The numbers of elementary schools implementing drug abuse prevention education programs will increase over the next 10 years. Children in these schools will be taught about the harmful effects of drug abuse, as well as how to resist peer pressure to experiment with drugs.

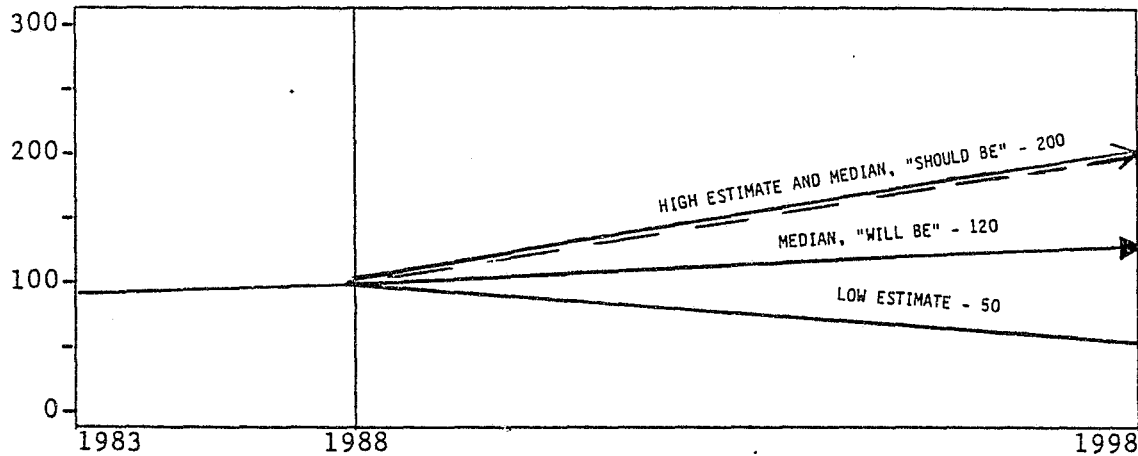
Analysis:

Reduction in demand through education is one area where many feel law enforcement can have an impact on drug abuse. Programs such as "DARE" and "Just Say NO" in our elementary schools are showing promise in curbing future drug abuse. Not only do these programs teach kids about the danger of drug abuse, they also build self-esteem and foster better police/community relations.

The group felt that this trend toward increased drug abuse prevention education aimed at our youth will continue. A 60 percent increase is seen as most likely but a 100 percent increase is desirable.

FIGURE 7

USER ARRESTS



Trend Statement 7:

The level of emphasis on arresting drug users will increase during the next 10 years.

Analysis:

Here the group seems to be in agreement with a growing number of subject matter experts who feel the time has come to hold the user accountable. This trend is particularly important due to its potential impact directly on the issue area. It was the consensus of the group that should this trend continue, the burden of street user intervention will fall directly on the shoulders of the patrol officer.

A 20 percent increase in the emphasis on user accountability is most likely. The group felt that if adequate treatment and judicial remedies were available, an increase of 100 percent should occur.

## Event Selection

A list of events was compiled through the interview process with subject matter experts prior to the NGT. This list was presented to the NGT Group after they completed event brainstorming. The two lists were merged to form a total of 28 possible events. These events were discussed and a list of the six most important events were selected based on their likelihood of occurrence and their impact on law enforcement and the issue area. The events selected as most critical are listed and discussed below.

1. California enacts a mandatory minimum sentencing law for drug related crimes. This law would require that persons convicted for certain drug related offenses, ranging from being under the influence of drugs to drug trafficking, serve mandatory time in jail or prison. These people would not be eligible for diversion or work furlough programs. The emphasis of this law would be the removal of these people from society so that they are no longer able to commit crimes against persons or property. It should be noted that there are currently similar laws on the books, such as 11550 H&S of the California Health and Safety Code. This law requires that persons who are arrested for being under the influence of certain drugs be incarcerated for a specific length of time. This law has proven ineffective, however, because it is frequently circumvented by the judicial process. In order to be effective, any new law will have to clearly mandate the process to be followed and impose sanctions if the law is circumvented.
2. United States sends military troops into a Central American country to stop the proliferation of the drug industry. In order



to stop the importation of illegal drugs into this country and to crush the growing drug empires in some Central American countries, the United States may send troops into Central America. These troops would be sent to restore order in Central American countries that are currently being overrun by drug cartels. These cartels often have military and financial resources far superior to the governments in their respective countries. Recent events prior to this Nominal Group meeting are likely to have influenced the significance placed on this event by the Nominal Group. The assassination of the Attorney General of Columbia, the talk of legalization of drug trafficking in Columbia, and the takeover of the Government of Panama by indicted drug trafficker General Manuel Noriega were among the reasons the group felt there would be increasing pressure for a United States military response in Central America.

3. A major collapse of the California justice system. This event may occur due to the inability of the courts, probation and the jails to keep pace with the growing number of arrests by law enforcement. Faced with declining resources and work overload, the criminal justice system in California would grind to a halt, leaving law enforcement no place to incarcerate criminals and no way to provide legal due process for those arrested. The group agreed that while a total collapse is unlikely, the current justice system in many counties is so overburdened and so inefficient that such an event cannot be ruled out.

4. Major legislation takes place that greatly enhances the efficiency of the current justice system throughout the state.  
A new law (or laws) may be passed that either greatly streamlines the justice process and/or provides adequate resources to deal with the current system overload. As a result, those persons who are arrested are processed through the system in a far more timely manner. Justice is administered in a fair, efficient manner. Adequate space is created to incarcerate those who need to be isolated from society.
5. State legislation is passed that requires every school in California to provide a uniform drug prevention education program. This law would mandate that every school teach a curriculum of drug prevention education. It was felt that a program similar to Los Angeles Police Department's DARE Program or Just Say NO programs that teach self-esteem and resistance to peer pressure are particularly effective at the elementary school level. The goal here would be to teach the same curriculum in all schools to insure that every child has the same opportunity to learn these effective drug abuse resistance techniques. When these programs include uniformed officers in the classroom, they also have the side benefit of improving law enforcement/community relations.
6. A technical breakthrough produces an electronic sensing device capable of sensing drugs in closed containers, such as suspects' clothing, luggage and vehicles. This would be an event that could do for drug enforcement what radar did for

traffic enforcement. An electronic device that essentially takes the place of a drug detecting dog may be developed that is economical and easy to use. The device could be one that has application in smuggling, during search warrants, and on vehicle or pedestrian stops. There was a feeling among the group members that technology currently exists to make such a device or that some new technology will come into existence that greatly assists law enforcement in this area.

### **Event Evaluation**

The events selected by the group were then subjected to further study. Group members were asked to evaluate each of the events using an event evaluation form (Chart 1). Events were rated as to their probability of occurrence by 1993 and 1998. The net impact of the event on law enforcement as well as the impact on the issue were rated on a scale from minus ten to plus 10. The median ratings of the group were used to obtain the probabilities and impacts shown in Chart 1.

### **Cross Impact Analysis**

The cross impact analysis is a method of determining interrelationships between trends and events. Each of the events is plotted vertically on the cross impact analysis chart. The events, as well as the trends are also plotted horizontally in numerical order. Three members of the NGT group then estimated the impact the occurrence of each specific event might have on the probabilities of remaining events, as well as their impact on the trend levels (Chart 2). A brief discussion of the cross impact is outlined as follows:

CHAR. 1

EVENT EVALUATION FORM

| EVENT STATEMENT   | PROBABILITY  |                    |                    | NET<br>IMPACT<br>ON THE<br>ISSUE<br>AREA<br><br>(-10 to +10) | NET<br>IMPACT<br>ON THE<br>ENFORCE-<br>MENT<br><br>(-10 to +10) |
|---|--|--------------------|--------------------|--|---|
|   | Year that<br>Probability<br>First<br>Exceeds<br>Zero | By 1993<br>(0-100) | By 1998<br>(0-100) |  |   |
| California enacts a mandataory minimum sentencing law for drug related crime. | 1990   | 65%                | 80%                | +5   | +8  |
| Military involvement in Central America to stop growth of drug empires.       | 1989   | 60%                | 70%                | +5   | +5  |
| Collapse of justice system.   | 1992   | 20%                | 40%                | -3   | -5  |
| Judicial process streamlined.   | 1992   | 50%                | 75%                | +8   | +8  |
| State passes mandatory uniform drug prevention education law.                 | 1989   | 85%                | 95%                | +5   | +9  |
| Major technological breakthrough, such as electronic drug detecting devices.  | 1990   | 75%                | 95%                | +7   | +8  |
|   |  |                    |                    |  |   |

# CROSS-IMPACT ANALYSIS

Suppose that this event actually occurred. . . . . How would the probability of the events shown below be affected?

| EVENTS                   |         |                 |                   |                    |                        |                  |                      | TRENDS          |                       |                  |                      |                     |                  |                       |
|--------------------------|---------|-----------------|-------------------|--------------------|------------------------|------------------|----------------------|-----------------|-----------------------|------------------|----------------------|---------------------|------------------|-----------------------|
| Event                    | By 1998 | Min. Sentence 1 | Military Action 2 | Justice Collapse 3 | Justice Streamlining 4 | Drug Education 5 | Tech. Breakthrough 6 | Drug Violence 1 | Economy (More Poor) 2 | More Treatment 3 | Cheaper Drug Price 4 | Fines Prosecution 5 | Drug Education 6 | User Accountability 7 |
| Minimum Sentence (1)     | 80      |                 | 0                 | Increases to 50    | Increases to 80        | 0                | 0                    | Increase 20%    | Increase 5%           | 0                | Decrease 5%          | Increase 50%        | 0                | Increase 50%          |
| Military Action (2)      | 70      | 0               |                   | Decreases to 35    | 0                      | 0                | Increases to 96      | 0               | Decrease 25%          | 0                | Increase 100%        | Increase 10%        | Increase 10%     | Increase 10%          |
| Justice Collapse (3)     | 40      | 0               | Increases to 72   |                    | Increases to 85        | Increases to 98  | 0                    | Increase 20%    | 0                     | Increase 10%     | Decrease 10%         | Decrease 50%        | Increase 20%     | Decrease 25%          |
| Justice Streamlining (4) | 75      | 0               | 0                 | Decreases to 20    |                        | Decreases to 10  | 0                    | Decrease 20%    | 0                     | Increase 10%     | 0                    | Increase 20%        | 0                | Increase 20%          |
| Drug Education (5)       | 95      | 0               | Decreases to 60   | Decreases to 35    | 0                      |                  | 0                    | Decrease 20%    | 0                     | Decrease 10%     | Decrease 20%         | Increase 10%        | Increase 100%    | 0                     |
| Tech. Breakthrough (6)   | 95      | 0               | 0                 | Increases to 60    | Increases to 85        | 0                |                      | Decrease 10%    | 0                     | Decrease 20%     | Increase 50%         | Increase 10%        | 0                | Increase 10%          |

- Event 1 - Mandatory minimum sentencing law is passed.
- Event 2 - U.S. sends troops into Central America to stop drug production.
- Event 3 - Collapse of California Justice System occurs.
- Event 4 - California Justice System is streamlined.
- Event 5 - Mandatory drug education in elementary schools.
- Event 6 - Technical breakthrough results in electronic drug sensing devise.

- Trend 1 - Rates of drug related violent crime.
- Trend 2 - Shifts in distribution of wealth.
- Trend 3 - Numbers of non-profit drug treatment centers.
- Trend 4 - Price of illicit street drugs at street level.
- Trend 5 - Level of prosecution.
- Trend 6 - Elementary schools implementing drug abuse prevention programs.
- Trend 7 - Level of emphasis on arresting drug users.

Event No. 1: If a mandatory minimum sentencing law is passed, it has the potential to reduce drug violence by as much as 20 percent. Increases in fines, prosecution, and increased emphasis on user arrests of up to 50 percent could also occur. The major drawback of this event is that it could cause further overload of the justice system, increasing the probability of a collapse by 10 percent.

Event No. 2: If the United States sent troops into a Central American country to reduce proliferation of drug industry, this event could slightly reduce the chances of a justice system collapse and slightly increase the chances of a technical breakthrough. This event could have a positive effect on the economic trends if military spending is increased. This event may also have the effect of increasing drug prices. Fine, education and user arrest emphasis may also increase due to this event.

Event No. 3: If the justice system in California collapses, it will increase the chances of justice system streamlining by 10 percent due to awareness stimulation. This event may also increase the perceived need for treatment and education. A major problem with this event is that it may cause increased drug violence, lower drug prices, less user accountability and less fines and prosecution. The effects on the entire state and law enforcement would be devastating.

Event No. 4: If major legislation is passed that streamlines the

criminal justice system, it may reduce the chances of a justice system collapse by 20 percent. Increases in effective treatment, increases fines and prosecution, and increases in user arrest emphasis also occur with this event. It could have the effect of decreasing drug violence by as much as 20 percent. For these reasons, this should be viewed as a very positive event.

Event No. 5: If uniform drug education becomes mandatory in schools, it has the potential to reduce the possibility of military action in Central America by 10 percent. This event also reduces chance of a justice system collapse by 5 percent. Trend levels of drug violence could be reduced by 20 percent due to lower drug demand. For obvious reasons, this event increases the trend toward more drug education by 100 percent. Fines and prosecution may also increase, due to this event, as attitudes toward drugs become even more conservative through education. A drawback of this event is that it could reduce available treatment by 10 percent. Hopefully, the actual need for treatment could be reduced by an equal or greater amount.

Event No. 6: If a major technological breakthrough such as an electronic drug sensing device occurred, it could increase user arrests, drug prices, and related fines. This event should reduce drug violence as more users and pushers are locked up. This event could increase chances of justice system streamlining to deal with arrestees or it could just as easily increase the chances of a justice system collapse due to a flood of arrests and court

challenges as to reliability. Available treatment may be reduced as a result of this event because more users would be identified and placed into treatment causing an overload of treatment programs.

### **Futures Scenarios**

The following are three futures scenarios that describe possible futures related to the patrol officer role in drug enforcement over the next 10 years. These scenarios are not an attempt to predict the future. They simply are a means of weaving data gathered during the research and Nominal Group processes into a potential vision of the future.



## SCENARIO NO. 1 - NOMINAL

This scenario assumes that all trends continue on their present path and that none of the events selected in the Nominal Group process occur. This scenario also assumes that law enforcement continues in its present enforcement mode and that no new policies are implemented. This scenario in essence describes the future evolution of current forces in motion. This is a future that could occur if law enforcement does nothing to shape it.

