

130969

MARIJUANA USE
AND
LAW ENFORCEMENT PERSONNEL POLICIES
BY
1996

130969

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SACRAMENTO, CALIFORNIA

1991

11-0202

This Command College Independent Study Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

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

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

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

MARIJUANA USE AND LAW ENFORCEMENT PERSONNEL POLICIES BY 1996

M. Evanson. Sponsoring Agency: California Commission on Peace Officer Standards and Training. 1991. 97 pp.
Availability: Commission on POST, Center for Leadership Development, 1601 Alhambra Blvd., Sacramento, CA 95816-7053.
Single copies free; order number 11-0202.
National Institute of Justice/NCJRS Micro Fiche Program, Box 6000, Rockville, MD 20850.
Micro Fiche free. Micro Fiche number NCJ .

ABSTRACT

This study is divided into three sections: A futures study that examines the factors that will impact upon law enforcement personnel policies relative to marijuana use in the year 1996. The study includes a review of related literature, a survey of law enforcement executives and an examination of significant trends and events that impact upon the central issue. Alternative futures scenarios provide a basis for planning alternatives. The data suggests that law enforcement agencies will not employ marijuana users even if the use of marijuana were to become legal. A strategic planning process is conducted through the use of situation analysis, organization analysis, stakeholder assumption mapping and the development of policy alternatives. A comprehensive substance abuse policy, which includes a prohibition of employee marijuana use, is formulated. A transition management structure is designed. This process includes commitment planning, identification of key persons and implementation strategies. Survey data; trend and event evaluations; forecasts; figures and graphs; appendixes and references are included.

MARIJUANA USE
AND LAW ENFORCEMENT PERSONNEL POLICIES IN 1996

BY

Milton L. Evanson
Commission on POST
Order Number 11-0202

EXECUTIVE SUMMARY

This study examines the factors that will influence the development of policies controlling the selection and management of law enforcement personnel in a society that may legalize the use of marijuana by the year 1996. A small, Northern California police department is used as a model. The study is divided into three major components.

Part One - Futures Study: The issue question is set forth and sub issues are identified, to be answered in the course of the project's completion.

1. Will the pool of "qualified" law enforcement candidates be reduced?
2. Will law enforcement agencies hire marijuana users?
3. Will law enforcement expand employee drug rehabilitation programs?
4. Will law enforcement agencies require random drug testing of their employees?
5. Would hiring marijuana users reduce the level of police employee performance?

Related literature is reviewed; a survey of law enforcement executives is examined; significant trends and events are

identified; the effects of these trends and events on each other are forecasted; and three alternative future scenarios are developed. Significant entry level forecasts include:

1. Increasing drug enforcement costs.
2. Increasing level of support for legalization of drugs.
3. Decreasing number of qualified employees in workforce.
4. Increasing awareness of marijuana as health hazard.
5. Continuing resistance of law enforcement agencies to hire persons who use marijuana.

Part Two - Strategic Plan: As a result of data accumulated in forecasting, an examination of stakeholders' assumptions and an analysis of the law enforcement environment, a nine point police agency substance abuse policy is recommended. This policy statement includes a prohibition of employment of drug users (including those who use marijuana), mandatory drug testing and rehabilitation opportunity for personnel failing a drug test or admitting addiction.

Implementation of these policies includes a thirteen step plan that provides: negotiations with stakeholders, presentation to City Council, negotiating a contract with the police employees' association, use of the media, specialized training and creation of a transition management team to manage the change process.

Part Three - Transition Management: Management of the transition period is placed under the direction of a project manager, who has sufficient authority, respect and skills to lead a transition management team. This manager and transition staff will continue to carry out their regularly assigned responsibilities while simultaneously managing the transition process.

This study concludes with summary findings and recommendations that law enforcement agencies will not hire persons who use marijuana; that law enforcement agencies will need to develop comprehensive substance abuse policies; and that finding qualified candidates for police positions will continue to be difficult.

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SECTION II

INTRODUCTION

BACKGROUND

America is involved in a relentless struggle with illegal drug use. Drug use is having a catastrophic impact upon every aspect of society; familial, social, political and economic. The battle against drugs is being fought with a variety of weapons; prevention, education, enforcement and rehabilitation. Most attention is focused on law enforcement.

A federal "War on Drugs" is in full swing. However, there has been little noticeable success in stemming the flow of drugs or in reduced drug use. There is a growing number of persons, with professional standing, arguing that the problems should be dealt with medically and through increased educational efforts, not with criminal sanctions. They opine that drug use should be legalized because that will take the profit out of drug trade, and will encourage users to become involved in rehabilitation programs. In short, they don't believe the drug war will be won through aggressive law enforcement.

What if the "War on Drugs" fails? Will the voices calling for legalization increase in influence? Law makers may compromise at federal and state levels. Legalization of "lesser" drugs may take place and "decriminalization" of marijuana may become law.

If this occurs, law enforcement will need to ponder these issues, from two very clear directions: How will enforcement resources be re-directed? And, will they re-write their personnel policies to accommodate the employment of users of certain drugs, including marijuana?

The objective of this futures research project is to determine what personnel policies law enforcement will develop in light of possible legalization. Police agencies are having an increasingly difficult time locating qualified candidates for employment. Eliminating the marijuana user hiring taboo could increase the number of candidates. However, many public and private agencies are instituting stringent anti-drug policies, including drug testing of employees. And, the courts are consistently upholding drug testing for public safety personnel. Recent medical research reveals marijuana is much more harmful than suspected when marijuana use became popular several years ago.

This study attempts to forecast the futures that will impact upon this issue. Will marijuana use become legal? If so, will law enforcement agencies hire marijuana users? What personnel policy changes can we expect by 1996?

METHODOLOGIES

Futures Forecasting:

This section includes literature review, a survey, development of trends and events through the use of a Nominal Group Technique (NGT), cross impact analysis of these trends and events and alternative future scenarios.

Strategic Planning:

This section includes development of policy statements for a police agency, using one scenario from the futures forecasting section. The methodology includes WOTS-UP Analysis, Strategic Assumption Surfacing Technique, a mission statement, Modified Policy Delphi and implementation strategies.

Transition Management:

This section includes development of a commitment plan through sphere of influence charting, critical mass identification, completion of a Readiness Capability Chart. A transition management structure is created, implementation strategies developed and a Responsibility Chart completed.

SECTION III

FORECASTING THE FUTURE

FORECASTING THE FUTURE

THE ISSUE:

What Personnel Policies Will Law Enforcement Develop Regarding Marijuana Use By 1996?

The first objective of this study is to determine the probable futures surrounding and impacting upon the issue. With a vision of the probable future, law enforcement is able to develop strategies to manage and even influence that future. An examination of present law enforcement attitudes, policies and practices relative to persons who use marijuana, lays a foundation for the development of the key sub-issues.

Sub-Issues:

1. Will the pool of "qualified" law enforcement candidates be reduced.
2. Will law enforcement agencies hire marijuana users?
3. Will law enforcement expand employee drug rehabilitation programs?
4. Will law enforcement agencies require random drug testing of their employees?
5. Would hiring marijuana users reduce the level of police employee performance?

6. Would the values of law enforcement agencies change as a result of hiring marijuana users?

METHODOLOGY

The following techniques were used to accumulate information and to develop forecasts of the future that will impact upon the issue.

1. Literature Review
2. Survey of Law Enforcement Executives
3. Nominal Group Technique
4. Cross Impact Analysis
5. Futures Scenarios

Literature Review

A review of current literature reveals an environment of controversy as to how society should, or should not, act upon the issues of substance abuse. The following paragraphs highlight the status of the present drug abuse dilemma.

* A growing number of public figures are calling for legalization. Their arguments include the failure of law enforcement and the justice system to meaningfully stem the flow of drugs; the

tremendous costs of drug enforcement; a concern that society is losing its Constitutional rights due to expanding police powers in the area of drug enforcement; ⁽¹⁾ and that marijuana is therapeutically useful in treating some diseases. ⁽²⁾ They also maintain that legalization will take the profit out of drug sales, thereby deterring criminal involvement. Proponents of legalization maintain that narcotics addiction is a health and social problem and should not be treated as a crime problem.

* The medical research of recent years, although challenged at times, reveals that marijuana use is far more harmful than imagined twenty years ago. Marijuana is being branded by medical and behavioral experts as being highly addictive. The American Medical Association reports it impairs reaction time, cognition and coordination; there is growing evidence it diminishes fertility and endangers the fetus; causes degenerative changes in lungs; and produces flashbacks and panic reaction. ⁽³⁾ California reports a 57 percent increase in marijuana related emergency room episodes from 1983 to 1988. ⁽⁴⁾

* Pre-employment and unannounced testing of employees for drug use is growing rapidly. Testing requirements are being challenged in the courts and the courts are responding favorably in defense of the testing of employees that hold positions critical to the safety of the public. ⁽⁵⁾ There are a variety of factors

involved regarding the privacy and accuracy of drug testing. A growing number of law enforcement agencies are testing and employee representative groups are negotiating for certain "job rights," including the right to drug rehabilitation programs without being terminated. (6)

* Aggressive law enforcement is being supported at all levels of government. The "War on Drugs" is being waged at the federal level and money is being poured into interdiction efforts at our borders. American drug enforcement agents are operating on foreign soil. Inter-agency drug enforcement task forces are common. Anti gang police units are common in large urban areas as gangs battle for the control of drug sales. On an average day 3,911 pounds of marijuana are seized by the U.S. Drug Enforcement Agency. (7)

* Social and family disintegration and mushrooming medical and rehabilitation costs are straining family, government and social service agency budgets. Drug use is a plague among young people. Although recent polls suggest there is a modest downward trend in drug use among youth, it has been reported that 21 million Americans now smoke marijuana regularly. Marijuana is second only to alcohol in popularity with students. Data documents an inverse relationship between cannabis use and high school grade averages. (8) (9)

It is within this environment that we enter into our futures research. What will the drug situation be in 1996? Will the Nation tire of its war on drugs? Will "soft" drugs like marijuana be legalized. If so, how will law enforcement deal with this challenge? Will it hold to its traditional values or will it be forced to compromise? Will law enforcement have "done its homework," its strategic planning; will it be prepared for the challenge?

SURVEY OF CHIEFS OF POLICE AND SHERIFFS IN CALIFORNIA - AUGUST, 1990

One hundred sixteen questionnaires were sent to law enforcement chief executives in California. Eighty-nine of these responded. Eighty responders were municipal chiefs of police and county sheriffs, or 19 percent of all the 414 California municipal chiefs and sheriffs.

Significant Results:

Sixty-seven percent reported they would not hire people who use marijuana if it were legalized.

Sixty-six percent reported that they would require unannounced testing to determine whether an employee is under the influence.*

Sixty-five percent reported they would anticipate expanding or initiating drug rehabilitation programs within their agencies.*

Seventy-one percent reported they would anticipate a change in overall employee performance. Fifty-one percent anticipated a decline in performance. None of the respondents anticipated an improvement.*

Eighty-one percent reported they would anticipate a change in the overall culture of or values of their personnel.*

