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**WHAT WILL BE THE RESPONSIBILITY OF
LAW ENFORCEMENT FOR JUVENILE SUBSTANCE
ABUSE BY THE YEAR 2002?**

AN INDEPENDENT STUDY PROJECT

BY

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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 the Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

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EXECUTIVE SUMMARY

The abuse (unlawful ingestion) of chemical substances by persons under eighteen years of age in California is a major issue for the state. It reflects the dilemma which vexes parents, school authorities, law enforcement, and correctional institutions. The debate on solutions has included the broadest spectrum of suggestions, ranging from harsh confinement to individualized programs of treatment. The issue has caused an assessment of the linkage between the traditional roles of police (who arrest) and corrections (who confine).

The California Highway Patrol (CHP) has traditionally served as the statewide coordinator in issues such as alcohol and drugs, driving under the influence (DUI), and juvenile traffic violators. The involvement of other law enforcement agencies and county probation departments (including treatment providers) is likely to have an impact on the CHP and the juvenile justice system at large. Therefore, it is important to examine this growing social dilemma, and strategically plan for its future growth. The primary focus of this study related to the role relationships that are likely to emerge in the future between law enforcement agencies and treatment providers.

PART ONE - ASSESSING THE FUTURE

A nominal group technique involving a panel of experts was used in an effort to define future trends and events. Five trends emerged for forecasting purposes including: juvenile substance abusers as percentage of total juvenile population, level of juvenile treatment programs, level of juvenile drivers license suspensions for substance abuse, level of overcrowding in juvenile detention/correctional facilities, and level of public outcry against juvenile substance abuse. Several key events were also identified: passage of legislation which mandates treatment of juveniles arrested for substance abuse, passage of legislation which mandates zero (alcohol) tolerance for juveniles, drug detection device invented, passage of legislation which mandates ignition interlock device, and medical breakthrough: new drug discovered to control substance dependency.

These trends/events were analyzed to develop three potential scenarios defining the future. Two key policy considerations could then be identified to assist in attaining the most desired future.

PART TWO - STRATEGIC MANAGEMENT

The CHP was selected as the target agency for the development of a strategic plan. Before such a plan was created, a situational analysis was conducted to determine the strengths, weaknesses, opportunities, and threats as they relate to the issue. Stakeholders were also identified and their positions analyzed. Finally, a modified policy delphi was used to identify potential strategy alternatives. Specifically, one alternative involved the CHP seeking funding to undertake a substance abuse interdiction program, directed towards juveniles who operate vehicles. The second alternative involved the CHP actively seeking legislative support for it to be awarded a major role

in a study of juvenile substance abusers who operate vehicles, to compare recidivism rates for arrestees who are given treatment versus those who solely receive jail time. A third alternative required the CHP to promulgate a policy which mandates that each CHP area commander shall liaison with their county juvenile probation departments, toward an efficient treatment intake process (similar to the current relationship with sheriffs for adults who are booked into detoxication units or county jails). The alternative which was ultimately selected involved the development of a comprehensive, CHP-led multi-agency task force to address the possible blend of arrest, treatment and correctional environments. The ultimate alternative included an attempt to mitigate the substance abuse problem through legislation, and was selected over the other two alternatives because of its likelihood of success (i.e., the greater chance of shared values by stakeholders). An implementation plan was then developed to assist in meeting this strategic objective.

PART THREE - MANAGING TRANSITION

Several measures were considered in an effort to manage the transition from the current state to the desired future. These included identifying critical mass players, assessing their commitment levels, and developing an internal structure and methodology to manage the transition. The framework for the internal structure consists of an implementation plan. The plan involves following necessary protocols (e.g., interaction with the Governor, state legislature, federal highway safety administrators, allied agencies, and media), ensuring that data is gathered and analyzed at useful intervals, and that feedback is utilized and provided to key players.

