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ACQUISITIONS

**WILL THE MOVEMENT OF NARCOTICS
THROUGH COMMERCIAL AIRPORTS
AFFECT LAW ENFORCEMENT
BY THE YEAR 2000?**

California Command College Project

By

Katherine J. Roberts

California Command College

Class 12

Peace Officer Standards and Training

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DEDICATION

**To The Love And Support Of
My Police Family
Surpassed Only By The Love And Support Of
My Family At Home**

ACKNOWLEDGEMENTS

ONTARIO

Chief Lowell T. Stark, whose vision, encouragement, and generosity have allowed me to achieve more than I could have imagined. Captains John Powers, Ray Rump, James Doyle, Lieutenant Lloyd Scharf, Sergeant Bob Britt, and Administrative Secretary Chris Smith, their participation and ultimate patience went above and beyond the call of duty.

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FORWARD

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 California Commission on Peace Officer Standards and Training (POST).

WILL THE MOVEMENT OF NARCOTICS
THROUGH COMMERCIAL AIRPORTS
AFFECT LAW ENFORCEMENT
BY THE YEAR 2000?

by
Katherine J. Roberts
Commission on POST
Order number

EXECUTIVE SUMMARY

This research paper addresses a possible impact on law enforcement caused by narcotics smuggling through airports by the year 2000. The study is arranged in five chapters: subject review; futures forecasting; strategic management; transition management; and conclusions, recommendations, and implications.

The Past And the Present in Review: Current narcotics problem locally, nationally, and internationally as developed through literature review, interviews, and a survey instrument. Current smuggling trends and interdiction programs are also reviewed.

Futures Forecasting: Based on the research in chapter one, numerous trends and events were identified which could have an impact on the issue. These trends and events were presented to a modified conventional delphi panel consisting of 13 experts from various fields. They were also given four sub-issues identified through a futures wheel:

1. Personnel resources
2. The future of State and Federal asset seizure laws.
3. The impact of emerging technology.
4. Public attitudes towards methods of detection, specifically profiling.

The panel projected five trends that they felt would have the most impact:

1. The level of regional task force operations.
2. Public awareness through schools and media.
3. Information systems.
4. The amount of evidence allowed in court via the interpretation of the Fourth Amendment.
5. The level of organized crime.

The most significant events identified were:

1. The cooperation among international governments to enforce crop eradication and support replacement crops.
2. Total drug legalization.
3. Change in funding from the Federal level.
4. A revision in sentencing laws makes drug sentences longer.
5. Government funding of technological development.

Three scenarios (or hypothetical blueprints of the future) were developed from the forecasted trends and events.

Strategic Management: To provide direction to the selected scenario, a mission statement was developed. To define the future environment and key players, the SAST and the WOTS-UP processes were employed. Once these elements were in place, some members of the original delphi panel were asked to identify policies that would prevent or mitigate our scenario. The chosen policies were:

1. Establish a Regional Task Force
2. Hire a civilian accountant.
3. Use seizure monies to finance technology development.
4. Develop a selection and training policy.
5. Develop a cash/seizure handling policy.
6. Develop an informant policy.
7. Develop a functional supervision policy.

Transition Management: A transition management plan was presented which outlined the change management from the present state to the

proposed future state. Those players critical to this transition (the critical mass) and their commitment levels are identified.

A transition management team, its leader, and components are recommended. The tools to facilitate the change process are outlined and prioritized.

Conclusions, Recommendations, and Future Implications: The data developed during this study calls for the development of a Regional Task Force to confront the issue in the year 2000.

TABLE OF CONTENTS

CHAPTER ONE: INTRODUCTION/BACKGROUND

WAR IN AMERICA.....	1
THE PURPOSE OF CONFLICT.....	1
STRATEGIES.....	2
FUNDING.....	3
INTERNATIONAL BATTLES.....	4
IDENTIFYING TARGETS.....	5
INTELLIGENCE.....	5
ASSET SEIZURES AND FORFEITURES.....	10
WEAPONS.....	12
DRUG DISTRIBUTION ORGANIZATIONS.....	13
ATTACK IN THE AIRPORTS.....	14
THE BATTLE FOR CALIFORNIA.....	17
DEFENDING ONTARIO.....	19

CHAPTER TWO: DEFINING THE FUTURE

HARNESSING A CRYSTAL BALL.....	20
THE FUTURES PROCESS.....	21
READING THE ENVIRONMENT: THE FUTURES WHEEL.....	21
THE DELPHI PANEL:EXPERT FORECASTING AND ANALYSIS.....	24
TRENDS AND EVENTS.....	24
CROSS IMPACT ANALYSIS.....	32
POSSIBLE FUTURE SCENARIOS.....	33

CHAPTER THREE: THE STRATEGIC MANAGEMENT PLAN

THE NEED FOR STRATEGIC MANAGEMENT.....	38
THE MISSION STATEMENT: A MAP TO THE FUTURE.....	38
STRATEGIC ASSUMPTION SURFACING TECHNIQUE (SAST).....	40
STRATEGIC ASSUMPTION SURFACING TECHNIQUE MAP.....	42
ASSESSING THE ENVIRONMENT "WOTS UP".....	43
ORGANIZATIONAL CAPABILITY.....	47
THE DEVELOPMENT OF CHANGE POLICY.....	50

POLICIES SELECTION CRITERIA.....	50
ALTERNATIVE STRATEGIES.....	52
IMPLEMENTATION PLAN.....	56
NEGOTIATING ACCEPTANCE OF THE STRATEGY.....	57
NEGOTIATING STRATEGY.....	60

CHAPTER FOUR: TRANSITION MANAGEMENT

THE MANAGEMENT OF CHANGE.....	64
DEVELOPMENT OF A COMMITMENT STRATEGY.....	64
CRITICAL MASS.....	64
COMMITMENT CHARTING.....	65
COMMITMENT CHART.....	66
TRANSITION MANAGEMENT STRUCTURE.....	69
IMPLEMENTATION TECHNOLOGIES.....	70

CHAPTER FIVE: CONCLUSIONS, RECOMMENDATIONS AND FUTURE IMPLICATIONS

PERSONNEL RESOURCES.....	76
TECHNOLOGY.....	77
INDICATORS OF GUILT.....	78
SUGGESTIONS FOR CHANGE.....	79

APPENDICES:

A	COLD HITS V PRIOR INFORMATION.....	80
B	CASE LAW - INDICATORS OF SUSPICION.....	82
C	AIRPORT GROWTH YEAR 2005.....	86
D	AIRPORT INTERDICTION SURVEY.....	88
E	AIRPORT SURVEY RESULTS.....	91
F	TREND AND EVENT SCREENING AND EVALUATION.....	95
G	TREND AND EVENT GRAPHS.....	108
H	CROSS IMPACT MATRIX.....	115
I	SCENARIO CHART.....	117
J	STRATEGIC ASSUMPTION SURFACING TECHNIQUE.....	119
K	POLICY GRAPHS.....	124
L	CHAIN OF COMMAND.....	126
M	SELECTION AND RETENTION CRITERIA FOR TASK FORCE.....	128
N	TRAINING FOR TASK FORCE PARTICIPANTS.....	131

O	EQUIPMENT (PRESENT AND FUTURE TECHNOLOGY).....	136
P	RESPONSIBILITY CHART (RASI)	
	READINESS/RESPONSIBILITY CHART.....	141
Q	BEHAVIOR ANALYSIS (CHARACTERISTICS OF GUILT)....	144
R	GENERAL AVIATION INDICATORS.....	152

ENDNOTES:.....	155
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CHAPTER ONE: INTRODUCTION/BACKGROUND

WAR IN AMERICA

According to the Encyclopedia Britannica, "War is a breakdown of international or national order. Its inherent violence represents the extremes of lawlessness." Perhaps it was this definition or one like it that gave birth to President Bush's "War on Drugs" motto. The fact is, we are at war, and society is the victim of that war. Society, in turn, has hired the police and other professionals to do its fighting. Since law enforcement is to be the home guard, it should follow the military who will attest that it is absolutely necessary to study all aspects of a situation in order to be victorious in battle. This would include the purpose of the conflict, previous strategies used, and identification of the enemy and its targets.

THE PURPOSE OF THE CONFLICT

The United States contains six (6) percent of the world population and consumes sixty (60) percent of the world's illicit drugs. ¹ Opium supplies have increased forty seven (47) percent since 1989. Hashish production rose by sixteen (16) percent. Coca production is up twelve (12) percent, and this year's crop of marijuana from Mexico is expected to increase ten (10) percent. In 1989, Federal officers located 677 illicit laboratories producing Methamphetamine (Crank) in the United States. Of those, 377 were in San Bernardino and Riverside Counties in California. In fact, sixty-two (62) percent of all laboratories seized in the United States in the last four years were in these two counties. These laboratories produced \$8.1 million per week on the domestic market. ²

Approximately 72 million Americans (37% of the population age 12 or older), have used illegal drugs at least once. The National Institute on Drug Abuse states that 480,000 Americans are abusing

crack, 11 million are using marijuana, and 1 million are using heroin.³ In 1988 there were 1,696 deaths attributed to cocaine and hospitals treated 46,020 for overdoses.⁴ In 1989, over 100,000 deaths were attributed to cocaine in the United States and Canada.⁵ Across this nation, eleven (11) percent of all newborn babies (approximately 375,000), are exposed to drugs other than alcohol during pregnancy.⁶

According to The National Drug Control Strategy, those involved in drug trafficking, distribution, and sales have created a vast economically debilitating market. The current sales of drugs in the United States is estimated at \$110 billion--more than the gross U.S. agricultural income, and more than double the profits enjoyed by all the Fortune 500 Companies combined. On the job drug use is costing American business and industry \$60 billion a year in lost productivity, drug related accidents, absenteeism, medical claims, and thefts.⁷

The problem is not isolated. In Southeast and West Asia, South and Central America, and the Caribbean Basin, drug exporting networks and domestic drug use are causing serious social, economic and political disruptions. In many foreign countries, drugs constitute a real and present danger to democratic institutions, national economics, and basic civil order.

Because U.S. national security directly depends on regional stability throughout the world, drugs have become a major concern of U.S. foreign policy.⁸ Domestically, recent polls have shown that drugs and their related crimes are the number one fear in the minds of the American people. Although the United States is winning some drug battles, it appears it is losing the drug war.

STRATEGIES

Drug interdiction means to stop the flow of illegal drugs into

and/or through a given jurisdiction, region, or country. Although the word "interdiction" is used repeatedly by all areas of our criminal justice system, it is estimated that less than five (5) percent of total law enforcement in the United States is committed full-time to drug enforcement.⁹ This does not include the efforts of field officers who routinely deal with users and minor street dealers. Present strategies range from international border control, sea and air patrols, and crop eradication, to government support for education and rehabilitation programs. Various drug war plans have suggested tactics such as issuing bonds, posting rewards, stronger international treaties, boot-camp style prisons, military intervention, and CIA type assassinations.¹⁰ Although the U.S. military has recently proven in Iraq how affective a united and concentrated effort can be, it is very unlikely that the citizens of this country would stand for direct military intervention. There is, however, much more the military could do towards the interdiction effort. This would include assignments at airports to work container and general aviation smuggling.

The focus of this paper, the movement of narcotics through airports, is a small part of the total picture. However, all of the parts are interlinked and it would be impossible to project an airport solution without grasping the totality of the problem.

Many want the "drug soldiers" to attack the traffickers, but because of limited resources, choices of strategy must be made.¹¹ The easiest choice would be to strike overseas where the preponderance of drugs are produced, but weak or unfriendly governments make that unrealistic. What is eliminated in one country, quickly appears in another.

Funding

Between 1981 and 1989, the Federal Government spent over \$20 billion on anti-drug efforts.¹² There are 60 Federal Agencies and

Congressional Committees which are charged with enforcement, research, treatment, prevention, and education programs. ¹³ Needless to say, this situation has created a competitive, uncoordinated, and inefficient approach to a complex problem. This competition for resources now holds true for local law enforcement as well. The 1991 allotment to state and local law enforcement from the Bureau of Justice Assistance in Washington, is \$492 million, a two hundred twenty eight (228) percent increase over two years. In fiscal 1991, the Federal government appropriated an additional \$2.6 billion to the states for law enforcement, treatment, and drug prevention, a one hundred eight (108) percent increase. ¹⁴

International Battles

International strategies toward crop eradication and the arrest and prosecution of major cartel leaders has progressed slowly. In August of 1990, President Cesar Gaviria of Columbia stated "Drug trafficking is the main threat against our democracy". This statement was made before three Presidential candidates were murdered by the Medellin Cartel. ¹⁵ Since then, Columbia has extradited eleven major drug traffickers and killed one (Jose Gonzalo Rodriguez Gacha). President Paz Zamora, of Bolivia, reported that the crop substitution program in his country was working but needed more financial support from the United States. ¹⁶ Bolivia has only extradited one major suspect. Mexico has arrested one trafficker and convicted and sentenced a number of conspirators responsible for the torture and death of DEA agent Enrique Camarena. From Peru, President Alberto Fujmori has asked the United States for a substitute for the coca leaf to preserve his country. ¹⁷ In Panama, Manuel Noriega was indicted and brought to the United States. ¹⁸

IDENTIFYING TARGETS

In 1982, the President created the Organized Crime Drug Enforcement Task Forces (OCDEF) to supplement ongoing efforts against organized crime. This unit brought together the Department of Justice (DOJ), the Federal Bureau of Investigation (FBI), the Drug Enforcement Administration (DEA), the United States Attorneys Office, the United States Marshall's Office, the Internal Revenue Service (IRS), the Alcohol Tobacco and Firearms Department (ATF), the United States Customs Office, the United States Coast Guard, Immigration, and state and local law enforcement. This is a great deal of power directed at one common enemy. During 1988, state courts throughout the nation convicted an estimated 112,000 people of felony drug trafficking. This a fifty (50) percent increase over 1986.¹⁹ In California, drug importation, manufacturing, sales, and use have continued to climb. The only noticeable decline has been in those children who have participated in extensive drug education programs such as DARE.

Intelligence

Policy making, enforcement, and intervention strategies require information on the source and volume of illegal drugs in the area. It would be most useful to possess data on drug exporting countries; the sources, volume, and types of drugs shipped to the United States; the sources, volume, and types of drugs produced or grown locally; domestic drug markets; the prices of illegal drugs; and patterns of consumer demand.²⁰ Finally, one should be aware of the sophistication and types of drug distribution systems, internationally, nationally, and locally.

In 1978, the National Narcotics Intelligence Consumers Committee (NNICC) was created to coordinate, collect, analyze, disseminate, and evaluate drug-related intelligence. Directed by the DEA, the annual report estimates the volume and sources of illegal drugs in

the United States. Statistics on the production, availability, and distribution of drugs are calculated based on previous seizures. The final report includes drug money laundering, volume, methods, and locations. Although this information is helpful it is not precise. Existing data series lack discipline and exclude domestic markets all together. It has long been suggested that the enemy and the size of his arsenal (drugs) have been underestimated. Recent seizures and related intelligence confirm that the flow of narcotics in and out of this country far exceeds any previous estimates.

The foreign production portion of the NNICC report is acquired from the International Narcotics Control Strategy Report (INCSR) prepared by the Department of State. This report is a guide for the President of the United States and assesses the performance of significant narcotics producing and transiting countries. Those countries that fail to adhere to certain legislative requirements on narcotics control, do not receive Presidential certification and will be denied some United States government assistance. There are 24 countries listed as major narcotics producing areas. In 1990, four of these (Afghanistan, Burma, Iran, and Syria) were denied certification. ²¹

Albert Einstein once said, "Imagination is more important than information because imagination can take you beyond the limits established by information." Although this may hold true in some disciplines, it would never hold up in a court of law. The war against drugs cannot be fought without the collection, analysis, and dissemination of intelligence on production, methods, routes, and traffickers. Information and intelligence systems are the backbone of any drug interdiction program. Yet the sheer number and diversity of Federal, state, local and private sector organizations and agencies involved in the drug war makes the information challenge even more difficult. Since the criminal knows no territorial boundaries, law enforcement has formed local,

national, and world-wide intelligence networks. The twelve (12) most important are:

1. The Italian/American Working Group (IAWG), A computerized information system servicing the Italian National Police, Guardia Di Finanza, the Carabinieri, the Servizio Centrale Antidroga (Foreign Drug Coordinating Agency) and the F.B.I.
2. The Joint Intelligence Working Group (JIWG) This group has thirty sources outside the U.S. who identify major cocaine transporters and distributors. The major players in this organization are the FBI and the DEA.
3. The Narcotics and Dangerous Drug Information System (NADDIS) Is a product of DEA and houses computerized information both case specific and general intelligence. NADDIS tracks subjects that law enforcement agencies know or have good grounds to suspect are narcotics traffickers. All entries must be made through DEA.
4. The Bureau of Justice Assistance (BJA) funds the Regional Information Sharing Systems (RISS) of which there are six located in the United States. The Western States Information Network (WSIN) is under this umbrella. WSIN is devoted fully to drug trafficking. The system is an index and pointer system of individuals, vessels, and aircraft. RISS units also perform operational and strategic analysis.
5. The Canadian Border Intelligence Center (CBIC) in Swanton Vermont, is basically for terrorists and aliens but also has the capacity to track narcotics.
6. Operation Alliance, formed in 1986, is a combined multi-agency operation directed at violations along the Mexican border. Alliance combines personnel from Customs, INS, and

other Federal agencies to coordinate land/air interdiction with state and local law enforcement agencies. Alliance accesses EPIC for intelligence and has no analytical mechanism.

7. The United States Customs Department supports Blue Lightning Operations Centers (BLOC) in Florida, Mississippi, and Texas.
8. The Border Envelope Team (BET) is an interdiction effort by the U.S. Customs Service in New York. Through research, observation, and analysis, BET gathers extensive data on the various entities operating on the border and identifies those areas (cargo, passenger, and conveyance) that pose the greatest threat. BET develops profiling and patterns through TECS II (see following entry).
9. The Treasury Enforcement Communications System (TECS II) is the main existing common-user network in the law enforcement community. TECS is currently facilitating Customs, IRS, ATF, INS, The State Department, EPIC, and the Treasury Department's Financial Crimes Enforcement Network with accessibility by 28,000 multi-agency users. It also provides direct query to the National Crime Information System (NCIC) and the National Law Enforcement Telecommunications System (NLETS), as well as FAA, DEA, and the State Department. TECS includes a wide range of information including names of importers, brokers, aircraft, passenger and merchant vessels. Other Customs systems house information on commercial cargo, private aircraft, large seizures, and more.
10. Funded by American Samoa, the South Pacific Islands Intelligence Network (SPICIN) is an information exchange and analysis cooperative between seventeen Pacific island Police Forces. 22

11. The FBI has developed the Drug Information System (DIS), which employs artificial intelligence to support multi-source data correlation, link analysis, and advanced concepts of machine reasoning, graphics, and mapping. ²³ The system can have access capabilities to thirty-two different automated systems. It is currently holding several FBI Systems and has the capabilities of: pin plotting, mapping, and investigative analysis. It also does link analysis on financial, physical surveillance, pin register, organizations, and wire taps. The DIS System costs \$35,000 per station and will eventually be in all fifty-seven FBI field offices. The Department of Justice asset forfeiture fund is providing 17.2 million dollars for this project over a three year period. ²⁴
12. The All Source Drug Intelligence Center (ASIC) that has often been recommended as the National Narcotics Information system is the El Paso Intelligence Center (EPIC). EPIC is dedicated to tactical support for domestic drug control operations by Federal, State and local Law Enforcement agencies. It also provides tactical intelligence support to surveillance and interdiction operations against narcotics shipments into the United States by mode of transportation. This includes general aviation (private airplanes); private vessels; passengers and cargos on commercial aircraft and vessels; and passengers and vehicles crossing United States land borders. Also located within the EPIC Center are representatives of the ATF, US Coast Guard, US Customs, FAA, FBI, INS, IRS, US Marshall, and the Secret Service. ²⁵ It is constrained by a lack of an integrated, adequately-sized automated information handling system. The FBI is expected to invest three million dollars at the El Paso center for a software package that makes it possible to concurrently access several data bases. Through the years, EPIC's capability to serve as an ASIC has been debated by many in the intelligence community due to a

perceived bias to the South Western United States. It is, however, the very best available at this time.

Cooperation between Federal, state, and local law enforcement agencies have significantly improved, which ensures at least a minimal exchange of intelligence. Some required intelligence, however, is still being lost or hoarded.

Asset Seizures And Forfeiture

Until recently, law enforcement has relied on criminal penalties to combat criminal activities. New laws now allow the use of both civil and criminal remedies in court. This controversial weapon is called "Asset Seizure and Forfeiture". Using both civil and criminal courts, law enforcement can seize property they believe is tied to drug trafficking. If the allegation can be proven in court, the property is forfeited to the law enforcement agencies involved in the case. ²⁶

It is important to recognize that drug trafficking has become phenomenally successful, despite the efforts of law enforcement, because drug traffickers are able to concentrate and apply capital. In a letter to the California Narcotics Officers' Magazine, (July/August 90) Deputy Attorney General Gary Schons stated:

Money buys the raw products, equipment, vehicles, sales organizations, assassins, and corruption which brings drugs to the ultimate consumer. Go after the money and attack the organization, its assets and proceeds, and you ultimately diminish the capacity to put drugs in the hands of users as well as generate further profits.

Contrary to popular belief, asset forfeiture is not a new concept. For over 200 years, the United States Coast Guard has been seizing smuggler's vessels. In California, vehicles were seized in the

early 50's for carrying marijuana. ²⁷

Federal and state asset seizure and forfeiture sanctions have been extraordinarily effective for producing revenue for law enforcement. The drawback of this system is that the funds must be used for narcotics enforcement but may not be used for salaries. For those agencies who have repeatedly brought in large seizures, the challenge is finding a creative way to spend the money that meets Federal and state guidelines.

No one ever expected the amount of property that would be involved. In April 1990, the U.S. Attorney asked the LAPD to stop seizing cars due to the logistics of disposing of 350 vehicles seized over a three year period. ²⁸ New businesses are springing up across the country to deal with the required storage and eventual auctioning of seized property.

There is some merit to the argument that this financial focus changes the motivations of many narcotics units. Anderson South Carolina Sheriff Gene Taylor is promoting a new program called "Operation Roll Over". Drug buyers and/or confidential informants are paid twenty-five (25) percent of the assets seized from the dealers they help arrest. Testifying against them in court increases the percentage. Sheriff Taylor's methods and billboards "Need Cash? Turn in a Drug Dealer", are currently being challenged in the courts. For some time now, airlines employees and support personnel have also received cash awards for their assistance in the apprehension of drug and money couriers. This practice has been challenged but is still receiving the sanction of the courts.

There is definitely evidence that the competition for funds between agencies has caused an increase in enforcement efforts while decreasing inter-agency communications. Guarding information and poaching has minimized results and created a dangerous atmosphere. Each agency has its own narcotic division and each agency is in the

quest for the powerful asset seizure dollar.

Quoting Gary Schons again in the same letter:

To be sure, the seizure of money and other assets has exacerbated, but not created, two serious problems, corruption and lack of cooperation between agencies. As professionals, we need to address the problems posed by this new aspect of law enforcement, not because it is inherently flawed, but because our system and techniques need improvement.

In Los Angeles, two of the largest agencies in the country are regrouping after a devastating scandal involving the misappropriation of seized assets.²⁹ Similar problems have been experienced in Florida and even in the DEA.³⁰

The competition for assets coupled with the responsibilities of handling large sums of cash, necessitate a move towards sharing and careful auditing.

Weapons

Profiling is considered one of the most effective weapons in locating drug smugglers. There is a behavioral science assumption that all criminals fall into subconscious patterns of behavior that are consistent with guilt.³¹ The word "profiling" is no longer used by narcotics professionals, as it denotes a rigid pattern that has no room for error. They prefer "indicators" or "characteristics" that lead to suspicion of guilt.

In 1975, DEA Agents assigned to an interdiction task force at the Detroit International Airport accumulated a number of arrests and drug seizures. Through observation, informants, and prisoner interrogations, they pieced together a generic picture of a drug

courier. Agent Paul Marconni began compiling data on similar patterns of conduct observed in the couriers. Evolving out of his study were seven principal and four secondary characteristics--none of which constituted acts of illegal conduct. Individually these acts were not necessarily inconsistent with conduct of persons not engaged in drug trafficking. Yet grouped together, they gave rise to suspicion. ³²

When several of the characteristics are present, agents begin a surveillance that either adds characteristics or removes the party from suspicion. At some point the party might be contacted and additional characteristics develop. The party is advised that they are free to leave and all further contact is voluntary. Eventually they ask for a permissive search and the scenario may end there or develop into an arrest. This method has proven itself to be a legitimate tool. (Appendix A) There have been numerous court challenges to this method, but it has repeatedly held up to scrutiny. (Appendix B)

DRUG DISTRIBUTION ORGANIZATIONS

The cocaine cartels as well as other organized drug distribution organizations control the flow of drugs across U.S. borders. They are increasing their monopoly on distribution networks in this country by their use of organized crime and ethnic street gangs. The FBI has identified New York, Miami, and Los Angeles as the primary international trafficking centers for cocaine and other drugs. From these first level centers, drugs move intra- and interstate to second-level cities including : Boston, Chicago, Detroit, Houston, Newark, San Diego, and San Francisco. Organizations targeted by the FBI are:

1. The Colombian/South American organizations that control the importation and distribution of cocaine in America. The FBI has identified two hundred fifty (250) Columbian/South

American drug trafficking groups operating in the U.S.

2. Ninety-five (95) Mexican drug trafficking organizations in the U.S. which are responsible for thirty (30) percent of all heroin in the U.S. and a large amount of transhipped cocaine.
3. The one hundred (100) European/Italian organizations that are responsible for twenty seven (27) percent of our heroin from Southwest Asia.
4. The Asian organizations in San Francisco, Los Angeles, Washington D.C., New York, Boston, and Houston, that are responsible for forty seven (47) percent of the domestic heroin market.
5. The sophisticated street gangs, such as the Los Angeles based "Bloods" and "Crips", who have become trafficking entrepreneurs and deal directly with Colombian and Mexican organizations for crack cocaine. The territory for Methamphetamine has, for many years, belonged to outlaw biker groups such as the "Hells Angels".
6. Lastly, the Jamaican Posses and the Flying Dragons are emerging as major drug trafficking organizations.

ATTACK IN THE AIRPORTS

Drug interdiction programs are divided into five (5) major categories: maritime; aviation; overland; courier; and general. Each one requires different resources and personnel. Air interdiction efforts focus principally on small, privately owned aircraft (general aviation) rather than commercial craft. Land interdiction includes passengers (couriers), cargo, baggage, and aircraft. Airport interdiction can be very productive at large passenger airports as well as small rural airfields.

According to the FAA, U.S. air travel will increase from the 1985 level of 395 million passengers per year to 807 million passengers per year by 2001. ³³ America's small and medium size hub airports are expected to grow faster than the largest hubs (Appendix C). These smaller airports do not currently address smuggling issues. International flights are projected to climb to 73 million in the same period. As the passenger count increases, the opportunities for carriers will also increase.