It's May 2, 1998, and life in California hasn't been full of surprises. Drug abuse and crime continue to top the list of concerns expressed by citizens across the state. These concerns have been intensified in recent years resulting from social unrest due to an increasing population that is competing for the state's diminishing resources. Riots and urban violence seem to be growing, largely due to a resentment of the affluent by the poor. Racial tensions are somewhat higher than past years as changing ethnic groups struggle to maintain their own cultural identity.

It is certain that the past 10 years have not been easy ones for law enforcement. Violent crime, gang related activity, and property crime rates have grown at a slow but steady pace since 1988. While much of this activity has been centered in urban areas, the suburbs and rural America have also experienced these problems. Much of the nation's crime remains drug related, but disturbance calls related to racial tension, overcrowding and poverty have been increasing. Many city and county law enforcement agencies have cut back on all but essential emergency services, balancing dwindling fiscal resources against a growing population. Loss of crime prevention and public relations programs have caused a general decline in police image.

No one is sure when or why the quality of life in California declined in recent years, but everyone agrees that it has. Even the wealthy, whose numbers have grown significantly over the past 10 years view the future with uncertainty. They fear the increasing resentment toward them from the poor whose numbers have also grown significantly. Those who moved to rural areas found that their distance from the city's ghettos was not sufficient to insure the security of their homes or their persons.

Times have not always been quite so gloomy. In the early 1990s there was a good deal of optimism when the youth of middle and upper class California families began turning away from drug abuse. This turn around was primarily due to drug prevention and drug education programs aimed at school children. By 1993, these programs were effectively changing the attitudes of many youth. There was an overall feeling that society was finally winning the war on drugs.

Even though record numbers of high school seniors "said no" to drugs by 1993, all was not well. Drug related violence in urban ghettos reached an all time high. It seems that the anti-drug abuse message had failed to reach the youth of the inner cities, many of whom were illiterate or school dropouts. These youth were busy making a living in the only way they had come to know, selling drugs and committing property crimes. Prices of "crack" were at an all time low making this the drug of preference among the poor. Drug related deaths and gang violence continued to take their toll.

By 1995, drug prevention programs in city schools began to lose their emphasis. Drug abuse was still present among middle and upper class youth, but at rates much lower than in the late 1980s. Content

that they had achieved victory over drug abuse by their children and unwilling to spend any more money on someone else's problem, middle and upper class Californians shifted their priorities to the environment, which suffered from toxic waste, air pollution and a lack of clean water.

Law enforcement officials in the early 1990s were somewhat perplexed by high crime rates. In spite of all the good news that kids were turning away from drugs, drug abuse and crime had remained at unacceptably high levels. Some innovative law enforcement agencies began targeting drug abusers instead of drug sellers as a means of crime reduction. These programs of "user accountability" initially showed tremendous promise as cities that implemented them saw dramatic reductions in crime rates. The victories in most areas were short lived, however, because the courts and jails soon became overloaded. Without adequate room to incarcerate the users and without adequate facilities to provide treatment, users were simply returned to the street. Another problem with this program was that arresting users was not nearly as profitable to law enforcement as arresting sellers, whose wealth could be seized for law enforcement funding.

As they are about to enter the 21st century, law enforcement officials look at the future with little optimism. In spite of the many technological advances made by law enforcement, they have been largely unsuccessful at stopping drug abuse or drug related crime. In spite of drug education successes in the schools, drug abuse and gang activity levels have increased among California youth. In spite of record numbers of asset seizures and drug trafficking arrests, drugs are still readily available at very low prices. In spite of all the changes in 10

years' time, at least one thing has remained the same, drug abuse, with its related deaths and violence, is still out of control.

## SCENARIO NO. 2 - UNSETTLED FUTURE

This hypothetical scenario describes an "unsettled future." For the purposes of this scenario events that were fairly likely to occur (a chance of 75 percent or more) were assumed to have occurred when describing the future. Law enforcement, however, remains in its usually reactive mode and does not anticipate or plan for these events, nor do they adequately address current trends in motion. The events in this scenario are generally considered to be beneficial to law enforcement. This scenario demonstrates the dangers of assuming that future events will solve the drug problem and there is therefore little need for planning.

January 1, 1998 - The past 10 years have been a mixture of good and bad news related to the patrol officer's efforts to combat drug abuse. In spite of several positive events to aid law enforcement's drug fight, the net result has been mixed. Reflecting back, it is apparent that for the most part, law enforcement continued to deal with the drug abuse problem, primarily through the conventional policies of the 1980s. In most regards, planning was reactive with little attention to anticipating the future.

The first positive event to occur over the last 10 years was the passage of a law in 1990 mandating drug education in all of California's elementary and junior high schools. The law was supported wholeheartedly by law enforcement officials, who were quite excited by the success of Los Angeles Police Department's D.A.R.E. (Drug Abuse Resistance Education) Program and other "Just Say NO" programs.

Unfortunately, the new law did not have its immediate desired impact on law enforcement. Most school districts were not adequately prepared in terms of staff or fiscal resources to implement these programs. When they turned to law enforcement for assistance in

presenting the curriculum, most agencies were unable to provide personnel to assist the districts. With the communities clamoring for the curriculum to be presented, law enforcement officials and school officials ended up blaming each other for delays in start up. Those law enforcement agencies that did give up personnel to the program drew them primarily from patrol. This met with criticism from within their own ranks for compromising officer safety and increasing the demands on the patrol officers who remained on the street. The drug education programs were not available to school dropouts or the illiterate that made up a large percentage of the population in the depressed urban areas.

Headed by a great "crack" epidemic that began in the late 1980s, drug abuse continued to plague the inner cities. Violence due to drug related gang activity, drug rip-offs and robberies to support drug habits rose at alarming rates. Urban streets became war zones between rival gangs with the police caught in the middle. Police officers on the street continued to be outmanned, outgunned and outspent by those involved in drug trafficking. The strategy of patrol was primarily to hold the line on drug related violence when they could and to pick up the pieces when they couldn't. Drug enforcement itself was left to the specialized units.

A technical breakthrough that occurred late in 1990 did offer some hope to assist law enforcement officers in the war on drugs. This breakthrough was an electronic sniffing device that could (at close range) detect narcotics that were concealed from an officer's view. Inventors and producers of this product touted it stating it could do for drug enforcement what the radar gun had done for traffic enforcement.

The product was slow to benefit law enforcement, however. One reason was that the units were quite expensive. Only larger agencies with adequate financial resources were able to purchase this technology. The "sniffers" were used almost exclusively by specialized drug units and they were rarely used at the street level. A series of legal challenges as to the reliability of the device and the constitutionality of its use also slowed implementation. Most cities wanted someone else to be the "test case" to avoid civil liability should the device be ruled illegal to use in certain searches.

By mid 1995 the drug problem in the State of California finally reached a state of stability due to a series of opposing forces. The growth in the numbers of poor and drug use by the poor was offset by a general decline in drug abuse by middle class California youth. The general decreases in drug prices were offset by increases in shipping and trafficking costs caused by better detection technology. Drug related violence was still a major problem, but increased emphasis by law enforcement on user accountability, stiffer fines and prosecution, and a new minimum sentencing law that had just been passed were beginning to show some promise deterring drug related street violence.

Now, in 1998, law enforcement leaders look back and ponder the events of the past 10 years as they relate to the lives of the street officers.

If they had better equipped and prepared their officers for the violent world they would encounter, how many lives could they have saved? If they had developed a strategy of "zero tolerance" for street level drug abuse, rather than targeting the supply side of the narcotics problem, could they have been more successful? Would earlier

implementation of drug education programs in the schools and supplemental programs for school dropouts and the illiterate have reduced the drug abuse problem significantly enough to have impacted the patrol officers? Could they have exploited new drug detection technologies in a more efficient manner at the patrol level? Could they have somehow used their personnel and fiscal resources in a more efficient manner when dealing with drug abuse and its related problems?

Just as the answers to questions about the past are uncertain, so are the questions about the future. With all of the emphasis on prosecution, minimum sentencing and user accountability, the justice system is bursting at the seams. The State's jails and prisons are beyond their capacity. The court system is slower and less efficient than ever, due to overload and lack of funding. Without some form of relief or a complete streamlining of the justice system, a collapse appears inevitable. While the situation has temporarily stabilized, drug related crime and violence are at levels much higher than 10 years ago. Even a minor change in this current delicate balance could tip the scales and the drug problem could again rage out of control.



### SCENARIO NO. 3 - DESIRED AND ATTAINABLE

This normative scenario describes a future that is "desired and attainable." It shows that future events can be linked back to current policies and practices. This scenario suggests that by properly anticipating the future and understanding the present, law enforcement officials can change the outcome of forces currently in motion. This scenario shows what the future could be like if we carefully implement policies to create positive change.

It's Thanksgiving Day, 1998, and California law enforcement has much to be thankful for. Due to a variety of programs implemented by law enforcement in the late 1980s and early 1990s, the drug problem is less severe than it was 10 years ago. The violence, theft and medical health problems associated with drug abuse are also less extensive than in past years. These programs required a major change in philosophy for many law enforcement leaders, but the end results were worth the time and effort. The most surprising fact is that most of these changes required very little additional financial resources.

In the late 1980s several disturbing trends caused law enforcement to re-evaluate the manner in which they dealt with the drug abuse problem. These trends included an increase in drug related violence, a general drop in drug prices and a realization that law enforcement's current methods of drug enforcement were not having their desired effect on drug abuse.

The first major change made by law enforcement officials was a change in organizational philosophy related to drug enforcement. This change started in the early 1990s. Law enforcement leaders acknowledged that most habitual offenders were drug users and that a large portion of property and violent crimes were drug related. With

this thought in mind, many law enforcement agencies made drug enforcement the number one organizational priority. A clear message was sent to all facets of the organization that illegal drug abuse in any form or quantity would no longer be tolerated.

Organizations adopting this "zero tolerance" philosophy decided to use the patrol force as the backbone of their drug enforcement program. Patrol officers were given adequate training and the proper equipment to identify and arrest drug abusers. Many departments took steps to eliminate unnecessary reports and unnecessary calls for service that routinely kept officers from drug enforcement. Patrol officers who actively engaged in drug enforcement were supported and rewarded for this performance by top administrators and supervisors.

By adopting a "zero tolerance" philosophy, emphasis shifted from targeting supply only to targeting both supply and demand. Street level users who created the demand for illegal drugs and whose habits caused them to become predators on society, were targeted for strict patrol enforcement. Intelligence gathered during user arrests and stops was shared with specialized units, such as narcotics and detectives. Patrol officers frequently worked jointly with these specialized units when an investigation became too complex to be handled at the patrol level. Teamwork was promoted by department leaders. Separation between the patrol force and specialized units was no longer tolerated.

Law enforcement leaders did not stop within their own organizations when addressing the drug abuse problem. They educated the community as to the problems surrounding drug abuse and the restructuring of patrol duties to accommodate increased drug enforcement. While some citizens were unhappy about service cutbacks,

few could argue the wisdom of spending more time arresting criminals and less time taking reports. Emphasis was placed on a police/community partnership in drug abuse prevention. Patrol officers made frequent contacts with concerned citizens in problem neighborhoods to educate them and solicit their assistance.

Recognizing the potential impact of their activities on other segments of the justice system, city and county law enforcement leaders met with leaders from the courts, the district attorney's office, the probation department and treatment centers. A multi-disciplinary approach was taken to the handling of arrested drug offenders. Consensus was reached on which offenders would be incarcerated and which would be diverted to treatment. Law enforcement leaders agreed to handle certain non-drug related petty offenses "in house" to lessen the burden created for the justice system by the increase in drug related arrests.

The results of the law enforcement policies of the early 1990s were promising. With adequate training, adequate equipment and a clear mission statement to back them up, patrol officers made drug arrests in record numbers. Minor users were cited directly into diversion programs circumventing the criminal justice system almost entirely. Repeat offenders, habitual criminals with past drug arrests and persons arrested for sales were booked into county jail. Those convicted received stiff sentences for their crimes. Many major drug and asset seizures were also made, either directly at the patrol level or from information developed at the patrol level.

The impact of these programs on many communities was exceptional. By 1995, some communities experienced up to 50 percent

reduction in violent crimes and property crimes. Prosecution and conviction rates for drug offenses were at an all time high. Drug prevention and education centers, which were partially funded by asset seizures, increased 50 percent, making diversion easier for first time offenders. Many drug sellers went out of business due to the decrease in drug demand and because the odds of getting caught had increased, as had the odds of serving time in prison.

Recognizing that strict enforcement is not the only method of reducing drug demand, by 1990 most law enforcement agencies began working with local schools on drug education programs. Both school and police officials felt it was better to get these programs running together than to wait for the state to mandate a law forcing a curriculum that neither could implement. A true partnership was formed between the schools and law enforcement to combat drug abuse. Many law enforcement agencies involved patrol officers directly in these programs when they were able. Having uniformed officers on campus who were viewed in a positive way made for positive police community relations and softened the image that was being created by high levels of street enforcement. Patrol officers also gave out drug prevention information on the street to benefit school dropouts.

Creative approaches were also taken by police managers in the areas of technology. Many police organizations actively worked to exploit new drug detection technologies that could be used at the patrol level. They encouraged inventors and producers of these technologies to use their cities as test cities. They cooperated with industry specialists and offered product input in an effort to develop products to aid the patrol officer.

As they look back from this Thanksgiving Day, law enforcement leaders are most pleased with their accomplishments in the area of drug enforcement. They are also quite happy about their positive impacts on crime statistics of the past several years. In contrast to the 1980s law enforcement leaders really have something to be thankful for when it comes to their success at combating drug abuse.

# THE STRATEGIC PLAN

## OBJECTIVE TWO

### STATEMENT

The second objective of this project was to develop a strategic plan that will help define the role the patrol officer is to play in combating drug abuse by 1998. This plan uses a model of Situation Mission, Execution, Administration and Control (SMEAC) to provide the basic structure for strategic planning. The situation, mission and execution portions of the SMEAC model are addressed in this objective. The administration and control components of the SMEAC model are addressed later in Objective Three. A strategic management process that included policy considerations, strategic decision making and strategic planning was used in this objective. The outcome was a strategic plan that maps a general path from the present state to the desired future state.