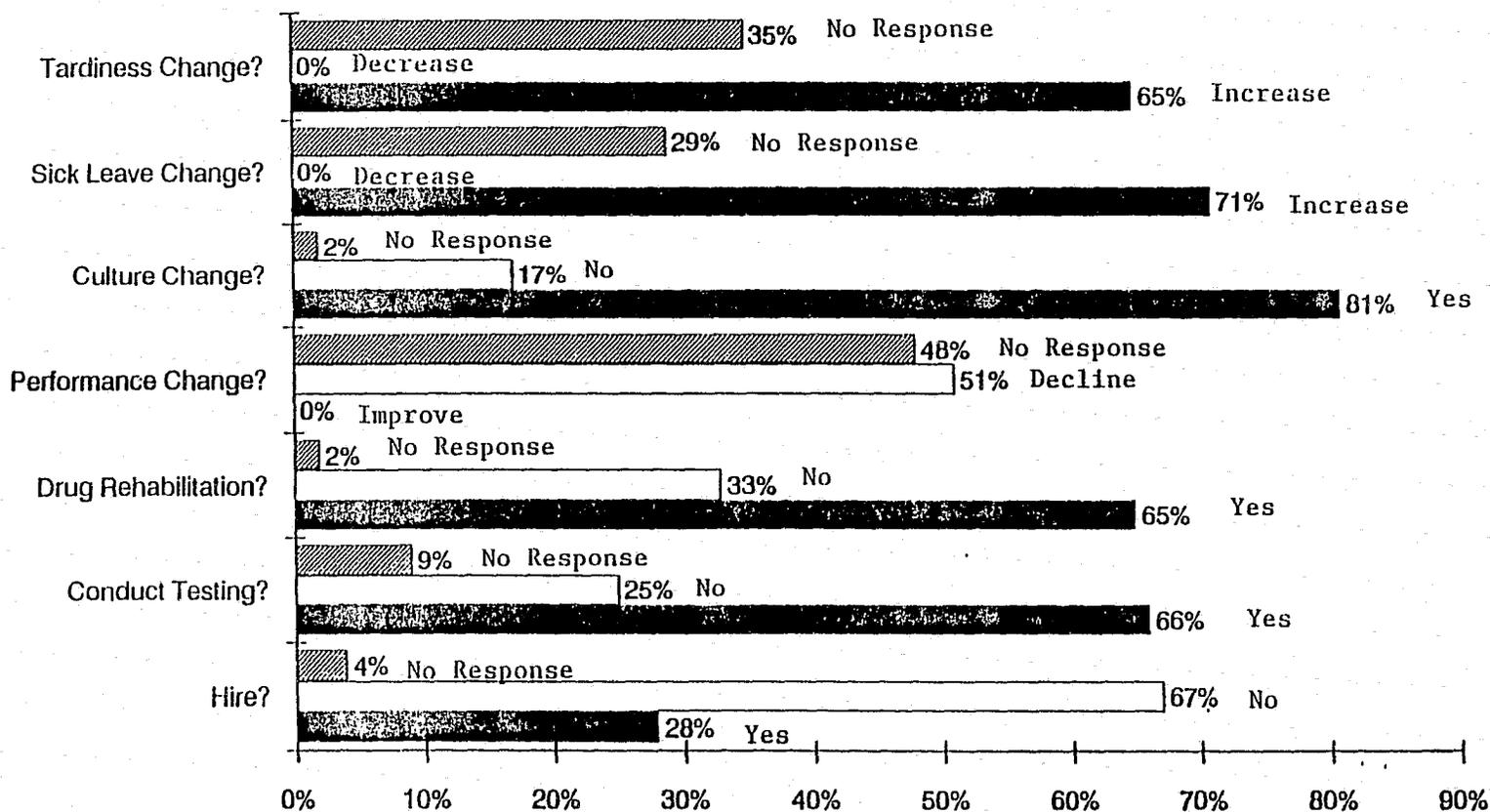
Seventy-one percent reported they would anticipate an increase in sick leave in their organizations.*

Sixty-five percent reported they would anticipate an increase in tardiness in their organizations.*

* These responses assume marijuana users are going to be hired.

Figure 1
Chiefs and Sheriffs Marijuana Survey

If marijuana were legal,



NOMINAL GROUP TECHNIQUE (NGT):

A panel (Appendix D) comprised of law enforcement administrators, a crime prevention specialist, a district attorney's investigator, a criminal justice academy director, a drug-alcohol rehabilitation counselor, a school principal and a newspaper editor, were provided background information relative to the issue, "What personnel policies will law enforcement develop regarding marijuana use by 1996?" This diverse group was then asked to generate a list of trends and events which were to be clearly stated; non-directional; relevant to the issue; and have significant impact on the issue were they to occur. The group identified 38 trends (appendix B) and 34 events (Appendix C). After discussion, the panel voted anonymously for the trends and events they believed were most critical to the issue. The lists were reduced to 5 trends and 5 events and they are presented in rank order.

TRENDS

1. Cost of Drug Enforcement
2. Levels of Public Acceptance of Drug Use
3. Availability of Qualified Employees in Workforce
4. National Level of Support for Legalization
5. Effectiveness of Sanctions

EVENTS

1. Federal Decriminalization of Marijuana
2. Rural Counties Go Broke
3. Medical Research Reveals Marijuana Use an Extreme Health Hazard
4. Federal drug Enforcement Funds Cut by Fifty Percent
5. Major Economic Depression

TRENDS FORECASTING:

The NGT group was asked to provide their best estimates of what the level of the trend was three years ago (100 is the present level), and how the level of each trend might change in the future. They forecast what the probability of occurrence of each trend "would be" during the next three and six year periods. The group also forecast the "should be" future for the same periods.

Figure 2 .

TREND EVALUATION

Level of Trend

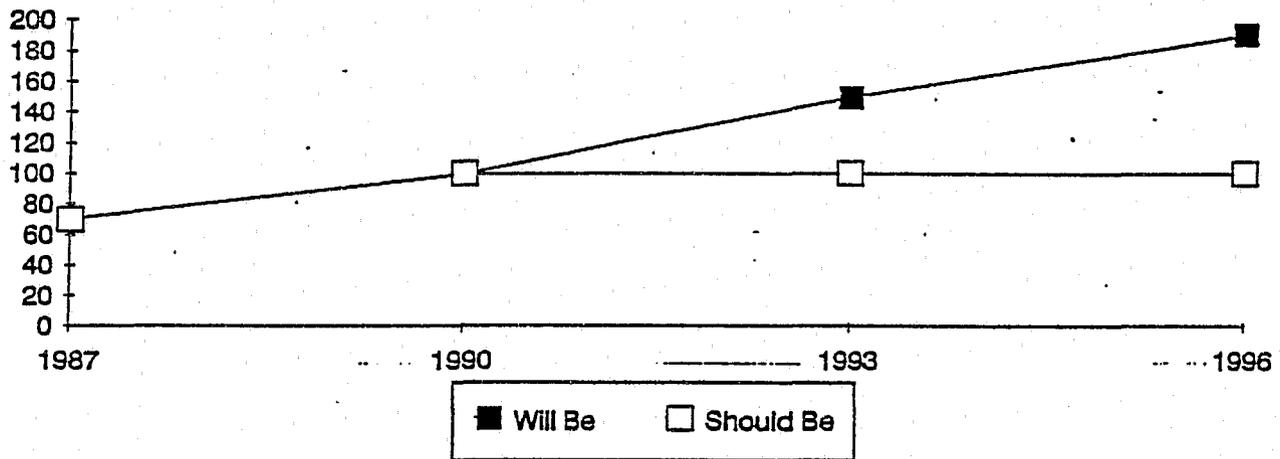
Trend Statement	3 Yrs		6 Yrs	
	Ago	Today	From Now	From Now
Cost of Drug	70	100	145	190
Enforcement			100	100
Level of Public	95	100	95	75
Acceptance of			75	50
Drug Use				
Availability of	120	100	90	80
Qualified Employees			110	130
National Level of	75	100	110	120
Support for			90	70
Legalization				
Effectiveness of	100	100	95	95
Sanctions			145	150

Median Forecasts

"Will Be"

"Should Be"

Figure 3 - Cost of Drug Enforcement

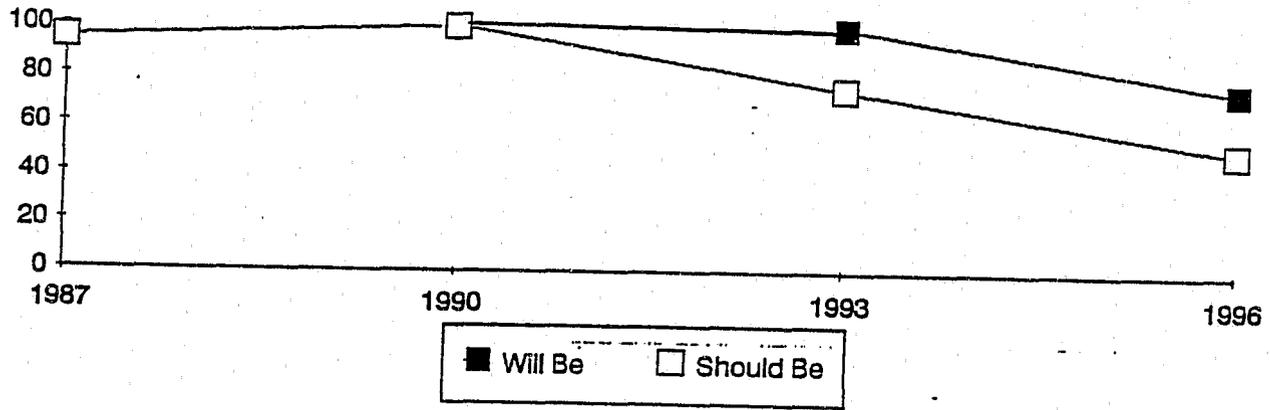


	<u>1993</u>	<u>1996</u>
Will Be	- 145 (120-200)	190 (100-400)
Should Be	- 100 (50-250)	100 (50-400)
	<u>Range</u>	<u>Range</u>

COST OF DRUG ENFORCEMENT

The group indicated this was their most critical trend. They believed the cost of drug enforcement has increased steadily and will continue to do so significantly, 90 percent by 1996. What will be the ability of government to continue to fund law enforcement efforts through the nineties? Growing expenditures could bring pressure to seek alternatives to enforcement. Perhaps legalization of some controlled substances will become a more popular recommendation.

Figure 4 - Level of Public Acceptance of Drug Use

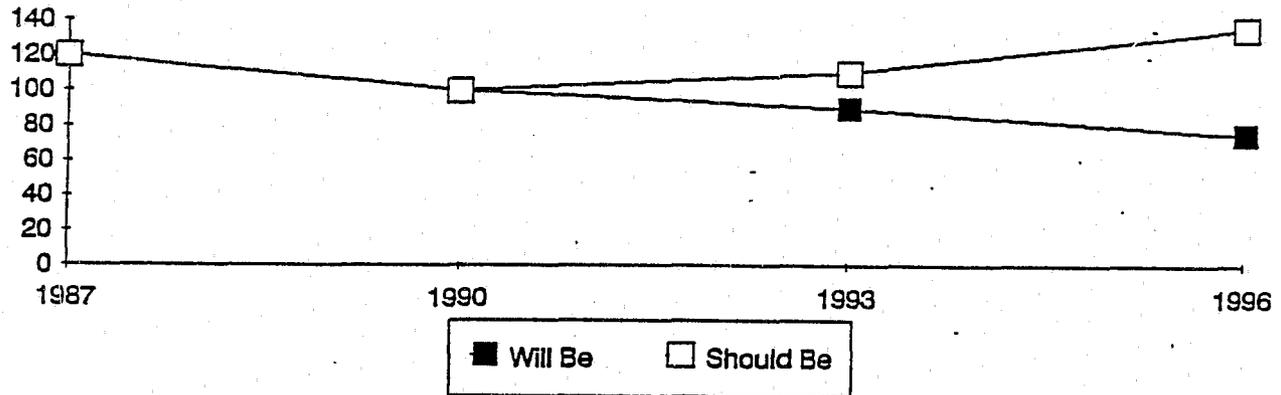


	<u>1993</u>	<u>1996</u>
Will Be -	95 (50-300)	75 (20-90)
Should Be -	75 (25-150)	50 (10-75)
	<u>Range</u>	<u>Range</u>

LEVELS OF PUBLIC ACCEPTANCE OF DRUG USE

The group predicted a slow but steady decrease in the public acceptance of drug use, a 25 percent decrease by 1996. This could indicate a growing intolerance and a call for other measures to reduce the drug problem.

Figure 5 - Availability of Qualified Employees

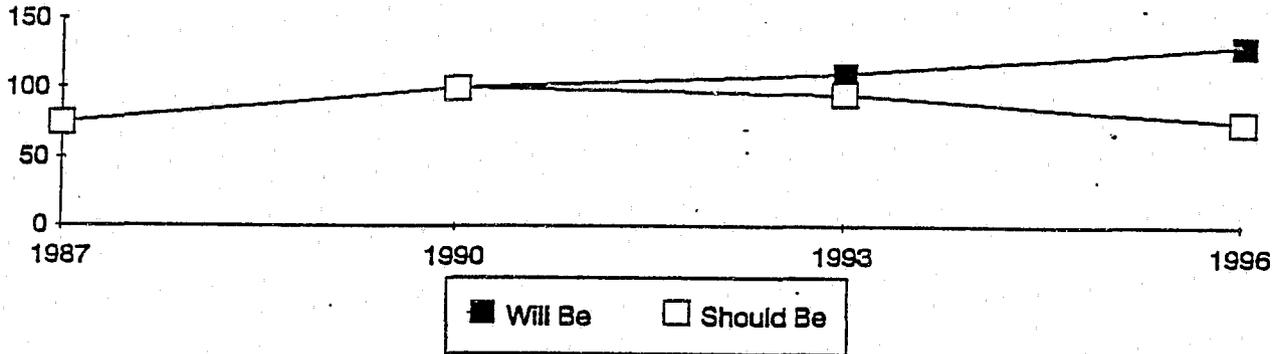


	1993	1996
Will Be	90 (75-100)	75 (80-130)
Should Be	110 (80-200)	130 (75-400)
	<u>Range</u>	<u>Range</u>

AVAILABILITY OF QUALIFIED EMPLOYEES

The group felt that the available number of qualified employees in the workforce has declined somewhat over the past three years and will continue to decline another 25 percent by 1996. A lack of drug free employees could cause government and industry to reduce their hiring and productivity standards. If the group's prediction is true the already shrinking pool of law enforcement candidates will become even smaller. Law enforcement may have to accept some degree of drug use.