1989 statistics compiled by EPIC relate that the majority of cocaine in the U.S. arrived from three primary areas: Mexico, the Virgin Islands, and the Bahamas and Eastern Caribbean. The preferred mode of transportation was general aviation to these areas and land transportation through points of entry. California was recognized as the major distribution point.

During that same period in commercial air interdiction, heroin seizures increased 36% (from 326 to 509 kilograms) from passengers, cargo, and mail. Cocaine seizures dropped 12% (from 7,352 to 6,470 kilograms) while opium, marijuana, and morphine also increased. Of the couriers, the most preferred methods were ingesting (34.2%); body concealment (18%); and hand carried baggage (36.3%). All other methods amounted to 11.5%.

In general aviation, there were 285 drug-related seizures of which sixty-eight were in the southwest portion of the United States.

The statistics for all drugs for 1990 show 9,688 kilograms seized from foreign sources: 2806 kilograms from passengers; 6635 kilograms from cargo shipments and 247 kilograms seized from the mail. ³⁴ California seizures have amounted to 54 kilograms in 1988; 72 kilograms in 1989; and 846 kilograms in 1990.

In furtherance of this study, an interdiction survey was sent to one hundred (100) airports nationwide. (Appendix D) Forty-nine

airports responded to the questionnaire, providing some insight into our current efforts at airports in the United States. (Appendix E) Forty-one airports provided passenger counts which amounted to a total of more than 389 million passengers per year. Thirty-five airports included asset seizure information (two of which enclosed data for only a three months period). The following data was compiled from these questionnaires:

Total Cash Seizures = \$24,798,677
Heroin seizures = 144.49 Pounds
Cocaine seizures = 3,304.33 pounds
Methamphetamine seizures = 16.56 pounds
Marijuana seizures = 9,725.25 pounds
Weapon seizures = 208

Other narcotics seized in smaller amounts were: PCP, Fetanyl, LSD, Crack, Hashish, Hash Oil, Ecstasy Pills, Dilaudid, Valium, Xanax, and Dospan. Additionally, respondents reported the seizure of over \$150,000 in vehicles, \$314,320 in jewelry, and \$48,000 in miscellaneous property.

The agencies who had the highest arrest and seizure rates indicated they used a task force approach; did significant training of airport personnel; and were utilizing the major information systems available. Thirteen airports replied they used Federal forfeiture guidelines; three used state guidelines; and 23 used both. Massachusetts indicated that profiling was not accepted in their courts. Court challenges on profiling had been experienced in Florida (State and Federal), Pennsylvania (State), Texas (State), and New Jersey (State). Problems with asset seizures were reported in: California (State and Federal), Florida (State), Illinois (State and Federal), Massachusetts (State), Pennsylvania (State), and Texas (State).

The outcome of this paper's future study suggested a task force approach at airports as the direction of law enforcement. This is not a new idea. There are several very efficient airport task force units currently operating in this nation. This study attempts to add some new dimension to this old approach with the use of : future technology; the addition of shared training and networking; a process for the examination of packages, containers, and aircraft; and the formalized use of civilians and perhaps the military for additional manpower.

THE BATTLE FOR CALIFORNIA

Much has been done in this country to direct resources towards drug enforcement, however drug trafficking and abuse have continued to flourish. State and local law enforcement has always been the first line of defense in securing the safety of the public they serve. It is the responsibility of these agencies to provide a response to the enormous volume of drug related crimes in their jurisdiction.

What sets California apart from the other states, is the extensive import and export networks of drugs produced both domestically and in foreign countries. Californians import cocaine, hashish, and heroin, and export methamphetamine, crack, and marijuana.

Why California? California is the richest state in the nation and has the sixth largest economy in the world. It has over ten (10) percent of the entire population of the United States positioned with over 1000 miles of coastline and an international border. ³⁵

In the following cases, it is not always known by what means the contraband crossed U.S. borders. These cases do, however, illustrate California's importance to the smuggling world.

Los Angeles Chief Daryl Gates called for a "border crackdown" on October 5th, 1989, the week after 20 tons

of cocaine and \$12.4 million were traced to a warehouse in Sylmar.³⁶

On August 1, 1989, a Customs' profile resulted in the seizure of 140 pounds of China White heroin hidden in cases of litchee nuts in Los Angeles. The street value was \$100 million.³⁷

November 1989, authorities seized 1000 pounds of methamphetamines and one million dollars from a Hayward storage locker. The one hundred million dollars street value placed on the methamphetamine made it the largest seizure in the world. Attorney General John Van de Kamp issued a statement to the legislature that "California is to crank (methamphetamine) what Columbia is to cocaine".

Section 1005 of the Anti-Drug Abuse Act of 1988, authorized the Director of the ONDCP to designate certain localities in the United States as "High Intensity Drug Trafficking Areas" (HIDA). To date, five areas have been so designated: New York City; Houston; the area along the Southwest border of California and Texas; and Los Angeles and Orange Counties.

Just recently, San Bernardino and Riverside counties were included with Los Angeles and Orange. This area is a major port of entry and transshipment point for cocaine, Asian and Mexican heroin, and marijuana. The average price of cocaine in Los Angeles ranges from \$11,000 to \$16,000 a kilogram, the lowest in the Country. The Los Angeles area is also home to a major distribution organization in its 750 gangs having an estimated 50,000 to 70,000 members.³⁸

The Federal Government has allocated \$50 million through a variety of programs for the HIDA areas. The Los Angeles area's share is \$6 million.

Defending Ontario

For the purposes of this study, the City of Ontario has been chosen for a model. Ontario, California has a population of approximately 149,000 people within 49 square miles. The crime picture is relatively average - with one exception. Ontario is home to a major transportation and convention complex that has become a hub for the movement of narcotics. Domestic and foreign smugglers are drawn to an airport which lacks the sophistication and traffic of Los Angeles International Airport (LAX). Within the sphere of Ontario International Airport is a new hub of United Parcel System's (UPS) air freight business. Located a few miles to the east, are three of the largest truck stops in the country. This area is surrounded by major hotels which adds the veil of secrecy to multi-million dollar drug deals.

CHAPTER TWO: DEFINING THE FUTURE

HARNESSING A CRYSTAL BALL

Chapter one presented the reader with a factual background on the extent of our nation's drug problem and current interdiction methodologies. Law enforcement has traditionally been a reactionary body operating in a "management by crises" mode. If crime increased in one area, the answer was to redeploy resources until the crises passed. Since crime was a result of fluctuating societal problems perpetrated by unpredictable human beings, it was felt that profiling the future was impossible. Crimes and the criminal have changed with time, but law enforcement has been able to adapt to these changes because they occurred gradually. During the last few decades, progress in our world brought about by the information and technological revolutions, has underscored the need for long-range planning.

The management of change requires the conversion of what could be into that may be in pursuit of what should be. And determining what would be calls for the discipline of futures research. ³⁹

Due to budgeting constraints placed on law enforcement agencies by the public through their governmental authorities, there has never been a place for experimentation and innovation. The future now requires that new approaches be found to traditional methods. According to FBI Supervising Special Agent Dr. William Tafoya, these approaches must be based on research.

Thus far, the single endeavor specifically designed around a future orientation is the California Commission on Peace Officer Standards and Training (POST) Command College. This program encourages future leaders

to develop a questioning attitude and a willingness to experiment.⁴⁰

Agent Tafoya is considered one of the leading Criminal Justice Futurists in America. Aware of the importance of this science Agent Tafoya has developed the first long-term management oriented futuristics training section at the FBI National Academy in Quantico Virginia.

Futures research is set apart from traditional disciplines in that it adds vision, creativity, and innovation to the normal formula.⁴¹ A forecast is not a prediction, but a validated suggestion of "if this then most probably that".

Research and forecasting techniques enable one to identify and analyze emerging trends and issues. By forecasting and evaluating possible futures, policies can be introduced which may alter the course of an unwanted future. This process is called strategic planning. It is the responsibility of law enforcement to serve the needs of the community and prepare for eventual problems of choice under uncertainty.

THE FUTURES PROCESS

The forecasting methodologies chosen for this study are among the premier methods in the field. The issue, Narcotics Movement Through American Airports, will be addressed through the use of three futures research tools:

READING THE ENVIRONMENT: THE FUTURES WHEEL

To better understand the issue, it was necessary to study the trends and events whose occurrence could impact the issue in the future. For this purpose, a group of professionals on local, state, and Federal levels, were surveyed for their input. A total

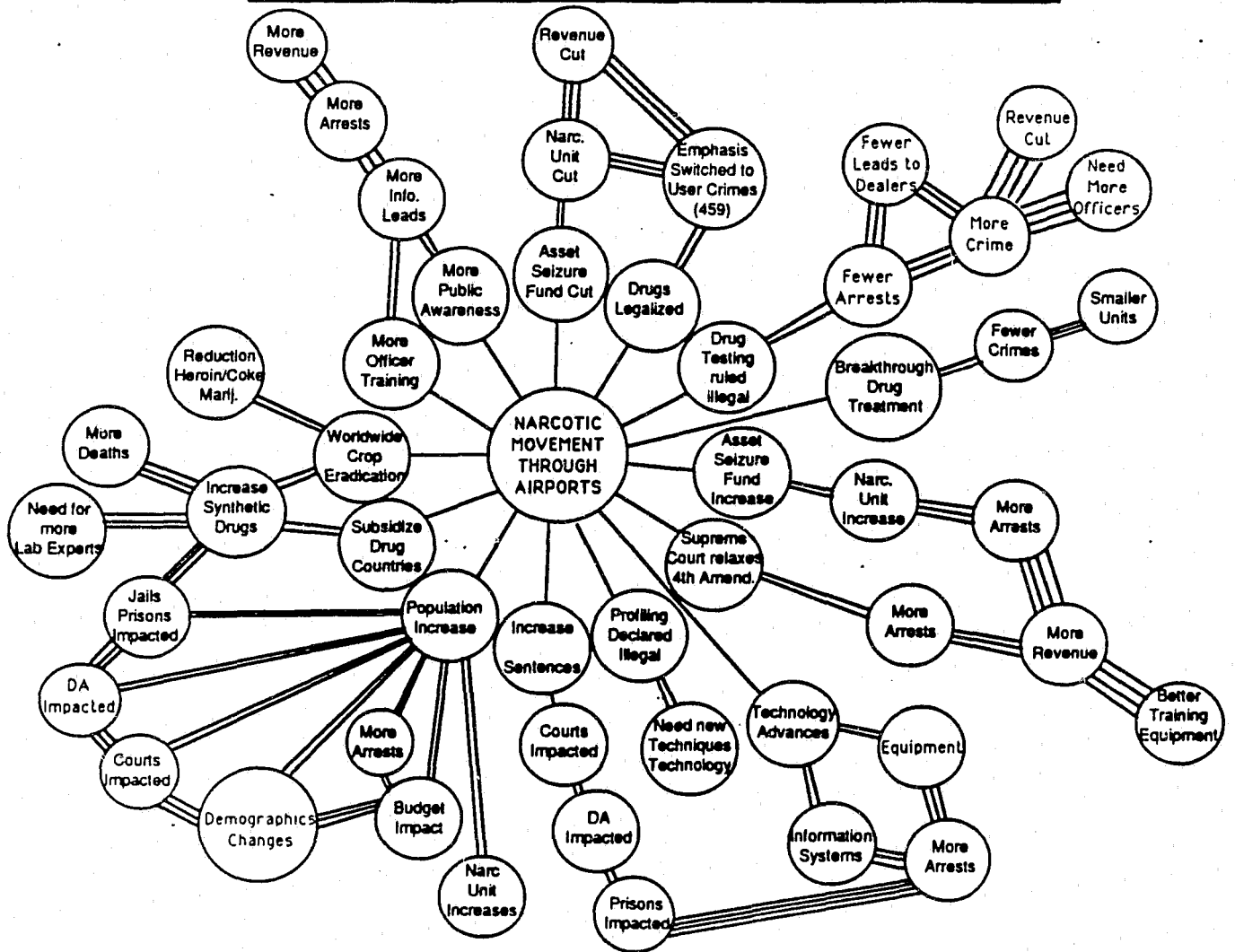
of thirteen (13) panel members were selected. (Appendix F) The panel included: three Ontario police captains and two captains whose cities border on and are impacted by the model city; a police lieutenant and police sergeant with extensive experience in airport interdiction efforts; a civilian analyst; a civilian manager/educator associated with the scientific community; an assistant deputy district attorney; a senior agent with the state narcotics agency, BNE; a senior agent with the Federal narcotics agency, DEA; and a civilian airport security manager.

The information from the panel was placed on a futures diagram to assist the reader in understanding the environment. Given the background information that demonstrates a continuing drug importation problem facing the U.S. and law enforcement, this study will examine the question of "Will The Movement Of Narcotics Through Commercial Airports Affect Law Enforcement By The Year 2000?" Through the futures process, the important sub-issues that emerged were:

1. How will agencies commit personnel resources in the future?
2. What is the future of state and Federal asset seizure laws?
3. What will be the impact of emerging technology upon the issue?
4. What will be the public's attitude towards methods of detection (profiling)?

The futures wheel can be seen on the following page.

Will the movement of Narcotics through Commercial Airports
affect local Law Enforcement by the year 2000?



THE DELPHI PANEL: EXPERT FORECASTING/ANALYSIS

Lists of seventeen (17) trends and seventeen (17) events associated with the narcotics movement through airports were developed through literature research, interviews, and the futures wheel. The affect on the issue if and when these trends and events should occur, is the basis for the forecast process.

In round one the panel was asked (via the mail) to rank in priority order the 17 trends and events developed previously. (Appendix F) In round two, panel members were asked to evaluate the final five (5) trends as to their value in long range forecasting for strategic planning purposes. The panel also weighed each event statement as to its probability of being impacted by policy. After collating the responses from the entire panel, (Appendix F), the following five most significant trends and events were produced.

Trends

1. LEVEL OF REGIONAL TASK FORCE OPERATIONS. (The level of task force operations will increase and decrease over time depending on funding, need, and support from all levels of government.)
2. PUBLIC AWARENESS THROUGH SCHOOLS AND MEDIA. (An educated public can be directly responsible for increased legislative and financial support on the top, down to dealing with local problems and providing information on narcotics.)
3. INFORMATION SYSTEMS. (The use of computers for networking and intelligence?)
4. THE AMOUNT OF EVIDENCE ALLOWED IN COURT UNDER THE FOURTH AMENDMENT. (The attitude of the court can be reflected in numerous rulings either for or against the use of profiling and its' methods.)

5. THE LEVEL OF ORGANIZED CRIME. (How it affects our efforts towards interdiction)
(All trends are presented in a non-directional manner. Direction is provided by panel members at the time of analysis.)

Events

1. AN INTERNATIONAL TREATY CALLING FOR THE ENFORCEMENT OF CROP ERADICATION AND SUPPORT OF REPLACEMENT CROPS.
2. TOTAL DRUG LEGALIZATION. (The use of all drugs declared legal by the U.S. Supreme Court)
3. CHANGE IN FUNDING FROM THE FEDERAL LEVEL. (Legislation changing the share of asset seizures monies to assisting agencies.)
4. A REVISION IN SENTENCING LAWS MAKES DRUG SENTENCES LONGER. (Federal law makes sales of narcotics a mandatory life sentence.)
5. GOVERNMENT FUNDING OF TECHNOLOGY DEVELOPMENT. (The Federal Government sets aside a portion of forfeiture monies to be used for technological development to aide law enforcement.)
(This final event was not on the original list but was included as a write-in by several panel members.)

In round two of the Delphi process the panel was presented with the five final trends and events. This assignment was to screen the trends for their value, project time frames, the probability of the event occurring, the trend levels, and the positive or negative impact on the issue if the event occurred. After the results were collated and the panel median identified, it was possible to evaluate each trend and event and clarify the panel's direction for the future.

TREND SCREENING FORM						
CANDIDATE TREND		FOR PURPOSES OF TOP-LEVEL STRATEGIC PLANNING HOW VALUABLE WOULD IT BE TO HAVE A REALLY GOOD LONG-RANGE FORECAST OF THE TREND?				
		Priceless	Very Helpful	Helpful	Not Very Helpful	Worthless
#						
1	Level Of Regional Task Force Operations	10%	70%	20%	0	0
2	Public Awareness Through Schools and Media.	20%	40%	20%	20%	0
3	Information Systems	10%	60%	30%	0	0
4	The Amount Of Evidence Allowed In Court	20%	40%	40%	0	0
5	The Level Of Organized Crime.	20%	30%	40%	10%	0

TREND SUMMARY

The five trends were estimated on a scale relative to "today", with today equalling an arbitrary "100". With that base, the panel was asked to estimate the level of the trend five years ago, five years from now, and ten years from now. This is called the "nominal" forecast or "will be". The panel also recorded where they felt the trend "should be" or the "normative" forecast.

TREND EVALUATION FORM					
TREND STATEMENT		LEVEL OF THE TREND (TODAY = 100)			
		5 Years Ago	Today	Five years from now	Ten years from now
T #					
1	Level Of Regional Task Force Operations.	50	100	140 190	187.5 250
2	Public Awareness Through Schools and Media.	37.5	100	150 200	187.5 250
3	Information Systems.	55	100	200 200	250 250
4	The Amount Of Evidence Allowed in Court via the Interpretation of the Fourth Amendment.	75	100	122.5 162.5	132.5 187.5
5	The Level of Organized Crime.	87.5	100	150 77.5	190 50

* Five years from now * Ten years from now
 "will be" "will be"
 "should be" "should be"

The panel believes that the level of the trends increased an average of 61 % from 5 years ago until today. The least increase was in Organized Crime at 12.5%. The largest increase was in Public Awareness at 62.5%. The percentages of the nominal or "will be" forecast were projected to increase 52.5% in 5 years and 89.5% in 10 years. The average percent of increase in the forecast for "should be" or normative, was 88.13% at 5 years and 134.4% at 10 years for trends one through four. Trend 5 (Organized Crime) showed a projected decline of 8.8% in 5 years and 57.1% in 10 years. This was attributed to the panel's belief that law enforcement would make significant attempts to eradicate these organizations.

Event and trend tables were plotted on medial curves and lines. The result was a visual perception of the trends and events and their relationship to the issue. These were subjected to a final screening in preparation for the cross-impact matrix. Appendix G contains the graphing of each trend and event. The following is an explanation of the panel's collective forecasts:

TREND 1: Level of Regional Task Forces

The panel was fairly consistent in their assessment of the need for the use of a Task Force concept. They suggested that the use of task forces have climbed 100% in 5 years and will gain another 40% in the next 5 years. Between 5 and 10 years, a larger increase is seen (47%). This suggests that the sophistication and organization of the criminals and the decline of the economy will dictate the sharing of resources.

The normative or "should be" showed a rapid and immediate acceleration far surpassing the nominal. The panel advocated regional task forces as soon as possible. (Appendix F)

TREND 2: Public Awareness Through Schools and Media

Between 1986 and 1991, a 166% increase was shown in the level of public awareness. The forecast suggested that this trend would continue to rise but at a less accelerated level for the next 10 years. A 50% increase in 5 years and 37.5% increase in the following 5 years. The "should be" was 100% higher at 5 years and 150% higher at 10 years. The major increase between 1986 and 1991 was due to the President's focus on drug control which strongly influenced the media, community programs, and educational institutions. The panel sees this move slowing in the future. Much of our country's media focus has moved towards the recession and the crises in the Gulf. Government programs are being drastically cut due to a lack of funding. The "should be" estimates were very high because of a strong belief that our success depends on education in the long run.

TREND 3: Information Systems

The continuing development of technology is obvious in this forecast. The panel shows an increase of 82% between 5 years ago and today. Their estimates of where it "will be" and "should be" at 5 and 10 years, are identical. They expect a 100% increase at 5 years and a 150% at 10 years. Law enforcement joined the computer era with a great deal of reluctance. But once law enforcement became accustomed to the technology, tremendous strides were made. The majority of the panel believes the barriers have been removed and that we can and will stay abreast of technology.

TREND 4: The amount of evidence allowed in court under the Fourth Amendment.

In this forecast, the panel revealed an encouraging trend toward the relaxation of the Fourth Amendment evidence rules. They suggested a 33% increase from 5 years ago--continuing at the same pace in the next 5 years (22.5%). The upward move continues more

slowly between 5 and 10 years (10%). On the "should be" forecast, they felt the percentage should be from 40-50% higher. Since these rulings directly affect the interdiction methods used at airports, this is a significant move in the right direction.

TREND 5: The level of Organized Crime

The panel agreed that lucrative profits in the drug trade would push this trend up in spite of enforcement. In this case, the normative is below the nominal. The nominal showed an increase of 12.5% for the past 5 years; a 50% increase by 1996; and another 40% by 2001. The normative shows a decline of from 22.5% in 5 years to 50% in 10 years. It was the panel's belief that this issue could and should be addressed through total law enforcement cooperation.

EVENT SUMMARY

When estimating the probability of when the selected events might exceed "0", the panel suggested that on the average, they would not occur for 3.1 years or until 1994. The next estimates were the probability of occurrence in five years and ten years. The events were then rated for their impact on the issues, if they occurred.

All of these events will require action by the state or Federal legislature or judicial systems. Political pressure on the local level, however, can have an impact.

The panel optimistically rated four of the events as having a positive affect on the issue should they occur. The legalization of narcotics, however, was projected as producing overwhelming negative results.

EVENT EVALUATION FORM						
E #	EVENT STATEMENT	Years Until Probability First Exceeds Zero	PROBABILITY		Impact On The Issue Area If The Event Occurred.	
			5 yrs from now (0-100%)	10 yrs from now (0-100%)	Positive (0-10)	Negative (0-10)
1	The International Government's Enforcement Of Crop Eradication And Support Of Replacement Crops.	5	65 20 10	50 45 25	8	2
2	Total Drug Legalization.	5	15 2.5 0	50 3.5 0	.50	10
3	Change In Funding From The Federal Level.	1.5	100 65 25	100 60 40	6	4
4	A Revision In Sentencing Laws Makes Drug Sentences Longer.	2	90 72.5 50	100 77.5 50	8	2
5	Government Funding Of Technology Development.	2	100 50 40	100 70 40	7.5	1.5

EVENT 1: International enforcement of crop eradication.

In the panel's collective mind, this events' likelihood of occurring does not materialize until 1996. From there, they suggest a 20% probability of occurrence on that date to 45% chance in 2001. Due to the reasons stated earlier (lack of international interdiction cooperation) these estimates are low. Of course, they felt that it would have a very high positive influence if it should occur.

EVENT 2: Total drug legalization.

Most of the panel concurred that this event would never occur. The probability of when this chance might exceed zero was not until 1996 and only a 2.5% chance then and a 3.5% chance in 10 years. All members felt the maximum impact would be negative if it did

occur because of the problems of controlling a drugged society when they turn to other crimes.

EVENT 3: Change in funding from the state level.

A funding change was not estimated to occur before 1992. The panel gave it a 65% chance by 1996 reducing to a 60% chance in 2001. On the impact forecast, they felt that the change would most probably be positive rather than negative (6 to 4) This means the panel feels that any changes in asset seizure laws would be in the interest of law enforcement.

EVENT 4: Revision in sentencing---longer drug sentences.

This forecast appears to be a very positive one. The estimate of when the probability will exceed "0" is by 1993. The occurrence estimate is at 72.5% in 1996 and 77.5% by 2001. The impact on the issue was very positive (8 to 2) Although stiffer penalties would certainly be a deterrent, we must remember the tremendous impact this would have on both our courts and our penal systems.

EVENT 5: Government funding of technological development.

Another strong event on the positive side (7.5 to 1.5). The panel projects the time when this event's probability could exceed "0" as 2 years. The probability of occurrence is 50% in 5 years and 70% in 10 years. As stated earlier, law enforcement has never had the capital for speculation. DEA and Customs have invested money in some technology (mechanical sniffers) yet neither have had expected results. Many good ideas lie fallow for lack of funding.

CROSS IMPACT ANALYSIS

From the previously developed set of five forecasted trends and

events, a Cross-Impact Analysis was completed by each panel member. (Appendix H) This is a process where the trends and events are evaluated for their impact and overall importance as policy priorities upon the issue. The group was asked to estimate the percentage of change in the probability of occurrence of each event, at its maximum impact with the other four events. The impact of the five events on the five trends are then analyzed. The panel then estimated the percentage change (plus or minus) in each trend level, at the point of greatest impact, should the event actually occur. By adding the impacts or "hits" across the table, a list of "actor" events can be completed in rank order. Actor events are those designated as targets of future planning for policy actions. By adding the hits down the columns, a rank order of "reactor" events was completed. "Reactor" trends and events are those which change significantly when exposed to "actor" impacts. The results of this process is the ability to pinpoint the most potent "actor" events as possible targets for policy consideration.

BASIC CROSS-IMPACT EVALUATION MATRIX												
IMPACTING EVENT (ACTORS)		IMPACTED EVENT (REACTORS)					IMPACTED TRENDS (REACTORS)					IMPACT Event Impact
		E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5	
E1	The International Government's Enforcement Of Crop Eradication And Support Of Replacement Crops.	X	-25	-25	15	25	-45	50	15	0	-3	8
E2	Total Drug Legalization.	-85	X	-60	-98	-45	-88	-50	-45	-63	-55	9
E3	Change In Funding From The Federal Level.	40	0	X	23	18	0	23	33	0	-5	6
E4	A revision In Sentencing Law Makes Drug Sentences Longer.	20	-30	15	X	20	30	33	20	-3	-13	9
E5	Government Funding Of Technology Development.	60	5	35	43	X	38	25	55	40	-5	9
EVENT AND TREND REACTORS (IMACTS OR "HITS")		4	3	4	4	4	4	5	5	3	5	
T-1 LEVEL OF TASK FORCE OPERATION		Events on Events Percentage change (+ or -)					% change Yrs max Impact					
T-2 PUBLIC AWARENESS		Events on Trends Percentage change (+ or -)										
T-3 INFORMATION SYSTEMS												
T-4 EVIDENCE IN COURT												
T-5 LEVEL OF ORGANIZED CRIME												

Through the "actor" and "reactor" identification process, a list of trends and events were highlighted as major policy targets: E2 Total Drug Legalization; E4 Revision in Sentencing Laws Making Longer Sentences; and E5 Government Funding of Technological Development. Three of the five trends were identified as being "Reactors" in the Matrix process: T2 Public Awareness; T3 Information Systems; and T5 Level of Organized Crime.

These selected trends and events become the basis for the development of future scenarios or possibilities laid out through the earlier forecasts. This step also lays the foundation for the development of a mission statement that satisfies the policy directives.

POSSIBLE FUTURE SCENARIOS

Through the following scenarios, the task is to visualize and conceptualize the forecasts developed by the Delphi Panel. Not every possibility could be produced in this space, but some of those that present a directed view through the window created by the Delphi Panel will be presented. An explanation of all scenario types can be found in Appendix I.