### METHODS: IDENTIFICATION

The following methods were used to assist in Strategic Planning.

1. The SMEAC Model was used to provide structure for the strategic plan.
2. Semi-structured interviews were conducted with: subject matter experts from the United States Drug Enforcement Agency, epidemiologists from the National Institute on Drug Abuse, staff members from the White House Drug Policy Board and representatives from law enforcement in Washington, D.C. and Florida.
3. A law enforcement questionnaire was utilized to assess officer attitudes and training related to patrol level drug

enforcement.

4. A group process was held to brainstorm policy considerations.
5. A capability analysis was conducted by the Policy Group to determine law enforcement's strengths and weaknesses related to the issue.
6. A modified policy delphi was conducted to select the most desirable and most feasible policies.
7. Possible stakeholders related to the study issue were listed through a brainstorming process.
8. Stakeholders were analyzed to determine their importance and possible position related to selected policies.

#### METHODS: IMPLEMENTATION

The first methods used in this process were semi-structured interviews and a law enforcement questionnaire. These methods were utilized to obtain a clear understanding of the situation facing the patrol officer with regard to drug enforcement.

The next method used in studying the issue was a Policy Group study session. This group session was held to discuss policy considerations, strategic planning and strategic decision making related to the study issue. Policy Group members were selected due to their expertise on the study issue and/or because they represented possible stakeholders. The 11 member group consisted of the following participants: A local city council member, a probation officer, a drug prevention specialist, a police chief and a broad cross-section of law enforcement supervisors and officers from three law enforcement agencies (Appendix B). These members were required to read the background and three



futures scenarios developed in Objective One prior to the group discussion.

### Group Background

It should be noted that all of the policy group members either live or work in the same county. The findings of this group are therefore based on the situation in one county. While group members were encouraged to develop a model plan that will have general application to California law enforcement, the results of the policy study are considered to be representative of the situation in this particular county. A brief description of the county is outlined below to aid the reader's perspective.

The county represented lies within 30 miles of a major metropolitan city. Many county residents commute to the city to work. The county contains a mixture of agricultural land, suburban housing, light industry and some timber land. The county has approximately 350,000 residents and is rapidly growing. The county contains one city of over 100,000 residents, two cities of approximately 40,000 residents and five cities under 10,000. There are several other cities in the county, but these are unincorporated and rely on the sheriff's office for police services. The county contains a 15 percent minority population with a mixture of Hispanics, Native Americans, Blacks and Asians making up the bulk of this population.

Drug abuse is a significant concern in this county. Drug trafficking and drug related violence seem to be on the upswing. Some international drug traffickers have operated out of the county. Cocaine, methamphetamine, heroin and marijuana are the most commonly

abused drugs.

### **Semi-structured Interviews**

In an attempt to clearly define the "situation" facing the patrol officer with regard to drug abuse, semi-structured interviews were conducted with subject matter experts during the initial research portion of this project. In addition to obtaining the list of trends and events for the futures portion of this study, these experts were also asked questions related to the current drug "situation" and related to policy considerations for the future. In order to maintain their anonymity, the names of those persons who were interviewed have been withheld.

The questions addressed and a brief summary of responses is outlined as follows.

Question A - Why has law enforcement been unsuccessful in reducing drug abuse?

Question B - What steps should be taken to define/address the future role of patrol officers in drug enforcement?

#### Intelligence Research Specialist - U.S. Drug Enforcement Agency

- A. Law enforcement has failed to recognize the flexibility of the drug market. As we work to ebb the flow, the market simply adjusts. Every time law enforcement becomes more sophisticated in their efforts, so do the drug traffickers.
- B. Law enforcement must recognize that the causes of drug abuse are beyond their purview. Law enforcement administrators must work cooperatively with all justice components, including educators, prosecutors and treatment centers to set enforcement priorities.

White House Staff Member - Drug Policy Board

- A. Law enforcement has not been unsuccessful. They have done a fine job. Drug abuse is a human tragedy created by social conditions ranging from the breakdown of family values to false expectations created by the media.
- B. Strategies should be developed to clearly spell out expectations of those officers involved in drug enforcement, including plainclothes or uniformed officers. Support must be provided from the top. Officers should become the role models for youth. The patrol officers' role should be to hold users responsible for their actions.

White House Policy Analyst - Drug Policy Board

- A. Law enforcement has not been unsuccessful. Drug abuse still exists due to a perception by the public that drug use is not illegal.
- B. The public should be educated as to police role and police/community involvement should be enhanced. Clear department priorities of arresting abusers should be put in place. Local jurisdictions should take the lead role in drug awareness within their own departments and communities.

Washington D.C. Area Police Narcotics Units Sergeants

(Three were interviewed collectively)

- A. Law enforcement has not adequately emphasized drug enforcement. Drug traffickers have become more organized and more violent.

- B. A greater percent of every department should be involved in full time drug enforcement. Provide better training at patrol level. Support and reward patrol officers who enforce drug laws.

Epidemiologists - National Institute on Drug Abuse

(Three were interviewed collectively)

- A. Drug abuse is a social problem caused by liberal societal attitudes toward drugs. Some drug abuse will always be around. Law enforcement cannot control supply.
- B. Demand reduction is the only answer. Policy considerations must be based on which arrests will do the most good. Patrol should address the area user intervention.

Planning and Research Bureau Chief - Major Florida City

- A. Law enforcement has focused too much on arresting traffickers. They have not concentrated on taking a holistic approach to the problem. Patrol officers have been allowed to sit back while specialized units handle the problem.
- B. City policies should not breed transiency which feeds the economic model producing drug abuse. Patrol level street programs to interrupt sales and use should be developed. Patrol officers should concentrate their efforts on known repeat criminal offenders who are drug abusers.

Drug Task Force Unit Commander - Major Florida County

- A. Law enforcement cannot stop supply. As long as there is a

demand there will be a supply. Enforcement cannot keep up with flexibility of the drug market.

- B. Patrol level enforcement must emphasize street enforcement, including both user and dealer arrests. Patrol officers should be educated and encouraged to get involved in drug enforcement. Drug enforcement, as well as drug education, should be a clear department priority with patrol officers involved in both.

#### Past Unit Commander - Major Florida County Drug Task Force

- A. Law enforcement is unsuccessful due to social attitudes and past media treatment of drugs. The drug market is flexible and well organized in other countries. Law enforcement relied too much on stemming supply rather than seeking to find out why people abuse drugs.
- B. Patrol efforts should concentrate on local sales and abuse. Officers should be educated out of the mind set that drug enforcement is not their job. Patrol officers should be given proper supervision and allowed to be creative and innovative in their approach. The entire department needs to get involved in drug enforcement efforts.

#### **Law Enforcement Questionnaire**

In order to further refine the "situation" facing the patrol officer with regard to combating drug abuse, a law enforcement questionnaire was developed. The areas addressed in this questionnaire were based partially on the comments by subject matter experts about patrol

officers' attitudes toward drug enforcement, i.e., officers do not feel drug enforcement is part of their job. The second part of the questionnaire addresses training weaknesses indicated by some subject matter experts.

The desired result of this questionnaire was to obtain information about strengths and weaknesses at the patrol level with regard to drug enforcement. In order to obtain a local perspective, this questionnaire was administered to 20 police officers and deputy sheriffs holding ranks from patrol officer to captain from nine police jurisdictions within a single California county. Results are based on the mean response (Chart 3).

The results of this questionnaire indicated a tremendous diversity between individual officers and agencies as to perceptions about patrol officer attitudes and training relative to drug enforcement. There was little consistency in answers with respect to rank, assignment or size of department. If nothing more, the results of this questionnaire demonstrated that the issue of patrol level drug enforcement has not been clearly defined within the target county.

Attitudes - While the survey finds that 50.85 percent of the patrol force feel that narcotics enforcement is a key part of the police mission, only 25 percent of the patrol work drug enforcement on a daily basis. The results indicate that adequate department support is not a significant reason (14.25 percent) why some officers do not work drug enforcement. A feeling that users will not be prosecuted anyway is a more significant factor (23.25 percent), but this figure does not suggest a major weakness in this area.

It is encouraging to note that an average of 69.5 percent of the

## CHART 3

### LAW ENFORCEMENT QUESTIONNAIRE

1. Attitudes - What percent of patrol force . . .
  - a. Considers narcotics enforcement a key part of the police mission?  
Mean: 50.75% (High 100%, Low 0%)
  - b. Work narcotics enforcement on a daily basis?  
Mean: 25% (High 80%, Low 0%)
  - c. Feel that street level enforcement is a waste of time because users will not be prosecuted anyway?  
Mean: 23.25% (High 75%, Low 0%)
  - d. Feel that narcotics enforcement is not worthwhile because it is not encouraged or adequately supported by the department?  
Mean: 14.25% (High 80%, Low 0%)
  - e. Would really get actively in narcotics enforcement on a daily basis if it were made a clear department priority?  
Mean: 69.5% (High 100%, Low 20%)
  - f. Actively work closely with specialized units by exchanging narcotics information?  
Mean: 36.75% (High 90%, Low 5%)
2. Training - What percent of patrol force . . .
  - g. Have the expertise to arrest suspects for being under the influence of drugs per 1150 of the California Health and Safety Code?  
Mean: 26% (High 85%, Low 0%)
  - h. Have the expertise to develop probable cause to search narcotics suspects, vehicles and houses with or without a search warrant?  
Mean: 33.5% (High 80%, Low 10%)
  - i. Has the expertise to recognize the appearance and/or smell of most common street drugs?  
Mean: 42.75% (High 70%, Low 10%)
  - j. Has the expertise to quickly notice activity associated with drug sales and use?  
Mean: 52% (High 100%, Low 10%)
  - k. Has the knowledge and will take the time to develop drug information through informants?  
Mean: 20% (High 60%, Low 5%)
  - l. Recognize the dangers of dealing with narcotics violators including threats to life due to weapons and disease?  
Mean: 73.75% (High 100%, Low 30%)

patrol force would work drug enforcement on a daily basis if it were made a clear department priority. The fact that an average of only 25 percent currently work narcotics enforcement on a daily basis suggests that most departments do not stress patrol level drug enforcement. When this is coupled with the relatively low number of patrol officers who actively share information with specialized drug enforcement units (36.75 percent), it is clear that most patrol officers do not play a significant role in drug enforcement.

Training - The training portion of this survey demonstrates that drug related training is relatively weak at the patrol level. While an average of half of the patrol force can recognize drug activity, less than half can recognize the smell and appearance of most street drugs. As we examine the number of officers who have the expertise to make searches, recognize the symptoms of drug influence or who obtain information through the use of informants, the figures are even lower.

The only encouraging area related to drug enforcement training is that most patrol officers (73.75 percent) recognize the dangers of dealing with drug violators.

### **Capability Analysis**

The next instrument used to further define the present situation related to the study issue was a capability analysis. This analysis was used by the Policy Group to determine the general state of law enforcement's resources, internal support systems and external support systems to assist in patrol level drug enforcement. The Policy Group responses were tabulated and averaged to determine the mean response (Chart 4).



# CHART 4

## CAPABILITY ANALYSIS RATINGS

- I - Superior. Excellent. Beyond present need.  
 II - Better than average. Suitable performance. No problems.  
 III - Average. Acceptable. Not good, not bad.  
 IV - Problems here. Not as good as it should be. Deteriorating.  
       Must be improved.  
 V - Real cause for concern. Situation bad. Crisis. Must take action  
       to improve.

| <u>CATEGORY</u>  | <u>I</u> | <u>II</u> | <u>III</u> | <u>IV</u> | <u>V</u> | <u>AVG</u> |
|--|----------|-----------|------------|-----------|----------|------------|
| Manpower (at patrol level)   |          |           | 4          | 4         | 3        | 3.90       |
| Technology for drug enforcement                                      |          |           | 3          | 7         | 1        | 3.81       |
| Equipment (safety needs)   |          | 4         | 3          | 3         | 1        | 3.09       |
| Money available for drug enforcement                                 |          | 1         | 1          | 6         | 3        | 4.00       |
| Calls for service/demands  |          |           | 2          | 4         | 5        | 4.27       |
| Executive skills<br>(chiefs/sheriffs)                                | 1        | 6         | 3          | 1         |          | 2.36       |
| Management skills<br>(lieutenants/captains)                          |          | 6         | 5          |           |          | 2.45       |
| Police officer skills<br>(patrol level)                              |          | 4         | 3          | 4         |          | 3.00       |
| Supervisor skills (sergeants)  |          | 2         | 4          | 5         |          | 3.27       |
| Training in general for officers                                     |          | 4         | 4          | 3         |          | 2.90       |
| Officer specific drug training                                       |          | 3         | 3          | 4         | 1        | 3.27       |
| Officer attitudes toward<br>drug enforcement                         |          | 3         | 4          | 4         |          | 3.09       |
| Council support/or county<br>supervisor                              |          | 1         | 5          | 4         | 1        | 3.45       |
| City Manager/or county<br>administrator support                      |          | 1         | 4          | 4         | 2        | 3.63       |
| Executive support  |          | 7         | 1          | 3         |          | 2.63       |
| State support (DOJ, P.O.S.T.)  |          | 2         | 5          | 4         |          | 3.18       |
| Police management support  |          | 4         | 5          | 2         |          | 2.81       |
| Specialized unit support   |          | 1         | 6          | 4         |          | 3.27       |
| Justice system support<br>(District attorneys, courts,<br>probation) |          |           |            | 4         | 7        | 4.63       |
| Social Service support<br>(prevention treatment)                     |          | 1         | 1          | 9         |          | 3.72       |
| Community support  |          | 3         | 5          | 3         |          | 3.00       |

Respondents were asked to rate law enforcement's capabilities to deal with study issue. Whole numbers below each rating column represent the number of participants who chose this rating for the selected category. Final column represents the group average.

This capability analysis indicates that the only real strengths of law enforcement in dealing with the study issue are the skill levels of police executives and managers. The analysis revealed several weaknesses that should be addressed. These weaknesses were identified as follows:

1. Personnel at the patrol level - It was felt by the study group that there is not adequate staffing at the patrol level in most law enforcement agencies.
2. Technology for drug enforcement - The study group members felt that technology is not available to adequately assist officers in drug enforcement.
3. Money available for drug enforcement - The study group members felt that law enforcement funding and drug enforcement funding is a major problem.
4. Calls for service/demands on officer time - Due to calls for service and demands on patrol officer time, the group felt that many officers at the patrol level are unable to actively engage in drug enforcement.
5. City Manager and County Administrator support - The group's response indicates that in general City Managers and County Administrators do not adequately support drug enforcement efforts by law enforcement. They indicated that drug enforcement must be emphasized as a priority by these top level administrators.
6. Justice system support - This area was listed as the greatest weakness associated with patrol level drug enforcement. District Attorneys' offices, the courts and probation either do

not have enough staff to deal with drug arrests or they have not placed enough emphasis on drug related cases.