Figure 6 - National Level of Support for Legalization

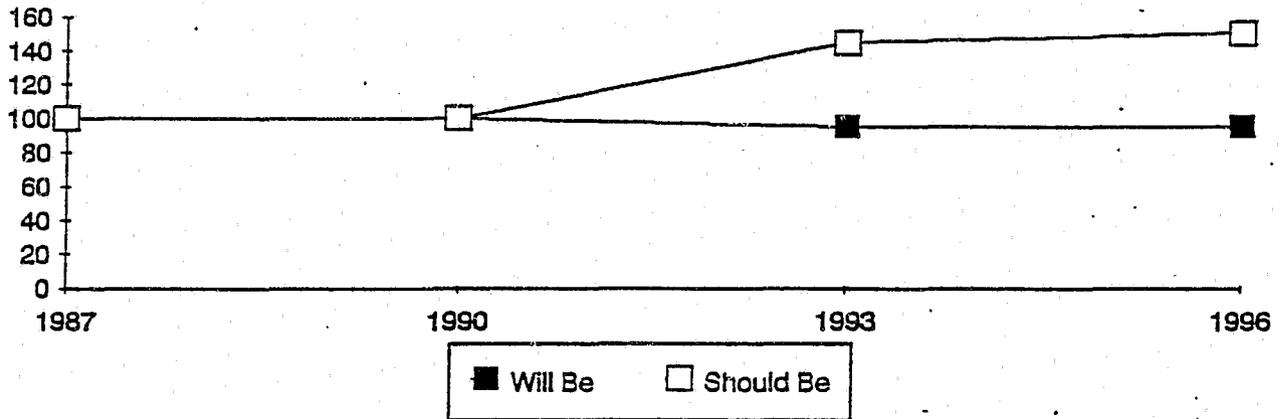


	<u>1993</u>	<u>1996</u>
Will Be	- 110 (50-150)	120 (35-200)
Should Be	- 90 (20-100)	70 (0-100)
	<u>Range</u>	<u>Range</u>

NATIONAL LEVEL OF SUPPORT FOR LEGALIZATION

The group felt there has been a significant rise in the level of support for legalization (25 percent since 1987) and that it will continue to rise another 20 percent by 1996. This trend could be significant if the Nation tires of expensive drug enforcement and the "War on Drugs" fails to produce effective results. Legalization may become an increasingly attractive alternative.

Figure 7 - Effectiveness of Sanctions



	1993	1996
Will Be	95 (50-150)	95 (30-150)
Should Be	145 (75-300)	150 (75-300)
	<u>Range</u>	<u>Range</u>

EFFECTIVENESS OF SANCTIONS

The group felt that the effectiveness of sanctions for drug offenses will decline very slightly (5 percent) by 1993 and then remain at the same level into 1996. The effectiveness of criminal sanctions is questionable in light of the continuing drug problem. The group's prediction does not suggest any real confidence in sanctions in the next few years.

EVENTS FORECASTING

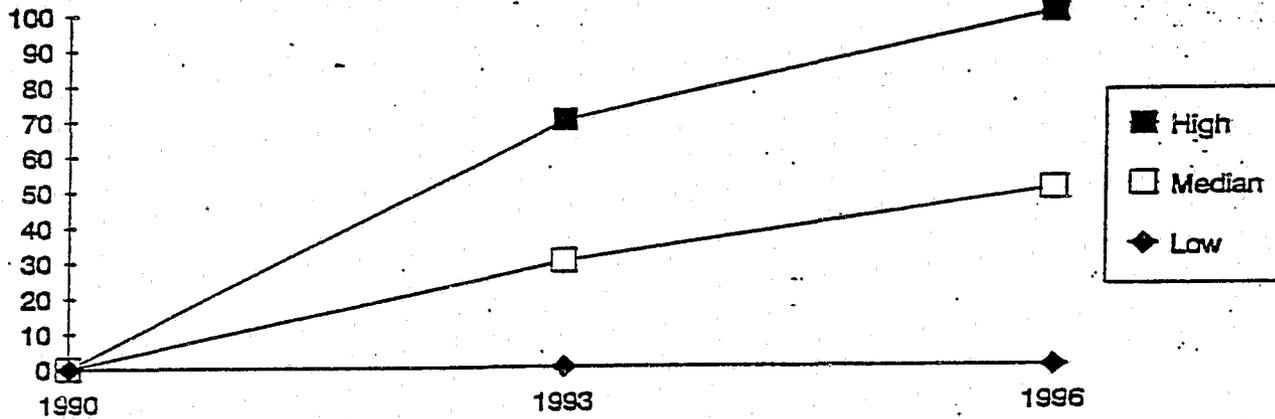
The NGT group was asked to estimate probabilities for each of the five selected events. They predicted the year in which each event's probability first exceeded zero and then forecasted the probability of occurrence by the years 1993 and 1996. They then provided the positive and negative impacts of each of the events upon the question: "What personnel policies will law enforcement develop regarding marijuana used by 1996?"

Figure 8

<u>Event Statement</u>	<u>Probability</u>	<u>Impact on the Future If the Event Occurred</u>			
		<u>First Exceeds Zero</u>	<u>1993 0-100%</u>	<u>1996 0-100%</u>	<u>Positive 0-10 Scale</u>
Federal Decriminalization	1990	30	50	5	5
Rural Counties Bankrupt	1991	95	100	0	8
Marijuana Health Hazard	1993	50	85	8	6
Drug Enforcement Funds cut 50%	1993	30	60	3	5
Major Economic Depression	1993	30	50	0	8

Median Forecasts

Figure 9 - Federal Decriminalization



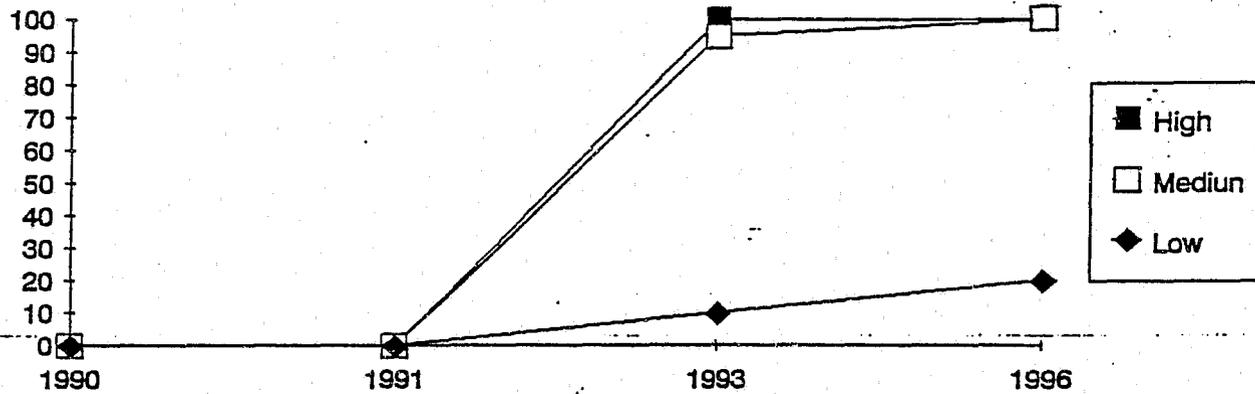
FEDERAL DECRIMINALIZATION

The NGT panel forecasted federal decriminalization of marijuana use and possession. The group thought this could be a result of rising drug enforcement costs and relative ineffectiveness of criminal sanctions.

1993 was selected as the first year the probability of this event would exceed zero. The median of probability of occurrence in 1993 was 30 percent which increased to 50 percent by 1996.

The panel indicated a positive impact of 5 and a negative impact of 5 upon the issue. Federal decriminalization could cause a chain reaction as states follow suit. This might increase public acceptance of marijuana and thereby increase use. Law enforcement agencies may have to select employees from a population of increasing marijuana users.

Figure 10 - Rural Counties Broke



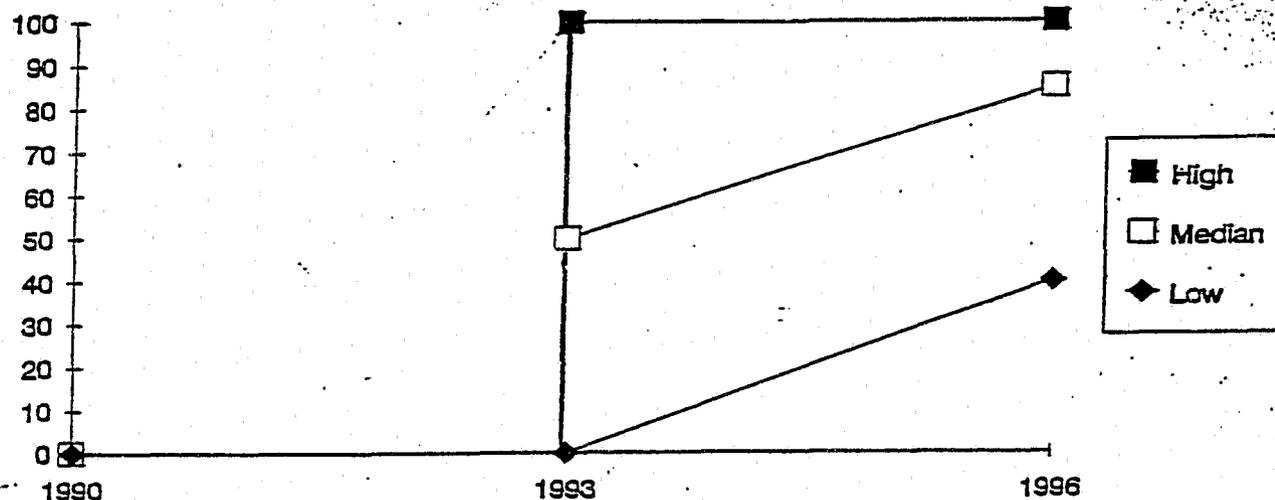
RURAL COUNTIES BANKRUPT

The panel forecast that rural counties will no longer be able to maintain services nor sustain county government as we know it. Rural counties will literally "go broke."

The probability first occurs in 1991 with a probability of occurrence of 95 percent in 1993. The probability increases to 100 percent in 1996 according to the panel.

The panel indicates a negative impact of 8 and no positive impact. The month this panel convened, Butte County, California, announced it had run out of funds. This raises some interesting concerns. Marijuana growing could increase in counties that have low levels of personal income and little obvious law enforcement due to decreasing county budgets. Marijuana could bring a major economic boost to these areas, especially if it were to become legal.

Figure 11 - Marijuana Declared Health Hazard



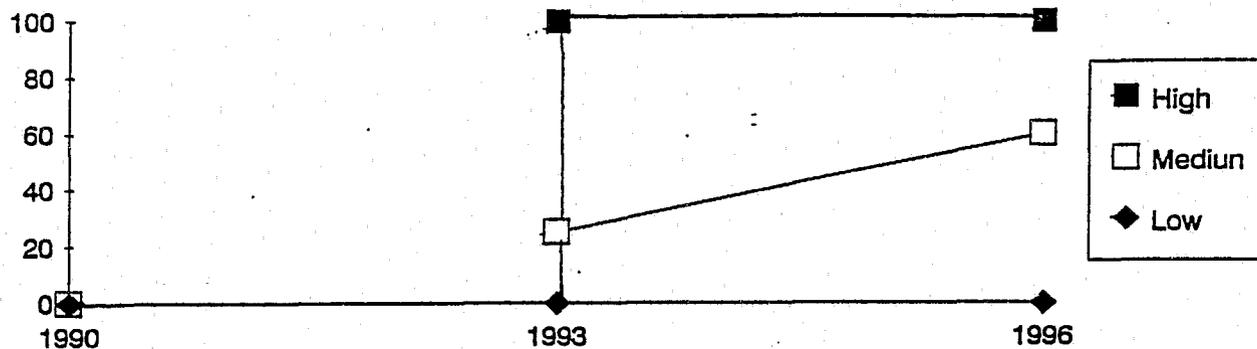
MARIJUANA DECLARED HEALTH HAZARD

The NGT panel predicted the medical profession will come out with convincing evidence that marijuana use is a significant health hazard. Those who presently argue that marijuana use is not proven to be particularly harmful will no longer enjoy credibility.