Scenario number one is called the Exploratory Mode. In this story the future is played out in a surprise free environment. No alterations or intervention to interfere with the natural progression of events.

Scenario number two is the Normative or "desired but attainable" tale of the future. This scenario was selected for this paper's final forecasting process based on the panel's projections.

The final scenario is the Hypothetical. The story that allows the writer to play with the future and examine alternatives.

SCENARIO ONE

Headlines

1. Local Law Enforcement Finds Their Hands Tied in Dealing with National Crime Syndicate.
2. Recent Study Shows Courts are Unable to Handle Major Conspiracy Cases--Manpower Shortage Blamed.
3. California Solicits Federal Funding for Regional Drug Task Force Operations.

The California Chief's and Sheriff's Associations met in Sacramento today in reference to drafting guidelines for a Statewide Narcotics Task Force. A 1990 forecast foretold this event by the year 2000 and it has arrived on schedule. The Task Force depends, of course, on the release of Federal monies to the state. Although state and Federal Courts have relaxed Constitutional requirements for the introduction of evidence in drug cases, the impact on the District Attorney's Office, courts, and prison systems, have restricted any possible gains. Those convicted under the new longer sentencing laws are only causing early release dates of other felons because of prison over-crowding.

The Task Force, if funded, will have airports as one of their primary objectives. Courier and cargo smuggling have become the method of choice since operation "Pipeline" (highway interdiction) became so successful. Some of the Task Force monies will be used for drug dogs to supplement or replace the few who are currently available. (law enforcement is still waiting for the private sector to develop a workable mechanical sniffer.) Another major portion of the money will be directed toward linking up some of the major information systems currently in use. Due to the spread of organized crime across the nation, California's Task Force is expected to link up with those state Task Forces already operating in Texas, Florida, and New York.

SCENARIO TWO

Headlines

1. Organized Crime Bosses Summit in Bogata and Refuse to Return to U.S. Soil---Blame Task Force Efforts.
2. National Intelligence Computer Responsible for Yet Another Major Drug Seizure at the Airport.
3. Education Cited as Major Factor in Low Narcotics Use.

Looking back over the last ten years to 1990, we can see the above headlines occurred only after good strategic planning based on forecasting and policy implementation. Although program funding continues to be an issue in all areas of government, the city and county governments were wise enough to invest in their future 10 years ago by forming a Major Narcotics Task Force. This vast resource of personnel and equipment pooled together and ran organized crime out of California. The enormous war chest gleaned from asset seizures was directed toward public education and the development of technologically advanced crime-fighting equipment. By the use of the United States Military for container interdiction, another door has been closed. California is the leader in the nation in networking information systems, digitized photos, fingerprints, and the use of shared DNA laboratories. Through intense training and careful application of surveillance and smuggler recognition techniques, court challenges have been minimal. Now that the court has softened evidence restrictions and increased drug sentencing, many more criminals are paying for their actions. Because we have the very latest in detection equipment, we can be relatively sure that the cartels and gangs are no longer using our airports as a vehicle to move their illicit trade. Finally, the new generation of teens are totally adverse to the use of any ingested chemicals. The addicts of the 80's and 90's are

being treated and returned to productive lives. Crime is at an all time low.

SCENARIO THREE

Headlines

1. Crime is at an All Time High---President Mulls National Guard Usage.
2. Plane Crash That Killed 300 Could Have Been Avoided With Better Airport Security. Pilot Died When Smuggled Narcotics Burst In His Stomach.
3. Last Emergency Room in County Closes,---Indigent Care of Narcotics and Aids Patients Cited as Cause.

Officers reporting for duty are in a sour mood. December 24, 2001 and Santa Claus cannot save them from another night of terror in the streets. Since the legalization of narcotics in the 90's, the addiction rate has continued to climb. Unable to hold a job, these zombies resort to living "hand to mouth", your hand to their mouth.

In an effort to hide rather than treat the problem, the city council has set aside the old Squatters Park recreation building as a drug store and clinic. Anyone living within one mile of this area, who has not been burglarized, surely owns a Pit Bull and a gun.

When the Police Department closed down the Narcotics Division in 1995, we transferred those officers back to Patrol. The helicopter program, which had been funded by asset seizures, was also discontinued. The Airport/Transportation/Hotel Task Force was one of the first units to go. Officers were encouraged to make under the influence arrests until drug testing became unconstitutional in 1996. Without a valid test, the arrest was useless.

As crime rose and funding fell, officers once again became reactive

rather than pro-active. Half of the force has joined in a vote of no confidence citing a lack of strategic planning on the part of the administration. They felt responsible police leaders should have united and used their political power to block such damaging legislation. If law enforcement had been more effective during the years of the great drug wars, perhaps legalization would not have come about.

CHAPTER THREE: THE STRATEGIC MANAGEMENT PLAN

The Need For Strategic Management

Now that the panel has determined that change is coming and have suggested the direction of that change, it is important to develop a focused approach to maintain managerial control. In other words, the development of a strategic plan prevents being merely reactive to change.

The process for developing this plan is based on the Normative scenario, and calls for understanding and controlling the environment surrounding the change:

- a. Identifying the stakeholders and their impact on issues.
- b. Assessing the impact of the trends and events on the objective.
- c. Developing an inventory of resources.
- d. Recognizing those who have the authority to implement change.

This chapter outlines the recommendation of the Futures Research Study in Chapter I that a Regional Narcotics Task Force be the direction of future airport narcotics enforcement. It further provides alternatives and an implementation plan for negotiating with key stakeholders for acceptance of the chosen strategy.

Mission Statement: A Map To The Future

The great management theorist, Casey Stengel, former manager of the New York Yankees, once said:

If you don't know where you're going, you might end up somewhere else. ⁴²

Part of the organizational energy that assists in achieving change is defining the vision or mission. It is important for everyone in the organization to know, understand, and support the goals and objectives and be able to visualize the end state. The following Mission Statement includes the macro (overall) and micro (specific tasks) relating to the study issue. The statement and accompanying objectives were developed by the writer and members of the Ontario narcotics division to give direction to the implementation of the strategic plan for a narcotics task force.

MISSION STATEMENT

IT IS THE PRIMARY MISSION OF THE NARCOTICS TASK FORCE TO CONTRIBUTE TO A HIGH QUALITY OF LIFE AND A SAFE ENVIRONMENT IN OUR COMMUNITY FOR ITS CITIZENS AND THOSE WHO CHOOSE TO VISIT OR UTILIZE ITS SERVICES THROUGH THE PROVISION OF PROFESSIONAL LAW ENFORCEMENT SERVICES WHILE ERADICATING THE MANUFACTURING, TRANSPORTATION, SALE, AND USE OF NARCOTICS. THIS MISSION SHALL BE MET THROUGH THE PURSUIT AND ACHIEVEMENT OF OBJECTIVES STATED BELOW:

Service: We will carefully select and develop each member of the Task Force to insure the skills and attitudes dedicated to the goals of the unit, the department, and the community.

Integrity: We value candor, honesty, and ethical behavior in our members. We are committed to uphold our positions of trust by maintaining the highest ethical standards as set forth in the Law Enforcement Code of Ethics.

Responsibility: We will use our resources effectively and continually pursue cost efficient alternatives. We will ensure that our operations are prudent and sound by maintaining fiscal responsibility for the collection and disbursement of government monies and asset seizures.

Pride And Professionalism: We will work as a team, erasing all lines and borders between our various agencies so that our mission can be met. Having a clear sense of commitment, perspective, and direction we encourage innovation and constant self-evaluation.

STRATEGIC ASSUMPTION SURFACING TECHNIQUE (SAST)

Before a strategy can be selected and implemented, it is important that the key stakeholders be identified. A stakeholder is an individual or group who would cause an impact upon our strategy; be impacted by the strategy; or just care how we implement the strategy. Also included will be "snaildarters", who are unanticipated stakeholders who could significantly alter the course of events. The following list of stakeholders have an interdependent relationship and are the key ingredients to the success of the strategy implementation.

By analyzing the stakeholders, one can develop a list of assumptions or beliefs that they may hold towards the strategy. A strategy, therefore, can be described as a set of assumptions about the current and future behavior of an organization's stakeholders. The final outcome of the strategy will be the collective result of the individual actions taken by the stakeholders.

The significant stakeholders were identified by members of the original panel. Principal stakeholders and those considered to be potential blockers (snaildarters) are as follows:

STAKEHOLDERS

1. ONTARIO'S CHIEF OF POLICE
2. OUTSIDE CHIEFS
3. THE SHERIFF OF THE COUNTY
4. ONTARIO CITY COUNCIL

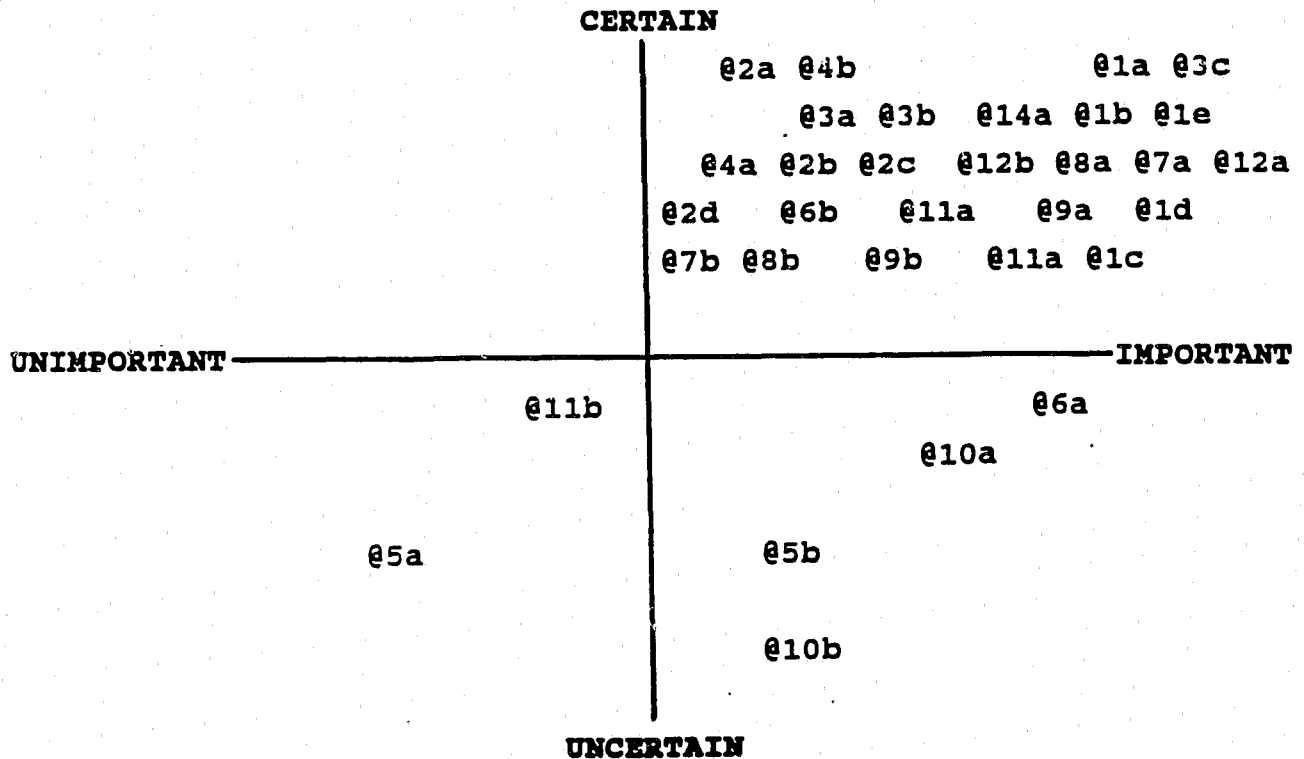
5. LOCAL DISTRICT ATTORNEY'S OFFICE
6. COUNTY BOARD OF SUPERVISORS
7. FEDERAL DRUG ENFORCEMENT ADMINISTRATION
8. STATE BUREAU OF NARCOTICS ENFORCEMENT
9. ONTARIO POLICE OFFICER'S ASSOCIATION
10. PUBLIC DEFENDER'S OFFICE
11. DEPARTMENT OF AIRPORT POLICE
12. AIRLINE EMPLOYEES

SNAILDARTERS

1. LOCAL NEWSPAPER
2. AIRLINES

Each of the stakeholders and blockers were reviewed by the panel and assumptions regarding their position on the issue developed. (See Appendix J) To conclude the SAST Process, an issue positioning map was developed to visually portray the stakeholder positions. (See following page)

Strategic Assumption Surfacing Technique Map



- | | |
|--------------------------|-----------------------|
| 1. Ontario Chief | 8. BNE |
| 2. Outside Chief | 9. Police Association |
| 3. Sheriff | 10. Public Defender |
| 4. Ontario Council/Staff | 11. Airport Police |
| 5. District Attorney | 12. Airport Employees |
| 6. Board of Supervisors | 13. Local Newspaper |
| 7. DEA | 14. Airlines |

From studying the SAST Map, the reader can see those stakeholders which are most important to the development of the strategic plan. It is important to remember and consider those who did not make it to the upper right corner, as each stakeholder can be a valuable ally or possible saboteur in the future of the project.

Assessing The Environment: "WOTS UP"

Now that the stakeholders have been identified and their assumptions studied, it is important to examine the environment where the strategic plan is expected to nurture and grow. This includes the environment both inside and outside the model agency.

The panel of experts were asked to analyze the original list of trends and events affecting the primary issue of the movement of narcotics through airports. These trends and events were proposed as a reality or as a future possibility. Each one would be capable of causing support or chaos in relation to the formation of an Airport Narcotics Task Force. The trends and events were used to scan for external environmental factors that could impact the issues.

When preparing an environmental analysis, the components are broken down into four categories: weaknesses, opportunities, threats, and strengths. This process is known as the "WOTS UP" model. The WOTS UP analysis helps to relate the plan's, strengths, and weaknesses to its environmental threats and opportunities. By analyzing these relationships, one is in a better position to match competence with opportunities and avoid compensating for weaknesses. The following analysis is presented in terms of external (threats and opportunities), then internal (strengths and weaknesses).

Trend Analysis

Level of Regional Task Force Operations

This trend is viewed as an opportunity and a threat. Other developing trends indicate major monetary cuts in state, county, and local governments. While narcotics problems are continuing to rise and provoke the public's attention, enforcement funds are decreasing. The Task Force would be cost effective while bringing in its' own revenue through asset seizures. If legislative action

decreased or eliminated asset seizure monies, the Task Force concept would be threatened.

Due to Ontario's airport and surrounding hotels, there has been a tremendous growth in the transient population. Although this is seen as a threat, a Task Force would turn it into an opportunity by erasing jurisdictional boundaries. Having Federal agencies involved will be an asset when Ontario finally obtains a customs office and becomes an international airport.

The formation of a Task Force will surely increase cases to the District Attorney's office which is seen as a threat. If they are not prepared for the additional workload, cases will be dismissed or plea bargained.

City resources will have to be deployed evenly. The public will continue to demand a high level of local services in the eradication of neighborhood dealers. Citizens have difficulty understanding other priorities when there is a pusher living next door. Local businesses will also demand services and responsiveness to their needs. Having both the DEA and BNE in one operation may cause competition between the two agencies. Both have excellent but different asset seizure programs.

Public Awareness Through Schools And Media

Increased public awareness must be viewed as an opportunity. The citizens of Ontario have various levels of commitment and/or interest in the narcotics problem. There is a noticeable influx of new residents from the Los Angeles area who have a high tolerance for crime, both as a victim and a participant. A second class of citizen is isolated from reality and is unable to visualize how narcotics victimizes everyone either personally or economically. Then there are those who are directly involved through friends, family, or personal use. They are often aware of consequences but not solutions. Since the President's War on Drugs

Program was announced, there has been some positive change in the public's awareness of the narcotics problem. This can be directly attributed to public education and media attention. If the government continues its' focus on drugs, perhaps Federal funding will be made available for school drug education programs.

Information Systems

Externally, there are many very valuable information systems that can only be accessed by members of those organizations. Having a Task Force involving these organizations will put these systems at our disposal. The trend towards networking and information sharing would certainly be an opportunity.

The Amount Of Evidence Allowed In Court Under The Fourth Amendment

Any new interpretation of the Fourth Amendment to the United States Constitution (search and seizure) could be an opportunity or a threat. The present Supreme Court has a conservative majority. One of the major liberals, Justice Brennan, will be stepping down soon---increasing that majority. There have been several Federal and state appellate court decisions challenging the intrusion and legality of drug testing. It would be extremely difficult to prove an under-the-influence case without a drug test. Although these cases are minor, the suspects are used as informants in major cases. Other cases frequently before the courts threaten the concept of profiling and asset forfeiture.

Event Analysis

An International Treaty Calling For The Enforcement Of Crop Eradication And Support Of Replacement Crops.

If Congress and the President could agree to subsidize drug producing countries as part of an anti-drug effort, it would encourage a switch to alternative crops such as coffee. The United States could join in by making it illegal to possess Epaedrene (the

main agent in methamphetamine) Both of these would be opportunities.

Another opportunity would be for the United States Military to become involved in border control and commercial shipping. We could adopt a program similar to Singapore, where all military personnel are trained in a police academy and perform their military time doing valuable service to their country. Having this large amount of personnel to do the daily jobs at borders and transportation centers, would free local personnel for major cases.

A threat would be that as natural drugs become scarce, more dangerous synthetic drugs appear.

Total Drug Legalization

This event is always considered a threat by those in law enforcement. Although total acceptance seems very unlikely, there is always the chance that marijuana will be legalized. In those countries where drug usage is legal, other crimes continue to escalate.

Change In Funding From The Federal Level

The allocation of asset seizure monies is considered an opportunity and a threat. A cut in seizure shares would do severe damage to the Task Force proposal. Many agencies would withdraw if arrests were their only reward. Through the push for agencies to share in seizure monies, there is always the possibility that the focus of the mission would detour from the eradication of drugs. A change in the law to include salaries as an expenditure, would be an opportunity.

A Revision In Sentencing Laws Makes Drug Sentences Longer.

Again, this event is seen as both a threat and an opportunity. On the opportunity side, it would be great to put criminals in jail. On the treat side, the size of state and Federal prison populations

often sets the tone for the aggressiveness of the legal system. An increase in sentences would benefit society while taxing already overcrowded jails and prisons. The American Civil Liberties Union (ACLU) has been instrumental in causing mandated prison and jail releases due to overcrowding. Also, the courts are already understaffed and over-worked.

Government Funding of Technology Development.

It would definately be an opportunity if the government's share of asset seizure monies was used to develop surveillance and detection devices, as well as advanced computer analysis and identification programs.

ORGANIZATIONAL CAPABILITY ANALYSIS

This portion of the WOTS-UP analysis is an assessment of the internal organizational capabilities or "strengths" and "weaknesses".

Internal Strengths

The City of Ontario has consistently been a forerunner in the investigation of major narcotics offenses. The City was the first in San Bernardino County to take advantage of the asset seizure program and is looked to as "the experts" in the field.

Currently, Ontario's narcotics division has three separate teams: an airport team; a hotel team; and a central narcotics team. Realizing the importance of remaining anonymous, they have located in off-site facilities. The central unit is in a large business complex. The front appears to be a small business but the back is a major warehouse where asset seizure vehicles and property can be stored.

Five additional officers have been assigned to special details: one officer assigned to a BNE lab strike force; one officer

assigned to a BNE Crack Down Team (surveillance); one detective assigned to DEA; one detective assigned to a special Federal task force working a current secret assignment; and one officer working asset seizure paperwork. All three teams and those on special assignments may be used collectively when additional personnel are needed.

The obvious strength of this unit is the expertise gained through networking with other agencies. There is also a very strong commitment by city government and police management to support these units. When this unit expands to include officers from other agencies it is assumed they will bring with them the same level of training, experience and commitment.

The use of canines for locating contraband and helicopters for surveillance are a well known strength. Although Ontario has both of these, many agencies do not. This would add additional weight for a Regional Task Force.

The level of operations and control of a Regional Task Force could be both a strength and a weakness. If any one agency is too powerful, it will defeat the purpose. If all agencies could participate equally, this would be a strength.

The current Ontario narcotics commander has a wealth of experience in the forming and administering of a narcotics task force. He also has exceptional skills in dealing with people. Although Ontario's commander would be responsible for daily operations, the board of directors (Chiefs and Sheriff) would cause an equal distribution of power on the policy end.

Having a controlled pool of funds would be excellent for obtaining valuable information. Often, smaller agencies do not possess the capital to work with informants. Another use for these funds would

be for the purchase of equipment and/or investment in technological development.

The sharing of information between agencies would be a by-product of this unit. It should lead to the development of a county-wide computerized information bank similar to NIN in Los Angeles County. With the sharing of resources and information, it is expected that jurisdictional disputes will diminish.

It is assumed that the policies and regulations that each agency brings to the Task Force, will serve as checks and balances for the total agency and promote good management practices.

Internal Weaknesses

One weakness lies in the area of whom would be in charge of a Regional Airport Task Force. As stated previously, Ontario has all the attributes necessary: physical plant, expertise, airport domain, commitment, helicopters, canines, etc. The Sheriff's Department of San Bernardino County, however, would certainly challenge that authority. The program would require some serious thought as to who decides priorities and how the money is to be divided. To deal with potential political problems, a contract would be necessary.

The ethnic shift in Southern California to Asian and Hispanic would further dictate the makeup and direction of the Task Force.

A great deal of time will be needed towards developing policies and guidelines that satisfy all the political entities. This would include: division of responsibilities; dispersal of asset seizure monies; training; and supervision. Another major area of concern would be the management of personnel problems and resulting liability issues. Clearly defined guidelines need to be developed that define who is responsible for Internal Affairs investigations for the various agencies.

Many of the trends and events discussed in the environmental analysis were on a national or international level. If they should occur, the Task Force would have more work, less work, or no work. The most likely is "more work". As smugglers become more sophisticated, law enforcement must become more sophisticated. The organizational structure of the proposed Task Force would help eradicate some of the proposed threats. As long as asset seizure programs are a reality, the involvement of outside agencies should be cost effective. Besides the police and sheriff's personnel, the Task Force should include or have a close working relationship with: Federal DEA, State BNE, local District Attorneys Office, the U.S. Attorney's Office, INS, Customs, FAA, and U.S. Postal Investigations. It was further suggested that an outside civilian be hired to facilitate the asset seizure distribution.

THE DEVELOPMENT OF CHANGE POLICY

Policies are events created to deal with specific problems. These policies should help to bring about a desired future or mitigate an undesirable one. At this phase in the development of the strategic plan it is necessary to identify and develop the policies needed to deal with the airport narcotics problem.

In-house members of the previous Delphi Panel were asked to reconvene as a Policy Panel. They were provided with the concepts generated by the WOTS-UP process and other studies previously completed.

Policy Selection Criteria:

1. The policy is financially feasible.
2. The policy would be acceptable to management.
3. The initiator has the power to cause the policy to occur.

In applying these criteria, the panel chose the following policies that support the Normative Scenario.

1. The Chief decides to initiate a major Task Force at the Airport. Several grants are applied for to support the endeavor.
2. It is decided that a civilian accountant will be employed to oversee asset seizure accumulation and dispersal.
3. A portion of county-wide asset seizure monies are pooled to develop technology for use in interdiction.
4. Develop a policy for selection and training of narcotics officers that assures teamwork, accountability, and credibility in the unit.
5. Policy for the handling of all cash seizures that assures the integrity of the unit.
6. Policy for working with civilian volunteers and confidential informants.
7. Policy for direct and functional supervision of personnel from various agencies.

The final step in the Delphi Process was locating those policies which would be "Actors" and "Reactors" in the implementation process. This was accomplished through the use of the Cross Impact Matrix. The policies were rated plus or minus as to their impact with the five remaining trends and events. (Appendix K)

Of these policies, three were identified as major "Actors" in relationship to the trends; Initiation of a Task Force, The Pooled Financing of Technological Development, and The Policy for the Handling of Seized Assets. The Task Force and Technology Policies were repeated as the "Actors" in the event Matrix, with Civilian Accountant being the third "Actor". It is these "Actor" policies that are critical elements for the success of our future Airport Interdiction.

Those trends that stand out as most "Reactive" or sensitive to the

implementation of the issue are; The level of Task Force Operations, The Amount of Evidence Allowed in Court, and The Level of Organized Crime. Only one event was identified as a "Reactor"; Change in Federal Funding.

The above "Actors" and "Reactors" are now the policy components that must be addressed as important to the introduction of the issue in the negotiation strategy outlined in the next segment.

ALTERNATIVE STRATEGIES

To assure that our final strategic plan carries the weight of considerable thought and study, alternative plans have been carefully selected and then narrowed down to three. Each will be presented here for detailed analysis and final selection. The pros and cons of each strategy will be identified as well as the strategy's affect on the stakeholders.

STRATEGY #1: A REGIONAL NARCOTICS TASK FORCE WOULD BE DEVELOPED UNDER THE DIRECTION OF THE SAN BERNARDINO COUNTY SHERIFF'S OFFICE.

The San Bernardino County Sheriff's Office is spread out over the largest county in geographic area in the United States. They are aggressive against narcotics and have an excellent reputation in the law enforcement community. A well serving and respected Sheriff has just retired and his very professional Under Sheriff was elected to replace him. The Sheriff's Department also had the foresight to obtain an off-site narcotics office. This is located near their main station and twenty-five (25) miles from the City of Ontario. It is expected that most of the Task Force's work will be generated out of Ontario's airport and surrounding area. Ontario would reassign its two airport and four hotel officers to the Task Force. Those personnel currently assigned to DEA, BNE, & asset seizure, would be diverted to San Bernardino---bringing our contribution to ten (10). For a department of 186 sworn, having

this many officers serving out of the city is a sizeable contribution. This would leave a team of nine (9) narcotics officers assigned to the city. To assure that this large contingency of Ontario Personnel adhere to Ontario's policies and procedures, it would be necessary to assign one Ontario sergeant to the detail. There would be no cost impact. The Sheriff's Air Support and canine details would be used primarily, with our units providing back-up.

It is anticipated that the other stakeholders would agree with this plan with the following exceptions: (1) The Ontario City Council would question the benefits of having such a large contingency under the Sheriff's domain. It would be necessary to sell them on the idea that Ontario would still be covered and there would be more than \$30,000 saved on office rental. (2) The District Attorney's Office for previously stated reasons. (3) The Public Defenders Office for previously stated reasons.

PROS

- 1) More Personnel
- 2) Easily accomplished
- 3) Lab fees cheaper
- 4) More weight for outside acceptance

CONS

- 1) Aggressive Philosophy
- 2) Loss of autonomy
- 3) Loss of coordination with local unit

STRATEGY #2: MAINTAIN THE CURRENT IN-HOUSE AIRPORT NARCOTICS DETAILS WHILE WORKING TO SOLVE JURISDICTIONAL PROBLEMS.

One of the problems that generated this study are the jurisdictional barriers in combatting a very mobile and far-reaching criminal force. It has always been a courtesy, if not a policy, that one agency notify another agency when working their area. This prevented two agencies working the same crook or family and often prevented under-cover officers from shooting each other.