7. Social service support - The group felt that there are not adequate prevention and treatment facilities to deal with drug abusers.

Other areas that are worth watching due to the potential for developing problems are: equipment needs, supervisory skills, specific drug training, City Council/County Supervisor support, State level support and support from specialized units such as narcotics or detectives.

#### **Situation Summary**

Based on the research conducted during the semi-structured interviews, the drug problem in the United States is showing very few signs of improvement. In spite of ever increasing enforcement aimed at the supply side of drug trafficking and record numbers of arrests, drugs are still readily available on the streets at their lowest prices ever.

There seems to be an increasing trend in thinking that it is time to target the demand side of the drug trade for law enforcement efforts. If this is the case, it is likely that a much greater emphasis will be placed on patrol level enforcement. Even if there is not a major shift in emphasis toward "user accountability," it still makes a great deal of sense to place more emphasis on patrol level enforcement in the future.

As the capabilities of California law enforcement to institute programs aimed at patrol level enforcement are examined, several key weaknesses and relatively few strengths are found.

Weaknesses include a relative lack of training and emphasis on patrol level drug enforcement. Other significant weaknesses are:

Personnel, technology, money, current service demands, City Manager and County Administrator support, justice system support and social service support.

Fortunately, strengths include the skill levels of California police executives and managers. Another strength is the awareness of patrol level officers about the dangers associated with drug enforcement. All of these strengths will be put to a critical test as law enforcement leaders set out to change their approach to drug enforcement at the patrol level.

#### **Modified Policy Delphi**

Having studied the general issue and having assessed law enforcement's strengths and weaknesses in dealing with it, the Policy Group focused on policy considerations for the future. The group was given a list of 20 policy considerations that had been obtained from initial background interviews. Prior to reading the list, group members were asked to individually list policies they felt were worthy of consideration. The group list was then added to the original list. The result was a set of 36 policies for consideration (Appendix B).

The original list of 36 policies was rated by the group members using a Policy Delphi Rating Sheet (Appendix B). Policies were rated in terms of desirability and feasibility. Those policies with the highest combined ratings for desirability and feasibility were selected for further consideration. Some policies were combined due to being interrelated. The result of this process was a list of 11 policies thought most suitable for further study.

Group members were then allowed to make pro and con arguments

about each of the 11 policies. A second round of voting took place using the Policy Delphi Rating Sheet. The end result of this process was a final list of six policies. These policies are listed as follows:

1. Increase drug enforcement at the patrol level.
2. Develop a clear mission statement making drug enforcement a top priority.
3. Streamline police services to allow more time for patrol level drug enforcement.
4. Provide community education about drug abuse and anti-drug abuse programs for elementary schools.
5. Increase innovative efforts to obtain law enforcement funding.
6. Work cooperatively with other segments of the criminal justice community toward solutions to the drug abuse problem.

#### **Mission Statement - 1998**

Based on the background research, futures scenarios and group discussion, the following mission statements were written. The first is a broad overview of the mission of California law enforcement. The second is the specific mission statement of patrol officers in drug enforcement.

The Mission of California Law Enforcement - To protect life and property in the communities in which we serve. To maintain order and preserve peace. To foster a feeling of trust and respect for our organizations. To promote crime prevention and apprehend violators of the law. To enhance community safety and community involvement.

The Specific Mission of Patrol Officers in Drug Enforcement - To act

as the public's first line of defense against the predacious behavior of those involved in illegal drug abuse and drug trafficking. To provide strict immediate intervention for those who are involved in illegal drug use in an effort to insure that they are either treated or held accountable for their actions. To interrupt drug sales activity through arrests and high visibility patrol. To gather intelligence and information on illegal drug activity and to actively share this information with specialized drug enforcement units within the local jurisdiction. To create community awareness about the extent and effects of illegal drug abuse. Officers should work on a daily basis to involve themselves within their departments and communities to cooperatively work for the eradication of illegal drug abuse.

### **Policy Considerations**

With the above mission statements in mind, the general policy statements selected by the group were broadened and defined more clearly. These policies are not intended to be all encompassing. Law enforcement jurisdictions vary greatly in the areas of population, resources, ethnicity, and in the extent of the drug abuse problem. The policies do, however, provide a general framework of several areas most jurisdictions will want to consider when addressing drug abuse from the patrol level.

#### Policy 1 - Increased Drug Enforcement Training at the Patrol Level.

Based on the interviews, questionnaires and group discussion, it is clear that many patrol officers are not adequately trained in drug enforcement. If law enforcement is to be truly effective at patrol level

drug enforcement, this training is absolutely essential for 100% of the patrol force. These training courses must go well beyond the 8-16 hours of narcotics training provided at basic training courses and beyond the 24 hours currently allotted for the "Narcotic Enforcement For the Patrol Officer" course. Curriculum must be expanded to include recognizing suspects under the influence of drugs, search and seizure law, (with more emphasis on what officers can do, instead of what they cannot do), drug recognition, user/sales profiling, informant development, new technologies, intelligence gathering, communication with specialized units and safety issues. Patrol officers should be exposed to new enforcement techniques, such as "knock and talks," high visibility enforcement, and surveillance techniques. Agencies should consider rotating all officers through specialized drug enforcement units for training on the needs and techniques of these units.

Policy 2 - Clear Mission Statement - Agencies must adopt a clear mission statement that makes drug enforcement a top priority for patrol. Emphasis should be placed on holding drug users accountable for their actions and street level sales interruption. It should be stressed that drug enforcement is not just a function of specialized units. Officers must be encouraged to enforce drug laws and rewarded when they do. Patrol level enforcement must be made an integral part of every agency's drug enforcement policy.

Policy 3 - Streamline Services - Whenever politically feasible, police agencies should consider cutbacks on unnecessary services to allow officers time for proactive drug enforcement. All too often law

enforcement jurisdictions find themselves reacting to the results of drug related crime rather than actively doing something about the problem. Unnecessary reports and services should be streamlined, discontinued or handled by non-sworn personnel. Patrol time gained through this streamlining process should be allocated to combat crime through strict drug enforcement and community education.

Policy 4 - Community Education - Any changes in organization priorities or changes in levels of service must be prefaced by community education. This education must create an awareness within the community as to the harmful effects of drug abuse and the limitations of law enforcement in dealing with it. The public must "buy-in" to the need for changing police priorities and the public's need for active involvement in drug abuse prevention. Drug abuse prevention education designed to change attitudes of the young and old with regard to drug abuse should be incorporated into the community education process.

Policy 5 - Law Enforcement Funding - Law enforcement administrators must seek innovative and creative funding ideas to insure adequate staffing for the future. Given the fact that the study group perceived a real weakness in personnel strength at the patrol level and the fact that some jurisdictions are being forced to either hold current staffing levels or cut back on personnel, this policy is of major importance for the future. Over the short term, most agencies would be able to sustain active patrol level drug enforcement programs through service cutbacks and reprioritization of services. Over the long term, however, agencies will likely need to research creative financing programs to insure that



they have adequate staffing for proactive patrol level drug enforcement.

Policy 6 - Work Actively With Segments of the Criminal Justice Community Toward Solutions to the Drug Abuse Problem - Law enforcement leaders must recognize early on that their agencies do not operate in a vacuum. All of the patrol level drug enforcement in the world will do little good if the arrestees have nowhere to go. Law enforcement leaders need to work actively with leaders from the district attorney's office, the courts, probation, corrections, and the treatment community to establish clear priorities with regard to drug abuse. They must work cooperatively to explore alternatives and solutions to insure that those abusers who will respond to treatment get it and those who would continue to prey upon society are incarcerated. Together these leaders should push for legislation at the state and local level that will assist them in their respective efforts.

### Execution

With law enforcement's mission clearly defined through the general mission statements and policy considerations, the next phase in this process will be the implementation or execution of a strategic plan. This process will be completed through a thorough analysis of stakeholders involved in order to determine obstacles that may be encountered. Strategies for implementation will be formulated to address areas of concern presented through stakeholder analysis.

### Stakeholders

Prior to the implementation of any strategic plan, it is critical to

analyze stakeholders who may be affected by these plans and to take them into account during the implementation process. The Policy Group listed a total of 31 stakeholders who may be affected by implementation of the policies for consideration (Appendix B). These stakeholders were then discussed by group members as to their relative importance to implementation and their position related to the policies being considered. After discussion of each, the list was narrowed by democratic voting to the 12 most important stakeholders (Chart 5). These stakeholders and a brief analysis of each are listed as follows:

1. The Community - On the whole, the community will generally support any policies of increased drug enforcement at the patrol level. They may favor increased law enforcement funding programs in lieu of service cutbacks, but will likely resist cutbacks alone. The public will favor increased community education, especially in the schools.

2. Local Politicians (County Supervisors and City Councils, etc.) - These groups are likely to support increased drug enforcement and drug training at the patrol level. They will encourage communications, both with the public and among leaders of the law enforcement communities. Politicians will insist that they are kept informed as well. Alternative funding will be encouraged within limits. Service cutbacks will not be supported unless they are carefully explained.

3. Other Components of the Criminal Justice System - This group consists of several stakeholders combined, including district attorneys' offices, probation, corrections and the courts ranging from clerks to judges. In theory, these groups will be very supportive of all of the policies. The policy of increased emphasis on patrol level arrests, however, will likely create a substantial burden on these stakeholders.

# CHART 5

## STAKEHOLDER ANALYSIS

| Stakeholder   | Importance         | Policy |   |   |   |   |   |
|---|--------------------|--------|---|---|---|---|---|
|   |                    | 1      | 2 | 3 | 4 | 5 | 6 |
| 1. The Community  | Very important     | +      | + | - | + | + | + |
| 2. Local Politicians  | Very important     | +      | + | - | + | + | + |
| 3. Other Components of the Criminal Justice System              | Very important     | +      | + | + | + | + | + |
| 4. Police Labor Organizations                                   | Very important     | +      | + | + | + | + | + |
| 5. Drug Abuse Treatment Centers                                 | Very important     | +      | + | + | + | + | + |
| 6. Minorities   | Important          | +      | + | - | + | + | + |
| 7. Special Interest Minority Groups                             | Could be important | ?      | ? | - | + | + | + |
| 8. American Civil Liberties Union                               | Could be important | ?      | - | - | ? | ? | + |
| 9. Education/Teachers/P.T.A.                                    | Important          | +      | + | ? | + | + | + |
| 10. City Managers/County Administrators                         | Important          | +      | + | ? | + | + | + |
| 11. State Organizations such as P.O.S.T. and D.O.J.             | Important          | +      | + | ? | + | + | + |
| 12. State and Local Organizations of Sheriffs and Police Chiefs | Very important     | +      | + | + | + | + | + |

Policy 1 - Increased drug training at patrol level.

Policy 2 - Clear mission statement.

Policy 3 - Streamline or cut police services.

Policy 4 - Community education.

Policy 5 - Increase innovative law enforcement funding.

Policy 6 - Work actively with other segments of criminal justice community.

+ = Will support policy

- = Will oppose policy

? = Position uncertain

\* Results based on majority opinion

If policies regarding communication and working toward cooperative solutions are adhered to, it will be possible to maintain support in all areas.

4. Police Officers, Sheriff's Deputies, and their respective labor organizations - These groups are very likely to be supportive of all of the policies if they are taken together. However, implementation of increased enforcement emphasis or increased community involvement that is not coupled with cutbacks in service will likely result in resistance from patrol level officers who already feel they are working at maximum capacity.

5. Drug Abuse Treatment Centers - These groups are likely to support all of the policies outlined provided that adequate emphasis is placed on treatment.

6. Minorities - The minority communities at large are likely to be very supportive of policies to reduce drug abuse and increase drug enforcement in their communities. They will, however, oppose service cutbacks.

7. Special Interest Minority Groups - These groups may oppose any increases in drug enforcement, especially if they feel this enforcement singles out the poor or any particular ethnic group. They will also oppose service cutbacks.

8. American Civil Liberties Union - This group will likely oppose increased drug enforcement at the patrol level. They may also resist some community education programs. Depending on the community, these groups may or may not be a potent political force.

9. Educators/Teachers/P.T.A. - These groups will generally support increased enforcement and increased education policies. It will

be important to work closely with them during program implementation. Service cutbacks are a questionable area with regard to support from this group.

10. City Managers/County Administrators - These stakeholders should actively support these policies provided they are kept informed of the planning process and provided fiscal impact is kept within tolerable limits. Service cutbacks must be carefully explained.

11. State Organizations, such as P.O.S.T. and D.O.J. - These organizations will actively support these policies and assist with training and resources as available.

12. County Level and State Organizations of Sheriffs and Police Chiefs - These organizations will actively support these policies provided they are implemented together. Service cutbacks and maintaining staffing levels will, due to education programs, be the areas of concern.

### **Implementation Strategies**

Given a clearer understanding of the various stakeholder groups, it is now possible to look at the implementation of a strategic plan to bring about the desired changes related to the role of the patrol officer in drug enforcement by 1998. Energy may be devoted to proper education and negotiation in order to gain support of the stakeholder to insure the desired changes take place.

#### Policy 1 - Increased Drug Training at the Patrol Level

Strategy 1A - The California Commission on Peace Officer Standards and Training, with cooperation from the State

Department of Justice, local law enforcement training centers and subject matter experts, is to re-evaluate basic and advanced officer drug enforcement training at the patrol level. Given the prevalence of drug abuse in society today and the increased emphasis on drug enforcement, today's drug training courses are not adequate for patrol level officers. Curriculum must be expanded to include the various subjects listed in the policy statement.

Implementation time: 1-2 years

Responsible persons: P.O.S.T., D.O.J., California Chiefs and Sheriffs

Strategy 1B - Due to the fact that changes at the state level are likely to take one to two years, local law enforcement leaders should not wait for a state mandate to increase patrol level drug enforcement training. In cooperation with local training centers and local training managers, law enforcement leaders should begin developing patrol level drug enforcement courses now. These courses can be put together through training managers associations and put on as advanced officer training which is eligible for P.O.S.T. reimbursement.