The year 1993 was selected as the first year the probability of this event would exceed zero, with a median of 50 percent probability of occurrence. The probability increases to 85 percent in 1996.

The panel indicated a positive impact of 8 and a negative impact of 6 upon the issue. Marijuana use may decrease as a result of this event. Law enforcement agencies could have a larger pool of non-marijuana user candidates to choose from. There may be less need for policies controlling the problem of marijuana use.

Figure 12 - Federal Drug Enforcement Funds Cut 50%



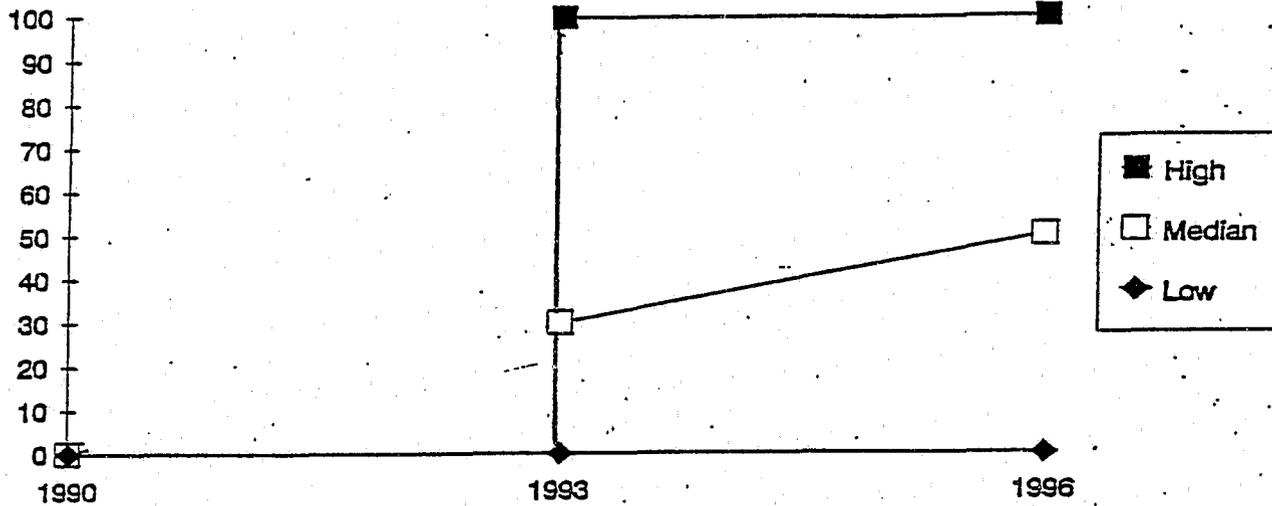
DRUG ENFORCEMENT FUNDS CUT FIFTY PERCENT

The panel predicted that federal drug enforcement funds may be cut by 50 percent.

The first year probability of occurrence will exceed zero is forecasted for 1993. The median probability of occurrence is set at 25 percent and increases to 60 percent in 1996.

The panel indicated a positive impact of 3 and a negative impact of 5. With shrinking government budgets and the frustration of not being able to significantly reduce the drug problem, governing bodies may be unwilling to continue present levels of funding.

Figure 13 - Major Economic Depression



MAJOR ECONOMIC DEPRESSION

The panel forecast a major economic depression in the United States.

This event would first exceed the probability of zero in 1993 with a median probability of 30 percent. The probability increases to 50 percent in 1996 according to the panel.

The panel indicated a negative impact of 8 on the issue. There was no positive impact recorded. Drug use could increase as the nation copes with depression. More people could turn to marijuana cultivation as a way to earn a living.

CROSS IMPACT ANALYSIS

The NGT panel was asked to participate in a cross impact analysis; a technique in which the participants assessed how the selected events would positively or negatively influence each other and how they would influence the selected trends.

From the results of the panel's analysis, it was possible to identify "actors" and "reactors." Actors are events that significantly impact upon other events and trends. Reactors are trends and events that are most influenced by other events. Having identified these actors and reactors was critical to the development of the strategic management plan in this document, for without that information, the plan would be without credibility or focus.

CROSS IMPACT ANALYSIS

Figure 14

CROSS IMPACT ANALYSIS

	IMPACTING EVENT	IMPACTED EVENT					IMPACTED TRENDS					No. OF Hits
		E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	
E1	Federal Decriminalization	X	-5		+20		-20	+65	+55	-25	-25	7*
E2	Rural Counties Go Broke		X		+100	+15	+5	+20	+20	-50	-15	7*
E3	Medical Research Reveals Significant Health Hazard	-60		X	-20		+20	-35	-50	+25	+10	7*
E4	Drug Enforcement Funds Cut By 50%	+50			X		+10	+25	+15	-50	-15	6*
E5	Major Economic Depression	+45	+100	-40	+100	X	-45	+30	+20	-50	-35	9*
	Number of Hits:	3	2	1	4	1	X	5**	5**	5**	5**	5**
							Cost of Drug Enforcement	Levels of Acceptance of Drug Use	Availability of Qualified Employees	National Level of Support for Legalization	Effectiveness Of Sanctions	
							T1	T2	T3	T4	T5	

This chart demonstrates the level of impact (+ or -) of each of the above events (E1-E5) upon each other, and the level of impact (+ or -) of each of the events upon the trends (T1-T5).

Hit - Whenever an event impacts upon another event or trend.

* Actors - Events that significantly impact upon other events and trends.

** Reactors - Trends and events most influenced by other events.

ACTORS AND REACTORS IN RANK ORDER OF HITS:

Event #5: Major Economic Depression

Positive Impact:

1. The cost of drug enforcement would decrease if a major depression were to occur.
2. The panel believed that the National level of support for legalization would decrease by fifty percent if a major depression were to occur.

Negative Impact:

1. A major depression was seen as encouraging federal decriminalization of marijuana.
2. Occurrence of a depression was considered to increase the likelihood of rural counties going broke by one hundred percent.
3. The panel believed a major depression would negatively impact upon medical research revealing marijuana as a significant health hazard.
4. A major depression would positively increase the likelihood of drug funds being cut by fifty percent.
5. The level of acceptance of drug use would increase if a major depression occurred.
6. The effectiveness of sanctions for drug violations would decrease if a major depression were to occur.

Event #1 - Federal Decriminalization

Positive Impact:

1. The availability of qualified employees would increase if there was Federal decriminalization of marijuana.
2. If federal decriminalization of marijuana were to occur the level of support for legalization would decrease.

Negative Impact:

1. Acceptance of drug usage would increase if Federal decriminalization of marijuana was passed.
2. The effectiveness of sanctions would decrease if marijuana was decriminalized by the Federal government.

Event #2 - Rural Counties Go Broke

Positive Impact:

The level of support for legalization would decrease if rural counties went broke.

Negative Impact:

If rural counties went broke drug enforcement funds would be cut dramatically.

Event #3 - Medical Research Reveals Marijuana Significant Health Hazards

Positive Impact:

1. If medical research were to reveal marijuana a significant health hazard, Federal decriminalization would be unlikely.
2. If medical research were to reveal marijuana a significant health hazard, the level of acceptance of drug use would likely decrease.
3. The level of support for legalization of drugs would likely be reduced Nationally if medical research revealed marijuana use to be a significant health hazard.

Negative Impact:

The availability of qualified employees would reduce in number if marijuana were discovered to be a significant health hazard.

Event #4: Federal Drug Enforcement Funds Cut By Fifty Percent

Positive Impact:

If drug enforcement funds were cut by fifty percent, the level of support for legalization would decline.

Negative Impact:

1. If drug enforcement funds were cut by fifty percent, support for Federal decriminalization of marijuana would increase.
2. The level of acceptance of drug use would increase if drug enforcement funds were cut by fifty percent.
3. The level of support for legalization of drugs would increase if drug enforcement funds were cut by fifty percent.

FUTURES SCENARIOS:

Three futures scenarios are presented: Scenario #1 - Exploratory ("most likely"); Scenario #2 - Hypothetical ("what if"); and Scenario #3 - Normative ("desirable and attainable"). These scenarios were developed from the information accumulated in the Forecasting the Future section of this study. They reflect the results of the NGT panel, which forecasted trends and events and their impact upon each other. And they reflect the results of the Survey of Law Enforcement Executives.

The Strategic Management Plan and Transition Management Plan sections of this study reflect an effort to bring about the situation described in Scenario #3 which is considered to be "desirable and attainable."

Scenario Number One: Exploratory (Most Likely) Year-- 1996

The Nation is bracing for a possible major economic depression. The world economy is reflecting all the indicators of pending disaster. Several rural counties in California have declared their inability to fund the most basic functions of government as expenditures exceed revenues. The California State Legislature is holding emergency sessions to seek ways to prevent counties from "going broke."

The "War on Drugs" is in its sixth year. Drug enforcement costs have almost doubled since 1990. Recent actions by federal, state and local governments indicate a probable reduction of fifty percent in drug enforcement budgets across the Country. Law enforcement officials are concerned about the impact on public opinion. There has been a slow but encouraging decrease in public acceptance of drug use. However, there seems to be a commensurate rise in support for legalization. People are still not convinced that sanctions for drug use are effective and there is a growing number of public figures calling for legalization. A recent poll indicated fifty percent of the populace would support decriminalization of marijuana at the federal level. Law enforcement is experiencing an increasingly difficult time in recruiting as the number of qualified candidates has shrunk noticeably; seemingly as a result of drug abuse. One bright event that is expected to have positive influence in reducing marijuana

popularity, is a recent announcement by the Surgeon General of the United States. Documented, indisputable evidence that marijuana is causing serious health problems has been presented. Marijuana has been declared a major health hazard based upon the results of recent scientific research.

Law enforcement officials are presently taking hardline stands against the hiring of marijuana users and against the hiring of recent users of marijuana. The recent announcement by the Surgeon General should serve to enforce this stand. Police officials are quoting medical and social science research that would indicate health problems, instability and other behavior problems associated with persons who have used marijuana on a regular basis. There are indications that law enforcement executives are also prepared to deal with increased employee drug usage. Many police agencies are engaged in drug rehabilitation programs and on the job drug testing. A few are performing the strategic planning necessary to prepare for the consequences of possible legalization of marijuana in the near future.

Scenario Number Two: Hypothetical (What if) Year - 1996

One Northern California County has declared it has run out of funds and cannot make its next payroll. Several other counties are expected to follow suit. The Nation is suffering from a major depression. Unemployment is at its highest level in almost sixty years.

The economic situation has had a great impact upon drug enforcement efforts and upon public attitudes towards drugs. There is a growing lack of confidence in sanctions as a means to control drug use. Congress had decriminalized marijuana and several states have done the same. With the possible exception of marijuana, however, there is a noticeable decrease in calls for the legalization of drugs. Drug enforcement efforts have been curtailed dramatically as enforcement funds have generally been cut in half.

An interesting spinoff of marijuana decriminalization has been an increase in available employees. Potential employees who use marijuana are more acceptable than they once were. Police executives are generally holding the line on refusing to hire even occasional users but there is increasing pressure on them to hire. However, the increased number of unemployed may be able to supply candidates to law enforcement agencies. Unfortunately, law enforcement agencies have not accomplished necessary strategic planning and should marijuana be legalized or public pressure to hire occasional users increase, they are not adequately prepared to deal with the results. The medical and legal research necessary to defend the refusal to hire marijuana users has not been accomplished; drug rehabilitation programs and related employee contracts are not in place; and effective drug testing is still being opposed by both administrators and employee organizations.

Scenario Number Three: Normative (Desirable and Attainable)

Year - 1996

The nation's economy has recovered substantially. Rural counties in California are still facing economic problems but the State Legislature is making a concerted effort to help them balance their budgets through new tax revenues. The threat of having to dramatically reduce drug enforcement funds has passed. One of the most encouraging indicators of decreasing drug use is a measurable increase in available, qualified employees in the job market.

The War on Drugs appears to be making an impact. Drug prevention, education and enforcement sanctions have been consistent and the level of drug use is decreasing. An announcement by the United States Surgeon General that marijuana use is a very serious health hazard has had obvious impact. Public acceptance of drug use has decreased and the voices that cried out for legalization a few years ago are noticeably quiet. The efforts to decriminalize marijuana have all but disappeared.