PART FOUR - CONCLUSIONS

The study clearly supports a growing level of coordination between arresting agencies and treatment providers, at least on a pilot basis in select counties. The CHP will continue to serve in a significant role in this endeavor, and will support the similar efforts of the other law enforcement agencies. The CHP, because of its traditional role of leadership in this area, could also coordinate the implementation of a post-pilot statewide application (after the successes of the pilot program are showcased). A generalized correlation, assessing the effect of treatment on recidivism, should be one of the ultimate goals of the implementation plan.

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INTRODUCTION

The abuse of substances (most notably drugs and alcohol) by juveniles (persons under 18 years of age) has become a high-profile issue for the past 25 years in California. Over time, new drugs have entered the realm of abuse, compounding the dilemma.

The methods of dealing with substance abuse have been only slightly altered during the past quarter century. Essentially, officers make arrests based on observations or reports of misbehavior; the juvenile arrestee is either released to his/her parents with a citation or is booked into juvenile hall, a court date is arranged, and sentencing is meted out. Sometimes the sentence includes treatment; often it does not.

The California Highway Patrol (CHP) is the principal traffic law enforcement agency in California. Inevitably, juveniles are arrested by CHP officers for substance abuse, and are processed in the above indicated manner. Unless the arrest is contested, the officer rarely sees the young offender again.

A wealth of statistics indicates that juveniles are over-represented among individuals who abuse substances, become involved in collisions, and get arrested. A futures analysis leads to the recommendation that treatment programs should replace incarceration, and that the CHP should become a major component in this endeavor due to its leadership role in traffic law enforcement. The CHP is presented with an opportunity to enhance its role in the enforcement of laws pertaining to juvenile drivers under the influence of abused substances (DUI), assist local law enforcement

and county treatment service providers, and to promote the general wellness of future generations of young citizens.

Casualty

Appendix A illustrates a graphic representation of the various social, technological, economical, environmental and political factors which contribute to the problem of juvenile substance abuse. For example, there has been an identifiable connection between AIDS and women who use drugs (particularly intravenous drugs)¹. Within the context of that dilemma, unwed mothers frequently create a stress on the economy² when their children are at an economic disadvantage. There is a strong likelihood that these women who use drugs are prevalently unwed. All too often, their offspring are among the runaway and homeless population³.

Also, urbanized cities (in which California leads the nation numerically⁴) are the focal point for gang activities, which generate an atmosphere where juveniles are encouraged to drop out of school⁵. The resulting drug culture not only weakens the economy because of the financial impacts on the multitude of service providers⁶, but also expands throughout the youthful populace as the school environment becomes the location of opportunity by which juveniles may obtain illicit substances through their peers⁷.

Inarguably, peer values lead to the current state in which substance abuse has become the leading national health problem for teenagers⁸, and the circle of abuse returns again to women who become pregnant while abusing substances⁹.

Although reported crime statistics do not always accurately mirror the causes of offenses, it has been strongly suggested that a weak economy plays a major part¹⁰. An examination of statistics will, at a minimum, serve to illustrate the extent of the problem of juvenile substance abuse. For example, it has been estimated that among juveniles who are arrested and booked (in a nationwide sample survey) there is a high level of positive readings for controlled substances¹¹. These findings have been substantiated in California in general crimes¹², and driving offenses (such as DUI)¹³.

Extent of Problem

The justice system's reaction to the problems of juvenile substance abuse has varied. License suspensions have averaged approximately 2000 per year in California¹⁴, and a tracking system to examine the overall problem has been created by a task force of agencies, under the leadership of the Department of Motor Vehicles¹⁵, for those offenses in the DUI category.