When the asset seizure ingredient was added to the mix, this all changed.' If Ontario notifies another agency that Ontario is working that agencies town, that agency has the opportunity to show up and recieve a share of the seizure. If notification is not made, the situation could be very dangerous for all. Although there is an agreement against this behavior, polite agreements do not appear to be the answer.

It is suggested that a county-wide intelligence and information center be established staffed in rotation by all agencies. The names of all suspects, informants, locations, etc. would be dated and processed into a computer. Whoever enters it first or has the most significant information, will then be the case agent. Subsequent entries (if they can prove new and substantial information) can share in the seizure. This process would be worked out among the Chiefs and Sheriff and committed to a contract. In the meantime, local and state police agencies should push for legislation making it a misdemeanor to cross jurisdictions without notification, unless you are in "hot pursuit". The stakeholders previously identified would probably agree to this formula with the exception of the Public Defenders office. They are always against "information gathering". The press would be neutralized. There might be some resistance by the Chiefs and Sheriff to the legislated portion of this plan. Some believe that it should remain an agreement between agencies and that they can control their subordinates.

PROS

- 1) Advantage of sharing information.
- 2) Safer for personnel.
- 3) Minor cost involved.
- 4) Maintain local control.

CONS

- 1) Bad press if we go to the legislature.
- 2) Lose the power of a major force.

STRATEGY #3: THE FORMATION OF A COUNTY-WIDE NARCOTICS TASK FORCE ADMINISTERED BY ALL THE CHIEFS AND SHERIFF SITTING ON A BOARD OF DIRECTORS.

The actual supervision would be Ontario's on the management level and shared on the line supervision level. The Task Force would be housed at Ontario's facility. The office cost etc. would come from asset seizures. It is believed that all the stakeholders would be supportive of this plan, with the exception of the Public Defender.

PROS

- 1) More local Control
- 2) More acceptable to Council
- 3) Closer to the problem
- 4) Better communications with other divisions.

CONS

- 1) Sheriff's buy in will not be as strong.
- 2) Committee Rule?

The strategy selected for implementation is a synthesis of the key elements in #2 (Deal with Jurisdictional Problems) and #3 (Shared responsibility for a Regional Narcotics Task Force). The pros of having the Task Force control located in the west end of the County far out-weigh the alternative. This is where the population is and this is where the airport is. Ontario has already made the commitment and allocated the resources. The Sheriff's Department has had some real budget constraints the last two years and there is no relief in sight.

There would be one Task Force, encompassing Airports/Transportation and Hotels. The strategy in number three wherein information is shared and computerized, would be a great advantage in such a large organization. Asking for jurisdictional legislation could still be of benefit in dealing with outside cities and counties.

IMPLEMENTATION PLAN

Through the futures study, the probable climate in the year 2000 was determined. The narcotics trade will continue to grow and prey on society. Because of sophisticated processing procedures, drug products will be more concentrated and therefore more portable. Smuggling by currier and container will remain a popular option for the narcotics trade. The suggested remedy offered by the futures panel was a Regional Narcotics Task Force. This old-fashioned approach would be updated with the latest in management ideas, training, technology, manpower allocations, and information systems. The panel identified a list of stakeholders which have been categorized for further study. At this point the ingredients are present to prepare an outline on how to best address the movement of narcotics through the Ontario airport.

The implementation of this strategy would begin with a meeting of the County Chief's Association and the Sheriff. If the Sheriff and Chiefs agree to the concept, a Board of Directors would be chosen from expected participants. This Board would cause the drafting of the following policies, rules, and guidelines:

1. Structure and Chain of Command of the unit. (Includes discipline and procedures) (Appendix L)
2. Selection and retention criteria for Task Force Members. (Appendix M)
3. Training (Appendix N)
4. Dispersal of asset seizure monies. (Contractual)
5. Selection of a "Technology Board" to oversee pooled monies distribution. The pool would buy some high-tech equipment and invest in the development of others. (Appendix O)
6. Cost factors for agency participation.

The concept plan would be presented to the various city councils and the Board of Supervisors for approval. Once completed, the other city, state, and Federal agencies would be approached by this the board requesting participation. The newspapers would receive periodic briefing as the plans develop.

NEGOTIATING ACCEPTANCE OF THE STRATEGY

Before approaching the stakeholders with our strategic plan, it is necessary to prepare the information necessary to give us leverage in the negotiations. All organizational decision making is a constant and complex stream of negotiations. These are broken into four phases: prepare, discuss, propose, and bargain.

In preparation, there is a need to identify which items are negotiable and which items are not--both for Ontario and the other stakeholders.

ONTARIO'S CHIEF OF POLICE

NEGOTIABLE

- 1) group policies and procedures
as long as they do not interfere
with Ontario Rules and Regulations
- 2) exact make-up of the unit
- 3) use of helicopters and K-9

NON NEGOTIABLE

- 1) use of existing
facility
- 2) having some
control over unit
- 3) proportionate
share of seizures
- 4) authority to
discipline, select,
& transfer Ontario
officers
- 5) level of service to
Ontario

SHERIFF OF THE COUNTY

NEGOTIABLE

- 1) physical location
- 2) amount of personnel
- 3) group policies & procedures

NON NEGOTIABLE

- 1) follow own rules
- 2) authority to discipline, pick, transfer deputies
- 3) proportionate share of money
- 4) some control

ONTARIO CITY COUNCIL

NEGOTIABLE

- 1) size of unit
- 2) group policies and direction
- 3) rank and deployment

NON NEGOTIABLE

- 1) location in city
- 2) no additional cost to city
- 3) service level
- 4) Ontario supervisors
- 5) City image
- 6) proportionate share of money

LOCAL DISTRICT ATTORNEY

NEGOTIABLE

- 1) full or part time involvement
- 2) vertical prosecution/career criminal division as liaison

NON NEGOTIABLE

- 1) control of their staff
- 2) used for legal advice & case preparation only

DEA/BNE

NEGOTIABLE

- 1) size and make up of unit
- 2) supervision structure
- 3) location of unit
- 4) group policies and rules

NON NEGOTIABLE

- 1) control of their policy & procedures
- 2) share of money
- 3) assignment, movement, & discipline of their staff

THE PRESS (SNAILDARTER)

NEGOTIABLE

- 1) what is printed and when (sometimes)
- 2) the amount of information released (to and by)
- 3) when they should be called

NON NEGOTIABLE

- 1) who is boss
- 2) their rights at the scene of a major incident

AIRPORT POLICE

NEGOTIABLE

- 1) amount of involvement

NON NEGOTIABLE

- 1) non-aggressive role

AIRPORT EMPLOYEES

NEGOTIABLE

- 1) amount of award
- 2) amount of involvement

NON NEGOTIABLE

- 1) recognition as police informant
- 2) interference with job

AIRLINES

NEGOTIABLE

- 1) amount of available information

NON NEGOTIABLE

- 1) public recognition of

- involvement
2) interference with
business

NEGOTIATING STRATEGY

The process of negotiation is knowing what is wanted, what can be given up, and when to do it. Negotiating enables one to realize common interests while compromising conflicting interests. One uses leverage to obtain satisfaction, based upon rationality, psychology, or power. To help bring about acceptance for this proposed strategy, it is necessary to negotiate separately with the stakeholders. Each will have an agenda which we must address.

Once the issues are thoroughly studied and understood, there is a need to sit down and discuss the strategy with the stakeholder. During this "feeling out" phase, each party will be watching and listening for clues; (what they may later concede---where they hold firm). The next step is to propose a position, which takes them into the real negotiations (bargaining). The end result may come after both sides have faced all or a combination of; avoidance, competition, compromise, collaboration, and accommodation. The strategy is for both sides to come away with the feeling that they have won.

ONTARIO'S CHIEF OF POLICE

The Chief's support is critical to the whole plan. The Chief needs to be assured that this plan will benefit all those involved. This is a major undertaking and it would not do to be too aggressive or act quickly. The Chief will need time to think it out.

THE SHERIFF

The Sheriff will become defensive and withdraw if pushed.

Ontario's Chief would be asking him to give up some power and should do so very carefully. The Sheriff would have some resistance to sharing control and using the Ontario facility. These areas need to be addressed while looking at others that would meet with his approval. The Chief and the Sheriff are friends as well as associates. This would be a good strategy.

THE DISTRICT ATTORNEY

The District Attorney should be told who is involved, inferring the political advantage. Although there may be opposition in some areas, there would also be those areas where concessions can be made. It would be important to assure the District Attorney that his deputies would not be placed in a position of becoming witnesses. This would be a good time to discuss money shares.

DEA/BNE

Both of these agencies are short handed and need the advantage of working with local agencies. Both are also very politically motivated. Let them know who is involved as an incentive. Local law enforcement contacts are important to state and Federal cases.

LOCAL CITY COUNCIL

The Council would be fearful that city resources may be directed at a transient group rather than city problems. The Council must be reassured that Ontario will be covered. Show them the big picture and how Ontario cannot afford to be absent.

LOCAL CHIEFS

Give them a sense of need and belonging. Explain how all the agencies can all help each other. "Everyone else will be there, you cannot afford to miss it".

COUNTY BOARD OF SUPERVISORS

Use patience against power. Include a variety of issues--steering concessions to minor points. The big selling point is the money and resources.

ONTARIO POLICE OFFICER'S ASSOCIATION

Assure the board that they have a part and a voice. Having a fair selection criteria is the most crucial point. Beyond that, the association will want input into training, safety measures, drug testing, retention, etc.

PUBLIC DEFENDERS OFFICE

Let them know what is planned, then do it. Some issues cannot be handled any other way.

THE PRESS (SNAILDARTER)

Law enforcement cannot afford to push the wrong buttons. The press has bigger buttons. Bring up all the issues in hopes of answering a few and satisfying the reporter's thirst for knowledge.

DEPARTMENT OF AIRPORT POLICE

It is not necessary that the Department of Airports play a role in the Task Force, but it does have power and can sabotage the plans. They should be made to feel as if they are a part of the operation.

AIRPORT EMPLOYEES

Airlines employees and ground personnel need to be cultivated and assured of remaining anonymous. The selection of those who posses

"characteristics of suspicion" often relies on civilian informants.

AIRLINES

The airlines will not want airline employees involved for fear of lost business and liability problems. There is a need to reassure management that the utmost care will be used in handling potential passengers. Some airlines have actually instructed their employees not to notify the police if they should see contraband. Education on criminal actions such as "interfering" should be provided.

CHAPTER FOUR: TRANSITION MANAGEMENT

The Management of Change

Transition management has been described as "Getting from here to there" ⁴³ It involves the development and application of specific strategies which will manage and direct the change requirements outlined in the strategic plan. The success or failure of this change depends on how the transition state is managed. The transition state is that area between the current and the desired state, or the state where the change takes place.

To facilitate a planned and desireable change, there is a need for a commitment plan, action plans, and a structure to manage the change. These must be developed to fit the organizational environment and should create the least amount of tension and confusion.

DEVELOPMENT OF A COMMITMENT STRATEGY

I. CRITICAL MASS

The initial process of a transition management plan was the development of a commitment plan or strategy. In this procedure there are a series of action steps utilized to garner the support of key stakeholders who are critical to the change effort. From the key stakeholders, it was necessary to identify the critical mass or the key individuals or groups whose active commitment is necessary for the change to occur. This is the minimum number of people who, if they support the change, it is likely to succeed; and if they are against the change, can cause it to fail.

In researching the recommended Regional Narcotics Task Force proposal, the following seven critical mass actors were identified:

- o Chief Of Police, Ontario Police Department
- o Sheriff, San Bernardino County
- o Mayor, City of Ontario
- o Councilmembers, City of Ontario
- o President, Ontario Police Officers Association
- o The Daily Bulletin, Local Newspaper
- o The Special Operations Bureau Commander, Ontario Police Department.

II. COMMITMENT CHARTING

So that we can form a diagnosis and action strategy to obtain the necessary commitment of the critical mass, a "Commitment Chart" has been completed.

Although some sort of commitment is essential from each member, the level need not be the same. In Table I, a Commitment Chart lists each actor of the critical mass with an "X" depicting their current level of commitment and an "O" indicating the minimum commitment necessary for change to occur. The table on the following page is a synopsis of each actor's position and the possible intervention strategies that might create the conditions for commitment.

TABLE I

COMMITMENT CHART

Actors in <u>Critical Mass</u>	Block <u>Change</u>	Let Change <u>Happen</u>	Help Change <u>Happen</u>	Make Change <u>Happen</u>
1.Chief			XO	
2.Sheriff		X—————>O		
3.Mayor	X—————>O			
4.Councilmembers	X—————>O			
5.OPOA President		X—————>O		
6.The Daily Bulletin	X—————>O			
7.SOB Commander			X—————>O	
Note: X = PRESENT COMMITMENT		O = NEEDED COMMITMENT		

In looking at the following group of individuals, it is important to consider resistance management. Resistance is normal and is to be expected in any change effort. If any group or person whose commitment is needed is not sufficiently unhappy with the status quo; is not looking forward to the proposed end state; and is not convinced of the feasibility of the change; then the cost of the change is too high and they will cause the plan to fail.

ONTARIO'S CHIEF - The Chief has been Chief of Ontario for three years, advancing through the ranks. He has brought about many changes in the department and is looked upon as an innovator and leader by the County Chiefs. Because he has a background in

narcotics, the Chief has pushed hard for more manpower and the latest technology in this area. The Chief is also acutely aware of the vast monetary resources attached to asset seizure programs. Only one year ago the Chief initiated a very costly helicopter program, selling it to Council as an asset seizure bonus. The Chief's level of commitment is high and will surely remain so. He would serve as the role model.

THE SHERIFF - Is also a local boy and has just recently been elected. Being the top man in the largest county in the United States, provides him with instant political clout.

To gain public recognition and the support of his County Supervisors, the Sheriff will surely push for control of the Task Force. On the other hand, the Ontario Council members would never lend this much support to a plan that gives so many resources over to the Sheriff's Department. Given the Sheriff's commitment to law enforcement and need for recognition, a forced collaboration may be in order to off-set the Sheriff's loss of turf and control. By identifying and clarifying all aspects of the problem, perhaps the Sheriff's level of awareness can be raised and the commitment moved from "let change happen" to "help change happen".

THE MAYOR - The Mayor is fairly new to the Council--elected over a long-term incumbent. The POA supported the Mayor, but management did not. This may be a block unless the Association also supports the program. Fiscally, the City is fighting a deficit budget. The Chief will have to convince the Mayor that this is an asset, not a liability.

THE CITY COUNCIL - The City Council is politically split with the swing vote being unpredictable. The Council has been supportive of narcotics enforcement efforts in the past but will be concerned about cost and manpower during a deficit year. The Council will

need to be informed as to the financial benefits. Like the Mayor, Council needs to be in the "let change happen" mode.

ASSOCIATION PRESIDENT - This President will initially be willing to "let change happen". As president of the Ontario Police Officer's Association, this officer is known for his easy going style. The Task Force positions will be considered a "plum" to most of the officers. Those who are chosen will be delighted. The attitudes of those who are passed over could very well sabotage the whole operation. Quite often, extremely important clues to narcotics trafficking are first developed by patrol officers in the course of dealing with street people. These officers have been known to guard that information when there is unhappiness with a presumed role. By educating the President along with the chosen officers, the President will be in a better position to support the project. The President's awareness raising should move him to "help change happen" thus taking a leadership role.

THE DAILY BULLETIN NEWSPAPER - The Daily Bulletin recently consolidated with another local paper under new management. This move caused a "glut" of highly competitive young reporters. Citing our being unresponsive to the newspaper's thirst for knowledge, the reporters have been hanging a "black hat" on the department for some time. Although the press was not listed as stakeholders, they were identified as a "snaildarter" or an unanticipated stakeholder who could significantly alter the course of events. The press has been listed as "block change" for these reasons. It is critical that the commitment is moved to "let change happen" by keeping the press constantly aware and clear on all aspects of the program.

SOB COMMANDER - The Captain was recently placed as the commander of the Special Operations Bureau which encompasses the Narcotics Division. The Captain is shown in the "Help change happen" position on the Commitment Chart. Because of the Captain's management style and current assignment, the Captain is in the best

position to be the change manager. The Captain could easily be elevated on the chart through raising his level of awareness. By role modeling and careful selection of those who will staff the Task Force, the Captain could promote the change. In the past, there was considerable grumbling about the selection process for narcotics. By changing the rewards, this could give more support to the unit.

TRANSITION MANAGEMENT STRUCTURE

Before any organizational change can occur, there are three stages that can be observed: the prechange state; the transition state; and the future state. The transition state is often significantly different from the future state and therefore requires its own management structure. The difficulty arises when one tries to (1) manage the change (2) conduct day to day business and (3) develop new management skills and techniques for the future. If temporary structures are not put into place to manage the change, one and three are often placed on hold. In molding the Regional Narcotics Task Force, a transition manager is definitely in order.

The current Narcotics Commander, would be an excellent choice for the project manager. The Captain is already assigned directly under the Chief of Police and would continue to carry the power of the executive office. This would also give the ring of importance to the project.

The Captain was chosen because of technical expertise, and excellent management skills. The Captain has the respect of his peers, subordinates, and the law enforcement community---all necessary for this project. Lastly, the Captain has good personal skills in mediating and negotiating along with being politically astute.

During the transition phase, it will be necessary to remove The

Captain from the daily operations of his division so that critical time may be devoted to the project. The previous commander of this unit would be brought back to replace this Captain.

To give the Sheriff a sense of shared responsibility, the Captain should request a staff officer from that agency to assist him during the transition phase.

IMPLEMENTATION TECHNOLOGIES

The project manager will need to address the transition phase both inside the Task Force and in the external organizations that feed into or off of the Task Force. For the transition period to effectively bridge the gap between "what was" and "what will be", manager efforts must be aimed towards educating, informing, and relaxing anxieties.

Most human beings do not like change. Police employees deplore change. Because they perform a complicated life threatening job, much of what is done is the result of constant repetition and rote. The least hint of change causes severe morale problems. These need to be addressed with open communications and consistency in plans.

During the transition bridge, people take on the characteristics of adolescents (ie):

- | | |
|-------------------------------|----------------------------|
| 1. High need for certainty | 5. Control becomes a major |
| 2. Need for positive feedback | issue |
| 3. High emotional stress | 6. Conflict increases |
| 4. High energy | 7. Past behavior patterns |
| | become explicitly valued |

It is therefore, imperative that the change manager develop programs to keep everyone informed and part of the team.

CONFRONTATIONAL/GOAL-SETTING MEETING

Organizational confrontation meetings are a vehicle where the organization can confront itself and produce evaluations of present systems and recommendations for change. The results are effective and promote a sense of "ownership" of the departmental development.

EDUCATIONAL ACTIVITIES (INFORMATION PROGRAMS)

Education is considered the great equalizer. Everyone is the same when they are learning. There is definitely a need to provide classes on what this Task Force is and where it is going. The program should be presented on all shifts at Ontario P.D. and each of the other agencies involved. It would also be beneficial to promote the program to those agencies not involved but who could impact this system. People always feel more powerful with information and it raises their level of readiness. Task Force management would develop and deliver training sessions at concerned agencies over one year's time.

EXPERIMENTAL PROJECTS

When discussing this new program, it would be beneficial for trainers to use the word "experiment". The idea that one is merely trying something out can reduce resistance.

RESPONSIBILITY CHARTING

Responsibility Charting is very effective in assessing alternative behaviors for each actor in the change series. For each action, the actors role is decided in the areas of responsibility, approval, or support. This clarification of roles will assist in reducing ambiguity and adverse emotional reactions. (Appendix P) The responsibility chart outlines some of the action steps that will need to be taken by the various participants. Based upon the

factors identified in the chart, responsibilities are assigned and time frames given for critical policy decisions.

CREATING A TASK FORCE Responsibility Chart

DECISION	(ACTORS)							COMPLETION TIME LIMIT BY MONTHS
	CHIEF OF POLICE	CITY MANAGER	CITY COUNCIL	SHERIFF	P.O.A.	POLICE SUPERV.	OUTSIDE AGENCIES	
TASK FORCE	A	A	A	A	S	R	A	(1 Month)
CIVILIAN ACCOUNTANT	A	S	S	A	S	R	A	(6 Months)
FINANCE TECHNOLOGY	A	S	S	A	S	S	A	(8 Months)
SELECTION/TRAINING POLICY	A	S	S	A	S	R	A	(3 Months)
CASH SEIZURE POLICY	A	S	S	A	S	R	A	(3 Months)
INFORMANT POLICY	A	S	S	A	S	R	A	(3 Months)
FUNCTIONAL SUPER. POLICY	A	S	S	A	S	R	A	(3 Months)

*Assignment responsibility and time frames done by the Author

R=Responsibility (Not Necessarily Authority)
A=Approval (Right To Vote)
S=Support (Commit Resources Toward)
I=Inform (To Be Consulted)

CONFLICT MANAGEMENT RESOLUTION

As stated earlier, all change results in some kind of conflict. This conflict, if not managed, can result in chaos. The conflict needs to be a part of the communications process with the emphasis on issues rather than people. There should be regular scheduled meetings to resolve general issues. When there are specific problems, there should be immediate intervention with the key players.

COMMUNICATIONS METHODS

The more that is known about the Task Force, the less threatening it will be to those inside and outside of the system. It would be advantages, therefore, to keep a steady flow of information flowing via special announcements (bulletin board), watch meetings, news letters, evaluation and feedback. This is especially important due to the Task Force being located off-site.

COMMUNICATING THE VISION

The Change Manager must have a clear and concise vision of what the project should look like and a direction towards that vision. The manager must then be able to communicate and sell that vision to those who are a part of it and those who could hamper its success. Along with this vision, it is necessary to impart:

1. The reason or organizational identity
2. The total organizational system
3. Scenarios of intermediate and organizational end states
4. Flexible structures
5. Advanced technology
6. Reward systems that promote priorities

This can be done through a combination of written and verbal communications.

PILOT PROJECTS

In this case, the pilot project has already been carried out (at the airport) and proven successful. It would be useful to refer to the existing task force when educating people on the larger system.

ACCOUNTABILITY CHARTING

Accountability Charting can effectively lead to more accurate job

descriptions on which standards of performance can be prepared and relevant rewards designed. This process forces reevaluation of jobs in their relationships to other jobs, externally and internally. The procedure further encourages team building, enhances communications, and encourages conflict resolution.

(Appendix P)

MANAGING THE NEUTRAL ZONE

Transition comes in three phases: (1) letting go of the old; (2) going through the transition or "neutral zone" and; (3) making a new beginning. During the neutral zone you can expect a sense of loss and confusion. With training and proper direction, it can also be the time of the most inventive behavior. This calls for frequent informational meetings and a call for ideas and input from all levels.

TEAM BUILDING WORKSHOPS

Bringing so many agencies and personalities under one umbrella will cause concern over recognition and acceptance. Workshops need to be organized to reduce anxiety and solidify the team. A neutral and qualified team building expert should be employed.

PUBLIC INFORMATION

The selection and training of a Public Information Officer (PIO) within the Task Force is an essential move. That person's job will be to see to it that the press is well informed and feels ownership in the project. POST has excellent training vehicles for the selected person. All other Task Force members must be instructed to channel questions to the Press Information Officer. The press could be included in some generic training meetings.

ROLE MODELING

The leadership in each of the involved agencies needs to promote this project and serve as role models in accepting the change process. This will encourage acceptance by other department members.

MILESTONE RECOGNITION

During the change process, there should be periodic intermediate dates for completion of certain projects and a final goal date. These dates should be announced and recognized to show that the plan is a reality and important.

The words "change" and "transition" are not the same. Change occurs when something stops or starts and something new replaces it. It can be planned and managed on a rational level. Transition occurs over a period of time and does not adhere to the same rational formulae. Many managers overlook this important phase and cause projects to fail. This plan attempts to confront the various phenomena that can thwart change management. It also provides a plan of action directed towards overcoming these phenomena. Given the question of implementation of the strategic plan, the transitional management plan provides for a smooth change from today to that future.

CHAPTER FIVE: CONCLUSION, RECOMMENDATIONS, AND FUTURE

IMPLICATIONS

The final discussion will be broken down into those areas identified as being important to the issue of The Movement of Narcotics Through Commercial Airports. It has been established that the narcotics problem in the United States is significant and continuing to out-pace enforcement. That fact, coupled with the projected escalation of airline passengers and container shipments answers the primary question of whether law enforcement is going to be affected by air smuggling. Another factor that was important to the issue was the expected financial situation in the year 2000. The experts felt that governmental agencies would continue to have severe budget cuts necessitating innovative management and distribution of resources. This brought the panel to the conclusion that a task force concept would be advantages. The panel realized that this was not a new approach, but felt it would be a desirable option with the addition of a new structure, management, training, personnel, technology, and networking. Major drug trafficking exists now in commercial freight, mail, and general aviation. These areas have been neglected due to a lack of manpower and technology. Through the use of expert panels the areas that have the most impact on the issue have been studied. The following information will address the issue and supporting issues: personnel resources, asset seizure laws, emerging technology, and detection methods.

Personnel Resources

Today's drug trafficking operations are too sophisticated and well organized for most Law Enforcement entities to attack individually. There is a definite need to dissolve jurisdictional boundaries and consolidate information and resources. A task force concept increases cooperation at local, state and Federal levels and is the

option whose time has come. Expertise from street-savvy city police and deputy sheriffs, Federal agents with national contacts and legally astute state and Federal attorneys are an additional prize. Currently there are 44 formal and 12 provisional DEA funded task forces with a commitment of 240 Federal agents and over 630 local law enforcement officers. The advantage of a DEA sponsorship is that they bear the cost of cars, logistic assets, clerical costs, and up to 25 hours per week in overtime. The disadvantage is losing the ability to direct the unit more toward local concerns. ⁴⁴

An additional source of personnel is the United States Military. If America is at "war" with the narcotics trade, it should have access to military intervention. Training more young people in law enforcement methods would also solve the projected shortage of police officer material in the year 2000. The military could be trained in the use of mechanical sniffers for container shipments; work with dogs and other detection devices checking the mail; and tackle the problem of checking general aviation planes. None of these would require leaving a fixed post. If a discovery is made, Airport Task Force members would take over the follow-up.

Technology

The effectiveness of interdiction programs must continue to be improved through the advancement and application of technology. Today's technology at airports consists of computer terminals, the human eye, and a dog's nose. There are many new areas, however that are being explored. Environmental instruments which detect parts-per-billion concentrations in the air and air-transport bomb detection devices to name two. These advances indicate that the needed technology is within our reach.

Law enforcement must work with industry to develop the tools needed to intercept illegal shipments before they reach the street.

Local, state, and Federal seizure monies should be pooled to facilitate this development.