Efforts should be made, using in-house resources, to adequately train patrol level officers on drug related issues. Consideration should be given to temporarily assigning patrol officers to specialized drug enforcement units to enhance their training and to increase communication between patrol and specialized units.

Implementation time: six months to one year

Responsible persons: County Chiefs' Association, County.

Training Managers' Association and local criminal justice training centers.

## Policy 2 - Clear Mission Statement

Strategy 2A - Local law enforcement leaders must adopt a clear mission statement making drug enforcement a top priority for patrol. Immediate steps should be taken by law enforcement leaders to insure that patrol officers do not get caught in the "special unit syndrome" and defer narcotics enforcement to specialized units.

Establishing a clear mission statement alone will not be enough to insure that patrol officers engage in drug enforcement. Law enforcement supervisors and managers must buy in to this concept and clearly support the drug enforcement efforts of patrol officers. Administrators must guard against sending officers conflicting messages, i.e., "Drug enforcement is our top priority, but we want you to be available for all routine service calls, so don't get too involved in drug investigations." Support from the top requires allowing the time and encouraging creativity for officers who actively engage in drug enforcement activity. Drug enforcement activities by patrol officers must be clearly rewarded when they occur.

Implementation time: six months to one year

Responsible persons: local chiefs and captains.

## Policy 3 - Streamline Services

Strategy 3A - Police leaders must constantly evaluate the

levels of services they provide to the community. Whenever possible, services must be streamlined to make them more efficient. Police leaders need to examine the wisdom of using valuable patrol officer time to handle animal complaints, reports without suspects and minor traffic accident reports that are taken for insurance purposes only. When possible, such services should be handled by non-sworn personnel if, in fact, they need to be handled at all. A much more efficient use of officer strength would be to use this time actively working drug enforcement. These efforts will provide true community service by reducing burglary rates, property crimes and violent crimes.

Implementation time: ongoing

Responsible persons: county chiefs and sheriff

#### Policy 4 - Community Education

Strategy 4A - One of the most important considerations in drug enforcement is community support. In order to facilitate this support, local law enforcement leaders must work to educate their respective communities about the harmful effects of illegal drug abuse. The community must be made to understand their own role in drug enforcement and drug abuse prevention. Law enforcement leaders must create awareness as to law enforcement's limitations in an effort to promote public understanding and support. Local law enforcement leaders must also gather political support from community leaders to assist in getting the message out and to bring about positive change.

Implementation time: ongoing



Responsible persons: police chiefs and sheriffs

Strategy 4B - Another area that law enforcement leaders must focus education efforts on is within the local schools. New drug abuse prevention efforts such as the Drug Abuse Resistance Education (DARE), started by Los Angeles Police Department, and a variety of other programs aimed at drug education, building self-esteem and resisting peer pressure, show tremendous promise in reducing the demand for drugs in the future. When these programs involve uniformed officers in the schools, they bring about positive attitudes toward law enforcement and foster better police/community relations. Agencies with adequate staffing should implement these programs in conjunction with the local schools. Those agencies without adequate staffing should consider other alternatives in funding such programs or involve patrol officers in school based drug education programs on a more limited basis.

Implementation time: 1-2 years.

Responsible persons: County police chiefs and sheriff

#### Policy 5 - Law Enforcement Funding

Strategy 5A - In order to insure adequate future staffing at the patrol level, law enforcement leaders must begin taking an interest in the funding of their own organizations. Police leaders and managers can no longer afford to leave funding solely in the hands of city/county managers and finance directors. They must work cooperatively within their own communities and local government on funding issues.

Implementation time: ongoing.

Responsible persons: local police chiefs and sheriffs

Strategy 5B - When the political climate permits, police leaders should individually or collectively involve themselves in promoting local or state legislation that will insure future funding for their agencies. Areas for future consideration may include more fees for police services, legislation to allow asset seizures money to be used for patrol personnel costs and tax initiatives aimed at funding adequate patrol strength.

Implementation time: ongoing

Responsible persons: California Chiefs of Police and Sheriffs' Associations.

Policy 6 - Work Actively With Other Segments of the Criminal Justice Community

Strategy 6A - Local law enforcement leaders should create countywide multi-disciplinary planning task forces within their own communities to address the problem of drug abuse. These would not be the traditional task forces charged with drug enforcement. Instead, they would be responsible for drug policy and long range planning. These teams should be made up of representatives from the municipal and superior court bench, prosecutors, probation leaders, law enforcement leaders, correctional facilities managers, and state or federal law enforcement officials within the local jurisdiction. Representatives from local schools and local drug treatment programs should also be brought into the group. These leaders should work collectively

at forming a drug policy that considers the needs and demands of each group. Policy should be geared to providing treatment for those who will benefit from it and incarcerating habitual offenders. Local agencies must adopt a clear policy that drug abuse will not be tolerated within their communities.

Implementation time: one year

Responsible persons: County Chiefs' Associations

### Summary

With few exceptions, the policy considerations and strategies listed in this report can be implemented at the local law enforcement level. While most will require some reallocation of time and resources, few will require immediate expenditures of fiscal resources. These policies provide a basic framework for forming local policy and a plan for the execution of the police mission. The administration and control aspects of these strategies will be covered in greater detail in Objective Three.

When examining the strategies and policies set forth in this project, it is apparent that few of these policies are actually to be implemented at the patrol level. It is important for the reader to bear in mind that the purpose of this project is to define the role of the patrol officer in drug enforcement over the next 10 years. This role is not defined by a set of police tactics or new priorities that are easily implemented by an officer on the street. Instead, the future role of the patrol officer in drug enforcement is shaped by a wide variety of forces from within the police organization, as well as forces external to it. It is these forces of politics, training, public support, administrative support, workload, youths' attitudes toward drug abuse, law enforcement funding and the

abilities of other criminal justice components to handle drug related caseload, that will ultimately shape the patrol officer's future role in drug enforcement.

### **Planning Systems**

In order to determine the proper planning system to be used with regard to the issue, a brief analysis of the environment was conducted. This analysis took two factors into account. The first is the general predictability of the environment. The second element is the general turbulence of the environment (or the rate at which change occurs).

Based on this analysis, it is apparent that California law enforcement normally operates in a periodic planning mode with regard to this issue. This is due to the fact that law enforcement operates in a relatively turbulent environment in which change occurs at a rapid rate. This change, however, is moderately predictable and, therefore, periodic planning and review is warranted.

A periodic planning system is one in which planning takes place during regular time intervals. In the case of this plan, it would seem that initially law enforcement leaders would wish to evaluate their progress on a quarterly basis. Once systems are up and running, annual review would be sufficient. This review should include an in-depth analysis of strategy effectiveness with recommendations for changes as necessary.

THE TRANSITION PLAN

### OBJECTIVE THREE

#### STATEMENT

The third objective in this study was to develop a transition management process to assist in the implementation of the strategic plan. This process is designed to insure a smooth transition into the desired future state and to insure proper policy implementation. This process takes into account the current state of the environment and the needs of the stakeholders involved.

#### METHODS: IDENTIFICATION

In light of the policy considerations recommended, the following methods were utilized during the transition process.

1. A map of the change process was used to provide the basic structure for the overall change process.
2. Critical Mass Analysis was used to determine the minimum number of stakeholders required to insure policy implementation.
3. A commitment planning process was used to determine the levels of commitment needed by the critical mass.
4. Responsibility charting was examined as a method to insure completion.
5. The task force concept was examined as a method for insuring implementation of complex policies.
6. Teambuilding was examined as a method to insure maximum effectiveness of the task force.

## METHODS: IMPLEMENTATION

The strategic plan outlined in Objective Two is a broad set of statements that have general application to California Law Enforcement. These strategies are set forth to provide a rather generic approach for implementation. With the exception of Strategy 1A, which is designed to be carried out at the state level, the remaining strategies are designed to be carried out on a countywide or even citywide basis. In order to develop an effective model for the transition management process, it was necessary to focus on planning at the local level.

Transition management is a very specific process that requires detailed planning around actual situations. For this reason, a case study was developed to demonstrate how a transition plan actually works. This study focused on how a transition plan may be implemented at the county level.

The case study set forth in this objective is based on a rapidly growing California county of approximately 350,000 population. Nearly all of the data gathered during Objective One and Objective Two was provided by group members who live and work in this county. Objective One and Objective Two therefore give a very accurate picture of the situation, stakeholders and strategies related to this case study. The study county has been given a pseudonym of "Coast County" to aid the reader and to protect the true identity of the stakeholders.

### **Mapping the Change Process**

The overall goal of transition management is to provide a plan for the implementation of the strategies recommended in Objective Two. As stated previously, this plan for implementation will be tailored to a

specific case study of a California county that has been given the fictional name of "Coast County." This plan provides a basic outline or map of the actual transition process.

This "map" provides the structure to insure that proper consideration is given to important details during transition. Among those details considered are: Which of the stakeholders will be responsible for implementation of the strategic plan? Which stakeholders may block the change process? What will be the positive or negative effects of the change process on those organizations and persons involved in the transition process? How will progress be monitored? etc.

The following methodologies have been selected to address the questions outlined above. Each answers one or more of the questions and provides the structure to insure proper implementation of the strategic plan for "Coast County."

### **Critical Mass**

One method to determine who will be responsible to insure implementation, as well as to determine who may block the change process, is known as critical mass analysis. The critical mass is the minimum number of persons or stakeholders required to insure that the desired strategies are implemented. The purpose of analyzing the critical mass is to determine what position specific stakeholders currently hold with regard to strategy implementation and what position they need to hold to insure strategy implementation. Discussion of each of the stakeholders in Coast County is outlined below.

Stakeholder 1 - The Community - One of the most important stakeholders of the critical mass is the community at large. The general



community of Coast County is relatively conservative. Many community leaders have actively campaigned to rid the community of drugs. Grass roots community support to stop the proliferation of drug abuse has occurred in several cities, particularly in the south end of the county.

While Coast County enjoys a relatively good standard of living, taxes and government services are a major concern. Service cutbacks by the police would be viewed as negative unless adequately explained. If the community felt increased enforcement would result in higher taxes they may move to block the change.

The level of commitment the community currently holds is that they will most likely let the changes happen. It is extremely important to properly educate the community and keep them informed in order to keep this level of commitment.

Stakeholder 2 - Local Politicians - This group also makes up a key portion of the critical mass in Coast County. Since they control the purse strings and generally formulate response policy through their actions, the support of local politicians will be absolutely essential in the implementation of the strategies called for in the strategic plan.

The persons making up the city councils and county supervisors in Coast County run from ultra conservative to very liberal. Fortunately, they all seem to be very supportive of strong drug enforcement and drug education.

In the case of local politicians, as in the case of the citizens, it is unlikely that they will make the changes happen. What is needed instead is that they either help these changes to occur or at the very minimum let the changes occur.

Stakeholder 3 - Other Components of the Criminal Justice System -

This group is a very necessary part of the critical mass because they must actually help many of the changes occur. Unless these components of the criminal justice system are willing to accommodate the additional caseload created by increased drug enforcement at the patrol level, increased enforcement efforts will be fruitless. While this group will not actually make the changes occur, their help is vital to the success of several of the strategies.

It is very important to note that the probation, prosecution and court systems in Coast County are already suffering from extreme overload. Funding at the county level is severely restricted and these components are facing cutbacks at a time when their caseload is at its highest level ever. For these reasons, it will be very important to work closely with these stakeholders during implementation of the recommended strategies.

Stakeholder 4 - Police Officers, Deputy Sheriffs and Their Respective Organizations - This group is a vital part of the critical mass. Once strategies are implemented at the patrol level, these officers will be assigned the duties of carrying them out. While the group will not actually be in charge of making these changes happen, they will be critical in helping them to occur. The concerns of this group in Coast County may rise because officers at the patrol level already feel they are working near maximum capacity. They are a responsive group, however, and it is likely they will help the change happen.

Stakeholder 5 - Coast County Drug Abuse Treatment Office - This group makes up a member of the critical mass in Coast County. The level of support they are required to provide to the criminal justice system is already beyond their resources. Since the strategic plan takes

treatment into account in implementation, this group will be required to help the changes to occur. The drug abuse treatment office already works closely with law enforcement and it is likely they will continue to cooperate.

Stakeholder 6 - Minorities - The general minority community should be considered as a key part of the critical mass in the same manner that the rest of the citizens are. While the group does not represent a potent political force in much of Coast County, their numbers are growing, particularly at the north end of the county. They blend well into the general public, however, and are likely to support these strategies. It is important that they let these changes happen and do not rally political support to block the proposed changes.

Stakeholder 7 - Special Interest Minority Groups - Since the general citizen population, including minorities, is likely to support the proposed changes, this group is not a strong part of the critical mass. However, should this group decide to block the changes, they may be capable of rallying support. They should therefore be considered during critical mass analysis and planning.

Stakeholder 8 - Civil Liberties Union - As mentioned in the stakeholder analysis, this group is likely to attempt to block the implementation of the strategies suggested. If the programs are properly presented to the group, it may be possible to actually gain this group's support due to treatment and education aspects of the strategies. Regardless of their position, this group may not make up a member of the critical mass since current police operations occur in Coast County without the support of this group.

Stakeholder 9 - Educators/Teachers/P.T.A. - These groups make

up a member of critical mass due to the strategy of drug education in the schools. Since Coast County has decided to utilize such a strategy, the support of these stakeholders will be important to help this particular change occur. They have already been very cooperative with Coast County law enforcement and it is likely they will assist.

Stakeholder 10 - City Managers/County Administrators - This group of city and county officials make up an important element of the critical mass in Coast County because they are essentially charged with running their respective cities and counties. Since the Coast County Chiefs' Association is clearly responsive to this group, the support of city managers and county administrators is very necessary. At the minimum, it will be essential that this group lets the proposed changes occur, but their help with the changes will insure a much smoother transition.

Stakeholder 11 - State Organizations such as P.O.S.T. and D.O.J. - While the support of these organizations would be helpful in all policies, they do not represent a member of the critical mass on most of the policies. The exception here is obviously in the area of training. With regard to revision of statewide patrol level drug enforcement training, the California Commission on Peace Officer Standards and Training will be the member of the critical mass who must make these changes occur. Their help will be needed in Coast County to authorize certification of advanced officer training programs aimed at patrol level drug enforcement. D.O.J. is needed due to their expertise on the issue.