Nationally, over 6300 teenagers die annually in motor vehicle accidents¹⁶. In California, it has been observed that teenage drivers have the following profiles:

- highest conviction rates
- highest fatal/injury and fatal accident involvement risk
- more likely than older drivers to show impairment at relatively low blood alcohol concentration (BAC) levels
- higher relative risk of crash involvement after drinking, although they consume less alcohol on the average than older drivers

- overinvolved in substance-related driving fatalities
- overrepresented among those who drive at night when substance-related accidents are more likely to occur
- drivers aged 24 or younger are the group most involved in substance-related fatal/injury and had-been-drinking fatal accidents¹⁷

Mitigation Measures

After examining the possible causality and extent of the juvenile substance abuse problem, it is suggested that treatment is the most viable alternative to standard incarceration. California has a series of legislation which mandates some forms of treatment, under certain DUI violation conditions¹⁸. California is one of fifteen states which has a BAC law which specifically addresses juveniles¹⁹, but the imposition of sanctions has caused an increase in the number of persons undergoing treatment²⁰.

Treatment programs have been lauded for their creativity and relevancy²¹, and sometimes have earned recognition for reducing incarceration costs in general²². Treatment is, at times, credited with providing work skills and work habits to otherwise irresponsible youths²³, but it is also pointed out that some incarcerated individuals with identified substance problems are not being treated for substance abuse as necessary dollars become increasingly scarce²⁴. Some treatment programs are founded on a return to the basics (such as bootcamp environments)²⁵, and some are individually tailored to the particular substance of abuse²⁶. Still other treatment programs actually require more incarceration²⁷. In the extreme, regardless of mitigation measures, it is recognized that substances

of abuse are "both a cause and an intensifier of criminal behavior."²⁸

As previously indicated, the thrust of this treatise is the future responsibility of law enforcement in dealing with the problem of juvenile substance abuse. The California Highway Patrol (CHP) was established by the California Legislature in 1929 to deal with growing statewide safety and enforcement concerns. The Vehicle Code established the CHP as the primary traffic law enforcement agency for the state, and specifically included enabling provisions by which the CHP later became renowned nationwide for its proactive efforts to stem the growing mileage death rate. It is appropriate, therefore, to consider a problematic approach to the issue and subissues on a microcosmic scale. Specifically, this paper will consider a strategy for statewide law enforcement impact based upon a CHP program.

As indicated above, the primary state level enforcement agency concerned with the detection and apprehension of impaired drivers is the CHP. The CHP operates 100 area commands throughout the state (under eight field divisions), which deploy over 5,500 officers in a variety of mobile patrol and support functions. The 1991/92 budget of the CHP exceeds \$550 million. These figures illustrate the magnitude of the CHP's commitment to the enforcement of traffic safety laws.

Local law enforcement (e.g., sheriff and city police departments) started to become more involved in the apprehension of impaired drivers (and focused on juveniles) during the past ten years largely through the use of supplemental funding from grants. All law enforcement agencies (including the CHP) have also been urged to assume proactive roles in mitigating the juvenile substance abuse problem, largely at the insistence of organizations comprised of concerned citizenry. The two most prominent of these groups are MADD (Mothers Against Drunk Driving) and SADD (Students

Against Driving Drunk).

Another catalyst for proactive solutions has been legislation which encourages counties to explore alternatives to the traditional incarceration of youthful offenders. The alternative sentencing is usually managed by counties. Administratively this is accomplished by their respective probation departments. As previously mentioned, there is almost no linkage between the agencies of arrest (e.g., CHP, police, sheriffs), agencies which determine sentencing (e.g., the juvenile court judges), and agencies of treatment/confinement (e.g., county probation).

The growing concerns with juvenile substance abuse and driving under the influence may alter the traditional role of law enforcement agencies, and, for purposes of this paper, the CHP.

Focus of Study

The scope of this study will be limited to the problem of substance-impaired juvenile drivers in California. It will not include the greater field of substance abusers at large, nor will it address a strategy for all California law enforcement agencies to consider. Rather, the study will examine a plan by which the CHP can begin the linkage between arrest and treatment. The scope is further limited by the specific issue selected for examination, which is:

**What will be the responsibility of
law enforcement for juvenile substance
abuse by the year 2002?**

The following subissues have been defined in an effort to address this central issue:

1. **How will laws change regarding juvenile substance abuse?**
2. **What type of treatment programs will be available for juveniles arrested for substance abuse?**
3. **How effective will treatment programs be for juveniles who abuse substances?**

The study will address the issue and subissues by applying a variety of techniques. In Part One, these techniques will assist in providing potential visions of the future of juvenile substance abuse treatment and related law enforcement in California. Part Two will cover the strategic planning that will be required to approach one of those future visions. Part Three will describe a method of managing the transition to this vision in accordance with the strategic plan.