There needs to be a focus on automated data processing, communications techniques, video/audio intercepts, tracking devices, investigative equipment, and larger electronic data bases used in intelligence gathering and dissemination.⁴⁵ There is hope that simple inter-system communication which does not threaten control and independence may become commonplace in the next few years.⁴⁶

The problem identified through this project was not the availability of information technology, but the guarding and lack of information sharing among agencies on all levels. One solution would be to make it mandatory to provide information to one central agency prior to the seizing of any assets for forfeiture. Such an agency could not participate in seizures. Shares of the proceeds would be based upon earliest input of information and involvement in the operation. The President's National Strategy recommends the creation of a National Drug Intelligence Center (NDIC) to consolidate and coordinate all relevant intelligence gathered by law enforcement agencies. This report also establishes EPIC as the principal national archive and processing facility.

The President's report continues that the NDIC's role would be so expansive that the competition between U.S. Customs, DEA, FBI and the Coast Guard will cease. Agencies will have to share intelligence and agree to use compatible radio systems, computers, and record keeping for the first time.⁴⁷

If and when Federal agencies begin to share information and systems, perhaps State and local agencies will follow.

Indicators Of Guilt

Airport detection systems based on amassing characteristics of suspicion, seem to be intact for the time being. Training and direction of all airport agents are imperative to avoid bad case law. What happens in one airport will affects all of them.

Suggestions For Change

Through research and interviews with experts in the field, several suggestions with merit came to light. One would be to pass a law indemnifying airport, transportation, and hotel personnel from liability under Federal Civil Rights Legislation, while helping law enforcement. There is also a need to establish clear cut guidelines for those airport employees who scan luggage as to what they can and must report.

Encourage airport task forces nationwide to develop an association to further information sharing and training.

Work for legislation requiring plugged "portholes" in shipping containers. A mechanical vacuum sniffer could be systematically plugged in to the hole to determine whether the contents were illegal.

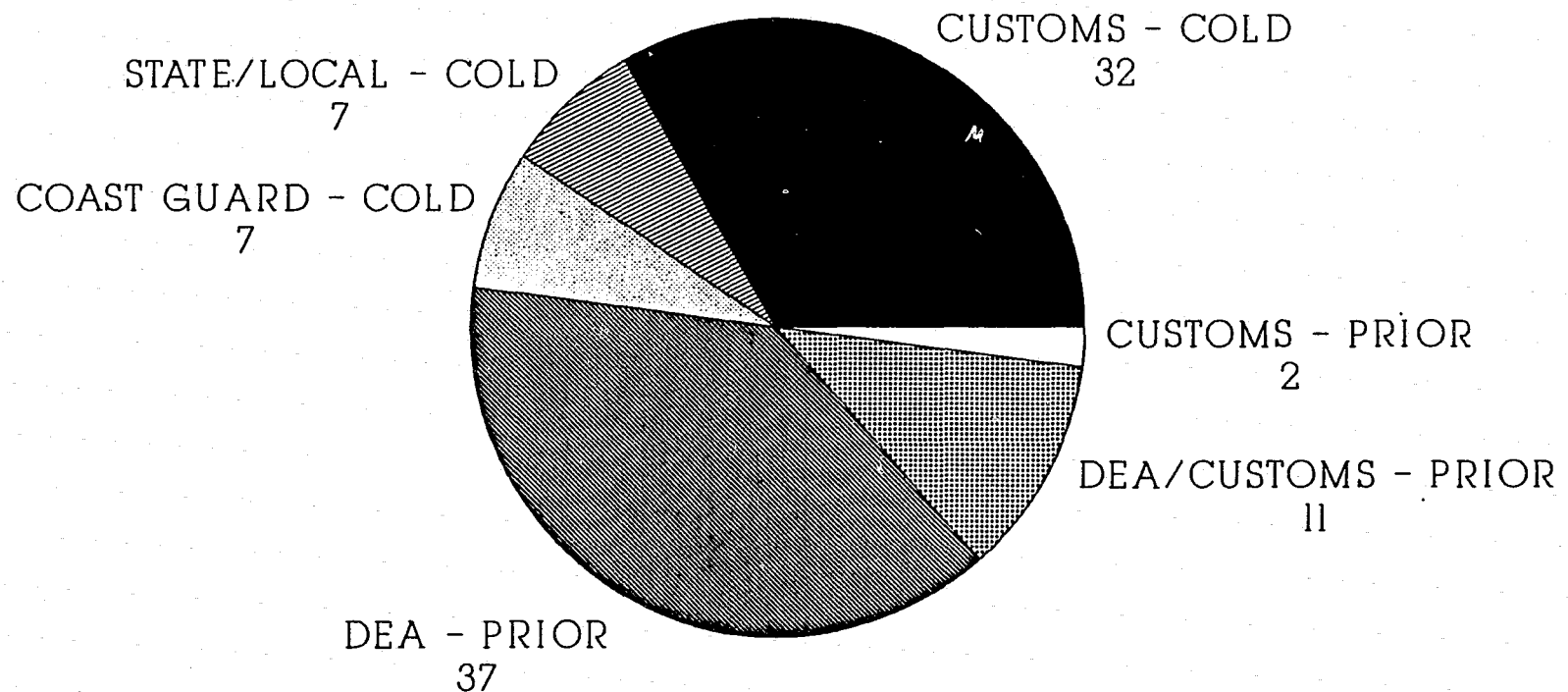
These are just a few ideas that could make the future more promising. A problem with the law enforcement profession, is that law enforcement is reactionary by nature. The law has to be violated before the police can enforce it. If law enforcement continues to approach crime with this attitude, it will lose. Bill Tafoya sums it up with: "Regardless of what lies ahead, law enforcement must anticipate tomorrow in an imaginative, analytical, and prescriptive manner".⁴⁸

APPENDIX A

COLD HITS VS. PRIOR INFORMATION

PRIOR INFORMATION VS. COLD HITS

Percentage of Interdictions 84-85



60 Seizures, Totaling 20,485 kgs.

APPENDIX B

CASE LAW - INDICATORS OF SUSPICION

CASE LAW ON AIRPORT STOPS

1. United States of America v Alex Elmore. Criminal Indictment No. CR77317A, US District Court for North District of Georgia.

This case is a "must read" for anyone interested in airport interdiction. The magistrate chronicles the efforts of DEA Agent Paul Marconni, working with an airport interdiction team at the Hartsfield International Airport in Atlanta Georgia. Throughout the case (which was ruled in favor of Marconni) the magistrate explains the history of the program and the characteristics necessary to make an airport contact.

2. United States v Sokolow. Certiorari to the United States Court of Appeals for the Ninth Circuit. NO. 87-1295, argued January 10, 1989--Decided April 3, 1989.

This syllabus contains another outline of clear-cut characteristics suggesting narcotics trafficking:

"When respondent was stopped, the agents knew inter alia, that (1) he paid \$2,00 for two round trip plane tickets from a roll of \$20 bills; (2) he traveled under a name that did not match the name under which his telephone number was listed; (3) his original destination was Miami, a source city for illicit drugs; (4) he stayed in Miami for only 48 hours, even though a round-trip flight from Honolulu to Miami takes 20 hours; (5) he appeared nervous during his trip; and (6) he checked none of his luggage.

The court reversed and held for the DEA.

3. In re \$124,570 U.S. Currency. U.S.C.A. 9th, No 88-5527, April 24, 1989 by Kozinski, J.

Suspect Wayne Campbell's briefcase is subjected to X-ray at Seattle Airport. Flight terminal safety officer finds money. Court found administrative search for

airline safety is all that is allowed absent other characteristics.

CASES TOO RECENT FOR CITATIONS

1. Adedokian v U.S. Customs
Suspect stopped on a profile at Houston Airport. He claims prejudice. L.A. Daily Journal March 27, 1990.
2. Joe Morgan v Los Angeles PD and DEA. Stopped at LAX on a profile and claims prejudicial treatment. Los Angeles Times March 88.

ADDITIONAL CITATIONS

1. Terry v Ohio 392 U.S. 1, 30 (1968)
2. INS v. Delgado, 466 U.S. 210, 217 (1984)
3. US v Gates, 462 U.S. 213, 238. (1983)
4. US v Montoya de Hernandez, 473 U.S. 531, 541, 544 (1985)
5. US v Cortez 449 U.S. 411, 417 (1981)
6. Florida v Royer, 460 U.S. 491, 502 (1983)
7. Reid v Georgia, 448 U.S. 438 (1980)
8. US v Sharpe, 470 U.S. 675, 686, 687 (1985)
9. US v Carl Bailey AKA Douglas Ray Holloway CR 77-304A
10. US v Jo Ann Williams, CR 77-305A
11. US v Judith Smith, CR77-305A

12. US v Paul Key and John Sturgiss Jr. CR 77-323A
13. US v James Reiley, CR 77-329A
14. Montgomery Alabama vs Vanessa White, Police may act on anonymous tip to stop & question. Knight Rider News Service, Daily Bulletin June 12, 1990.
15. US v Volusia County Florida, Vehicle profiling O.K., Orlando Sentinel, May 11, 1990.
16. Duane Profit v State of California 1991 (This case has no further information at this time)

APPENDIX C

AIRPORT GROWTH - YEAR 2005

FLYING INTO THE NEXT CENTURY

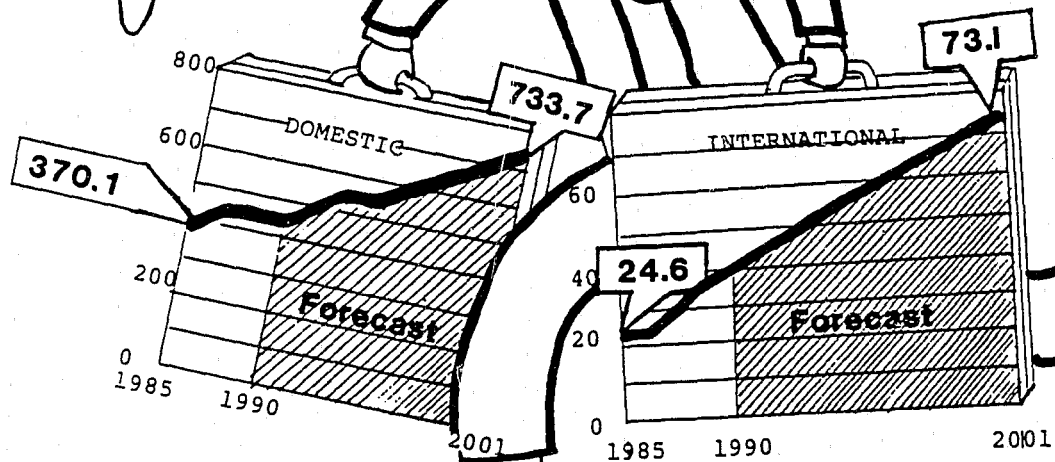
MEDIUM-SIZED HUBS GROWING FASTEST

The USA's 103 small and medium hub airports will grow faster than the 31 largest hubs. Percentage change between 1995 and 2005:

Large hubs	2.9%
Medium hubs	4.0%
Small hubs	3.7%

INTERNATIONAL TRAVEL BOOMING

For U.S. carriers, International traffic will grow at 5.9 percent a year, faster than domestic traffic, at 4.1 percent. Millions of passengers:



FASTEST GROWING: LAS VEGAS, DENVER

By 2005, Dallas/Fort Worth Airport and the new Denver airport each will board more passengers than Atlanta. Fastest growing: Las Vegas and Denver at 5.6 percent a year. Total passengers, in millions, at USA's 31 largest airports:

AIRPORT	1988	2005	New Rank	AIRPORT	1988	2005	New Rank
1. Chicago O'Hare	28.9	46.7	1	16. Pittsburgh	9.0	20.1	10
2. Atlanta	23.5	34.2	4	17. Minneapolis	8.9	19.3	14
3. Dallas/Ft. Worth	23.0	27.3	2	18. Houston	8.1	16.0	21
4. Los Angeles	22.2	27.3	6	19. Orlando	8.1	17.4	17
5. N.Y. Kennedy	19.4	30.0	5	20. Washington National	7.9	9.3	30
6. Denver	15.0	38.0	3	21. Philadelphia	7.8	16.4	20
7. San Francisco	14.7	19.9	12	22. Seattle	7.7	12.4	24
8. Miami	14.3	20.4	9	23. Las Vegas	7.7	19.4	13
9. Boston	11.8	19.0	15	24. Charlotte	7.6	14.0	22
10. N.Y. LaGuardia	11.8	16.8	18	25. Baltimore	5.4	12.7	23
11. Newark	11.6	23.6	8	26. San Diego	5.3	10.8	28
12. Honolulu	11.1	16.4	19	27. Salt Lake City	5.0	11.7	25
13. St. Louis	10.1	18.9	16	28. Memphis	4.9	11.2	26
14. Detroit	10.0	20.1	11	29. Washington Dulles	4.8	10.8	27
15. Phoenix	9.6	23.7	7	30. Kansas City	4.7	9.0	31
				31. Tampa	4.7	10.4	29

APPENDIX D
AIRPORT INTERDICTION SURVEY

AIRPORT QUESTIONNAIRE

Name of Airport _____

City and State of Airport _____

Type of Airport: Municipal _____ National _____ International _____

1. Does your airport take International passengers? Y _____ N _____

2. What is the yearly passenger count? _____

3. Do you have an active Airport Narcotics Team? Y _____ N _____

4. Is the team separate from regular Airport Police? Y _____ N _____

5. Is the team made up of local officers _____ or a task force _____ ?

6. If the team is a task force, can you advise the make-up of the unit?

a. DEA ()

e. INS ()

b. State Narcotics ()

f. Military ()

c. Local Sheriffs ()

g. Local Police ()

d. Customs ()

h. Other/Name _____

7. Are your principle investigations conducted with the use of profiling? Y _____ N _____

8. If you answered "no" on question #7, then by what means does your detail approach the problem? _____

9. Are you using State Asset Forfeiture guidelines _____ or Federal Asset Forfeiture guidelines _____ or both _____ ?

10. Can you advise the amount of seizures your unit was involved in during 1990?

Cash _____

Marijuana _____

Heroin _____

Weapons _____

Cocaine _____

Other (Name) _____

Methamphetamine _____

11. Are you using any special or new technology in your unit that you can share? _____

12. Does your unit train the following employees in the principles of profiling?

Airport Ticket Personnel _____ Airport Baggage Personnel _____

Ground Transportation Personnel; i.e., cabs, rentals? _____

Hotel Desk Clerks _____ Hotel Room Service/Maids _____

13. Are you on line with the following computer information systems:

WSIN _____ EPIC _____ NADDIS _____ NNBIS _____

RISS _____ TECS _____ UID _____ OTHER (Name) _____

14. Do you exchange information with the following agencies (other than on the computer)?

WSIN _____ EPIC _____ NADDIS _____ NNBIS _____

RUSS _____ TECS _____ UID _____ OCDETF _____

CBIC _____ BLOC _____ OTHER (Name) _____

15. Are you experiencing excessive court challenges in your use of profiling? Y _____ N _____ If yes, State _____ Federal _____ ?

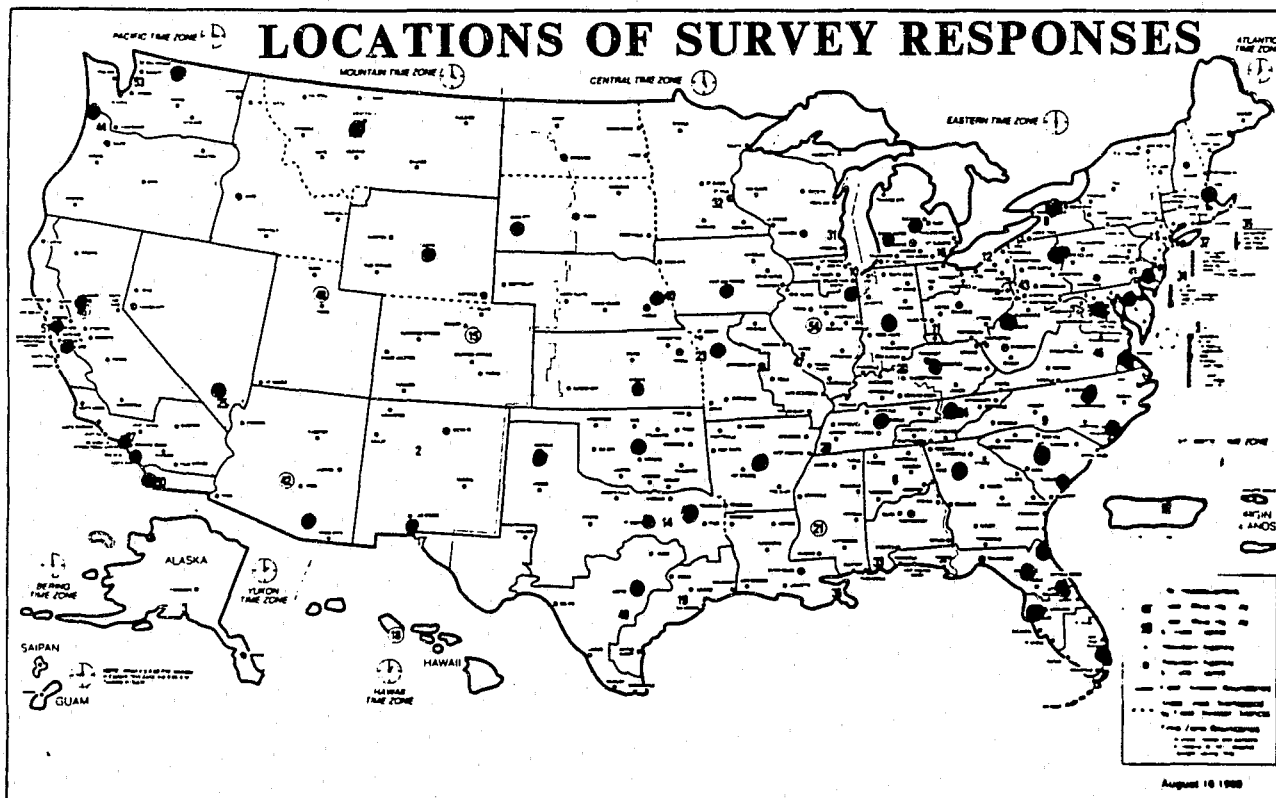
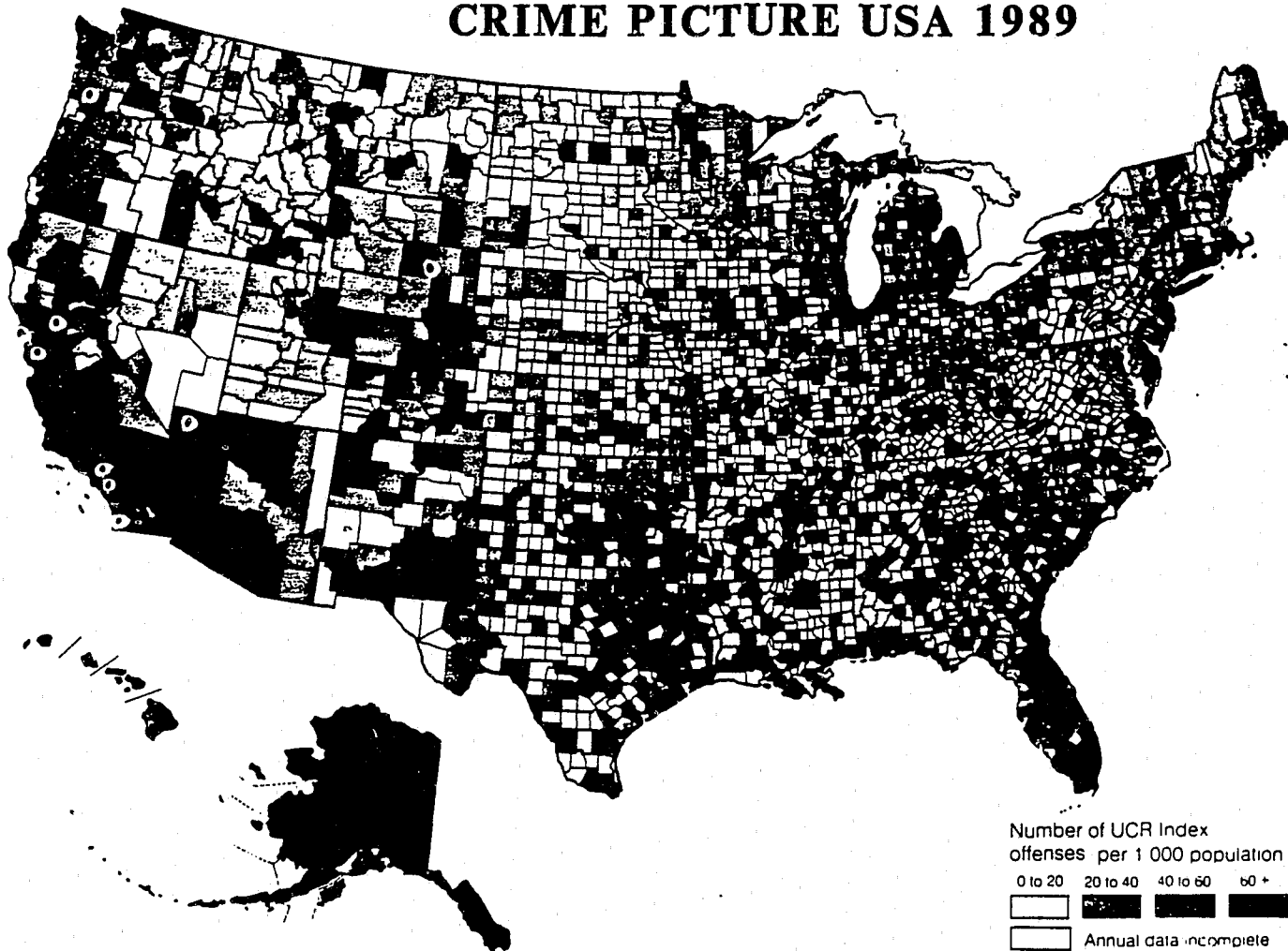
16. Are you experiencing any problems with asset forfeiture programs? Y _____ N _____ If yes, State _____ Federal _____ ?

APPENDIX E
AIRPORT SURVEY RESULTS

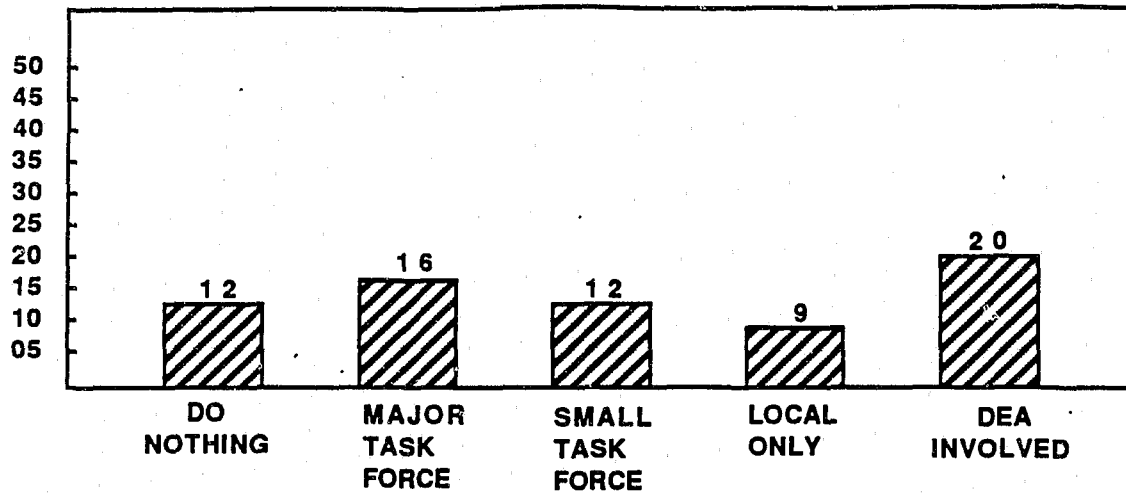
SURVEY ANSWERS RECEIVED FROM:

Arizona, Tucson
Arkansas, Little Rock
California, Ontario
California, Sacramento
California, San Diego
California, San Jose
California, San Francisco
California, Orange County
Delaware, New Castle
Florida, Gainesville
Florida, Jacksonville
Florida, Miami
Florida, Orlando
Florida, Tampa
Georgia, Atlanta
Illinois, Chicago
Indiana, Indianapolis
Iowa, Des Moines
Kansas, Wichita
Kentucky, Boone County
Massachusetts, Boston
Michigan, Freeland
Michigan, Grand Rapids
Mississippi, Springfield
Montana, Great Falls
Nebraska, Omaha
Nevada, Las Vegas
New Jersey, Newark
New York, Rochester
North Carolina, Greensboro
North Carolina, Wilmington
Oklahoma, Oklahoma City
Oregon, Portland
Pennsylvania, Allegheny
South Carolina, Charleston
South Carolina, Columbia
South Dakota, Rapid City
Tennessee, Knoxville
Tennessee, Nashville
Texas, Amarillo
Texas, Austin
Texas, Dallas Fort Worth
Texas, El Paso
Texas, Tyler
Virginia, Norfolk
Washington, Blaine
Washington DC
West Virginia, Bridgeport
Wyoming, Casper