Stakeholder 12 - Coast County Chiefs' Association - The county chiefs organization makes up the most important member of the critical mass. This organization is made up of the sheriff and police chiefs within the county. The county district attorney, the chief of probation

and selected leaders from state and federal level law enforcement agencies, such as the F.B.I. and D.O.J., belong to this organization as well. It is this organization, most specifically the chiefs of police and sheriff, that will be responsible for implementing new programs at the county level. While change is certainly possible on an agency by agency basis, it will be most effective if the chiefs and sheriff act together to take responsibility for insuring implementation of the strategic plan. The Coast County Chiefs' Association is currently working together on another drug related project. It is likely they will be willing to work on this project as well because this group is committed to combating drug abuse.

### **Commitment Planning**

A natural extension of Critical Mass evaluation is a process known as commitment planning. In this process stakeholders or "actors" in the "Critical Mass" are listed on a planning chart. The individual level of commitment needed from each is then plotted on the chart. The current standing of each member in terms of their current level of commitment is also plotted on the chart. This process gives the person or persons involved in transition management a clear picture of where each member of the critical mass stands with regard to the proposed changes.

Having plotted the current and needed level of commitments from critical mass members, transition managers may quickly focus their energy on those members of the critical mass whose level of commitment must change. These members will become the target of negotiation strategies or educational processes designed to obtain the needed level of commitment from each.

For purposes of illustration, those members of the critical mass within Coast County have been plotted on a commitment planning chart (Chart 6). These commitments are based on the policies and strategies recommended in Objective Two. By examining the chart, it is apparent that the levels of commitment needed by most of the stakeholders may have already been obtained. Discussions would be held with each member of the critical mass to insure that assumptions as to their levels of commitment are correct.

#### **Securing Commitment**

In the case of Coast County local politicians, the courts, prosecutors and probation, the county administrator and the City Managers' Association will be the primary targets of the transition manager for further action. A brief analysis of strategies to secure commitment is outlined below.

Local Politicians - It will be up to each of the chiefs and the sheriff to secure commitment from their individual governing board. The strategies to be used here will be to raise an awareness about the plan. This will be accomplished through meeting with governing board members either individually or collectively. The merits and necessity of the strategies will be shared in detail.

Courts/Prosecutors/Probation - Since the District Attorney and Chief Probation Officer are already members of the Coast County Chiefs' Association, it is likely they will be responsive to the group's wishes. Here the strategy will be for the Chiefs' Association to act as a role model. If the police chiefs and Sheriff themselves make certain concessions and work cooperatively, it will be difficult for probation

# CHART 6

## COMMITMENT PLANNING

| Stakeholders<br>(or actors) in<br>Critical Mass | Block<br>Change | Let Change<br>Happen | Help Change<br>Happen | Make Change<br>Happen |
|---|-----------------|----------------------|-----------------------|-----------------------|
| The Community                                   |                 | X/O                  |                       |                       |
| Local Politicians                               |                 | X                    | O                     |                       |
| Courts/Prosecutors/Probation                    |                 | X                    | O                     |                       |
| Police Officers/Deputy Sheriffs                 |                 |                      | X/O                   |                       |
| Drug Abuse Treatment Office                     |                 |                      | X/O                   |                       |
| Minority Community                              |                 | X/O                  |                       |                       |
| Special Interest Minority Groups                | N               |                      |                       |                       |
| Civil Liberties Union                           | N               |                      |                       |                       |
| Educators/P.T.A.                                |                 |                      | X/O                   |                       |
| City Manager/County Administrator               |                 | X                    | O                     |                       |
| P.O.S.T./D.O.J.                                 |                 |                      | X/O                   |                       |
| County Chiefs' Association                      |                 |                      |                       | O                     |

X = Current Commitment

O = Commitment Needed

N = Not part of critical mass, but possible position is a concern. Should still be contacted to avoid problems and insure smooth transition, if possible.

and the District Attorney not to follow suit. In order to assist in this process, the police chiefs and Sheriff may have to make some concessions to ease the load of the District Attorney's office and probation in other areas.

In order to secure commitment from the courts, it will be necessary to educate the judges and create an awareness.

City Managers/County Administrator - It will be the role of the chiefs and Sheriff to individually secure the commitments of their respective bosses. It would be best to get the commitment of this group prior to meeting with local politicians since this group may assist in securing commitment from politicians.

The strategy used will be one of education. Overall community benefits, low costs of the program and creative funding will be selling strategies. As programs prove successful, the chiefs must be careful to give the credit for success to their bosses and local politicians.

### **Responsibility Charting**

As stated in the critical mass evaluation, the group that will most likely be responsible for insuring implementation of the strategies discussed in the strategic plan is the countywide organizations of Chiefs of Police, which includes the county sheriff. In order to determine who within the Coast County Chiefs' Association will have responsibility for which task, some role clarification may be necessary.

One tool that may prove helpful in the task or role clarification is responsibility charting (Appendix C). Responsibility charting starts as an individual task in which those "actors" who have some role concerning each action or decision are rated by group members. Actors



are then defined and labeled as follows:

R = those who have "responsibility" to insure completion,

A = those whose "approval" is necessary,

S = those whose "support" is essential to completion, but whose approval is not required,

I = those who must be informed

At the end of the individual responsibility charting, those involved in this process meet collectively to tabulate their respective scores. Further clarification of roles takes place and responsibility for completion is assigned once consensus is reached. The entire process is useful for assigning responsibility for task completion and gaining understanding of the roles others will play in the process.

Responsibility charting will be particularly helpful in the Coast County study due to the many agencies involved. The charting process will clearly identify which member of the Chiefs' Association is responsible for which task. "Approval," in many cases, will lie with the consensus or majority of the entire group.

While responsibilities have not been assigned to specific members of the Chiefs' Association, a list of individual responsibilities that should be considered by the county chiefs during actual implementation is outlined below.

Transition Manager - One member of the Coast County Chiefs' Association will act as the transition manager. Selection of the overall transition manager to insure project completion is critical. The manager must have the technical skills to aid in completion. Management abilities must include skilled planning, ability to set priorities, and good negotiation/communication skills. Personal skills must include:

good listener, have the trust of others, good persuasion powers, quick thinker, a "doer" and the ability to handle conflict. Selection criteria should take into account political astuteness, good business sense, and how secure the person's job will be in the future state. There are several members of the Chiefs' Association who meet this criteria.

Training - One member of the Chiefs' Association will work on the training aspects of this project. He will be responsible to work with the Coast County Criminal Justice Training Center and the area representative from P.O.S.T. to provide improved drug enforcement for patrol officers. A comprehensive drug enforcement program for patrol officers will be developed and offered as advanced officer training. This program, along with specific recommendations, will be forwarded to P.O.S.T. to assist in a revision of statewide standards. This member of the Chiefs' group will be responsible to insure these tasks are completed, though he may not do them himself.

Meeting With Other Components of the Criminal Justice System - One member of the Chiefs' Association, with support and assistance from several others, will be responsible to meet with other components of the criminal justice system. This meeting will include the District Attorney, the Sheriff (and/or his Commander of Corrections), the Chief of Probation, Presiding Judges of the Municipal and Superior Courts and head of the Coast County Drug Abuse Administration. This meeting will be held to form a shared mission statement and an agreed upon treatment and prosecution strategy. Streamlining of services (while up to the individual organizations) will be discussed and recommendations will be made back to the Chiefs' Association. (A task force approach, explained later in this study, may be useful for this particular group.)

Public Education and Press Relations - One of the members of the Chiefs' Association, with support from one or two others, will have responsibility for public education and press relations. Broad press statements aimed at public education will be issued through the Chiefs' Association rather than the individual agencies.

Elementary School Education - One group member will have the responsibility of researching various programs aimed at bringing patrol officers and elementary school students together for drug awareness education. Recommendations and options will be reported back to the group for consideration of collective or selective implementation by involved agencies.

Legislation and Funding - One member of the Chiefs' Association will be responsible for active research on local funding. This member could also work with the California Chiefs' Association and other state organizations to support favorable funding legislation. Due to political contacts, this person should be politically astute and active.

#### **Responsibility Charting - Specific Policy**

Not only will responsibility charting be useful within the Chiefs' Association, but it will also be useful to assist in the implementation of the selected policies. One policy that is well suited to responsibility charting is the policy of patrol level drug enforcement training. Assuming that a member of the Chiefs' Association has been assigned the responsibility of implementing this policy, he may decide to use the responsibility charting process. The chart contained on the following page is a sample of a responsibility chart that could be prepared to implement this policy (Chart 7).

# CHART 7

## RESPONSIBILITY CHART

Policy - Patrol Level Drug  
Training Program

R = Responsibility  
A = Approval  
S = Support  
I = Informed  
- = Irrelevant to this item

### ACTORS

| DECISIONS/TASKS  | Chief<br>who<br>acts<br>as<br>Project<br>Manager | County<br>Chiefs'<br>Associ-<br>ation | Repre-<br>senta-<br>tive<br>from<br>State<br>Depart-<br>ment of<br>Justice | P.O.S.T.<br>Consul-<br>tant | County<br>Train-<br>ing<br>Mangers<br>Associa-<br>tion | Train-<br>ing<br>Center<br>Staff |
|--|--|---------------------------------------|--|-----------------------------|--|----------------------------------|
| Manages project<br>Insures completion                            | R  | A                                     | -  | S                           | S  | S                                |
| Develops Course<br>curriculum                                    | A  | I                                     | S  | S                           | R  | S                                |
| Obtains approval<br>for P.O.S.T.<br>Reimbursement of<br>course   | I  | I                                     | -  | A                           | I  | R                                |
| Locates course<br>instructors                                    | A  | -                                     | S  | S                           | I  | R                                |
| Selects dates of<br>course and sends<br>course announce-<br>ment | A  | I                                     | -  | -                           | I  | R                                |
| Presents course<br>to patrol officers                            | I  | -                                     | -  | A                           | S  | R                                |
| Evaluates course<br>after presentation                           | A  | I                                     | -  | I                           | I  | R                                |

## Task Force

One method that should prove useful during strategy implementation would be the creation of one or more task forces. These task forces would be assigned to specific areas of responsibility with a member of the County Chiefs' Association heading the task force.

The task force concept is particularly useful for broad and/or complex issues. One such issue would be the formulation of the mission statement which outlines the overall drug enforcement policy. Due to the fact that this policy will affect nearly every stakeholder, it is important to involve affected components in the decision. The task force provides a method of accomplishing this involvement.

Members of the "task force" would consist of a "diagonal slice" through those organizations that will be affected by the change. Members from staff, line and management should be included in the "slice" to bring in their respective viewpoints. This will assist in creating understanding and gaining commitment from all levels of the involved organizations. This understanding and commitment will be critical to the success of this particular policy.

The task force members would work together to develop a comprehensive mission statement and an enforcement policy that takes into account the workload and needs of each component of the justice system. Once developed, this policy would be sent back to the County Chiefs Association for final approval and implementation within their respective agencies.

## Teambuilding

A method that goes hand in hand with the task force concept is

teambuilding. Often, when a new transition structure is set up, such as a task force, there is a good deal of uncertainty about roles and expectations. Teambuilding uses a variety of tools, the most important of which is communication, to insure that all parties are working toward a common goal.

Team building is used to clarify roles and spell out clear expectations. Teambuilding can also be a useful method for gathering feedback once the implementation process is underway. For these reasons, some form of teambuilding should be utilized within the task force program.

#### **Communication and Feedback**

Whether established by teambuilding or in a more general way, good communication and feedback is absolutely essential during the transition process. At the county level, within the chiefs organizations, and within the individual organizations themselves during implementation, it is very important that communication and feedback be considered. The intent of new policies and the reasoning behind them must be clearly communicated to those who will carry them out and those affected by them. Systems that provide feedback as to the effectiveness of these policies must also be set up. If carried out properly, communication and feedback should insure proper implementation of the strategies suggested in the proposal.

#### **Summary of Transition Plan**

The transition plan in this study provides a model based on the situation in one particular county. It may be adapted to the needs of

individual counties seeking implementation of the strategies outlined in Objective Two. This plan is intended to provide a general map of the change process and to suggest technologies that may be useful during transition. The plan was purposefully written in a rather broad manner to give it more flexibility during application. The plan is intended for implementation at the county level, but it may also serve as a basic model for individual cities during implementation.

This transition plan is not intended to explore all of the technologies available to aid in transition management, nor is it intended to specifically address all of the issues related to the implementation of the strategic plan.

## CONCLUSION



## CONCLUSION

### CHANGING PRIORITIES

It is apparent from the background portion of this study that law enforcement is losing the war on drug abuse. Street prices of some drugs are at an all time low while drug purity is higher than ever. Drug violence has turned inner cities and suburbs into war zones as organized gangs battle over drug sales territory. Remote forest lands are no longer safe for hikers or hunters, who run the risk of being shot for accidentally stumbling into a remote marijuana garden. Drug abuse is a problem that affects everyone.

Law enforcement's traditional response to the problem has been to focus on the supply side of drug abuse. Specialized enforcement units have been highly successful at arresting and prosecuting drug traffickers. Drug seizures, drug asset seizures and drug trafficking arrests are setting record numbers. In spite of this success, the problem of drug abuse continues.

This study has focused on combating drug abuse from a different level, that of the patrol officer. The patrol officer can be useful, if properly trained, in arresting street level drug traffickers and assisting specialized drug enforcement units. More importantly, the patrol officer provides new hope in combating the demand side of the drug abuse problem. A growing number of experts agree that arresting drug users may actually do more to prevent crime and reduce drug abuse than arresting drug traffickers. Patrol officers are also being utilized successfully in reducing the demand for drugs through public education. Perhaps the time has come to make patrol an integral part of local law

enforcement's efforts to combat drug abuse.

In order to thoroughly examine the future role the patrol officer should play in combating drug abuse, the issue was posed as a question: "What will be the role of the patrol officer in combating drug abuse by 1998?" The remainder of this study provides a brief overview of some possible answers to that question.

### THE FUTURE

The result of the first objective of this study was the development of three scenarios representing possible futures related to the role the patrol officer will play in combating drug abuse by 1998. One of these scenarios described a future thought to be "desirable and attainable." The desirable and attainable future is one that is believed to be desirable from law enforcement and social perspectives. This future is thought to be attainable if proper policies are put into place. It was therefore chosen for further study.