PART ONE

ASSESSING THE FUTURE

This part will examine events and trends which may impact this new role of law enforcement (as represented by the CHP) in dealing with juvenile substance abuse in California. This examination will be supported on information acquired through the use of a panel with considerable expertise in juvenile justice, substance abuse, and law enforcement. For the purposes of this paper, "substance abuse" shall signify the illegal use of a chemical substance for the purpose of recreation, experimentation, inebriation, impairment, or escapism. The panel employed a nominal group technique (NGT) to identify trends and events pertinent to the issue being examined. An NGT is a structured methodology designed to capture the expertise and knowledge of the group. The trends and events were then assessed to determine their impact upon each other, and alternate scenarios depicting the future were offered. These scenarios will assist in identifying various policy issues.

Trend/Event Identification

A seven member panel of experts in the fields of substance abuse, juvenile justice and law enforcement was utilized to identify trends and events related to the issue question. Panel members were carefully selected in an effort to construct a panel which would offer a variety of different perspectives on the subject matter of this paper. The members of the panel were representatives of state and local agencies, and community-based organizations of concerned citizens. A more detailed description of these individuals can be found in Appendix B. Prior to meeting, each panel member was provided a brief explanation, both verbally and in writing, on the purpose of their

participation and the issue being addressed.

The panel met for approximately three hours and employed an NGT to identify trends and events related to the issue. Initially, the panel identified 25 non-directional trends and 20 events. The panel employed a voting process to rank order the list of trends and the list of events. The criterion for this order was the trend's/event's potential impact upon the issue and subissues. The rank ordered list of trends can be found in Appendix C, and the rank ordered list of events is located in Appendix D.

Target Trend Identification

The panel assessed how valuable it would be to have a good long range forecast for the top 12 trends appearing on the rank ordered trend list in strategic planning. Each panel member used a Trend Screening Form to record this assessment. The collective results of this assessment can be found in Appendix E.

The panel voted to determine which trends would be useful for forecasting. The criteria for voting was the trend's importance to the issue and if it would be desirable to develop policy to address the trend. A specific selection process was used involving a trend evaluation form. Items which were rated as "priceless" and "very helpful" received favorably weighted scores (e.g., a score of "2" in the "very helpful" box was weighted higher than "2" in the "not very helpful" box). The following trends were selected:

1. **Juvenile substance abusers as percentage of total juvenile population.**

This trend reflects a comparative assessment of substance abuse among a select portion of total population (i.e., juveniles).

2. **Level of juvenile treatment programs (defined as number and scope).**

This trend reflects the recognition that treatment programs differ, based upon the needs and age of the clientele.

3. **Level of juvenile drivers license suspensions (defined as number and severity) for substance abuse.**

This trend addresses the unique laws which attempt to prevent juveniles from becoming recidivists as substance abusers who drive vehicles.

4. **Level of overcrowding in juvenile detention/correctional facilities.**

This trend addresses the issue of overpopulation in facilities which are generally designed for temporary occupation.

5. **Level of public outcry against juvenile substance abuse.**

This trend reflects the level of political pressure brought upon the many levels of government, frequently by families who bear the emotional and financial burden of children who abuse substances.

There were other candidate trends which the panel indicated would be useful for forecasting in general. However, after evaluating each of these trends in depth, they chose to forego such a forecast because they realized that the remaining trends could not be addressed by policy, or they were of lesser priority.