Appellate courts continue to uphold mandatory, random drug testing of public safety employees. Most law enforcement agencies are implementing substance abuse policies that prohibit the hiring of drug users (including marijuana); require pre-entry and random drug testing; and offer rehabilitation opportunity to cooperative employees. Several law enforcement agencies have emerged as

leaders in futures research and strategic planning.

SECTION IV

STRATEGIC MANAGEMENT PLAN

STRATEGIC MANAGEMENT PLAN

The purpose of this section of the study is to develop a practical, strategic management plan for implementation by police agencies. The information accumulated in the Futures Forecasting Section, particularly "Scenario Number Three: Normative (desirable and attainable) Year - 1996" provides direction for this strategic plan.

SITUATION

"Northland" is a pseudonym for a real city of 10,000 persons located in a rural county in Northern California. It is primarily a blue collar town with most of the population employed in lumber mills and other timber related industries. The area is known for it's tall trees, salmon fishing and, unfortunately, its abundant marijuana crop.

The Northland Police Department seems an appropriate size agency for this study. Seventy-nine percent of United States law enforcement agencies have fewer than 25 sworn officers.⁽¹⁰⁾ Northland has 15. Agencies of this size typically have limited resources and are staffed by personnel with limited experience. They have to "make things work" with what they have available. Most of Northland's personnel were raised locally and they reflect the ethnic and cultural background of the area. The median age of its employees is 34. The median level of education is 2 years of

college. The department does not hire persons who use drugs but will hire persons who have used them in the past. Persons who have used within one year, used heavily or were involved in dealing drugs would not normally be considered for hire. Most job applicants have experimented with drugs, marijuana being the most frequently used substance. The Northland Police Department does not conduct pre-employment testing or random drug testing of its employees. However, a polygraph examination is a required part of the pre-employment background investigation. The department has not experienced a noticeable drug problem within its work force but the Chief of Police is interested in taking necessary steps to prevent it, and manage it if need be. There has been a growing problem with finding qualified police candidates.

METHODOLOGY

1. WOTS-UP Analysis
2. Organizational Capability Analysis
3. Strategic Assumption Surfacing Technique
4. Mission Statement
5. Modified Policy Delphi

WOTS-UP ANALYSIS

WOTS-UP Analysis is a technique for identifying the internal and external factors which may infringe upon an organization's ability to influence and to prepare for the future relative to the issue.

W = Weaknesses U = Underlie
O = Opportunities P = Planning
T = Threats
S = Strengths

This analysis was conducted within the context of the "Northland" Police Department. Five law enforcement administrators from the "Northland" area were brought together to do the analysis.

OPPORTUNITIES

1. There is growing medical evidence that marijuana use is destructive to users' health and to their offspring. Also, that marijuana use impairs judgment and reaction time. This information should serve to discourage marijuana use and support police personnel policies controlling its use.

2. Northland, like many communities, has several community drug prevention programs in place. The schools work closely with the police department and are aggressive in drug education. Police officers instruct in the grade schools. The Chief of Police sits on a drug prevention council made up of a cross section of the Community. The Community would support police personnel policies controlling marijuana use.

3. Law enforcement networking is active in the Northland area. Because it is a rural area, local agencies work together. Northland police interact consistently with sheriff's department personnel and the Chief of Police is a member of the governing board of the county drug task force. He also is an active member of the County Sheriff and Chiefs Association. The development of personnel policies would likely involve area wide agency involvement and support.

4. Current international efforts to change drug related economies and the federal "War on Drugs" is likely to have a positive impact on the flow of imported drugs and on public opinion towards drugs. This should positively influence anti-marijuana cultivation efforts locally.

5. The growing attention given to strategic planning in the law enforcement community will provide encouragement and support for Northland and other area agencies. Policy development will be acceptable and expected.

THREATS

1. The ongoing publicity associated with professional athletes, entertainers and public figures caught using drugs, is seen as a negative influence on young people. This encourages the idea that drug use is acceptable.

2. The growing competition for tax dollars is affecting law enforcement budgets. Drug enforcement dollars may be more difficult to obtain in the future.

3. The increase in gang activity and organized crime which is based upon the control and sale of illegal drugs is seen as a threat everywhere and could impact the Northland area.

4. Family disintegration is a growing phenomenon that is considered to have a negative influence on drug use. Children are not normally as well supervised in single parent families and are more likely to become involved with drugs.

5. The present economy appears to be heading for a recession. If the situation worsens there will be less funds for drug enforcement, prevention and rehabilitation programs. Unemployment is likely to increase which leads to more people feeling hopeless about the future. Drug use would probably increase.

6. Worsening economic conditions in rural areas, like the Northland area, is a present trend. A gradually declining timber industry is a present reality. The attendant rise in unemployment will create an incentive for persons to grow marijuana to earn a living.

7. The criminal justice system is overburdened and increasingly ineffective. Court dockets are full, prisons and jails are overcrowded and police have never been busier. Increasing demands on the legal system detract from its ability to effectively deal with the drug problem.

STRENGTHS

1. Northland Police Department personnel have a strong commitment to their profession. They have an anti-drug use ethic and would not want the department's standards compromised.

2. The Northland Police Department has moved from a lower public profile to a very high public profile in the past two years. Department personnel are very conscious of public perception of them. They want to maintain a drug free image.

3. Networking with other law enforcement agencies and with other County and City agencies has expanded. This includes joint efforts with schools, a Community drug prevention council, a county drug task force. The present cooperative efforts would not accept a weak stand on marijuana and these organizations would also provide informed assistance to the formation of personnel drug policies.

4. The entire complement of Northland Police Officers recently complete drug recognition and enforcement training. The training has enhanced the department's anti-drug culture and also will make it increasingly difficult for employees to use drugs undetected.

WEAKNESSES

1. Like most small police departments, Northland has difficulty in retaining personnel. Small salaries, the desire of some younger officers to work in large metropolitan areas "where the action is," and greater opportunity for advancement in larger agencies, encourage personnel turnover. The expense associated with recruitment, testing and background investigations could tempt police management to reduce personnel selection standards to "fill the ranks."

2. Past political turmoil in the City and active political involvement by the Northland Police Employees' Association, left the department with a poor image in the eyes of many residents. That image is changing due to aggressive police community relations efforts, however, public confidence still needs to be improved. Significant personnel policy changes that incur costs (drug testing for example) may not receive City Council approval. If any of the policy changes are considered controversial, public support may not be there.

3. Most of the Northland Police Department's management staff have very limited experience in strategic planning. Though the potential for effective planning skills is present, the organization has not had a tradition of "state of the art" management. Modern management principals are being utilized and

trained at this time, nevertheless, much is still "learn as you go."

ORGANIZATIONAL CAPABILITY ANALYSIS:

Organizational capability analysis is a technique designed to evaluate the organization's ability to change. Management personnel of the "Northland" Police Department conducted this analysis. The involved members were asked to provide their assessment of top managers, organizational climate and organizational competence.

ORGANIZATIONAL CAPABILITY CHART

Figure 15

Category	Capability				
	1	2	3	4	5
<u>Top Managers</u>					
Mentality/Personality				X	
Skills/Talents					X
Knowledge/Education			X		
<u>Operational Climate</u>					
Culture/Norms			X		
Reward/Incentives				X	
Power Structure				X	
<u>Organizational Competence</u>					
Structure				X	
Resources			X		
Middle Management		X			
Line Personnel			X		

5. Superior. Beyond present needs.
4. Above Average. Suitable for present needs-no problem.
3. Average. Meets present needs-room for improvement.
2. Below Average. Not as good as it should be.
1. Poor. Cause for concern-needs improvement.

1. Top managers are considered quite capable of successfully leading the department through change. Those skills have been demonstrated in the past two years as major directional changes and several new programs have been implemented. The Chief of Police and the Patrol Operations Lieutenant are the top managers and both support change and a comprehensive drug policy for the department. The Lieutenant is working on a Baccalaureate Degree and has ten

years management experience. The Chief is attending California's Command College, which emphasizes strategic planning, and is working on a Master's Degree in Management Science. Top management will need to involve the sergeants in every phase of planning as they are seen as the key to "selling" the program.

2. The organizational climate is seen as generally supportive of change. The department has stabilized considerably in the past two years, following several years of political turmoil and three changes in leadership. For a smaller agency there are several opportunities for promotion and specialized assignments. The department also has an aggressive in-service training program. Power is shared by the formal and informal organizations and the Northland Police Employees' Association. The influence of the sergeants is considerable by virtue of their rank and their seniority. Any major change will have to involve the support of the sergeants in order to be effective. The greatest obstacle to change in the "rank and file" is seen as complacency, not conscious resistance.

3. Organizational competence will adequately support change. Organizational structure in a traditional "pyramid," however, by virtue of the department's size, communication is constant between all levels of authority. The Chief maintains an open door policy but does expect the chain of command to be honored. Departmental resources are adequate for development and maintenance of a

comprehensive drug control program. Overall, department personnel are seen as competent and reasonably open to change. The most significant liability lies within middle management (the sergeants). With exceptions, they tend to be set in their ways, have limited management skills and have little vision for the future. They do have some technical expertise and the necessary intellectual capabilities. It will be up to top managers to include them in development of the plan, provide necessary training, build enthusiasm and hold them accountable for results.

STRATEGIC ASSUMPTION SURFACING TECHNIQUE:

Because law enforcement policies have influence on a variety of persons and groups, it is important to identify "stakeholders" early in the policy formulation process. Stakeholders are individuals or groups who have an interest in an issue; are impacted by the issue or have an impact on the issue. It is also important to identify "snaildarters." Snaildarters are stakeholders who may, unexpectedly, have significant influence on the issue.

A group of Northland Area police managers identified a list of stakeholders that would likely have an impact on the issue, or be impacted by it.

Stakeholders:

1. Community (overall)
2. City Council
3. Drug Dealers/Marijuana growers
4. Civil Liberties Groups
5. Public Employees Representative Groups
6. Courts
7. State Legislature
8. United States Congress
9. Chief of Police
10. City Manager
11. Testing Labs/Medical Review Officers
12. County Board of Supervisors (Snaildarter)
13. California Commission on Peace Officer Standards and Training
14. California Peace Officers' Association/California Sheriffs' Association/California Chiefs' Association
15. Police Trainers/Police Academies
16. Northland Police Department Middle Managers
17. Northland Chamber of Commerce
18. Local Organized Labor Groups
19. Local Media
20. Local Counseling Agencies
21. Local Schools
22. Local Church Groups
23. Local Service Clubs
24. City Department Heads

Stakeholder Assumptions

The group then compiled a list of "assumptions;" the positions each stakeholder would probably take relative to the issue: "What personnel policies will law enforcement (Northland P.D.) develop regarding marijuana use by 1996."

<u>STAKEHOLDER</u>	<u>ASSUMPTIONS</u>
1. Community (overall)	<ul style="list-style-type: none">* Will support anti-drug policies* Want police employees they can respect
2. City Council	<ul style="list-style-type: none">* Will support anti-drug policies* Will honor Community values* Will be cautious about drug testing costs/rehabilitation costs* If becomes controversial, may not support testing* May fear Community will assume police department has a drug problem.
3. Drug Dealers and Marijuana Growers	<ul style="list-style-type: none">* Will oppose anti-drug policies* View anti-drug policies as restrictive to their business

4. Civil Liberties Groups

* Will oppose testing

* Will probably oppose refusal to hire

5. Police Employees Representative Groups

* Will generally support anti-drug policies

* Will want employees rights protected - re: random testing

* Will want to negotiate disciplinary action to include rehabilitation and job protection for cooperative employees

6. Courts

* Will judge on a case by case basis, generally supportive of anti-drug policies

* Will require Constitutional protections

7. State Legislature

* Will uphold present decriminalization?