The "desired and attainable" future describes the social environment in the year 1998. This environment has seen a decrease in drug abuse due to programs implemented by law enforcement that target the demand side of drug abuse instead of just the supply side. Drug related property crimes and violent crimes have been reduced as much as 50 percent in some communities.

The reasons for improved social conditions are attributed to a change in philosophy and policy by law enforcement. Combating drug abuse has been made a top priority for all segments of law enforcement agencies with increased emphasis on patrol level drug enforcement. Drug users, as well as drug traffickers, have become the focus of

enforcement efforts. Some police services have been cut or streamlined in order to increase emphasis on patrol level drug enforcement. Patrol officers have been better trained and equipped to arrest drug abusers and street level traffickers. Law enforcement leaders have worked closely with other segments of the criminal justice community to insure prosecution of habitual offenders who are drug users and to seek treatment for those drug users who will benefit from it.

Law enforcement leaders have also worked closely with the community to reduce drug abuse. Community education programs were implemented to reduce the demand for drugs. These programs created increased awareness about the ill effects of drug abuse and improved police community relations.

### THE STRATEGIC PLAN

The "desired and attainable" future scenario provided the basis for developing a strategic plan aimed at making the scenario a reality by 1998. Emphasis of the strategic plan was placed on defining the role the patrol officer will play in combating drug abuse. The plan consisted of general policies related to the study issue and strategies to implement these policies. Areas included in policy consideration were outlined as follows:

1. Increased drug enforcement training at the patrol level.
2. Developing a clear mission statement that makes drug enforcement a top priority.
3. Streamlining police services to create more time for patrol level drug enforcement.
4. Community drug education programs aimed at the general

community and elementary schools.

5. Programs to improve law enforcement funding.
6. Working cooperatively with other segments of the criminal justice community to insure that drug abusers are held responsible for their actions.

### THE TRANSITION PLAN

Policies developed in the strategic plan were then subjected to the transition planning process. This process was designed to be implemented at the county level. Due to the fact that transition management is a specific process, a case study of a specific county was utilized to develop the transition plan. The end result was a transition plan designed to insure that policies are properly implemented.

The transition plan utilized in this objective uses a variety of methods to provide the structure for a "map" of the change process. Critical mass analysis was used to identify key stakeholders. Commitment planning was used to plan negotiation strategies to insure implementation. Responsibility charting was identified as one method to insure proper policy implementation and assist with role clarification. The concept of task forces and teambuilding were explored as possible methods to insure that complex tasks were completed.

### STUDY APPLICATION

It should be noted that the trend and event analysis portion of this study represents a fairly conservative viewpoint. These results were primarily based on input from individuals whose perspectives represent the thinking of persons living in a rapidly growing rural

county. The data gathered during group discussion may be far too optimistic to paint an accurate picture of the situation in urban areas such as Los Angeles, San Diego or San Francisco, where drug related violent crime is escalating rapidly.

The strategies recommended in this study, however, should have some application regardless of the size of the implementing county. While the recommended strategies target a particular case study, the policies themselves have the potential to benefit any city or county in California with a drug abuse problem. Whether implemented on a countywide or citywide basis, it seems logical to increase the involvement of patrol officers in the war on drug abuse.

The policies and strategies recommended in this study are intended to supplement, not replace, current enforcement policies. Targeting drug supply is a necessary component of any drug enforcement strategy. Most drug trafficking investigations are well beyond the limited scope of the patrol officer's duties. Jurisdictions implementing the strategies recommended in this report should keep in mind that there is no single answer to combat drug abuse.

#### CONCLUDING REMARKS

The strategies outlined in this study present the possibility of increasing emphasis in the patrol officer's role in combating drug abuse. While drug abuse is a complex issue influenced by social attitudes, global economics, and global politics, the consequences of drug abuse will continue to affect local law enforcement and society for years to come. When law enforcement's limited funding resources are compared to the wealth of the underground drug empire, it becomes

apparent that local jurisdictions will have to maximize the use of every available resource if they are to have any impact on drug abuse. The patrol officer represents one resource that has not been utilized to full capacity.

The future is not entirely bleak with regard to drug abuse. Attitudes are slowly changing as society recognizes the harmful effects of drug abuse. Rather than simply sitting back in hopes that social change will resolve the problem, law enforcement leaders need to get involved in the change process. Law enforcement programs aimed at community education and programs aimed at working with youth to help them "Say No" to drugs represent two forms of involvement. Some of these programs can be handled by uniformed patrol officers. When properly instituted, these programs enhance police/community relations by opening up lines of communication and promoting understanding of the police role.

The primary focus of law enforcement's future efforts in the war on drugs will not be prevention of drug abuse. Local law enforcement's future war on drugs will continue to be waged in the streets just as it is today. Given today's trends in drug related crimes, such as robbery, burglary and murder, the patrol officer will not have an easy job. Should the epidemic of "crack" abuse continue at its current rate or get worse, it is clear that the patrol officer's job will be harder still. While patrol officers have not played a key role in drug enforcement in the past, they have always had to deal with the effects of drug abuse. This role is not likely to change in the near future.

Perhaps one of the reasons that law enforcement is losing the war on drugs in 1988 is because war has never been declared. Being at war

means planning strategically and using every available resource to win the war. It means changing priorities and discontinuing unnecessary services. Being at war means training the troops for combat and sending them out with a clear mission statement. Attacking the enemy in the trenches, as well as attacking the supply lines, is part of war. Developing strong allies and working with them for the common cause is essential. Law enforcement's efforts in many of these areas have been weak at best.

The strategies developed in this proposal represent a strategic plan designed to declare war on drug abuse at the county level. The plan has been designed to give the patrol officers on the street the resources they need to wage the war. Police priorities have been changed and a clear mission statement has been issued. The plan includes properly training the patrol officers to give them the confidence and skills they need to engage drug violators. Strategies to develop allies and work cooperatively for the common cause have been included. The plan targets drug users as well as their supply lines. The plan allows local law enforcement to effectively utilize all of its resources in the war on drugs instead of placing the only emphasis on specialized units, many of which are already overburdened.

Making the patrol officer an integral part of law enforcement's efforts to combat drug abuse will not put an end to drug abuse by 1998. However, closely examining the failures of our past efforts and developing new strategies may provide a beginning for drug abuse control. Under the present circumstances local law enforcement really has no choice, because this is one war law enforcement cannot afford to lose.

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## APPENDIX A

### THE NOMINAL GROUP PROCESS

## APPENDIX A

### NOMINAL GROUP PARTICIPANTS

1. Sheriff Dick Michaelson, Sonoma County
2. Mike Barnes, California Department of Justice, Bureau of Narcotics Enforcement, Sacramento
3. Bob Ellsburg, California Department of Justice
4. Greg Jacobs, Chief Deputy District Attorney, Sonoma County
5. Brian Sobel, City Councilman, Petaluma, California
6. LaMoyne Frank, Petaluma City School District
7. Robert Huceck, Drug Counselor, Petaluma City School District
8. Jeff Robbins, Probation Officer, Sonoma County
9. Geoffrey Woods, Drug Abuse Prevention Specialist, Sonoma County Office of Drug Abuse Services
10. Robert Burcina, Napa businessman
11. Lieutenant Scott Swanson, Santa Rosa Police Department
12. Chief Dennis DeWitt, Petaluma Police Department
13. Captain David Long, Petaluma Police Department
14. Detective Sergeant David Dohn, Petaluma Police Department
15. Detective Gene Wallace, Petaluma Police Department
16. Patrol Officer Chris Thurman, Petaluma Police Department

NOTE: Chief DeWitt and Detective Wallace were required to leave the meeting early.

## APPENDIX A

Dear Participant:

During the next several hours you will be participating in a "nominal" group study session. As part of a research project that will be submitted to the POST Command College. The purpose of this group session will be to study a current law enforcement issue and to forecast the future of this issue.

You have been selected to participate in this study based on your knowledge of local law enforcement or due to the specific perspective you might bring on the issue. Due to the diversity of the group, it is expected that there will be disagreement on many issues we discuss. It is, therefore, very important to understand that we are **NOT** here to agree on all issues. Differing viewpoints are not only expected, they are encouraged. Arguing over a point in question, however, will not be productive and not be allowed.

The group setting will be such that everyone will be given an opportunity to express their ideas and viewpoints. In the end, our results will be determined by a simple screening process or consensus. My role in this process will be that of a facilitator, not as a participant.

Thank you in advance for your participation. I am looking forward to a productive and meaningful study session.

Thanks again,

Patrick T. Parks, Captain  
Operations Division Commander

PTP:kh

P.S. - Please keep packet together and turn in at end of session.

## APPENDIX A

ISSUE STATEMENT - What will be the role of the patrol officer in combating drug abuse in the year 2000?

Step 1 - Identify past emerging issues that have essentially defined drug abuse and law enforcement's role relative to drug abuse.

Step 2 - Identify current emerging issues as above.

Step 3 - Identify future emerging issues as above.

Step 4 - Brainstorm key trends.

Step 5 - Select 5-10 most important trends.

Step 6 - Forecast trends.

Step 7 - Identify events that could alter our forecasts.

Step 8 - Select 5-7 most important events.

Step 9 - Determine event probability.

A. Policies local law enforcement will want to consider in light of the future we have discussed.

B. Qualities the future patrol officer will need to possess.

C. Cross impact analysis

## APPENDIX A

### SCHEDULE

- 8:00 - 8:15 a.m. - Get acquainted - coffee
- 8:15 - 8:30 a.m. - Introduction
- 8:30 - 9:20 a.m. - Identification of past issues and current issues that essentially have defined drug abuse as we know it today and have determined the role of the police in dealing with the problem. Look at five future issues relative to above.
- 9:30 - 10:20 a.m. - Brainstorming trends and trend definitions relevant to study issue.
- 10:30 - 11:30 a.m. - Select 5-10 most valuable trends using trend screening form. Completion of trend evaluation forms.
- 11:30 - 12:15 p.m. - Lunch
- 12:15 - 1:00 p.m. - Brainstorming events and event definitions relevant to study issue.
- 1:00 - 1:50 p.m. - Selection of top 5-7 events and completion of Event Evaluation forms.
- 2:00 - 3:00 p.m. - A. Given the futures we have discussed, what policies should local law enforcement implement to define the role of the patrol officer in combating drug abuse?
- B. Relative to the issue area, what attributes will the patrol officer need to possess?
- C. Complete Cross Impact Analysis.

## APPENDIX A

### TRENDS TO MONITOR

1. Trends in use by high school seniors. (Available from National Institute on Drug Abuse).
2. Trends in high school dropout rates. (Often drug related)
3. Trends in juvenile and adult firearm arrests. (Increased incidents - often drug related)
4. Trends in population growth of the state. (Drug abuse frequently increases with population density.)
5. Trends in drug related arrests in Florida. (Increased pressure after leads in a shift in the distribution of population to California.)
6. Trends in drug related robberies, homicides and violent crime. (Turf wars, etc.)
7. Trends in serious habitual offender arrests. (Drug involved)
8. Trends in the use of inhalants, such as "crack" and "PCP." These people generally go "ballistic" once using inhalants.)
9. Trends in alcohol abuse. (Most drug abusers also predisposed to alcohol abuse.)
10. Trends in drug related juvenile or adult arrests. (Tough to forecast)
11. Trends in economy. Diminished industrial capacity, distribution of wealth, i.e., growing numbers of poor and underemployed people who often turn to drug abuse out of hopelessness or drug trafficking for quick money.)
12. Trends in local housing policy. (Areas that encourage transientness tend to breed drug abusing population.)
13. Trends in crime reporting. (Reduced or under-reporting of crime can often be drug or gang related.)
14. Trends in drug lords having own army and protection.
15. Trends or shifts in minority population, immigration, etc. (Certain ethnic groups, i.e., poor blacks, Columbians, Haitians, Cubans, Jamaicans, etc., often compound drug problems.
16. Trends in availability of treatment. Reduced treatment availability often compounds the problem.

17. Trends and changes in distribution routes. (Seems to be shifting to California and Houston, Texas.)
18. Trends in drug related admissions into emergency rooms. (Available from NIDA.)
19. Trends in quantities of drug seizures.
20. Trends in price of drugs specifically "cocaine." (1981 - \$55,000 a kilo, now \$12,500 a kilo, indicates market glut.)
21. Trends in growth and cultivation in foreign countries, i.e., Columbia, shifting gradually from cocoa to opium cultivation. Bahamas, Jamaica, Columbia, Haiti, Panama, Ecuador, getting economic boost from drugs.
22. Trends in AIDS infection among drug abusers.
23. Trends in enforcement programs in other countries, specifically Mexico, Columbia, etc.
24. Trends in prosecution, fines, sentencing for drug related arrests.
25. Trends in gang activity, organized crime. (Drug wars, etc.)
26. Trends in elementary school education programs. ("Say No to Drugs," D.A.R.E., etc.)
27. Trends in drug purity. (Flake cocaine, originally 15% pure. Now crack, 60-80% pure, flake cocaine 30-50% pure.)
28. Trends in marijuana cultivation in California.
29. Trends in quantities asset seizures, especially cash.
30. Trends in manner in which media treats drug problems. Do they glamorize or educate?
31. Trends in investments in State of California by other countries. Land purchases, etc.
32. Trends in drug related corruption in foreign governments, takeovers by terrorists involved in drug trade, i.e., M-19 in Columbia, Shining Path in Ecuador, Bolivia drug traffickers running country.
33. Trends toward compulsory drug testing at work. Random annual physicals on short notice.
34. Trends in drug use and drug trafficking by government officials or police.
35. Trends in social attitudes toward drugs. Liberal to conservative shift.
36. Trends in marijuana abuse. The gateway theory is correct.

37. Trends in health consequences costs due to drug abuse, and growing awareness of same.
38. Trends in marriage rates and duration. (Divorced and single people tend to use more drugs.)
39. Trends toward holding user accountable.
40. Trends in the age of the general population. Baby boom is over. (Younger population tends to use more drugs.)
41. Trends in the use of methamphetamine which is cheaper than cocaine and may turn out to be the replacement as cocaine's harmful effects known.
42. Trends in politically mandated laws.
43. Trends in fragmentation (due to special interest groups) in our political system.
44. Trends in availability of precursor chemicals.
45. Trends in availability of technology. (computers, scanners, weapons, etc.)
46. Trends in designer drugs.
47. Trends toward more coordinated research and multi-disciplinary approach to problem.
48. Trends toward drug manufacturers and growers to move to suburban areas.
49. Trends of user and dealer to blend into upper middle class.
50. Trends in public and political pressure through media use.