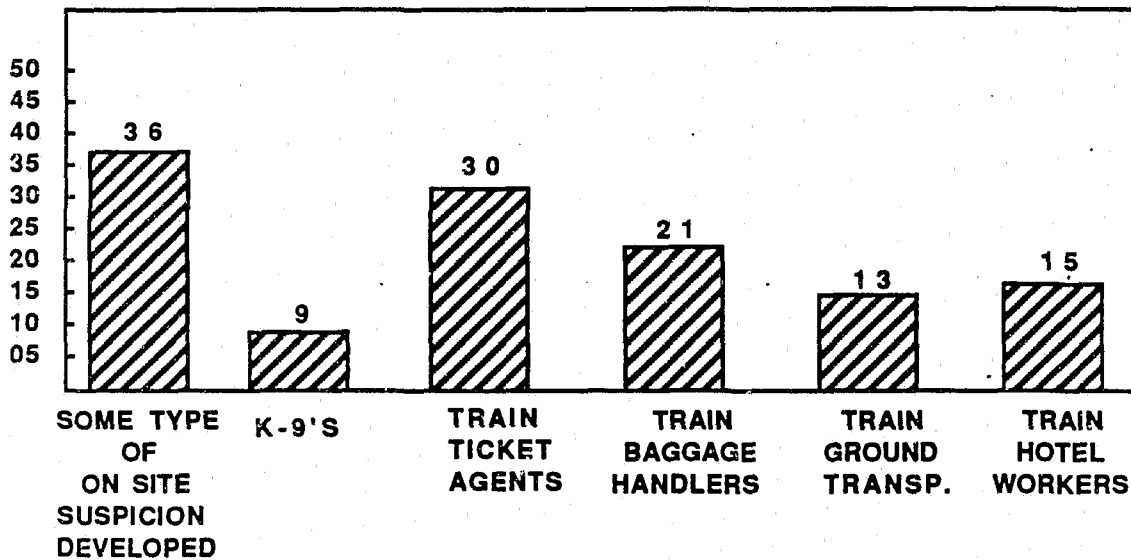
CRIME PICTURE USA 1989



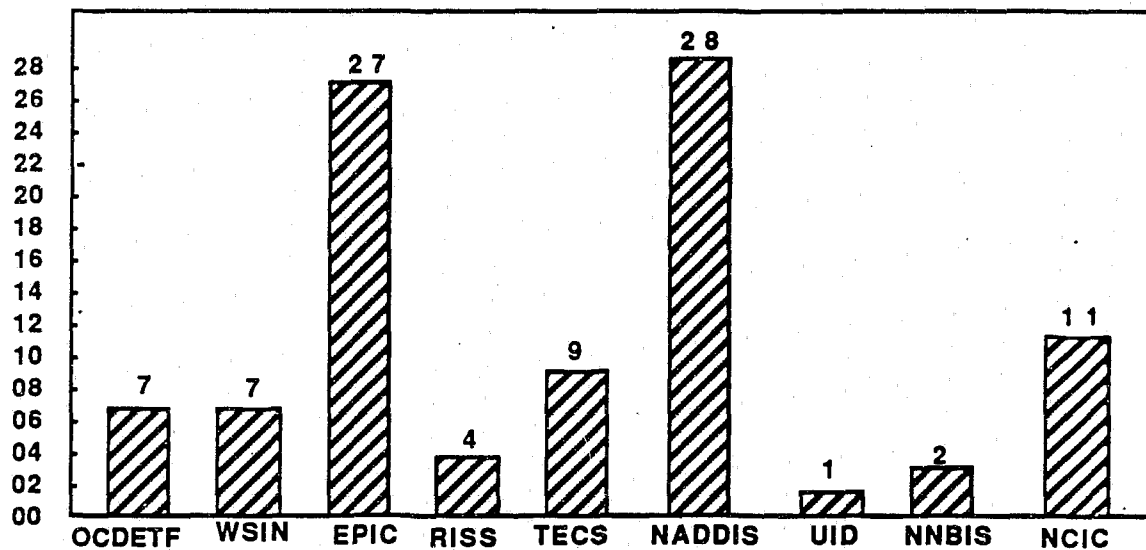
AIRPORT NARCOTICS UNITS BY TYPE



AIRPORT INVESTIGATIONS BY TYPE



USE OF INFORMATION SYSTEMS



APPENDIX F

TREND AND EVENT SCREENING AND EVALUATION

TREND EVALUATION FORM					
TREND STATEMENT		LEVEL OF THE TREND (TODAY = 100)			
		5 Years Ago	Today	Five years from now	Ten years from now
T #					
1	Level Of Regional Task Force Operations.	50	100	140 190	187.5 250
2	Public Awareness Through Schools and Media.	37.5	100	150 200	187.5 250
3	Information Systems.	55	100	200 200	250 250
4	The Amount Of Evidence Allowed in Court via the Interpretation of the Fourth Amendment.	75	100	122.5 162.5	132.5 187.5
5	The Level of Organized Crime.	87.5	100	150 77.5	190 50

* Five years * Ten years
from now from now
"will be" "will be"
"should be" "should be"

TREND SCREENING FORM						
CANDIDATE TREND		FOR PURPOSES OF TOP-LEVEL STRATEGIC PLANNING HOW VALUABLE WOULD IT BE TO HAVE A REALLY GOOD LONG-RANGE FORECAST OF THE TREND?				
#		Priceless	Very Helpful	Helpful	Not Very Helpful	Worthless
1	Level Of Regional Task Force Operations	10%	70%	20%	0	0
2	Public Awareness Through Schools and Media.	20%	40%	20%	20%	0
3	Information Systems	10%	60%	30%	0	0
4	The Amount Of Evidence Allowed In Court	20%	40%	40%	0	0
5	The Level Of Orgainzed Crime.	20%	30%	40%	10%	0

EVENT EVALUATION FORM						
EVENT STATEMENT		Years Until Probability First Exceeds Zero	PROBABILITY		Impact On The Issue Area If The Event Occurred.	
			5 yrs from now (0-100%)	10 yrs from now (0-100%)	Positive (0-10)	Negative (0-10)
E #						
1	The International Government's Enforcement Of Crop Eradication And Support Of Replacement Crops.	5	65 20 10	80 45 25	8	2
2	Total Drug Legalization.	5	15 2.5 0	50 3.5 0	.50	10
3	Change In Funding From The Federal Level.	1.5	100 65 25	100 60 40	6	4
4	Arevision In Sentencing Lawas Makes Drug Sentences Longer.	2	90 72.5 50	100 77.5 50	8	2
5	Government Funding Of Technology Development.	2	100 50 40	100 70 40	7.5	1.5



CITY OF ONTARIO POLICE DEPARTMENT



200 NORTH CHERRY AVE. • ONTARIO, CALIFORNIA 91764-4197 • 714/988-6481

LOWELL T. STARK
Chief of Police



Dear :

May I take a moment to express my sincere appreciation for your contribution to my Command College Study. The title of this search for knowledge is "Will the Movement of Narcotics and Illegal Money Through Commercial Airports Affect Local Law Enforcement by the Year 2000?"

If you were a member of my "NGT" Panel in 1990, you will surely see this as another great adventure. For those of you who are new to this process, your reward will be two-fold. You will hopefully be stimulated in searching for answers with a group of dedicated professionals, and you will be fulfilled knowing you are participating in a process that may add some direction to law enforcement in the future.

I promise this exercise will take very little of your valuable time. Starting with this one, you will receive two separate packets in the mail. Complete instructions will be included in each. Of course, I will be available to answer any questions by phone at (714) 988-6481, extension #7570.

There will be no research, no travel and no busy work. The essence of your input will involve your ranking and weighing of certain factors and how they relate to the issues that will be presented to you. This process of evaluation and ranking is called the "Delphi", a fancy name for the process of collecting thoughts from experts and formulating those thoughts into directional concepts.

Completion time on the first packet is 15 to 20 minutes. The second packet will be 5 to 10 minutes longer, but should not exceed 35 minutes.

A return envelope is enclosed so that your input can be sent back as quickly as possible for tabulation purposes. When the tabulation is complete, the collated data will be returned to you in the second mailing. The second mailing involves a review of the combined panel members' perceptions and an impact rating process in which you determine when the selected trends or events may occur and how the factors influence each other. Unless some additional clarification is required at this point, your active involvement is complete.

Due to the anonymous nature of the "Delphi" process, the identification of the participants is kept confidential. Your input will be part of the total data base and will not be singled out during any part of the process. Again, the idea here is to not inhibit the creative thought process of those contributing. Any reference to panel members as a group within the study will be made through the use of a listing of general titles, such as Police Captain, businessman, etc.

The abatement of narcotics and money trafficking through airports has yet to receive a primary role by many smaller agencies with commercial airports. Before a solution can be suggested, several variables need to be studied. We know that as Customs and I.N.S. restrict border traffic, couriers will turn to domestic travel, both across international borders and inside the United States. Many of our local gangs, such as the CRIPS, have nationwide networks supplied through domestic airlines.

Over an eight-year span, the Federal government spent over \$20 billion dollars on anti-drug efforts. There are sixty Federal agencies and Congressional Committees which are charged with enforcement, research, treatment, prevention and education programs. This system, coupled with State and local efforts, has created a competitive, uncoordinated and inefficient approach to the whole problem.

The status of State and Federal asset forfeiture laws will have a major impact on local law enforcement's commitment to transitory couriers. Another important factor is the continued legality of courier profiling. Lastly, what role will new technology play in our future endeavors?

This Command College research project has been commissioned to identify the future issues surrounding narcotics and illegal money movement through our airports. It is also charged with the development of a workable model to address those issues. Your assistance in this research will be critical in determining what the future may look like, so that a plan may be developed. Perhaps the results of this project will aid and encourage new involvement.

Again, I thank you for your time and valuable input. If you so desire, I will send you a copy of the project upon its completion. With your help, I believe we will produce a worthwhile contribution to the field of law enforcement.

Sincerely,

KATIE ROBERTS, LIEUTENANT
California Command College, Class 12

KJR/cs

TO ALL PANEL MEMBERS:

I have attached a listing of trends and events which have been identified as being important to the subject of narcotics smuggling through airports in the year 2000. The lists were developed through interviews and a futures scanning process presented through the Command College. Our purpose here is for you to view each list separately and rank the items on each list in order of their impact on the issue of the movement of narcotics and illegal money through commercial airports in the year 2000. These lists are not exhaustive. If, in your opinion, there is another non-directional trend or event you believe should be listed, please add it to the list and include it in your ranking.

DEFINITIONS

So that we are all responding to the same proposed group of facts, I will attempt to thoroughly define the major issue. Narcotics, for the purpose of this study, is defined as all drugs illegal in nature (heroin) or by circumstances (non-prescription amphetamines, etc.). Airports would refer to those airports supported by commercial passenger flights within the Continental United States. The illegal money issue refers to money being transported by couriers that is to be used for or is the product of illegal narcotics sales.

THESE RANKINGS NEED TO BE SENT BACK TO ME BY JANUARY 21 so that they can be collated and returned for round two. I am on a very regimented time table and appreciate your assistance in meeting my deadlines. (Refer to attached return envelope.)

Good luck and thanks again!

EVENTS IMPACTING THE MOVEMENT OF NARCOTICS AND MONEY
THROUGH AIRPORTS IN THE FUTURE

Please remember to rank order the events on this list based upon their importance or impact on the narcotics and money trafficking issue if they were to actually occur. In ranking the items, use the number "1" as being most important, to the highest number being the least important. There is also space provided for any additional events you believe should be listed.

RANK ORDER

EVENT STATEMENT

_____	INTERNATIONAL GOVERNMENTS ENFORCE ERADICATION OF DRUGS AND SUPPORT REPLACEMENT CROPS.
_____	CITY COUNCIL CUTS ALL FUNDING FOR THE NARCOTICS UNIT AS IT RELATES TO THE AIRPORT.
_____	FUNDING APPROVED FOR NEW PRISONS.
_____	CONGRESS VOTES TO SUBSIDIZE DRUG PRODUCING COUNTRIES.
_____	CONGRESS FUNDS EXTENSIVE PUBLIC AWARENESS PROGRAM.
_____	NEW ADMINISTRATION CHANGES CURRENT "WAR ON DRUGS" POSTURE.
_____	ALL DRUG TESTING IS DECLARED ILLEGAL.
_____	FUNDING FROM THE FEDERAL LEVEL GREATLY REDUCED. (The loss of asset seizure monies)
_____	EPAEDRENE (THE MAIN INGREDIENT IN AMPHETAMINE) IS NO LONGER PRODUCED.
_____	ELECTION CREATES A SHIFT IN THE LEGISLATIVE BALANCE.
_____	A REVISION IN SENTENCING LAWS MAKES DRUG SENTENCES LONGER.
_____	A FAILURE IN THE "TRIAL COURT FUNDING ACT" RESULTS IN COURT GRIDLOCK.
_____	AMNESTY IS DECLARED FOR DRUG LORDS.
_____	THE LEGISLATURES CUT THE PERCENTAGE OF LAW ENFORCEMENT FORFEITURE FUNDS.

_____ TOTAL DRUG LEGALIZATION.

_____ MARIJUANA IS LEGALIZED.

_____ THERE IS A BREAKTHROUGH IN DRUG TREATMENT.

TRENDS IMPACTING THE MOVEMENT OF NARCOTICS AND MONEY
THROUGH AIRPORTS IN THE FUTURE

The following list of trends is not meant to be specific, but general, in discussing the topic of narcotics and money movement through airports. A basic thought to remember about the listed trends is that they are non-directional (not stated in terms of increase or decrease), so that the reader is not swayed or influenced by the trend statement itself. Since a trend can be looked at from a different perspective by different people, its importance may vary greatly.

The advantage of examining future issues through the use of a Delphi Panel is that the combination of perspectives gives the researcher a clear, broad view of the issue and does not subject individual members input to the influence of others on the panel.

For the purpose of clarity, the trend statement is listed first and is followed by an explanation where it is deemed necessary.

Please remember to rank order the items on each list based upon that trend or event's importance or impact on the stated issue. In ranking the items, use the number "1" as being most important, to the highest number being the least important.

RANK ORDER

TREND STATEMENT

- | | |
|-------|--|
| _____ | THE INFLUX OF RESIDENTS WITH RELAXED ATTITUDES TOWARD DRUGS. (This relates to the movement of inter-city users and dealers to the suburbs.) |
| _____ | LEVELS OF ORGANIZED CRIME. (The big profits in narcotics is a drawing card to established groups and is encouraging the formation of new organizations.) |
| _____ | LEVEL OF REGIONAL TASK FORCE OPERATIONS. (The sophistication and mobility of the narcotics trade exceeds the resources of most small agencies.) |
| _____ | CASELOAD LEVEL TO THE DISTRICT ATTORNEY. (Stricter laws and increased law enforcement efficiency are impacting the District Attorney's Office and the courts.) |
| _____ | THE AMOUNT OF EVIDENCE ALLOWED IN COURT VIA INTERPRETATION OF THE FOURTH AMENDMENT. (Federal Court trends, State Court trends, and the mandate of the people. The use of profiling.) |

THE USE OF ASSET SEIZURE MONEY FOR SALARIES.
(Could this be a future option?)

THE SIZE OF NARCOTICS UNITS. (Will they grow or
get smaller?)

COMPETITION BETWEEN FEDERAL AND STATE AGENCIES OVER
ASSET SEIZURE LAWS. (Will this cause a relaxation
of restrictions?)

THE LAW ENFORCEMENT FOCUS: MONEY? OR DRUGS?
(Where will the emphasis be in the future?)

PUBLIC AWARENESS THROUGH SCHOOLS AND MEDIA.
(How much of an impact can the public make?)

MINIMUM MANDATORY SENTENCING FOR FIRST TIME USERS,
DEALERS AND TRAFFICKERS.

CRIME FIGHTING TECHNOLOGY. (Are there scientific
methods that will be available in the future?)

NARCOTICS AS A PRIORITY BECAUSE OF ASSET SEIZURE
MONIES.

SPECIALIZATION IN THE TRAINING FOR NARCOTICS
PERSONNEL.

CITY/COUNTY FUNDING FOR NARCOTICS ENFORCEMENT.

INFORMATION SYSTEMS. (The use of computers for
networking of information.)

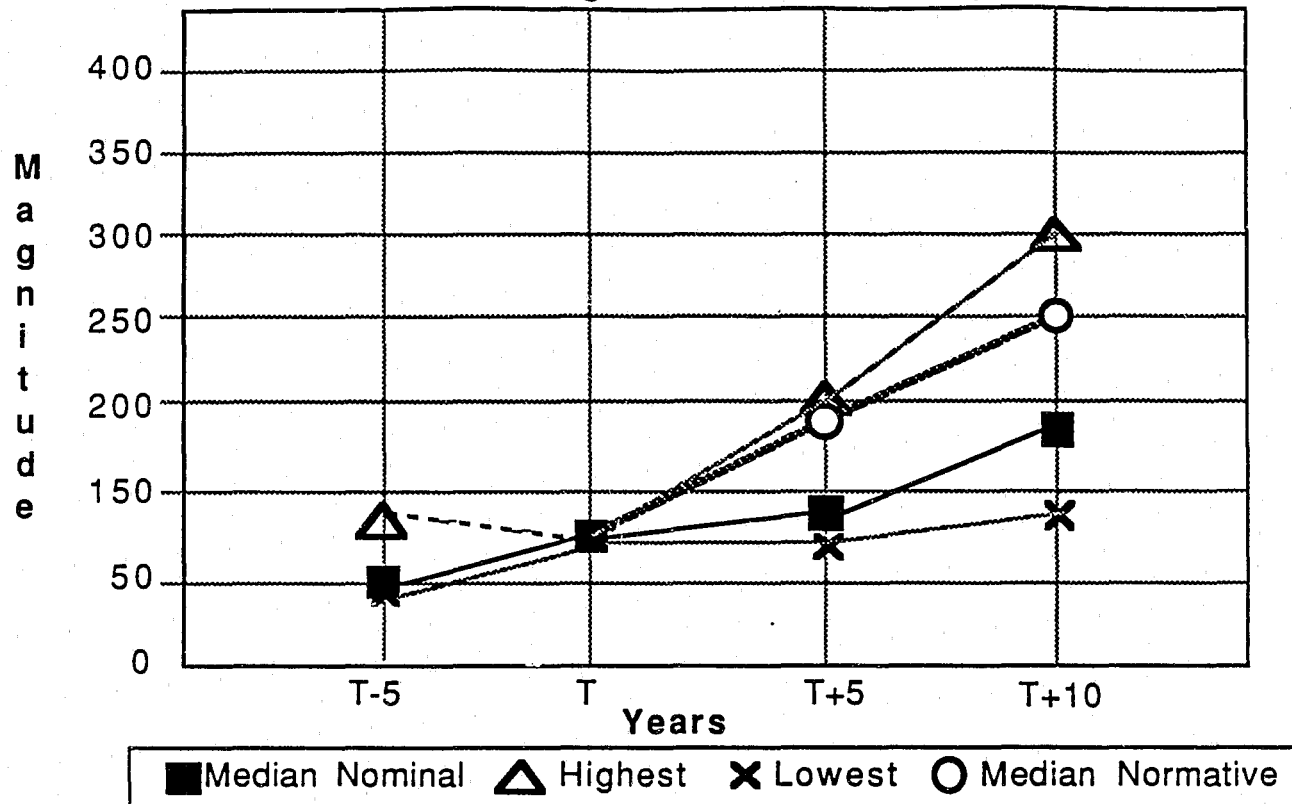
STREET GANGS AND THEIR INVOLVEMENT IN THE MOVEMENT
AND TRAFFICKING OF NARCOTICS.

THE DELPHI PANEL

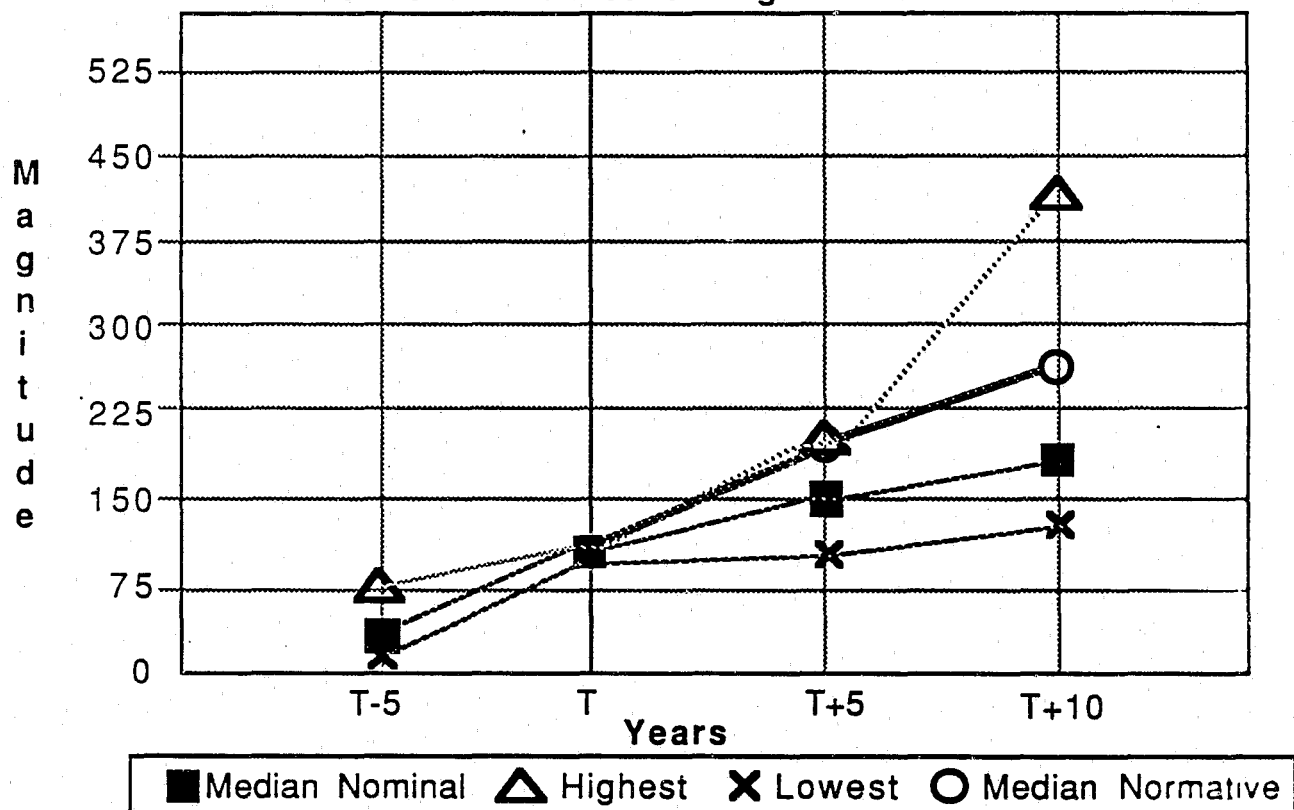
1. Ontario Police Captain
2. Ontario Police Captain
3. Ontario Police Captain
4. Chino Police Captain
5. Upland Police Captain
6. Ontario Narcotics Lieutenant
7. Ontario Narcotics Sergeant
8. Civilian Analyst
9. Civilian Manager/Educator (Scientific Community)
10. Deputy District Attorney
11. Senior Agent Bureau of Narcotics Enforcement
12. Senior Agent Drug Enforcement Agency
13. Airport Security Manager

APPENDIX G
TREND AND EVENT GRAPHS

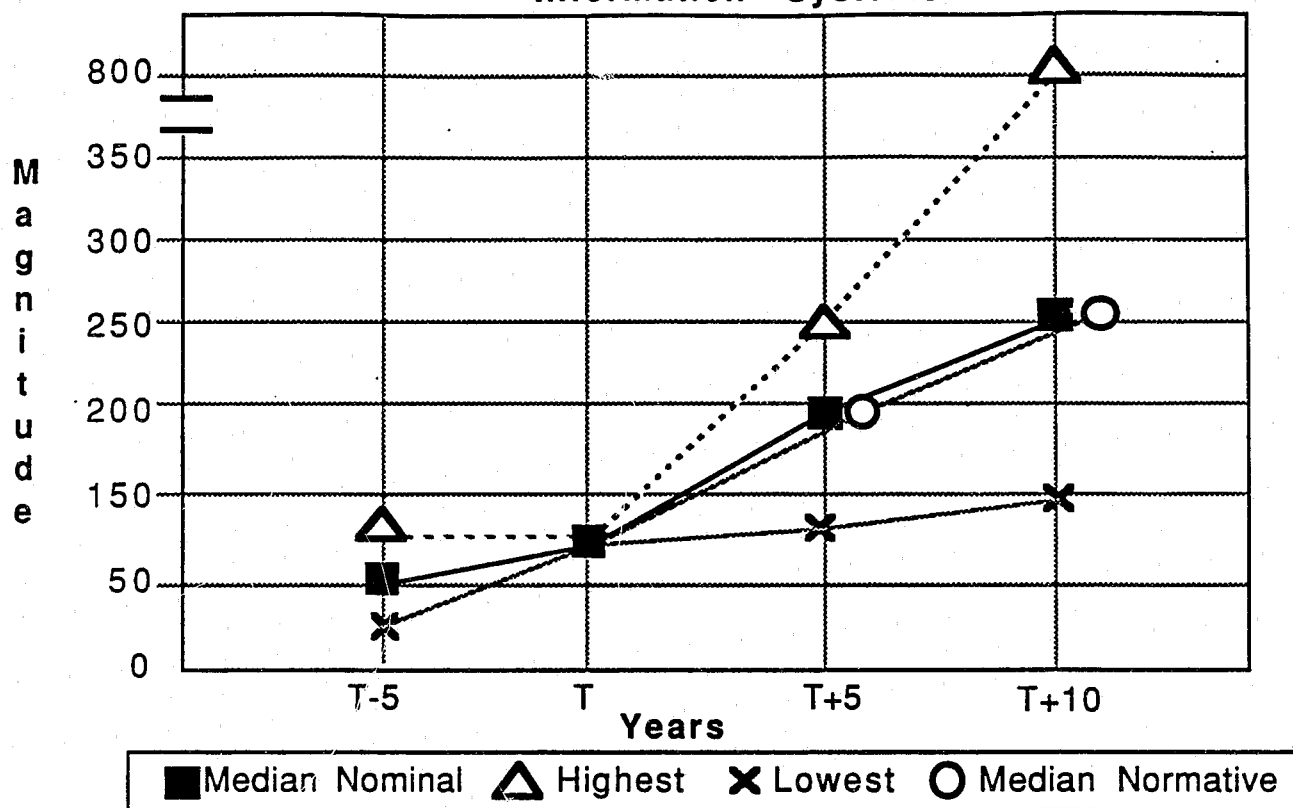
**Figure 1-Trend #1 Forecast
Level of Regional Task Force Operations**