* Will consider legalization of certain drugs if "War on Drugs" fails. Will react to public opinion

8. United States Congress

* Will oppose decriminalization unless War on Drugs fails, then may support decriminalization of certain drugs. Will react to public opinion

9. Chief of Police
- * Will support anti-drug policies
 - * Wants drug free image
 - * Wants to ensure drug free police personnel
10. City Manager
- * Will support anti-drug policies
 - * Wants police department with drug free image
11. Testing Labs and Medical Review Officers
- * Will support anti-drug policies
 - * Will actively support testing for economic gain
12. County Board of Supervisors (Snaildarter)
- * Will support legalization of marijuana if "War on Drugs" fails
 - * Will support anti-drug policies, except drug testing
 - * Will want employee "rights" protected
13. California Commission on Peace Officers Standards and Training
- * Will support anti-drug policies
 - * Wants drug free law enforcement personnel
14. California Peace Officers' Association/California Sheriffs' Association/California Chiefs' Association
- * Will support anti-drug policies

- * Wants drug free law enforcement personnel
 - * Want drug free image
15. Police Trainers' Association/
Police Academies
- * Will support anti-drug policies
 - * Want drug free image
 - * Wants drug free law enforcement personnel
16. Northland PD Middle Managers
- * Will support anti-drug policies
 - * Will support PEA position regarding testing and employee rights
 - * Want drug free image
17. Northland Chamber of Commerce
- * Will support anti-drug policies
 - * Want police department drug free image
18. Local Organized Labor Groups
- * Will oppose testing
 - * will want employees' rights protected
19. Local Media
- * Will support anti-drug Policies
 - * Will want fair management policies/practices

- | | |
|-------------------------------|--|
| 20. Local Counseling agencies | * Will support anti-drug policies |
| 21. Local Schools | * Will support anti-drug policies
* Want drug free police department |
| 22. Local Church Groups | * Will support anti-drug policies
* Want drug free police department |
| 23. Local Service Clubs | * Will support anti-drug policies |
| 24. Department Heads | * Will support police anti-drug policies
* Will not particularly want to have to implement in their departments |

Strategic Assumption Surfacing Technique Map

This "map" demonstrates the probable stakeholders' positions relative to "certainty" and "importance."

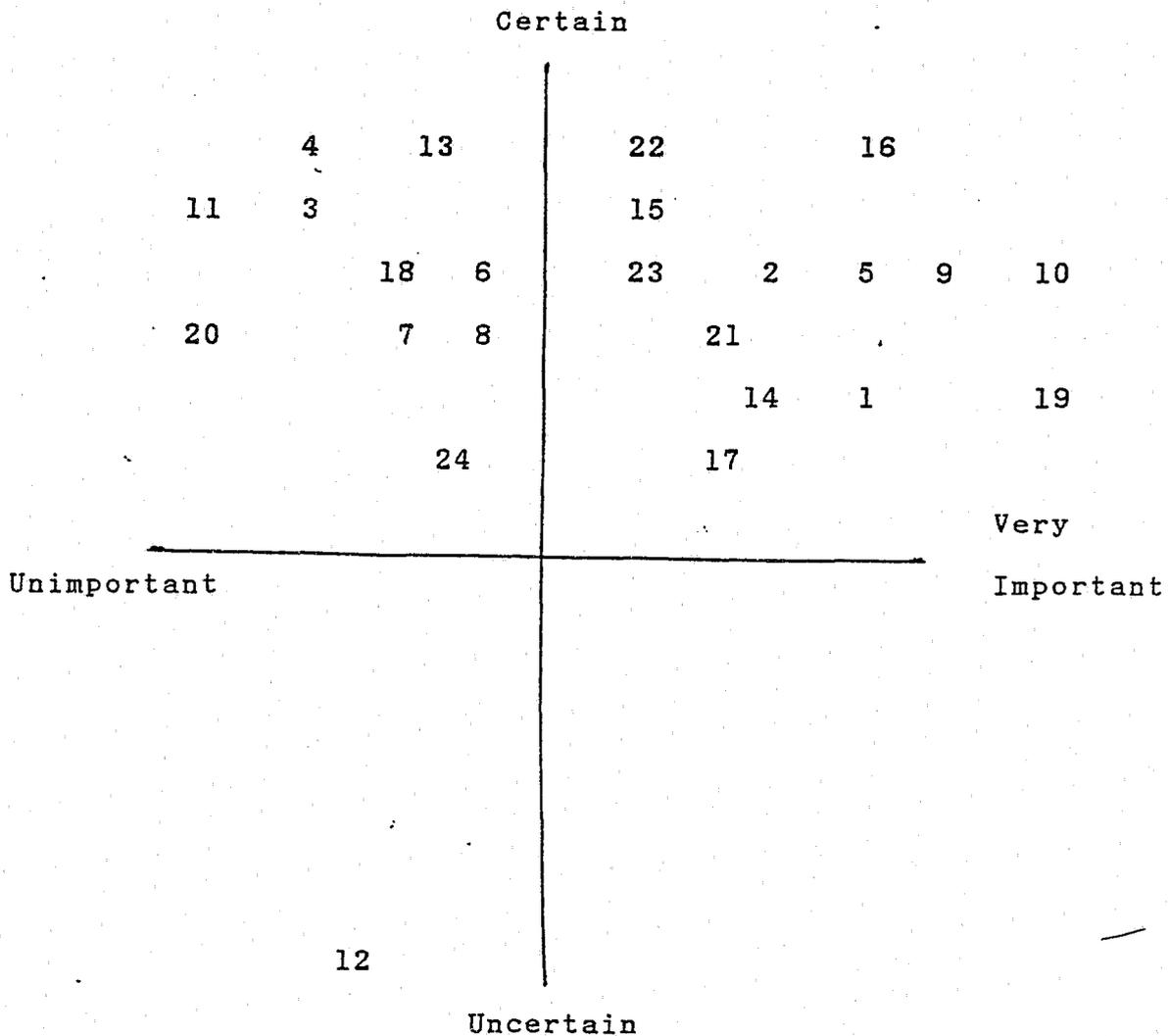
Importance: How important is the stakeholder to the issue?

Certainty: What is the level of certainty that the assigned assumptions are actually correct?

Those stakeholders in a position to impact the issue, are readily identified. This information is vital to the development of negotiating strategies.

Figure 16

STAKEHOLDER ASSUMPTION MAPPING



Mission Statement

Macro_Mission (Provides overall purpose and direction. Expresses department values).

The Northland Police Department is responsible for the protection of life and property through the maintenance of public order, the fair and impartial enforcement of laws, safeguarding the Constitutional rights of all, and the regulation of motor vehicle traffic.

The department is committed to serving the citizens of Northland by continually seeking Community opinion, engaging in police-community crime prevention, public safety education and cooperative efforts with other public and private agencies.

The department strives for excellence in purpose and performance. Every employee is an active participant in the formation of policy and procedure. Fairness, honesty and integrity are mainstays in departmental relationships.

Micro_Mission (Provides direction to department relative to drug policies).

The Northland Police Department is pledged to vigorous enforcement of drug laws and to aggressive Community prevention and education

programs. Personnel policies reflect the prohibition of drug use and employee programs, directed at maintaining a drug free workplace.

EXECUTION

The next step in the strategic planning process was to develop personnel policies which would enable the Northland Police Department to accomplish its stated micro mission. In order to do this, a panel of law enforcement administrators from the Northland Police Department and other Area police agencies compiled the following list of proposed policies for consideration. The panel chose to include alcohol abuse and to consider marijuana as just one of many illegal substances. Policies 2, 3, 4, 5 and 6 are presently in place in the Northland Police Department but are not in writing.

Policy Alternatives:

1. The Northland Police Department shall implement a comprehensive drug and alcohol abuse policy which protects confidentiality and ensures the Constitutional rights of all employees are preserved.
2. The Northland Police Department shall not hire persons presently using illegal drugs. Job applicants who have never been involved in drug sales; have not previously used drugs in excess of twelve times; and have not used a drug in the previous one year

period, may still be considered.

3. No alcoholic beverages shall be permitted on the property of the Northland Police Department, or in the possession of on duty employees (the only exception being duty related possession).

4. No Northland Police Department employee shall report for duty under the influence of alcohol or having consumed an alcoholic beverage within four hours of the beginning of a tour of duty.

5. No employee shall drive a City vehicle while under the influence of alcohol or any illegal drug (the legal limit according to State law shall apply for alcohol).

6. No employee shall use, possess, provide or sell any illegal drug, on or off duty (duty related drug enforcement excepted).

7. All Northland Police Department employees shall receive instruction in substance abuse education and prevention. All employees shall receive a thorough explanation of the department's substance abuse policies and shall be required to sign a statement that they understand and will comply with these policies.

8. The Northland Police Department shall require that all supervisory and management personnel receive thorough training in drug recognition and drug induced behavior.

9. The Northland Police Department shall contract with a reputable drug testing laboratory to conduct drug testing of all job applicants; conduct random testing of all employees; conduct testing of employees suspected of drug use based upon objective criteria; and conduct testing of employees returning to duty after participating in a drug rehabilitation program. Testing shall adhere to strict standards of confidentiality, privacy and chain of custody.

10. The Northland Police Department shall identify legitimate substance abuse rehabilitation programs and enter into agreements to provide service to police department employees. Employees who fail standardized testing procedures and attendant investigations of misconduct, shall be offered an opportunity to become involved, voluntarily, in a rehabilitation program, at their expense. A repeated, confirmed test failure or and unwarranted refusal to test may result in the employee being terminated. Probationary officers shall be terminated without the opportunity for rehabilitation referral.

Modified Policy Delphi:

The panel then participated in a Modified Policy Delphi exercise: a process in which the members rated the policy alternatives for their "desirability" and "feasibility." Each member assigned a number (from 0 to 3) to each policy's feasibility and desirability. The totals for each policy alternative were ranked.

Figure 17

<u>POLICIES</u>				
#	RANK	FEASIBILITY	DESIRABILITY	TOTAL
1. Drug Policy	1	18	18	36
2. Not Hire Users	9	12	14	26
3. No Alcohol On Site	4	18	18	36
4. On Duty Influence	3	18	18	36
5. Driving City Vehicle	10	8	18	26
6. No Drug Use	2	18	18	36
7. Training and Education	5	18	18	36
8. Management Training	7	16	16	32
9. Drug Testing	8	12	18	30
10. Rehabilitation	6	18	16	34

The panel recommended changes in a few of the policies and recommended one policy be eliminated. They ranked the policies again with the following results. These policies were selected for implementation.

1. The Northland Police Department shall implement a comprehensive drug and alcohol policy which protects confidentiality and ensures the Constitutional rights of all employees are preserved.
2. The Northland Police Department shall not hire users of illegal drugs. Persons who have sold drugs shall not be considered for employment. Applicants with prior drug use will not automatically be disqualified but be evaluated according to a prior drug use formula (addendum).
3. No Northland Police Department employee shall report for duty under the influence of alcohol or having consumed an alcoholic beverage within four hours of the beginning of a tour of duty.
4. No employee shall use, possess, provide or sell any illegal drug, on or off duty (duty related drug enforcement excepted).
5. The Northland Police Department shall require that all supervisory and management personnel receive thorough training in drug recognition and drug induced behavior.

6. No alcoholic beverages shall be permitted on the property of the Northland Police Department, or in the possession of on duty employees (the only exception being duty related possession).

7. All Northland Police Department employees shall receive instruction in substance abuse causes and prevention. All employees shall receive a thorough explanation of the department's substance abuse policies and shall be required to sign a statement that they understand and will comply with these policies.

8. The Northland Police Department shall contract with a reputable drug testing laboratory to conduct drug testing of all job applicants; conduct random testing of all employees; conduct testing of employees suspected of drug use based upon objective criteria; and conduct testing of employees returning to duty after participating in a drug rehabilitation program. Testing shall adhere to strict standards of confidentiality, privacy and chain of custody.

9. The Northland Police Department shall identify legitimate substance abuse rehabilitation programs and enter into agreements to provide service to police department employees. Employees who fail drug tests shall be offered an opportunity to become involved, voluntarily, in a rehabilitation program, at their expense. A repeated, confirmed test failure or an unwarranted refusal to test may result in the employee being terminated. Probationary officers

shall be terminated without the opportunity for rehabilitation treatment.

NEGOTIATION STRATEGIES

After determining the selected policies and the probable stakeholders' positions, strategies for implementation and negotiation were set forth. Of the twenty-four stakeholders, most of whom would probably be supportive of the selected policy statements, the panel identified seven whose probable positions identify them as targets for negotiation.

1. Local Media

The Community and the media will likely be supportive of the police personnel policies. However, the media will want to know that police employees are treated fairly and their Constitutional rights are protected. The most effective way of reaching the public is through them. The substance abuse policies should be provided to the media. Their constitutionality and the support of the Police Employees' Association must be emphasized.

Media representatives will be asked to report to the public the necessity for a safe and healthy work environment, and their right to a drug free police department. The media will likely cooperate and the Community will likely accept the advantages of the police drug policies.