Event Selection

A vote was taken to determine which events would be used in forecasting. In that vote, the panel members were asked to evaluate the rank ordered list of events, applying the criteria of each event's potential impact upon the issue and if it could be affected or mitigated by prior policy. The five events selected were:

1. **Passage of legislation which mandates treatment of juveniles arrested for substance abuse.** The panel recognized that an alternative to incarceration may receive legislative support for a variety of reasons (e.g., success at behavior modification, fiscal constraints).
2. **Passage of legislation which mandates zero (alcohol) tolerance for juveniles.** This would make any concentration of alcohol in the blood a violation, if a juvenile is operating a motor vehicle. The impetus behind the law is that since it is illegal for a juvenile to possess or imbibe an alcoholic beverage, internal possession should also be illegal. There is parallel law (e.g., "internal possession of heroin" when a positive test is indicated from a subject's blood or urine).
3. **Drug detection device invented.** This event closely resembles the forecast trend regarding testing and technological advances.
4. **Passage of legislation which mandates ignition interlock devices.** This event also involves technology, in that a test program in various jurisdictions indicated an acceptable measure of success on a voluntary participation basis. Essentially, persons convicted of DUI had the penalty option (within court districts which participated in the pilot program) of paying for the installation of a device on their

automobiles which prevented the engine from starting unless the driver's breath reading satisfied the sensing mechanism. This event, however, would mandate the installation of the device statewide, regardless of the person's ability to pay for its installation.

5. **Medical breakthrough: new drug discovered to control substance dependency.** This technologically-based event closely parallels the development of methadone, which is currently used to wean an addict away from heroin, and antabuse is used to thwart alcohol addiction.

Trend Forecasting

The panel was asked to forecast the targeted trends. The forecasting panel members were asked to estimate the trend five years ago, and five and ten years into the future. The panel was also asked to provide future estimates on the trend from both the nominal (will be) and normative (should be) perspectives. Appendix F depicts the median estimates provided by the panel for each trend. The ranges for each estimate requested can be found in Appendix G. Figures illustrating the results of this forecasting for the five primary trends can also be found in Appendix G.

Trend Forecast Interpretation

The following interpretations are based upon the median data received from the panel during its trend forecasting:

1. **Juvenile substance abusers as percentage of total juvenile population.** The magnitude of the problem was 30% less 5 years ago than today. However, the panel forecasted that the trend will increase 25% in 5 years and perhaps as much as 50% in 10 years. The panel's normative forecast of this trend would be that there would be no increase in the problem in the next 10 years. **Issue relationship:** The panel acknowledged that treatment programs will come into focus because of the increased participation of juveniles in the abuse of substances. The effectiveness and types of such programs will, therefore, be of paramount concern in the future.

2. **Level of juvenile treatment programs (defined as number and scope).** The panel believed that this alternative to standard custody environments is 40% more extensive today than it was 5 years ago. They further believed that treatment programs will increase in number and scope by 20% in 5 years, and 50% in 10 years. The panel's normative forecast of this trend would be 10% higher than the nominal forecasts for 5 and 10 years. **Issue relationship:** The panel believed that the types of treatment programs will vary (and grow in complexity) as the institutions which react to substance abuse seek innovative solutions to age-old problems.

3. **Level of juvenile drivers license suspensions (defined as number and severity) for substance abuse.** The panel believed that the number and severity has doubled in the past 5 years. They further indicated that the trend will continue to increase by 30% in 5 years and 60% in 10 years. The panel's normative forecast would be no change in 5 years, but a 20% increase in 10 years. **Issue relationship:** The panel felt that the laws will feature stiffer penalties, in reaction to pressure upon the

legislature to deter juvenile substance abuse.

4. **Level of overcrowding in juvenile detention/correctional facilities.** The panel believed that the problem is 20% worse than it was 5 years ago. They saw another 30% increase in 5 years, and 50% in 10 years. The normative forecast would be that there would be essentially no change in 5 years, but a slight increase (10%) in 10 years. **Issue relationship:** Again, the panel forecast laws which will attempt to relieve the overburgeoning custody population -- largely through probation and treatment arrangements.