# **TREND EVALUATION FORM**

Subgroup: \_\_\_\_\_

| TREND STATEMENT |  | LEVEL OF THE TREND<br>(Ratio: Today = 100) |       |                       |                         |
|-----------------|--|--|-------|-----------------------|-------------------------|
|                 |  | 5 Years Ago                                | Today | "Will be" in 10 Years | "Should be" in 10 Years |
|                 |  |  | 100   |                       |                         |
|                 |  |  | 100   |                       |                         |
|                 |  |  | 100   |                       |                         |
|                 |  |  | 100   |                       |                         |
|                 |  |  | 100   |                       |                         |

Form 4.2

APPENDIX A

A6-

Form 4.1

## APPENDIX A

### EVENTS

1. Introduction of a new drug or a new fad catches on, i.e., Bazuko, Bozooka, Zoom, Euphoria, Croak (meth & cocaine).
2. Stock market crash occurs.
3. Asset seizure laws stricken from books.
4. A shift in seizure policy that requires that a portion of seizure money be used for rehabilitation.
5. Insurance companies pass policy that they will not cover people or they will significantly raise rates if they have tested positive for drugs.
6. A major report linking cocaine abuse to brain damage; heart attack, etc.
7. A major drug related accident causes a great increase in emphasis on arresting drivers who are under the influence of drugs (a movement similar to MADD).
8. Law requiring mandatory incarceration and isolation of any IV drug abuser who tests HIV positive.
9. State passes electronic eavesdropping law. SB83
10. California obtains mandatory minimum sentencing law.
11. Rising health care costs severely limit treatment.
12. Drug lords take over several Central American countries.
13. Marijuana legalized.
14. New case law substantially broadens search and seizure.
15. Supreme Court legalizes random drug testing.
16. Military involvement in Central America countries.
17. Legalization of all illegal drugs.
18. New law allows taxing of drug sales.
19. Terrorism displaces drugs as law enforcements "new" priority.

20. Collapse of criminal justice system, including courts, probation, prisons, etc., due to overload.
21. U. S. inflation rate hits 15 percent.
22. Judicial system and criminal justice system substantially streamlined. Becomes efficient.
23. State returns local control to law enforcement. Regionalization of services occurs.
24. Drug lords become so powerful that cops won't do their jobs.
25. Mandatory drug education in schools. Uniform curriculum and united effort.
26. Increased insurance coverage allows more access to treatment.
27. U. S. President or high official assassinated by drug world.
28. New technology enhances our efforts. Could include satellite surveillance or drug sensing equipment.

# EVENT EVALUATION FORM

| EVENT STATEMENT | PROBABILITY  |                          |                          | NET<br>IMPACT<br>ON THE<br>ISSUE<br>AREA<br><br>(-10 to +10) | NET<br>IMPACT<br>ON LAW<br>ENFORCE-<br>MENT<br><br>(-10 to +10) |
|-----------------|--|--------------------------|--------------------------|--|---|
|                 | Year that<br>Probability<br>First<br>Exceeds<br>Zero | 93<br>By 1990<br>(0-100) | 98<br>By 1995<br>(0-100) |  |   |
|                 |  |                          |                          |  |   |
|                 |  |                          |                          |  |   |
|                 |  |                          |                          |  |   |
|                 |  |                          |                          |  |   |
|                 |  |                          |                          |  |   |

Form 5.1

APPENDIX B

POLICY MAKING

## APPENDIX B

### POLICY DELPHI GROUP

1. Brian Sobel, City Councilman, Petaluma
2. Chief Dennis DeWitt, Petaluma Police Department
3. Jeff Robbins, Probation Officer, Sonoma County
4. Geoffrey Woods, Drug Counselor, Sonoma County Office of Drug Abuse Services
5. Sergeant Chuck Smith, Sonoma County Sheriff's Office
6. Officer Gary Kinser, Santa Rosa Police Department
7. Robert Burcina, businessman, retired police officer
8. Lieutenant Hal Ford, Petaluma Police Department
9. Detective Sergeant David Dohn
10. Sergeant Michael Kerns, Petaluma Police Department
11. Officer Chris Thurman, Petaluma Police Department

## APPENDIX B

### RATING SHEET FOR POLICY DELPHI

Alternative 1:

|              |           |           |            |           |         |
|--------------|-----------|-----------|------------|-----------|---------|
| Feasibility  | DF<br>(3) | PF<br>(2) | PI<br>(1)1 | DI<br>(0) | SCORE = |
| Desirability | VD<br>(3) | D<br>(2)  | U<br>(1)   | VU<br>(0) |         |

Alternative 2:

|              |           |           |            |           |         |
|--------------|-----------|-----------|------------|-----------|---------|
| Feasibility  | DF<br>(3) | PF<br>(2) | PI<br>(1)1 | DI<br>(0) | SCORE = |
| Desirability | VD<br>(3) | D<br>(2)  | U<br>(1)   | VU<br>(0) |         |

Alternative 3:

|              |           |           |            |           |         |
|--------------|-----------|-----------|------------|-----------|---------|
| Feasibility  | DF<br>(3) | PF<br>(2) | PI<br>(1)1 | DI<br>(0) | SCORE = |
| Desirability | VD<br>(3) | D<br>(2)  | U<br>(1)   | VU<br>(0) |         |

Alternative 4:

|              |           |           |            |           |         |
|--------------|-----------|-----------|------------|-----------|---------|
| Feasibility  | DF<br>(3) | PF<br>(2) | PI<br>(1)1 | DI<br>(0) | SCORE = |
| Desirability | VD<br>(3) | D<br>(2)  | U<br>(1)   | VU<br>(0) |         |

Alternative 5:

|              |           |           |            |           |         |
|--------------|-----------|-----------|------------|-----------|---------|
| Feasibility  | DF<br>(3) | PF<br>(2) | PI<br>(1)1 | DI<br>(0) | SCORE = |
| Desirability | VD<br>(3) | D<br>(2)  | U<br>(1)   | VU<br>(0) |         |

Alternative 6:

|              |           |           |            |           |         |
|--------------|-----------|-----------|------------|-----------|---------|
| Feasibility  | DF<br>(3) | PF<br>(2) | PI<br>(1)1 | DI<br>(0) | SCORE = |
| Desirability | VD<br>(3) | D<br>(2)  | U<br>(1)   | VU<br>(0) |         |



Alternative 7:

|              |           |           |            |           |         |
|--------------|-----------|-----------|------------|-----------|---------|
| Feasibility  | DF<br>(3) | PF<br>(2) | PI<br>(1)1 | DI<br>(0) | SCORE = |
| Desirability | VD<br>(3) | D<br>(2)  | U<br>(1)   | VU<br>(0) |         |

Alternative 8:

|              |           |           |            |           |         |
|--------------|-----------|-----------|------------|-----------|---------|
| Feasibility  | DF<br>(3) | PF<br>(2) | PI<br>(1)1 | DI<br>(0) | SCORE = |
| Desirability | VD<br>(3) | D<br>(2)  | U<br>(1)   | VU<br>(0) |         |

Feasibility:  
Definitely Feasible

no hindrance to implementation  
no R&D required  
no political roadblocks  
acceptable to the public

Possibly Feasible

indication this is implementable  
some R&D still required  
further consideration to be given  
to political or public reaction

Possibly Infeasible

some indication unworkable  
significant unanswered questions

Definitely Infeasible

all indications are negative  
unworkable  
cannot be implemented

Desirability:  
Very Desirable

will have positive effect and  
little or no negative effect  
extremely beneficial  
justifiable on its own merits

Desirable

will have positive effect,  
negative effects minor  
beneficial  
justifiable as a by-product or  
in conjunction with other items

Undesirable

will have a negative effect  
harmful  
may be justified only as a by-  
product of a very desirable item

Very Undesirable

will have a major negative effect  
extremely harmful

## APPENDIX B

### POLICIES

1. Mandatory drug testing for all police officers.
2. Increased drug training for all police officers.
3. Agencies to adopt a clear mission statement of zero tolerance to drug violations.
4. Agencies should cut back unnecessary services to provide more drug enforcement at the patrol level.
5. Training for police officers on the use of specialized surveillance and drug detection equipment.
6. Departments should actively involve uniformed personnel in drug prevention programs at elementary school level.
7. Administrators should encourage patrol officers to try innovative and creative ideas on drug enforcement. .
8. 100% of department's patrol personnel adequately trained in drug enforcement.
9. Administrators should lobby for police officer liability immunities from civil actions.
10. Greater one on one community contacts for patrol officers enforcing drug laws.
11. Implement "Knock and Talk" or "Stop and Talk" programs at patrol level.
12. Greater cooperative efforts between separate agencies and between separate units within the police agency.
13. Public education as to the role of the patrol officer in drug enforcement.
14. Informant development and buy money programs for patrol.
15. Make patrol backbone of drug enforcement efforts at street level. Give them responsibility for enforcement and prevention.
16. Train patrol officers on drug sales and use profits.
17. Patrol should work as a team with specialized drug enforcement units.

18. Administrators to push for mandatory minimum sentencing, wire tapping laws and other beneficial legislation.
19. Departments should provide in-house drug diversion and treatment referral for first arrest in user cases.
20. Create a public awareness and cooperative spirit on combating drug abuse together.
21. More search and seizure training with emphasis on what you can do instead of what you can't do.
22. More 11550 training. Emphasis on all drugs.
23. Mandate education, treatment and diversion programs.
24. Drug education by uniformed officers at all schools.
25. Patrol level drug specialists on all patrol teams.
26. Policy to accept officers with prior drug history. Relax hiring standards.
27. Seek increased law enforcement funding to raise numbers of street personnel.
28. Create uniformed patrol programs to work probationers and parolees.
29. Assigned patrol officers to narcotics unit or 3-month rotational basis to enhance training and communication.
30. Law enforcement work with District Attorney's office to make drug enforcement highest priority.
31. Mandatory sentencing for all drug related adult arrests.
32. Internal adult diversion programs allowing first time offenders to be treated and put on community work programs rather than go through criminal justice system.
33. Expand criminal justice system funding at all levels.
34. Patrol level programs to hold users accountable.
35. Educate patrol officers to keep expectations of the end result of their efforts realistic.
36. Public buy-in and administrative buy-in to policies of strict drug enforcement. Officer efforts must be supported.

## APPENDIX B

### STAKEHOLDERS

1. Homeowners insurance companies
2. Health insurance companies
3. Drug paraphernalia manufacturers
4. Pot growers
5. Police Officers Research Association of California
6. Other states that California's drug trade may shift
7. The law enforcement community
8. Drug abusers
9. Drug Abuse Treatment Centers
10. The citizens
11. Parents' groups
12. Attorneys
13. American Civil Liberties Union
14. Educators
15. Street gangs and organized crime members
16. Elementary school children
17. Judges
18. District attorneys
19. Politicians
20. Probation and parole officers
21. County corrections system
22. State prison system
23. Churches

24. Irate taxpayers
25. Federal law enforcement - F.B.I., DEA
26. State law enforcement - B.N.E., D.O.J.
27. Commission on Peace Officer Standards and Training
28. Third World countries
29. Minorities in general
30. Organizations supporting poor minorities
31. City Managers/County Administrators

## APPENDIX C

### TRANSITION PLANNING

## RESPONSIBILITY-CHARTING

A "do it yourself" mechanism has been evolved and tested successfully which aims at clarifying role relationships as a means of reducing ambiguity, wasted energy, and adverse emotional reactions. This mechanism is known as Responsibility Charting.

The basic process is as follows:

1. Using the form like the one attached, two or more people whose roles inter-relate or who manage groups which have some interdependence develop a list of actions, decision, or activities. (e.g., form budget, allocate resources, decide on use of facilities) and record it on the form's vertical axis.
2. Then, working individually, each person identifies the "actors" who have some behavioral role concerning each action or decision and lists these actors on the horizontal axis of the form.

Actors can include:

- (a) those directly involved.
- (b) bosses of those involved.
- (c) groups as well as individuals (e.g., Board of Directors, Project Team).
- (d) people inside or outside the organization (e.g., Union official, auditor, community leader).

3. Still working individually, the required behavior of an actor towards a particular activity is charted using the following classifications:

R - RESPONSIBILITY to see that decisions or actions occur

A - APPROVAL of actions or decisions with right to veto

S - SUPPORT of actions or decision by provision of resources but with no right to veto

I - INFORMED of action or decisions but with no right to veto

At this stage each individual's perceptions of the interdependence of roles and appropriate role behavior should be tabulated. These actions can have been done outside of and prior to the group meeting described below.

RESPONSIBILITY CHARTING  
HANDOUT NO. 1

## RESPONSIBILITY CHARTING (cont)

4. Now working as a group, the people involved share their individual perceptions, possibly by circulating the forms or by use of a flip chart display. Where there is agreement the only further work is to agree on the nature of the support action. The purpose of the meeting is to produce an agreed version of the responsibility chart by consensus decision. Majority vote is not good enough - differences have to be examined and resolved.

True clarity will not be achieved if more than one R exists for an activity. Agreement on where the R resides is the first step. If agreement can't be reached on who has the R, then 3 actions might help.

(1) Break the problem into sub parts.

(2) Move the R up one level in the organizational hierarchy by including a new actor.

(3) Move the decision about the allocation of the R up one organizational level.

Once the R is placed other letters (responsibilities) can be agreed. A ground rule is that a decision must be made and two letters cannot go in one box.

Another problem that will occur is that agreement may only occur on an item by using a lot of A's. This is unrealistic because it sets a condition where there will be great difficulty in getting a decision which allows progress on the work. Open discussion is needed to change some A's into S's or I's.

5. The group who develops the chart must test it out with any actors not present at the meeting. In fact, no major actor should be absent. Lastly, circulate it to colleagues as a vehicle for communicating operating practice.

6. The actors can use the chart to check whether their behavior is appropriate and to call attention of other actors to behavior which is out of line with the agreed upon "ground rules".

The usefulness of responsibility charting lies not only in the end product of an agreed chart, but also in the new understanding and appreciation of people's roles and their attitudes to them developed during the discussion.

RESPONSIBILITY CHARTING  
HANDOUT NO. 1 (p. 2)



# RESPONSIBILITY CHART

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

Actors

| Decision |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
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APPENDIX C