2. Organized Labor

Local labor groups will not be a major obstruction to the implementation of police personnel drug policies. However, they will probably oppose drug testing and want police employees' rights protected. It is important that the police department aggressively use the press and local media to explain the Police Employees' Association's involvement in the process. The Chief of Police should personally meet with local labor leaders and explain the privacy and Constitutional safeguards to them. Preferably, the Police Employees' Association President should go with the Chief.

3. County Board of Supervisors

The County Board of Supervisors may be the "snaildarter" on the list of stakeholders. The Board depends on a diverse population for support. The southern area of the County is populated by marijuana growers. The economy of that area is somewhat dependent on their annual harvest, in spite of its being illegal to cultivate marijuana. The population center of the County is comprised of a significant number of persons who are quite "liberal" in their thinking. It is this group that succeeded in influencing one local City to declare itself a "nuclear free zone." They could push for legalization, rather than enforcement, particularly if the "War on Drugs" does not produce significant results. Regardless, the Board will want employee rights protected. The City of Northland does not need strong support from the Board as police department policy is a local issue. Nevertheless, the City Council would prefer not

to offend the Board, particularly the Northland Area Supervisor.

The Police Department should send "courtesy" copies of their substance abuse policies to the supervisors, with a letter emphasizing the guarantee of fair treatment of all employees and Constitutional safeguards. The letter should also include an explanation why the prohibition of drug use by police employees is necessary for the health and safety of the employees as well as the citizens. The Northland Area Supervisor should be approached and requested to make a public statement of support.

4. City Council

Members of the City Council should be approached individually, assured of the "affordability" of drug testing, and be reminded that rehabilitation counseling is at the employee's expense. They will also need to be assured the Northland Police Department does not have a drug problem so they can answer the questions of constituents. It is anticipated the Council will be supportive.

5. City Manager

The City Manager will be supportive of the police department drug policies. He will have to be re-assured concerning costs. The City Manager should be invited to participate in the police department planning early in the process. This will provide him with understanding of the need for the policies, and, hopefully,

he will feel a commitment to them.

6. Northland Police Employees' Association

The police employees will be supportive of the drug policies, however, they will insist on employee rights being protected and will want rehabilitation offered employees before termination. The Chief of Police should include the N.P.E.A. President in the early planning stages. The Memorandum of Understanding will need to be ammended to include the new policy statement. With the above guarantees the Association should be supportive.

7. Northland Police Department Middle Managers (Sergeants)

The sergeants have considerable influence in the department and in the Police Employees' Association. They are the key to successfully selling the policies to the "rank and file" of the department. They will, as members of the Police Employees' Association, want employees' rights protected. However, they will strongly support the overall drug policies. They need to be included in every phase of planning, development and implementation. With their "buy in" the policies will be introduced into the department with little resistance.

POLICE DEPARTMENT SUBSTANCE ABUSE POLICY PROS AND CONS

Pros:

1. Police employees will, overall, be drug free. It will be

difficult to use drugs in this environment.

2. The public image of the police department will be enhanced. Public confidence in the police will increased.
3. Groundless complaints about police officers using drugs will be discouraged.

Cons:

1. Costs of drug testing will be significant. The police department budget does not have excess monies.
2. Some members of the public, in particular labor groups and civil liberties groups, will be critical of drug testing from the standpoint of privacy issues and employee rights.
3. The Northland Police Employees' Association will be reluctant to agree to drug testing without some guarantees of privacy, confidentiality and reasonable job protection. This could result in too much job protection for erring employees.
4. Announced drug testing may create some concerns that there is a drug problem within the police department.

IMPLEMENTATION STRATEGY

The final step of the strategic management plan is to design a

strategy for implementation. The future has been examined and forecasts set forth. The external forces that may impact upon law enforcement's ability to prepare for the future have been discussed. So have the strengths and weaknesses of the Northland Police Department. The Police Department's ability to change has been examined. Stakeholders and a possible snaildarter have been identified, and so have their probable positions relative to a police drug policy. The police department mission statement has been written. A list of police department drug policies has been recommended. Stakeholder negotiation strategies have been prepared. The following is a series of action steps that must be completed to implement the plan.

1. Determine actual costs of training, testing, personnel hours, administration of program.
2. Present to City Manager - according to pre-determined negotiation strategy (page 65) - enlist support and commitment.
3. Present to police department management staff - according to pre-determined negotiation strategy (page 66) - enlist support and commitment.
4. Present to Northland Police Employees' Association - according to pre-determined negotiation strategy (page 66) - negotiate Memorandum of Understanding ammendment (drug policy program).

5. Approach News Media - according to pre-determined negotiation strategy (page 63) - seek their support.

6. Send County Board of Supervisors copies of policies - according to pre-determined negotiation strategy (page 64) - inform, seek their support. Begin with Northland Area Supervisor.

7. Contact major organized labor groups - according to pre-determined negotiation strategy (page 64) - inform, seek their support.

8. Organize Transition Management Team - Note Transition Management Plan, Section V, page 79.

9. Identify reputable testing lab - secure contract for testing program.

10. Identify reputable drug rehabilitation agencies - secure agreements for taking on police department referrals.

11. Prepare procedural guidelines to implement entire substance abuse program.

12. Prepare substance abuse training/orientation program for new employees.

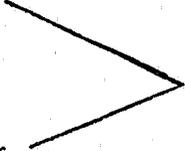
13. Arrange for drug recognition, problem employee management training for managers.

Resources:

1. Continued funding of drug testing, training, administrative costs.
2. Continued cooperation of Northland Police Employees' Association.
3. Continued commitment of Chief of Police and management staff.
4. Courts to continue to uphold legality of drug testing of public safety employees.

Time Line:

Six to eight months to become operational:

1. Stakeholder negotiations - 60 days
2. Contract with N. Police Employees' Assoc.  - 30 days
3. Organizing Transition Management Team
4. Goal setting, establish budget, arrange training schedules - 30 days
5. Securing contracts with drug testing lab and rehabilitation agencies  - 45 days
6. Conduct Transition Management Training
7. Conduct Drug Recognition Management Training - 30 days

SECTION V

TRANSITION MANAGEMENT PLAN

TRANSITION MANAGEMENT PLAN

The Northland Police Department must now implement the comprehensive substance abuse policies set forth in the Strategic Management Plan. In order to facilitate a smooth and timely change from the present state to the desired future state, a plan for implementing this transition will be developed.

The Present State

The Northland Police Department has no personnel drug policies other than they do not hire recent drug users, former drug dealers or persons with a record of substantial drug use.

The Future State

The Northland Police Department will have a comprehensive personnel substance abuse policy that prohibits drug use, protects confidentiality and ensures the Constitutional rights of all employees are preserved.

The Transition State

The period of transition from the present state to the future state.

Methodology:

1. Critical Mass Identification
2. Readiness/Capability Analysis
3. Commitment Planning
4. Transition Management Structure
5. Responsibility Charting
6. Implementation Methods

Critical Mass Identification:

It is of primary importance that the "critical mass (the minimum number of persons whose support is necessary to successfully implement this plan)" be identified, and efforts made to ensure their support.

Three members of the Northland Police Department management structure examined each of the stakeholders identified in the Strategic Management Plan of this project. Their task was to determine which stakeholders had the most significant influence upon the others. It was determined the following had the most influence.

Figure 19

Spheres of Influence

Key Person	<u>Chief of Police</u>	<u>Local Media</u>
Influence Upon	City Manager City Council NPD Middle Managers N. Pol. Emp. Assoc. Community	Community City Council City Manager Chief of Police
Key Person	<u>City Council</u>	<u>City Manager</u>
Influence Upon	City Manager Chief of Police NPD Middle Managers Community N. Pol. Emp. Assoc.	City Council Chief of Police NPD Middle Managers N. Pol. Emp. Assoc. Community
Key Person	<u>NPD Middle Managers</u>	<u>N. Pol. Emp. Assoc</u>
Influence Upon	N. Pol. Emp. Assoc. Chief of Police City Manager	Chief of Police NPD Middle Managers City Manager
<u>Critical Mass</u>		
Chief of Police		
City Council		
City Manager		
Local Media		
Northland Police Employees' Association		
N.P.D. Middle Managers		

Readiness_Capability:

The next instrument utilized was the Readiness/Capability Chart. This chart demonstrates the readiness of each member of the critical mass to participate, and to effect implementation of the change process. Readiness is related to motivation, whereas capability involves power, influence, authority and possession of the skills and information needed.

Figure 20

READINESS/CAPABILITY_CHART

	<u>Readiness</u>			<u>Capability</u>		
	<u>High</u>	<u>Medium</u>	<u>Low</u>	<u>High</u>	<u>Medium</u>	<u>Low</u>
Chief of Police	X			X		
City Council		X		X		
City Manager		X		X		
Local Media		X			X	
N. Pol. Emp. Assoc.			X		X	
NPD Middle Managers		X			X	

Commitment_Chart:

It was necessary to determine the level of commitment of each member of the critical mass to the Northland Police Department's planned substance abuse policies. In order to accomplish this, a Commitment Chart was developed. The Commitment Chart is intended to assess the members' present degree of commitment to the policies (represented by "X"), and the minimum commitment required for the change to occur (represented by an "0"). The arrow connecting the

"X" with the "O" designates the amount of effort necessary to obtain the necessary commitment.

Figure 21

COMMITMENT CHART

<u>Key_Persons</u>	<u>No</u> <u>Commitment</u>	<u>Let_it</u> <u>Happen</u>	<u>Help_it</u> <u>Happen</u>	<u>Make_it</u> <u>Happen</u>
Chief of Police				X-O
City Council		X-O		
City Manager		X →	O	
Local Media		X-O		
N. Pol. Emp. Assoc.		X →	O	
NPD Middle Managers		X →	O	

The above chart demonstrates that effort needs to be directed to motivate the Northland City Manager, the Northland Police Department middle managers and the Northland Police Employees' Association to the level of commitment necessary to successfully move to the future state.

City Manager

The City Manager will support the police substance abuse policies. He is very anti-drug use and it would be advantageous for his police department to have a "clean" image. However, he is a fiscal conservative and he serves a Council that is very conservative. The Chief of Police will need to assure him that the cost of testing for drug use is worth the results. He needs to be reminded

that the supervisory training will be subvented by the California Commission on Peace Officers' Standards and Training. The City Manager will be the one who has to field the City council's questions and will undoubtedly be questioned by the local news media. It is imperative that he be kept informed throughout the transition process. The Chief should ask him to attend meetings of the Transition Management Team and should seek his impact concerning "political" questions. The City Manager needs to be so much a part of the process that he feels commitment to its success.

N.P.D. Middle Managers (Sergeants)

The sergeants are middle managers as well as first line supervisors in the Northland Police Department. They do long range planning, assist in budget preparation, perform as Acting Chief at times and are the regular shift commanders. They all have additional responsibilities for miscellaneous, specialized management functions. However, they are also members of the Northland Police Employees' Association, and frequently assume leadership roles in that organization. They can be the key players in generating support or resistance towards new programs. Without their support the transition phase would be a struggle. They will want employee rights protected and will initially oppose random testing. Although, they will be supportive of a strong stand towards substance abuse. It will be necessary for the Chief of Police to secure an agreement with them that includes random testing but guarantees fairness, confidentiality and the offer of

rehabilitation for first time drug test failures. They need to be included in all phases of transition planning, development and implementation.

NORTHLAND POLICE EMPLOYEES' ASSOCIATION:

The Northland Police Employees' Association will accept strong substance abuse policies. However, the Association will be reluctant to support random drug testing without guarantee of privacy, confidentiality and reasonable job protection for cooperative employees who fail drug tests. The Chief of Police should facilitate an agreement between the Association and the City of Northland that ensures these "job rights." The recommended policies include these protections. The Association needs to be moved from a position of merely accepting the policies to a position of active support. The chief should ensure continuous liaison between the Transition Management Team and the Association, and invite their input in the planning process.

TRANSITION MANGEMENT STRUCTURE:

It is essential that a separate transition management structure be developed to successfully manage the change process between the present state and the future (desired) state. Once the strategic plan to implement a comprehensive substance abuse policy is approved, there needs to be a management structure in place to ensure it is established. Day to day management responsibilities

and unplanned crisis will sap the energy and attention from the established management structure. A temporary transition management structure will administer the substance abuse programs, ensuring objectives are achieved within set time limits.

PROJECT MANAGER:

In order to carry out the orderly management of this change period a Project Manager, the Northland Police Department Operations Lieutenant, will be charged with the responsibility of "getting the job done."

As the second in command, he has the required authority. He also possesses the necessary leadership and interpersonal skills to keep the Transition Management Team focused on its projects. He will be responsible for holding planning sessions where goals are set and due dates are established. He will audit the overall program and submit progress reports to the Chief of Police.