**Figure 2-Trend #2 Forecast
Public Awareness through Schools and Media**



**Figure 3-Trend #3 Forecast
Information Systems**



**Figure 4-Trend #4 Forecast
Evidence in court by 4th amendment**

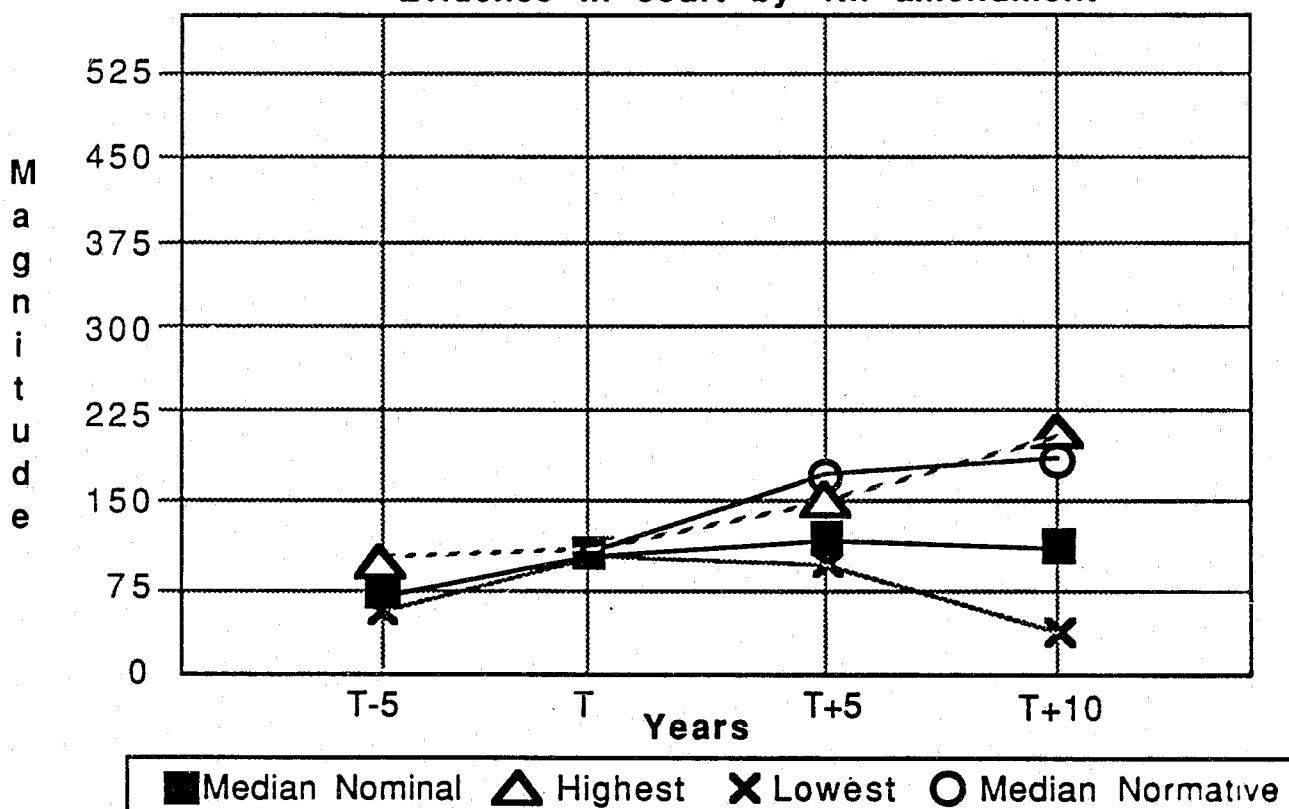


Figure 5-Trend #5 Forecast
The level of organized crime

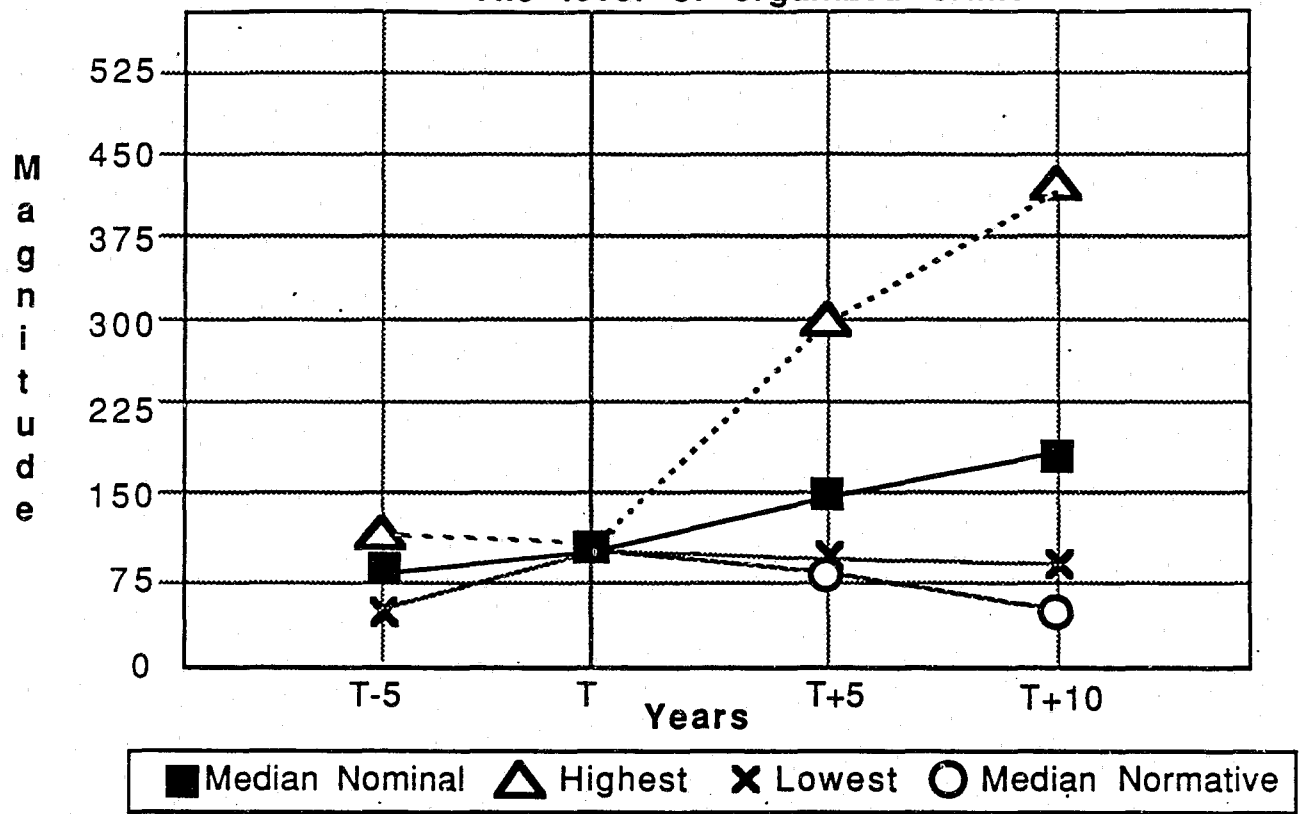


Figure 6-Event #1 Forecast

The Int. Gov. Enforcement Of Crop Eradication And Support Of Replacement Crops.

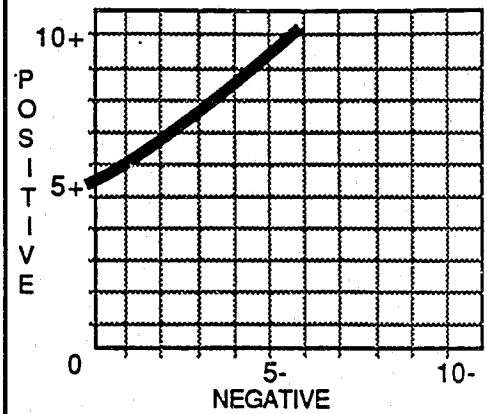
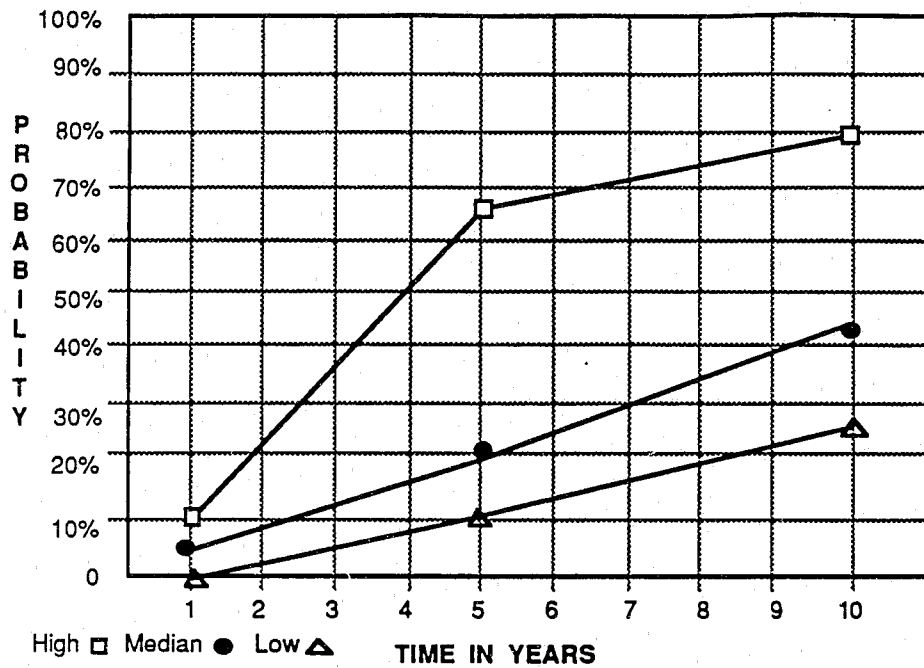


Figure 7-Event #2 Forecast
TOTAL DRUG LEGALIZATION

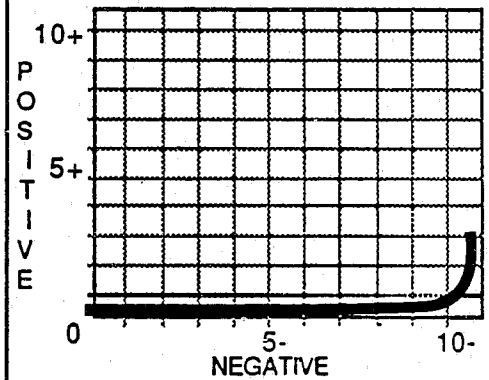
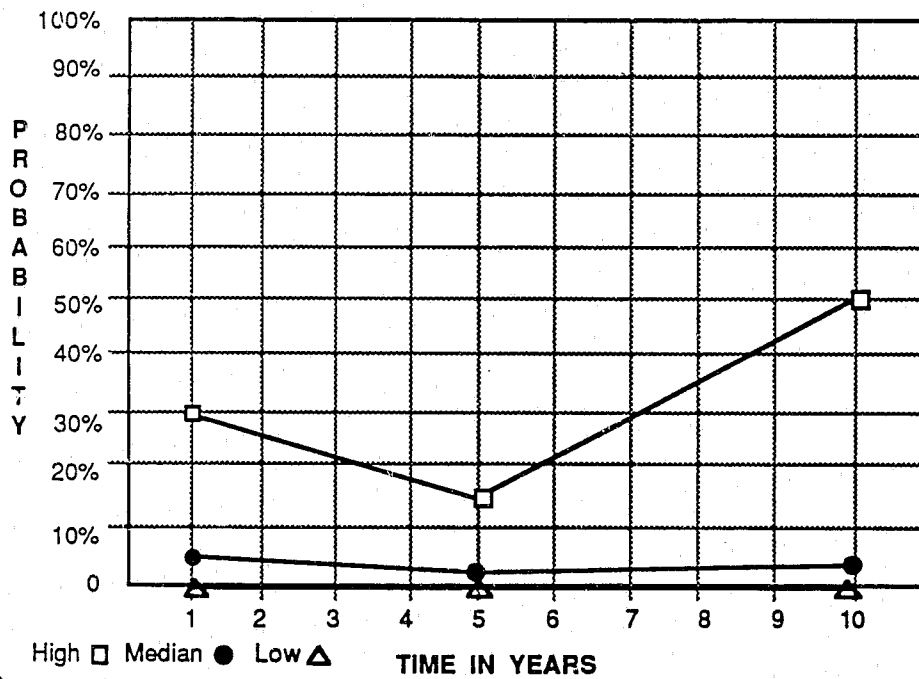


Figure 8-Event #3 Forecast
CHANGE IN FUNDING FROM THE FEDERAL LEVEL

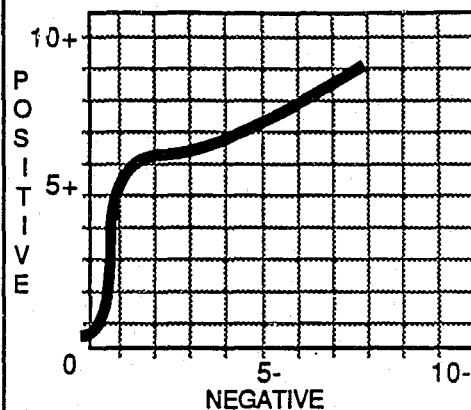
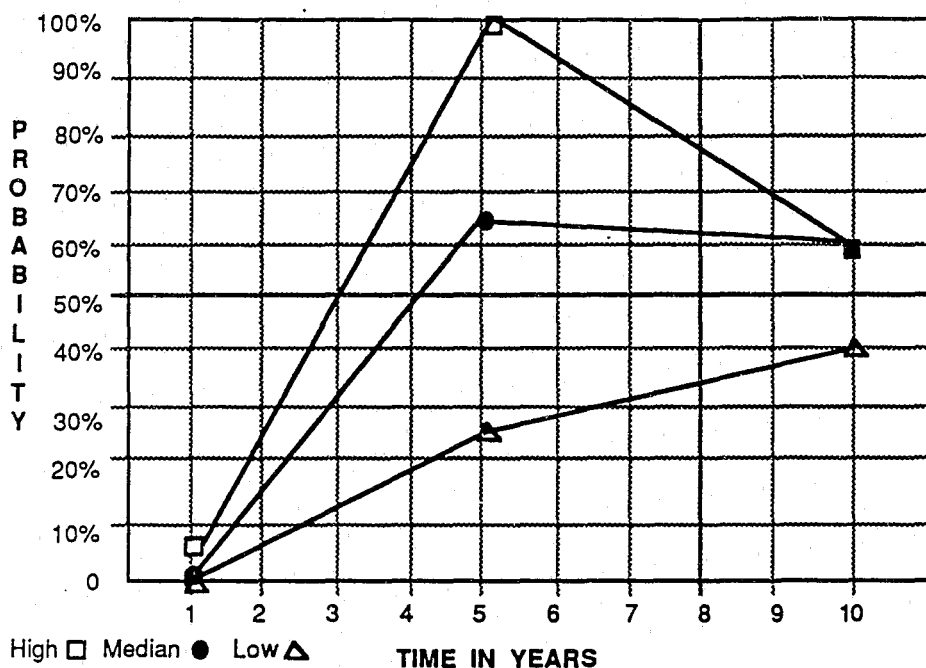


Figure 9-Event #4 Forecast
A REVISION IN SENTENCING LAWS MAKES DRUG SENTENCES LONGER

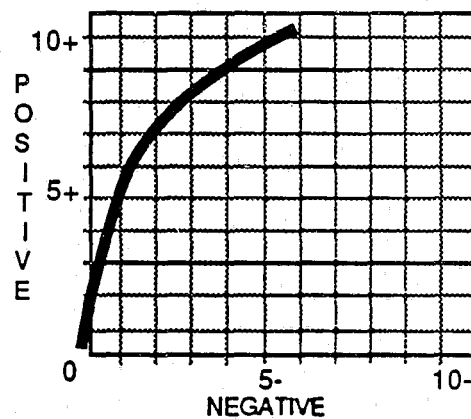
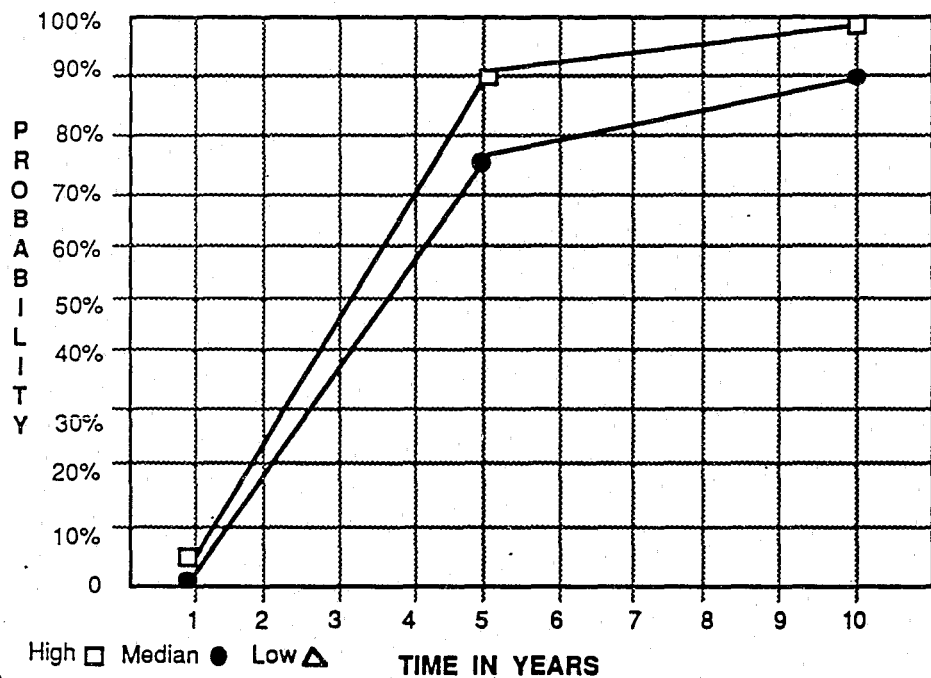
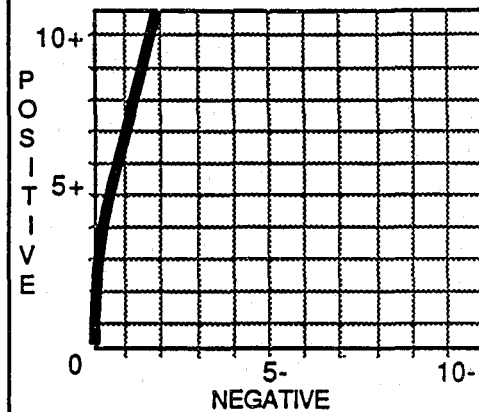
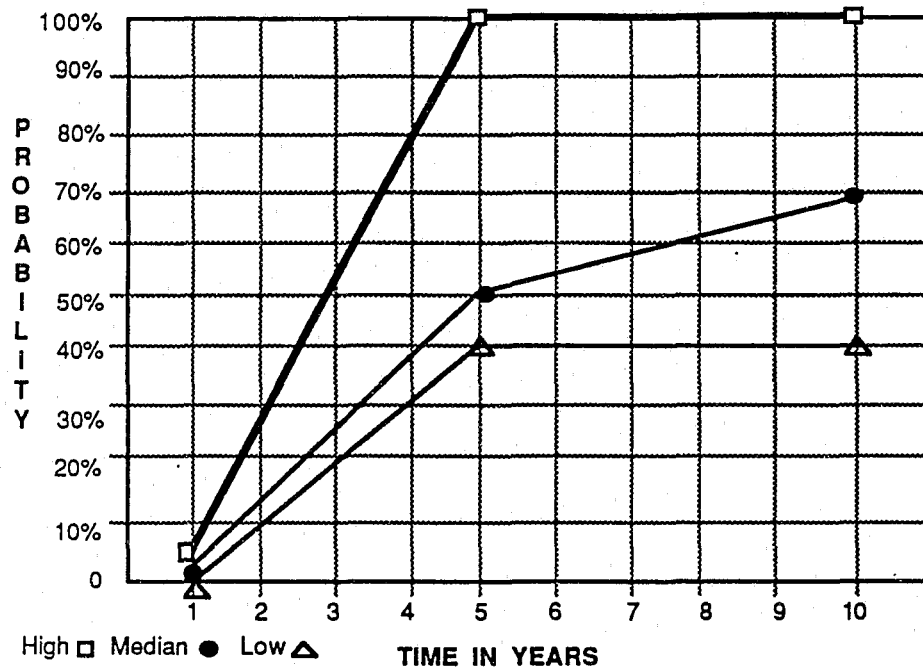


Figure 10-Event #5 Forecast
GOVERNMENT FUNDING OF TECHNOLOGY DEVELOPMENT



APPENDIX H
CROSS IMPACT MATRIX

BASIC CROSS-IMPACT EVALUATION MATRIX

IMPACTING EVENT (ACTORS)		IMPACTED EVENT (REACTORS)					IMPACTED TRENDS (REACTORS)					IMPACT Event Impact
		E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5	
E1	The International Government's Enforcement Of Crop Eradication And Support Of Replacement Crops.	X	-25	-25	15	25	-45	50	15	0	-3	8
E2	Total Drug Legalization.	-85	X	-80	-98	-45	-88	-50	-45	-63	-55	9
E3	Change In Funding From The Federal Level.	40	0	X	23	18	0	23	33	0	-5	6
E4	A revision In Sentencing Law Makes Drug Sentences Longer.	20	-30	15	X	20	30	33	20	-3	-13	9
E5	Government Funding Of Technology Development.	60	5	35	43	X	38	25	55	40	-5	9
EVENT AND TREND REACTORS (IMACTS OR "HITS")		4	3	4	4	4	4	5	5	3	5	

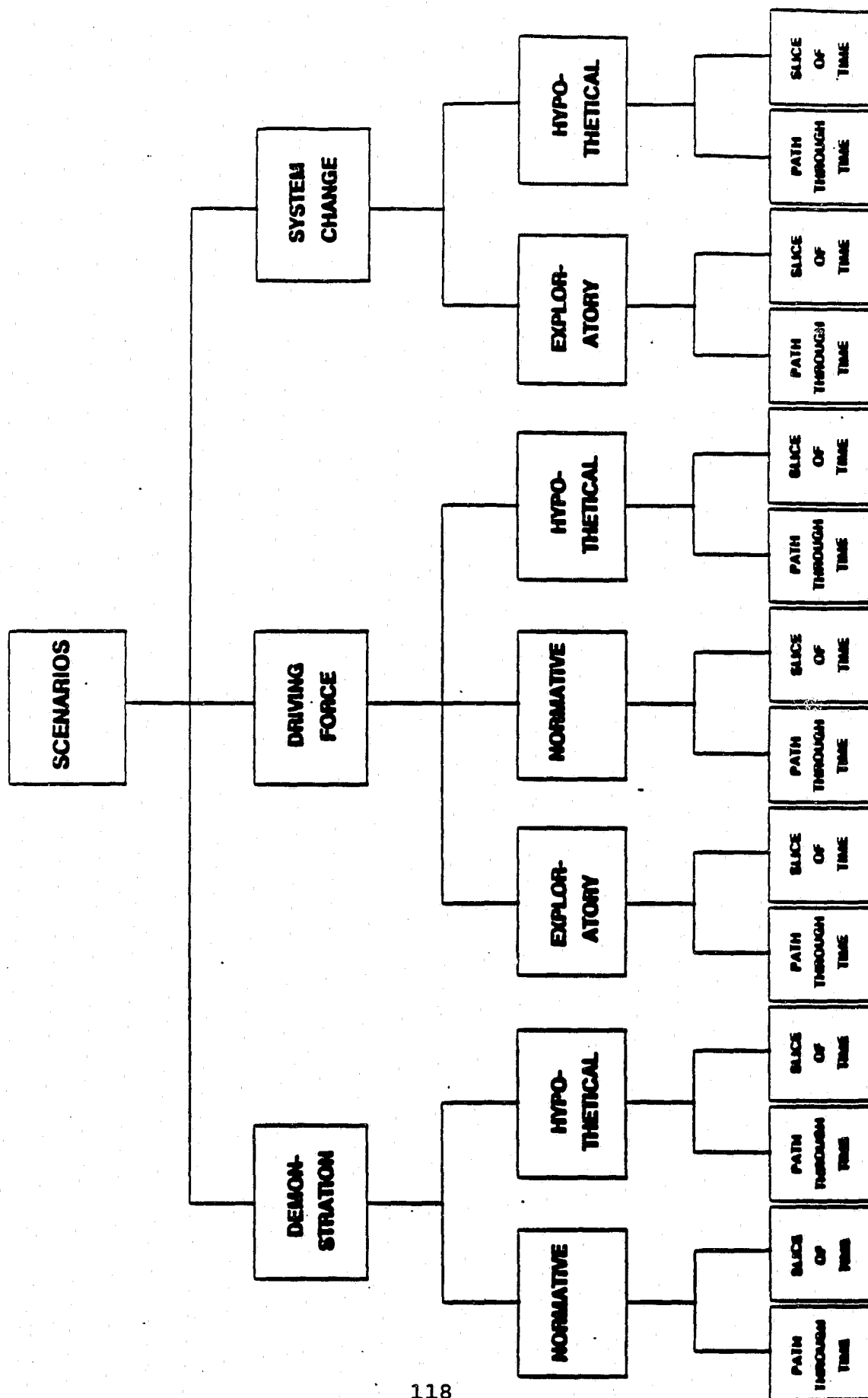
T-1 LEVEL OF TASK FORCE OPERATION
 T-2 PUBLIC AWARENESS
 T-3 INFORMATION SYSTEMS
 T-4 EVIDENCE IN COURT
 T-5 LEVEL OF ORGANIZED CRIME

Events on Events
 Percentage change (+ or -)
 Events on Trends
 Percentage change (+ or -)

% change
 Yrs max
 impact

APPENDIX I
SCENARIO CHART

A TAXONOMY OF SCENARIOS



APPENDIX J

STRATEGIC ASSUMPTION SURFACING TECHNIQUE (SAST)

STAKEHOLDER ASSUMPTIONS

STAKEHOLDER: (1) Ontario's Chief of Police (Supportive)

ASSUMPTIONS:

- (a) Would push for local control.
- (b) Would support shared control if necessary, but not an off site facility.
- (c) Concern for shortage of patrol personnel due to over staffing of our current narcotics division.
- (d) Fairly new Chief---very responsive to community concerns. Would want the package sold to the public.
- (e) Would want an Ontario line supervisor involved whether or not Ontario ran the unit.

STAKEHOLDER: 2) Outside Chiefs (Supportive with Reservations)

ASSUMPTIONS:

- (a) Because they cannot duplicate the service on their own.
- (b) Will accept Ontario or the Sheriff's Office as functional supervision.
- (c) Politics will dictate whom they side with.
- (d) It is not their airport---they would only participate for the money.

STAKEHOLDER: 3) The Sheriff (Somewhat Supportive)

ASSUMPTIONS:

- (a) Has always favored the concept, but will want control.
- (b) Will join if everyone else does.
- (c) Will want a supervisor involved.

STAKEHOLDER: 4) Ontario City Council, Mayor, City Manager (Supportive)

ASSUMPTIONS:

- (a) Politically motivated and currently behind President's War on Drugs.
- (b) Would endorse only if it was cost

effective and Ontario's current level of service was maintained.

STAKEHOLDER: 5) Local District Attorney's Office (Opposed)
ASSUMPTIONS: (a) Due to manpower constraints and fears that the assigned attorney could wind up being a witness in some cases.
(b) Would probably succumb to political pressure.

STAKEHOLDER: 6) County Board of Supervisors (Supportive)
ASSUMPTIONS: (a) Would want County control, but would give in to local control if pressured.
(b) Would not allocate additional money to the Sheriff's Office.

STAKEHOLDER: 7) Drug Enforcement Administration (Supportive)
ASSUMPTIONS: (a) Needs local assistance to make cases.
(b) Would be resistant to BNE involvement.
(Due to the politics of whether the case would be filed in Federal or state court, which dictates which seizure rules apply.

STAKEHOLDER: 8) Bureau of Narcotics Enforcement (Supportive)
ASSUMPTIONS: (a) Also needs assistance to make cases.
(b) Would be resistant to DEA involvement due to politics and direction of seizure filings.

STAKEHOLDER: 9) Ontario Police Officers Association
ASSUMPTIONS: (Supportive)
(a) Additional assignments and promotions possible.
(b) Would want input on selection of participants, training, and conditions.

STAKEHOLDER: 10) Local Public Defenders Office (Opposed)
ASSUMPTIONS: (a) Would fear for the rights of their clients.
(b) Used as a defense in the courtroom and a platform in the paper. Very much against Asset Seizure Programs and any form of Profiling.

STAKEHOLDER: 11) Department of Airports Police (Supportive)
ASSUMPTIONS: (a) Usually supportive of any additional police presence at the airport. Most have police powers but are not encouraged to use them by their organizational superiors.

STAKEHOLDER: 12) Airport Employees (Supportive)
ASSUMPTIONS: (a) Will be given the opportunity to assist the Task Force in apprehensions.
(b) Some will be very apprehensive for fear they will upset the airlines by assisting in the interdiction efforts.

STAKEHOLDER: 13) Local Newspaper (Snaildarter) (Neutral)
ASSUMPTIONS: (a) Due to recent consolidation, a new atmosphere of distrust is present. If they are not brought in from the inception, they will attack and crucify the project platform in the newspaper.
(b) Will demand exclusives

STAKEHOLDER: 14) Airlines (Snaildarter) (Some Supportive--Some Opposed)
ASSUMPTIONS: (a) Some of the Airlines Corporate Offices have been very cooperative with law enforcement efforts to work with their employees. Others are very fearful of

civil litigation or a loss of business if
passengers fear they are being harassed.

APPENDIX K
POLICY GRAPHS

Policy On Trends

TABLE #4

Policy Cross-Impact Table

IMPACTING EVENT		MAXIMUM IMPACT				
		T-1	T-2	T-3	T-4	T-5
P-1	TASK FORCE	+100	+25	+100	+25	+80
P-2	CIVILIAN ACCOUNTANT	+100	+25	0	+50	0
P-3	FINANCE TECHNOLOGY	+100	+75	+100	+50	+50
P-4	SELECTION & TRAINING POLICY	+100	+25	0	+50	+50
P-5	CASH/SEIZURE HANDLING POLICY	+100	+25	0	+75	+100
P-6	INFORMANT POLICY	+100	+25	0	+75	+50
P-7	SUPERVISION POLICY	+100	+25	0	+25	0

LEGEND: T-1= LEVEL OF TASK FORCE OPERATION
T-2= PUBLIC AWARENESS
T-3= INFORMATION SYSTEMS
T-4= EVIDENCE IN COURT
T-5= LEVEL OF ORGANIZED CRIME

Policy On Events

TABLE #5

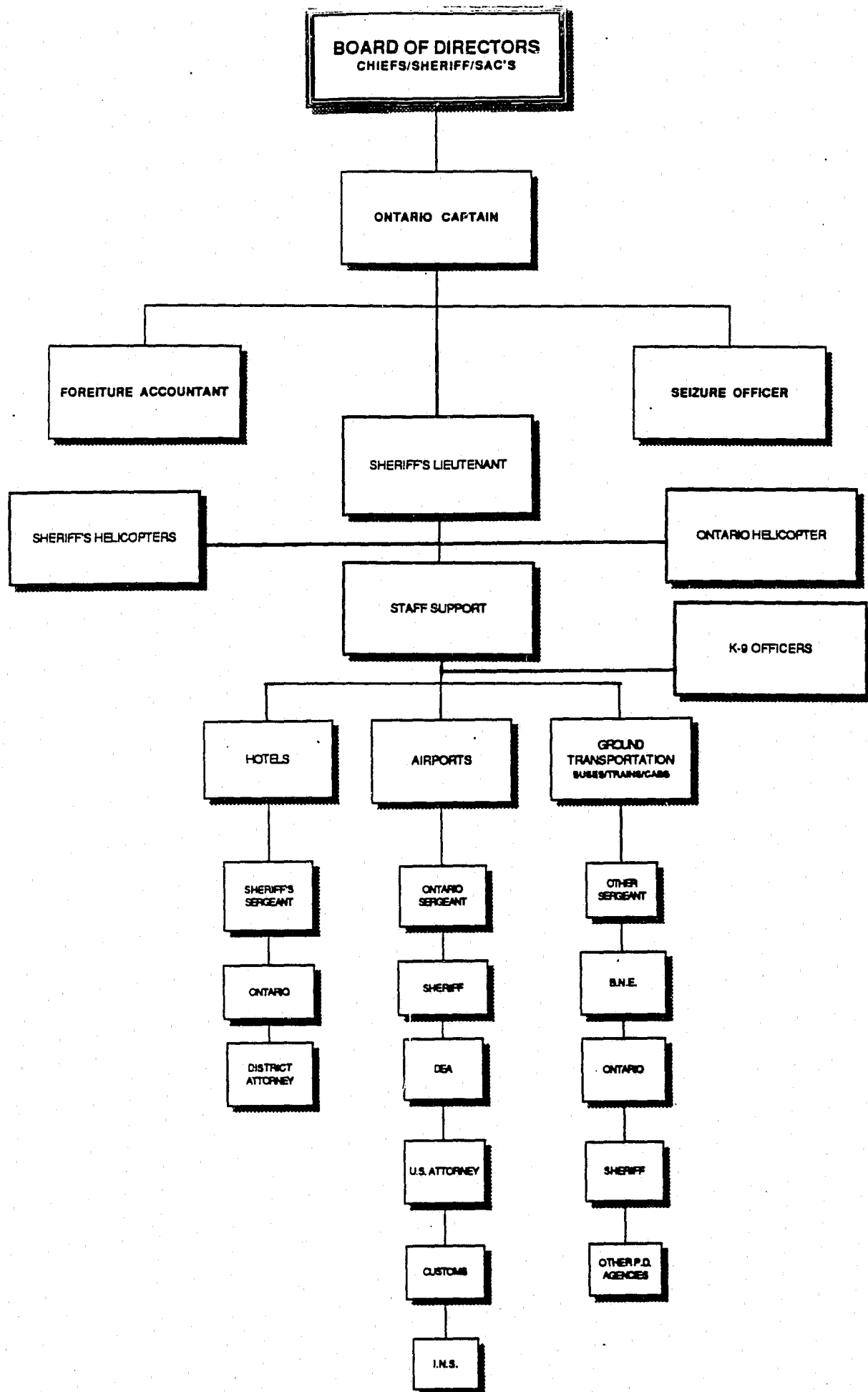
Policy Cross-Impact Table

IMPACTING EVENT		MAXIMUM IMPACT				
		E-1	E-2	E-3	E-4	E-5
P-1	TASK FORCE	0	0	+50	0	+50
P-2	CIVILIAN ACCOUNTANT	0	0	+25	0	+50
P-3	FINANCE TECHNOLOGY	+25	0	+25	0	+100
P-4	SELECTION & TRAINING POLICY	0	0	+25	0	0
P-5	CASH/SEIZURE HANDLING POLICY	0	0	+25	0	0
P-6	INFORMANT POLICY	0	0	+50	0	0
P-7	SUPERVISION POLICY	0	0	0	0	0

LEGEND: E-1 = CROP ERADICATION
E-2 = DRUG LEGALIZATION
E-3 = CHANGE IN FEDERAL FUNDING
E-4 = LONGER DRUG SENTENCES
E-5 = GOVERNMENT FUNDING OF TECHNOLOGICAL DEVELOPEMENT

NOTES; Researcher estimate of plus or minus impact of each policy upon panel mdn. forecast by year 2000.

APPENDIX L
CHAIN OF COMMAND



APPENDIX M

SELECTION AND RETENTION CRITERIA FOR TASK FORCE

SELECTION AND RETENTION ISSUES
NARCOTICS TASK FORCE

I. Personnel Issues

A. Screening Program

1. Review of Management & Supervisory and Officer Suitability
 - a. Background check on agency performance
 - b. Polygraph
 - c. Financial Disclosure
 - d. Drug screening - tolerance levels
 - e. D.A. credibility check
 - f. Psychological Test
 - g. Performance evaluations
 - 1) Paper & personal interviews
2. Personnel Interviews
 - a. Clear understanding of job requirements
3. Necessary Job requirements/skills
 - a. Tenure/assignments
 - b. Training/Education
 - c. Demonstrated activity/interest
 - d. enforcement aptitude
 - e. Ethical Standards
 - f. Adaptability
 - g. Leadership
 - h. Team player
 - i. Stress management

B. Assignment

1. Supervisory Discretion as to task/job
 - a. Voluntary immediate release & reassignment
 - 1) Exit interview as to reason.
2. Prior decision as to fixed term vs limited term.
 - a. Consideration for managers, supervisors and investigators
3. Recognition of burn-out and role adoption
4. Clear knowledge of FSLA, MOU, Department Rules
5. Clear knowledge of discipline process

II. Multi-Agency Task Force

A. Selection of Agencies

1. Establishment of Rank Structure
 2. Funding
 3. Staffing
- B. Operational Decisions
1. Approval levels
 2. Goal directed?
 3. Asset Forfeiture decisions
 4. Jurisdiction
 5. Equal attention/enforcement
- C. Procedures-Multi Agency
1. Conflict problems
 2. Different rules
 3. Use of force
 4. Type of weapons
- D. Law Suits
1. Discipline Cases
- E. Effectiveness Measures
1. Feed back reports to agencies
- F. Coordination/Networking
1. Outside agencies

APPENDIX N

TRAINING FOR TASK FORCE PARTICIPANTS

TRAINING OUTLINE

I. Through formalized classroom training and a Narcotics Training Officer Program similar to FTO, Agents should receive the following information:

A. Drug Enforcement Laws

1. Federal Codes/Rico Statute
2. State
 - (a) Health & Safety Code
 - (b) Penal Code
 - (c) Business & Professions Code
 - (d) Vehicle Code
 - (e) Education Code
 - (f) Welfare & Institutions Code
 - (g) Evidence Code
3. Case Law Decisions

II. Search and Seizure

A. Legal Requirements

1. Constitutional Law
2. Case Law
3. Probation & Parole Searches
 - (a) Airplanes (Commercial & General)
 - (b) Persons
 - (c) Containers
 - (d) Vehicles

B. Legal Constraints for Informational Confrontations

III. Behavior Analysis and Probable Cause - Characteristics Consistent With Narcotics Trafficking.

IV. Organizational Briefs

A. Be Familiar With Organization & Responsibilities as They Pertain to Narcotics.

1. U.S. Customs
2. U.S. Border Patrol

3. Drug Enforcement Administration
4. Federal Bureau of Investigation
5. U.S. Coast Guard
6. Operation Alliance
7. Federal Lands
8. Department of Defense/Military Support Plan
9. National Guard
10. Joint Chiefs of Staff
11. North American Aerospace Defense (NORAD)
12. Forces Command (FORSCOM)
13. Joint Task Force Six (JTF-6)
14. Bureau of Narcotics Enforcement
15. Internal Revenue Service
16. Social Security
17. U.S. Post Office
18. Alcohol, Tobacco & Firearms
19. U.S. Immigration
20. Alcohol & Beverage Control
21. U.S. Marshall
22. Federal Aviation Agency
23. U.S. Treasury

B. Investigative Resources Available & How to Access Them:

1. Department of Justice (DOJ)
2. Western States Information System (WSIN)
3. Narcotics Information (NIN)
4. El Paso Information Center (EPIC)
5. Narcotics and Dangerous Drugs Information System (NADDIS)

6. Department of Motor Vehicles (CMV)
 7. Credit Associations
 8. Utility Companies
 9. National Crime Information Center (NCIC)
 10. Italian American Working Group (IAWG)
 11. Canadian Border Intelligence Center (CBIC)
 12. Blue Lightning Operations Center (BLOC)
 13. Border Envelope Team (BET)
 14. Treasury Enforcement Communications System (TECS II)
 15. South Pacific Islands Intelligence Network (SPICIN)
- C. Drug and User Identification
1. History
 2. Drug Types - Symptoms - Effects
 3. Packaging, Disguises and Cost
 4. Generic Names, Street Names
- D. Informants
1. Criminal/Citizen
 - (a) Motivations
 - (b) Legalities
 - (c) Operating Techniques
- E. Search Warrants
1. Legal Requirements
 2. Types of Warrants
 3. Warrantless Searches
 4. Search Procedures
- F. Clandestine Laboratories - Recognition and Safety
- G. Ethics, Liability, Corruption

- H. Evidence and Testimony
 - 1. Packaging and Storage
 - 2. Courtroom Presentation
- I. Surveillance
 - 1. Foot
 - 2. Vehicle
 - 3. Aircraft
- J. Technology and Available Equipment
 - 1. Working With Dogs
 - 2. X-Ray
 - 3. Mechanical Sniffers
 - 4. Surveillance Equipment
- K. Asset Seizure and Forfeiture
 - 1. State
 - 2. Federal
- L. Airport Operations - Commercial Aviation (Working With Airlines, Ground Transportation and Hotel Employees)
- M. General Aviation - Profiling Private Planes

APPENDIX O

EQUIPMENT (PRESENT AND FUTURE TECHNOLOGY)

TASK FORCE EQUIPMENT
(PRESENT AND FUTURE)

PRESENT

- I. Portable X-Ray machine (for baggage)
 - A. Can distinguish between organic and inorganic matter
 - 1. Larger airports, through Customs, would want a full body x-ray.
 - B. K-9
 - 1. Passive trained and stationed at the airport
 - C. Cameras
 - 1. 35 mm (for evidence)
 - 2. high resolution polaroid (for FAX I.D.)
 - 3. Video camera (surveillance)
 - D. Cassette Recorder
 - 1. Record confrontations for court.
 - E. FAX Machine
 - 1. Identification link to other airports and intelligence units.
 - F. Safe
 - 1. Large enough for temporary evidence storage
 - G. Radio Phones
 - 1. for concourse link to airlines, and other agencies
 - H. Money counter
 - 1. Immediate verification of seizures
 - I. Computer terminals
 - 1. Both in-house with word perfect and on-line with NADDIS, EPIC, etc.
 - J. Surveillance Van
 - 1. If the suspect leaves the airport and moves to hotels etc.

FUTURE TECHNOLOGY

- A. What will be available for interdiction by 2000.

1. Highway Dogs, Franklin Parish, Louisiana has outfitted a van with air scoops that lead to an enclosed area in the rear. The van cruises the interstate profiling vehicles. Once behind a suspected vehicle a dog in the rear enclosure will go to the air vent and scratch when it smells narcotics. The van is outfitted with radar for additional PC. (Interview Valentine 91)
2. Mechanical Sniffers
There are several mechanical sniffers currently on the market. Law Enforcement has not yet jumped at these units because they are not as sensitive as a dogs nose. A product being developed at the Jet Propulsion Laboratories at Cal Tech University may revolutionize how we investigate. The Gas Chromatograph--Mass Spectrometer System (GC-MS) was originally developed by NASA as a vehicle to detect gas leaks. The developers are awaiting funding to convert this incredible invention towards a commercial market. They are a short distance away from having a hand held - directional mechanical "smart dog" (Interview Sinha & Mintz 91)
3. Airline Ticket Terminals
In lieu of having airline ticket agents periodically contact the Task Force with a list of suspicious client characteristics, convince the airlines to install a terminal for the Task Force personnel to use. (Interview Marconni 91)
4. Detection Vacuum Cleaner
A new Jersey Company is marketing a \$65,000 vacuum that vaporizes the sample into ions then measures the speed of the ion towards a metallic plate. This machine works on residue not vapors and is intended

to vacuum questionable luggage from the outside. It is reportedly partially funded by the Canadian Government and US Customs. (Business Week September 24 90."Developments to Watch". Emily Smith)

5. Contraband Detector

A hand held device utilizing 0.5 mrem's of radio activity, this detector can penetrate wood, steel and concrete and locate weapons, explosives, and some narcotics. This machine operates on the principal that contraband will have a different density than its surroundings. (Law & Order "Technology" August 1990)

6. Digital Imaging

There are numerous companies with various applications of this software. One New York Company can take a photo and age it or add disguises. This \$15,000 program runs on an IBM P>C> and would be very beneficial in the identification of couriers. (Law Enforcement Technology "Digital Imaging" Brent Butterworth April 90) The technology that is being developed today will make it possible to give one dimensional photography depth. You may then turn the photo in the computer to any angle thus creating overlays for photo comparisons. (Interview Mintz 91)

7. Fingerprint scanner

Coming to California in the near future will be a system for fingerprints and mug shots automatically transmitted to and from a field unit (patrol car). Even the ACLU supports this venture as it is intentionally designed to prevent the innocent from being arrested. The subject in the field is photographed and places a hand on a live scanner. The images are sent on to a computer for a records

check. ("Fingerprint Scanner is a Hit with FBI),
David Hall Pg 40 Law Enforcement Technology February
90.

8. Covert Communications

A miniature microphone and transceiver which fits under the users collar. A wireless earplug fits in the ear. The press-to-talk switch can be in your hand or pocket. (Law Enforcement Technology January 91)

9. Thermal Neutron Analysis

The FBI has invested \$15 million in development and has ordered 6 units at \$1 million each to detect explosives at high risk airports. This device takes 6 seconds for each bag and each airport on their list of 40 will need 10 units at a cost of \$400 million. (Wall Street Journal "Keeping Terrorists Bombs Off Airplanes) Wm. McCarly 7-28-89)

APPENDIX P
RESPONSIBILITY CHART (RASI)

CREATING A TASK FORCE Responsibility Chart

DECISION	(ACTORS)							COMPLETION TIME LIMIT BY MONTHS
	CHIEF OF POLICE	CITY MANAGER	CITY COUNCIL	SHERIFF	P.O.A.	POLICE SUPERV.	OUTSIDE AGENCIES	
TASK FORCE	A	A	A	A	S	R	A	(1 Month)
CIVILIAN ACCOUNTANT	A	S	S	A	S	R	A	(6 Months)
FINANCE TECHNOLOGY	A	S	S	A	S	S	A	(8 Months)
SELECTION/TRAINING POLICY	A	S	S	A	S	R	A	(3 Months)
CASH SEIZURE POLICY	A	S	S	A	S	R	A	(3 Months)
INFORMANT POLICY	A	S	S	A	S	R	A	(3 Months)
FUNCTIONAL SUPER. POLICY	A	S	S	A	S	R	A	(3 Months)

*Assignment responsibility and time frames done by the Author

R=Responsibility (Not Necessarily Authority)
A=Approval (Right To Veto)
S=Support (Commit Resources Toward)
I=Inform (To Be Consulted)

READINESS/CAPABILITY CHART

CRITICAL TO CHANGE EFFORT	Readiness			Capability		
	High	Medium	Low	High	Medium	Low
CHIEF OF POLICE	X			X		
CITY ADMIN.			X	X		
CITY COUNCIL		X		X		
P.O.A.	X			X		
SHERIFF			X	X		
OUTSIDE AGENCYS		X		X		

APPENDIX Q

BEHAVIORAL ANALYSIS (CHARACTERISTICS FOR SUSPICION)

BEHAVIOR ANALYSIS INTERVIEWS

By: David Montalbano

BEHAVIOR ANALYSIS INTERVIEWS

People are conditioned by their environment and cultural upbringing to respond to situations in certain predictable ways. Generally, it is a person's social responsibility that causes him to feel guilt and exhibit reliable behavior signs. The fear of losing money, status or position, family, job, or freedom will cause the suspect to consciously control the answers to an interviewer's questions. Nonverbal behavior is controlled by the sub-conscious mind, and it is the variance between what we normally see the truthful person exhibit that will allow us to pin the suspect down.

By learning ways to analyze suspect behavior during an interview, we as investigators will be able to detect signs of deception in a suspect and will be able to tell whether the suspect is being truthful. We will also be able to detect signs of truthfulness. We can also learn how to structure an interview or interrogation to elicit behavioral responses indicative of truth or deception and so the environment is right for a suspect to give a legally admissible confession.

Social scientists have said that we communicate 38% through tone of voice, 55% through physical reactions (eye contact, etc.), and 7% through the verbal content of what we say.

Eye Contact

It has been said that when someone looks a person in the eye, he has looked into that person's soul. Ninety percent of facial expression comes from "eye expressions".

1. Deceptive suspect tend to avert their gaze because they believe their guilt can be seen.
2. Normal eye contact is maintained approximately 30% - 60% of the time between two people in conversation.
 - a. Truthful subjects look at the interviewer longer than deceptive subjects.
 - b. Interviewers have greater freedom in maintaining or breaking eye contact than subjects.
 - c. Too long a gaze by a subject may be a challenge; a glance may indicate some interest in something said.

- d. Truthful eyes are direct, but not overly so. They are open, with a good portion of the whites showing. Truthful eyes are attentive; the truthful person looks at the other person.
- e. Deceptive eyes avoid direct contact. Deceptive eyes may range from evasive to the cold stare. They look tired and glassy.

Body Postures

1. Postures for the truthful

- a. They sit upright and appear to be comfortable.
- b. They are frontally aligned (facing the other person).
- c. They lean forward with interest.
- d. They are more relaxed and casual, possibly with some nervousness.
- e. They make smooth changes in posture and there is no pattern to the changes.

2. Postures for the deceptive

- a. They sit slouched in the chair; this prevents the other person from getting close to them.
- b. They may be unnaturally rigid.
- c. They lack frontal alignment.
- d. They have a tendency to retreat behind physical barriers.
- e. They have erratic changes in posture; they cannot sit still.
- f. They exhibit a closed posture (elbows close to their sides and hands folded in their laps).
- g. They sometimes exhibit the "runner's" position, with one foot back, like they are runners at a track start.
- h. They exhibit the head and body slump. This is the posture of the defeated, and the suspect is close to confessing.

3. Gross Body Movements

- a. Shifting of the torso shows internal conflict when the movement is in time with the question.
- b. The deceptive will unconsciously retreat from a threatening situation.

4. Grooming gestures keep the hands busy and may allow the subject a delay in answering questions. They usually occur while lying and are inappropriate for the situation. Grooming gestures fall into three categories.

Stress and Tension Relievers:

- a. Rubbing and wringing the hands (nervous frustration).
- b. Scratching, stroking, picking, and pinching (unconscious actions to relieve tension).
- c. Pulling of nose, earlobes, hair and clothing (nervousness).
- d. Licking of lips and swallowing (psychologically, a dry mouth is indicative of lying).
- e. Clearing of the throat and coughing (delay tactic to give the suspect time to answer).
- f. Sighs and yawns (breathing becomes difficult during a lie, sometimes necessitating a sigh).
- g. Chewing the lips, nails or gum (nervousness).
- h. Wiping perspiration (attempting to hide excessive perspiration).
- i. Shuffling, tapping and swinging the feet (psychologically, this expresses a desire to escape).
- j. Probing body orifices (tension reliever).
- k. Crying (real or phony, it is a tension reliever and a delay tactic).
- l. Smoking (tension reliever; interviewer should not allow smoking).

Cosmetic Needs:

- a. Adjusting clothing (usually after a question which has caused tension).
- b. Dusting, lint picking, and thread pulling (tension reliever).
- c. Nail inspection (focus eye contact elsewhere).

Supportive and Protective Gestures:

- a. Head or chin in hand (with head cocked, it shows lack of interest; head straight shows interest).
- b. Crossing of arms, legs or ankles (closed posture).
- c. Hiding of mouth or eyes (unconscious gesture to prevent other person from discovering a lie).
- d. Hiding of hands or feet (more frequently seen in women; closed posture that makes them feel more secure).

5. Symbolic Gestures

- a. Sincerity (open arms, palms up)
- b. Disbelief (hands to chest; "who, me?")
- c. Denials (head shaking)
- d. Accusation (pointing of the finger, usually exhibited by the innocent person)
- e. Threats (pounding or slamming of fist; usually exhibited by innocent person).
- f. Helplessness (hands to the ceiling; "please believe me"), more commonly seen in guilty people.
- g. Disgust (turning the head away and sighing), more commonly seen in the guilty.
- h. Agreement (nodding of the head; if accompanied by a drop in eye contact, it may indicate an admission).

6. Facial Expressions - No facial expression indicates deception. Other facial expressions provide help in identifying the emotional state of the suspect:
 - a. Fear is generally indicative of guilt.
 - b. Anger, shown by a cold stare, is indicative of innocence.
 - c. Defiance, especially when combined with crossed arms or legs, is generally indicative of guilt.
 - d. Acceptance, shown by a sad expression or dropped eyes, is typical of the guilty.
 - e. Pleasure, as in cocky challenging, is typical of the guilty. (Exceptions may be juveniles.)
7. Facial Color Changes -Blanching is a fearful expression typical of the guilty. Blushing is not an indicator of either guilt or innocence, but of embarrassment.
8. Excessive Perspiration
9. Digestive Disturbances - The growling stomach or burping are reactions to physiological stress.
10. Verbal Behavior Symptoms - Verbal behavior is more controlled than non-verbal. We think before we talk. The verbal content of an interview must be put into perspective by the observations of non-verbal cues.
11. Some General Observations:
 - a. Deceptive suspects tend to deny their crime specifically, while the truthful suspect will deny criminal conduct in general. ("I didn't steal that \$500", as opposed to "I didn't take anything".)
 - b. Deceptive suspects tend to avoid realistic or harsh language, while the truthful do not. Guilty people avoid use of terms like rape, arson and steal; truthful people do not.
 - c. Truthful suspects generally answer specific inquiries with direct and spontaneous answers. The answers are given without behavior pauses.
 - d. Deceptive suspects may fail to answer or delay answers. They may ask the interviewer to repeat questions. This allows them time to think of answers.

- e. Deceptive suspects may have a memory failure or have too good a memory. For example, they will frequently say either that they do not know or cannot remember, or their answer will be very exact, as if it were rehearsed.
- f. Deceptive suspects may evade answering by talking about other subjects.
- g. Deceptive suspects tend to qualify their answers more than the truthful. They will say "as best as I can remember", or "to the best of my knowledge".
- h. Deceptive suspects may support their answers with religion or oaths ("I swear to God", "Honestly", or "As God is my witness"). The truthful rarely employ this.
- i. Deceptive suspects tend to be overly polite; it is more difficult to arouse their anger. The truthful person will be quick to anger and his denials will grow stronger.
- j. Deceptive suspects may feign indignance or anger initially, but will quit as the interview/interrogation continues.

Summary

It is important that the investigator observe the verbal and non-verbal behavior throughout the interview. The investigator must read **clusters** of behavior and not rely on a single observation. When analyzing behavior, the investigator must evaluate timing and its consistency.

APPENDIX R
GENERAL AVIATION INDICATORS

WORKING GENERAL AVIATION

U.S. CUSTOMS

19 USC 1590 Congressional Aviation Modification of Aircraft is cause for seizure.

Most often, the drugs have already been off-loaded by the time the plane arrives at the airport. To profile a plane, you check the following:

EXTERNAL:

1. Registration numbers altered or changed.
2. Landing gear, mud on wheel coverings, altered, reinforced wheel struts.
3. Paint, chipped from off-loading
4. Locks upgraded
5. Fuel System modified for longer trips
6. Doors damaged from opening in flight or modified for easy off-loading.
7. Antenna: number and type denotes additional radios for triangulates.

INTERIOR:

1. Doors: latches modified
2. Seats: removed to add room.
3. Struts cut
4. Additional Fuel lines
5. Cut Carpeting
6. Additional switches on the panel board.

INSTRUMENTATION:

1. Loran C Navigation system or additional:
2. Omega
3. Storm Scopes
4. Weather
5. Radar

6. Automatic Direction Finder
7. Radar Detector

SMUGGLING PARAPHERNALIA:

1. Motor oil
2. Extra Fuel Additives
3. Trash Bags
4. Extra Hoses
5. Tape
6. Fuel Devices
7. Light Sticks
8. Maps & Charts

DOCUMENTATION:

1. Registration Certificate
2. Pilots License
3. Radio Operators License
4. Medical Certificate
5. Modification FAA# Form 337

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