TRANSITION MANAGEMENT STAFF:

The three watch commanders (sergeants) will, in addition to their routine responsibilities, become members of the Transition Management Team. They will be assigned individual responsibilities, including leading roles in establishing a project budget, writing procedural guidelines, designing communications systems, setting up training schedules, conducting liaison with the drug testing lab and the drug rehabilitation agencies, and with the Northland Police Employees' Association.

CHIEF OF POLICE:

The Chief of Police will be responsible for the overall success of implementing the substance abuse policies. He will delegate overall management of the project to the Project Manager but will stay informed of the project's progress. His personal approval will be required for project goals, budget and progress reports. It will be the Chief's responsibility to keep the City Manager informed and to include him in early planning sessions in order to maintain the City Manager's interest and commitment.

IMPLEMENTATION STRATEGIES

1. Responsibility Charting

Responsibility charting is a method of clarifying roles and responsibilities and for designating assigned tasks (in chronological order). Each member of the Transition Management Team is identified on the chart. This chart was completed by the Northland Chief of Police and the Operations Lieutenant, who are well aware of the skills and personalities of each member.

Figure 22

RESPONSIBILITY CHART

<u>Decision/Tasks</u>	<u>ACTORS</u>				
	<u>Chief</u>	<u>Lieutenant</u>	<u>Sgt.-1</u>	<u>Sgt.-2</u>	<u>Sgt.-3</u>
Responsibility Charting	A	R	S	S	S
Establish Objectives and Time Line	A	R	S	S	S
Establish Budget	A	A	S	R	S
Prepare Procedural Guidelines	I	A	R	S	S
Design Communications Systems	I	A	R	S	S
Training Management	I	A	S	R	S
Liaison with Testing Lab/ Rehabilitation Agencies	I	A	I	I	R
Liaison with Police Employees Association	I	A	R	S	S
Prepare Progress Reports	A	R	S	S	S

R = Responsibility
 A = Approval
 S = Support
 I = Informed

2. Transition Management Training

Each member of the Transition Management Team is scheduled to attend a collective training seminar on Transition Management. This seminar is to be held locally, funded by P.O.S.T. and led by a person recognized for his team building skills. The objectives of the seminar include developing unity and commitment to the common goal of establishing a model, small agency, personnel substance abuse prevention program. This will be followed up with a one day "how are we doing" seminar six months later.

3. Communications/Feedback/Reward Systems

The Transition Management Team will have the responsibility of designing a communication system that:

1. Routinely solicits, evaluates, and if appropriate, utilizes the ideas of all members of the police department.
2. Mandates continuous communication between all members of the Transition Management Team.
3. Ensures timely feedback of information whenever a question or suggestion is submitted.
4. Recognizes and rewards, in a meaningful way, all those who are contributing to the success of the program.

4. Continuous Evaluation of the Project

The Transition Management Project Manager is responsible for the development of auditing procedures that continuously provide open

and honest feedback regarding the progress of the project. Every member of the Transition Management Team has responsibility for keeping the Project Manager informed of significant events, successes and failures, in addition to all pertinent evaluative data.

SECTION VI

CONCLUSIONS AND FUTURE IMPLICATIONS

CONCLUSIONS AND FUTURE IMPLICATIONS

Forecasting the Future

The purpose of this section of the study is to forecast possible futures that may impact upon the issue "What personnel policies will law enforcement develop regarding marijuana use by 1996?" Literature review, a Nominal Group Technique exercise and a survey of law enforcement executives provided sufficient data to develop three scenarios describing the "most likely," the "worst case" and the "desirable and attainable futures." These scenarios suggest that law enforcement will continue to take a firm stand against the employment of marijuana users. Social and medical research indicate that police agencies cannot afford to hire them. Legal decisions indicate the courts agree they should not, for health and safety reasons. The result is that law enforcement will most likely not hire marijuana users in 1996.

Strategic Management Plan

Having established that it is unlikely and undesirable that law enforcement agencies hire marijuana users in 1996, the next step is to develop effective personnel policies that police agencies can implement to deal with the likely future. A rural, California City of 10,000 people was used as a study sample. With fifteen sworn personnel, this is representative in size of over half of U.S. law enforcement agencies. Before policies can be developed it is necessary to analyze the environment relative to the issue;

evaluate the capability of the police department; identify stakeholders and make reasoned assumptions of their positions; and develop negotiation and implementation strategies. Through the use of a modified policy delphi technique, nine personnel policies are suggested. The overall policy statement includes drug and alcohol issues, requires random drug testing, and provides rehabilitation opportunities for police personnel.

Transition Management Plan

The final step in this research project is to develop a plan that manages implementation of the substance abuse policies throughout the transition period, from the present state to the future state (the substance abuse policies are in place and working effectively). The persons most critical to the success of the project are identified, their probable positions analyzed and a plan to influence their commitment has been developed. A transition management structure is designed for the police department, and implementation strategies are recommended.

Future Implications

Law enforcement agencies will not hire marijuana users in 1996. Police personnel policies governing the issues of substance abuse have been developed. A plan for implementation, suitable for adjustment to most municipal and county law enforcement agencies has been designed.

The Biblical writer, Solomon, wrote "There is nothing new under the sun." This author had similar thoughts as this research project developed. The question was asked, "What Personnel Policies Will Law Enforcement Develop Regarding Marijuana Use by 1996?" And, it was clearly answered. Police agencies will implement substance abuse policies that prohibit the employment of drug users, utilize drug testing and offer limited rehabilitation options for offenders. Drug use will not be tolerated, whether legalization occurs or not. Legal decisions from the courts and medical research on the affects of marijuana use, strongly support this position. The futures forecasts do not point towards a future of readily available, qualified job candidates. A recent survey states that 64% of all police applicants have used marijuana.⁽¹²⁾ They also do not suggest drug enforcement funds will be easy to obtain. Law enforcement will face challenges as it does now. Nevertheless, those agencies that already have, or are now implementing substance abuse policies of the type suggested in this paper, are heading in the direction that most law enforcement agencies will eventually follow. Drug problems in the work place will only be eliminated as the problems of drug use in our society are eliminated. No, this research effort did not uncover any great surprises, or even a new direction, but perhaps we can be more secure in having gone on the journey.

APPENDIX A

SURVEY OF CHIEFS OF POLICE AND SHERIFFS IN CALIFORNIA - AUGUST 1990

116 Questionnaires Mailed 89 Responded % Responded-77%
 70 Municipalities 10 Sheriff's Depts. 9 Others

If the possession and use of marijuana were legalized would you hire persons who use marijuana?

Population

1-24,999	7 Yes	15 No	1 No Response
25,000-49,000	10 Yes	10 No	1 No Response
50,000-99,999	3 Yes	9 No	1 No Response
100,000-249,999	2 Yes	13 No	1 No Response
250,000-499,999	1 Yes	6 No	
500,000-More	<u>2</u> Yes	<u>7</u> No	-----
	25 Yes (28%)	60 No (67%)	4 No Response (4%)

If you would hire persons who use marijuana, how much use would you accept? 18 Responded (22%)

1 Every Day	5 Once per Week	0 Three Times per Week
7 Weekend Use	5 Once per Month	70 No Response (79%)

Would you require unannounced testing to determine whether an employee is under the influence?

59 Yes (66%) 22 No (25%) No Response (9%)

Would you anticipate expanding or initiating drug rehabilitation programs within your agency?

58 Yes (65%) 29 No (33%) 2 No Response (2%)

Would you anticipate any change in overall employee performance?

63 Yes (71%) 23 No (26%) 3 No Response (3%)

If so, would you expect performance to:

0 Improve Significantly
0 Improve
27 Decline (30%)
19 Decline Significantly (21%)
43 No Response (48%)

Would you anticipate a change in the overall culture and/or values of your personnel?

72 Yes (81%) 15 No (17%) 2 No Response (2%)

Would you anticipate any change in the frequency of sick leave in your organization?

62 Yes (70%) 25 No (28%) 2 No Response (2%)

If So, would you expect sick leave to:

0 Decrease Significantly
0 Decrease
47 Increase Significantly (53%)
16 Increase (18%)
26 No Response (29%)

Would You Expect any change in tardiness?

59 Yes (66%) 27 No (30%) 3 No Response (3%)

If so, would you expect tardiness to:

0 Decrease Significantly
0 Decrease
14 Increase Significantly (16%)
44 Increase (49%)
31 No Response (35%)

APPENDIX B

TRENDS

1. Cost of drug enforcement
2. Power base of illegal traffickers
3. Money base of illegal traffickers
4. Number of youth using drugs
5. Number of addicts
6. Crime rate
7. Level of constitutional rights afforded citizens
8. Level of AIDS from intravenous drug use
9. Variety of illegal drugs available
10. Availability of illegal drugs
11. Cost of drug education
12. Effectiveness of sanctions
13. Cost of illegal drugs
14. Level of public acceptance of drug use
15. Availability of rehabilitation
16. Affect on family structure
17. Cost of drug testing
18. Cost in work place
19. Level of medical costs
20. Health care costs
21. Alternate means of enforcement
22. Law enforcement training
23. Level of safety

24. Level of quality in the available workforce
25. Interdiction efforts
26. Commercialization of drugs
27. California economy
28. Level of public education re: drugs
29. Amount of political pressure towards legalization
30. Level of moral values in society
31. Level of youth supervision
32. Amount of political support for childcare
33. National level of support towards legalization
34. Level of socialization by users
35. Level of stigma attached to use
36. Level of influence upon individuals by religion
37. Level of sin tax
38. Level of public service

APPENDIX C

EVENTS

1. Drug enforcement funds cut by fifty percent
2. Environmental ammendment passes, timber jobs cut by one third
3. Asset forfeiture found unconstitutional
4. Refusal to hire based on former drug use held unconstitutional
5. Legalization of marijuana
6. Cure for drug addiction
7. Marijuana sold commercially
8. Religious sect adopts marijuana use
9. Federal socialized medicine
10. Legalization prohibiting "deep pockets" lawsuits illegal
11. Fifty percent increase in drug enforcement funds
12. Medical research reveals marijuana use extreme health hazard
13. Medical research reveals marijuaan use can be significant health benefit.
14. California marijuana becomes number one cash crop
15. Marijuana insect destroys crops
16. Federal decriminalization of marijuana
17. Unlawful to maintain criminal records of use/possession of marijuana.
18. Federal legalization of drugs
19. Marijuana use/possession becomes a felony in California
20. Court approves asset forfeiture of real property associated with marijuana growing

21. Rural counties broke
22. No jury trials for marijuana users
23. Drought tolerant marijuana hybrid developed
24. Exclusionary Rule thrown out by Supreme Court
25. Economic Eradication Technique is approved
26. Drug dealing made a federal capital crime
27. Maximum of three years for capital crime appeals
28. Creation of State Police, no County or Municipal Police
29. National Police Force. No State Police
30. Major economic depression
31. Tax of marijuan
32. United States involved in major war
33. Importation/exportation of marijuana legalized
34. Interdiction becomes major role of United States Military

APPENDIX D

NOMINAL GROUP TECHNIQUE PARTICIPANTS:

Drug - alcohol rehabilitation counselor
Two Chiefs of Police
California Highway Patrol Station Commander
Director of criminal justice academy
Supervisor of State Alcohol Beverage Control
Elementary school principal
Crime prevention specialist
Newspaper editor
Juvenile hall administrator
County Drug Task Force Commander
Chief Investigator of the District Attorney

APPENDIX E

PARTICIPANTS

IN

STRATEGIC MANAGEMENT AND TRANSITION MANAGEMENT
PLANNING

Mel Brown, Chief of Police, Arcata, California

William F. Honsal, Captain of Police, Eureka, California

Merle Harpham, Captain of Police, Eureka, California

Arnold Millsap, Captain of Police, Eureka, California

Kent Bradshaw, Lieutenant of Police, Fortuna, California

APPENDIX F

Job Applicant Prior Drug Use Evaluation

Heroin - Any Use Disqualified

Intravenous use of any illegal drug Disqualified

Cocaine, methamphetamine, barbiturates, hallucinogens

<u>Age</u>	<u>Number of Times Used</u>	<u>Last Use</u>
24 and younger	3	1 year or more
25 to 29	3	2 years or more
30 and older	3	3 years or more

Marijuana

<u>Age</u>	<u>Number of Times Used</u>	<u>Last Use</u>
24 and younger	12	1 year or more
25 to 29	12	2 years or more
30 and older	12	3 years or more

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