5. **Level of public outcry against juvenile substance abuse.** The panel believed that the public has doubled its efforts in the past 5 years. It was further predicted that this activism and awareness will continue to increase in the future (25% in 5 years, and 60% in 10 years). The normative forecast suggested that the issue is sufficiently publicized today, and therefore needs only a slight increase in the future (5% in 5 years and 15% in 10 years). **Issue relationship:** The panel recognized that the chief catalyst for laws of change is public pressure. In this particular trend, the concern of constituents for their substance-abusing juveniles will lead to increased activism, which will generate new laws.

Event Forecasting

The panel was also asked to provide forecast estimates of the targeted events. They were asked to estimate the number of years until the probability of the event occurring would first exceed zero,

estimates obtained are shown graphically in Appendix I. Some of the median probability estimates for the events listed in Appendix I are at 100% at 10 years. These high medians were arrived at after the panel moderator observed spirited discussion between panel members, which resulted in unanimous consensus that such events had a virtually certain probability of occurrence within the specified timeframes.

Event Forecast Interpretation

The following interpretations are based upon the median data received from the panel's event forecasting:

1. **Passage of legislation which mandates treatment of juveniles arrested for substance abuse.** The probability of this event exceeding zero is not expected to occur before three years. When passed, it will make treatment a pivotal component of the juvenile justice system. Correctional facilities will integrate fully with treatment providers. **Issue relationship:** Making treatment a mandatory element of incarceration will be accomplished by the passage of new laws which reflect the utility of several types of treatment programs.

2. **Passage of legislation which mandates zero (alcohol) tolerance for juveniles.** The probability of this event exceeding zero is not expected to occur before two years. At five years the probability should be 70%, and it should be 90% within ten years. The panel was not entirely confident such legislation would pass. **Issue relationship:** If such legislation passes, the laws will reflect the public's hardened attitude toward

young people imbibing in beverages which are illegal to possess.

3. **Drug detection device invented.** The panel believed the first probability of this event will exceed zero after three years. The panel was optimistic that the rapid development of technology will parallel the rising interest in curtailing substance abuse in general. **Issue relationship:** There already are devices which detect alcohol. Some of them, in fact, provide measurements of concentrations (e.g., the passive alcohol sensing devices which resemble flashlights). This event goes beyond alcohol detection, in that it passively (i.e., without the active cooperation of a test subject) detects other substances of abuse (specific drugs). Laws may have to be chaptered which recognize the legitimacy of (drug) detection devices, including protocols which standardize the circumstances under which these devices may be used on an evidentiary basis..
4. **Passage of legislation which mandates ignition interlock devices.** The probability of this event first exceeding zero is not likely to occur until year two. Within five years, the probability should be 75%, and it should reach 100% within ten years. The findings of the initial study of these devices was instrumental in swaying the forecast predictions of the panel. **Issue relationship:** Treatment programs may be tailored to the abused substance of choice. That is, an alcohol abuse problem may necessitate laws which mandate alcohol-sensitive interlock devices. The successful development of the item proposed in Event #3 may facilitate an expansion of the program to include drug-detecting ignition interlock devices.

5. **Medical breakthrough: new drug discovered to control substance dependency.** The probability of this event exceeding zero is not likely to occur until year three. Within five years the probability of the event occurring will be 70%, and this will increase to 90% within ten years. There was no consensus that this event will definitely occur with the ten year forecast. **Issue relationship:** The panel recognized that the types of treatment programs may vary in relationship to the medical opportunities which may present themselves in the future.

Cross Impact Evaluation

Each of the target trends and events were evaluated, in terms of the impact of events upon trends and other events. A consensus approach, employing six professionals familiar with the various trends and events, was used to conduct this cross impact evaluation. The consultants were law enforcement professionals who work in the road patrol environment. The anticipated impact was recorded in terms of percentage change (plus or minus) in the original median forecast at the ten year point. Also recorded was the projected number of years until each impact reached its maximum. Appendix J illustrates the results of this assessment.

Based upon the data displayed in Appendix J, it is possible to rank order the actor and reactor events, as well as the reactor trends. Actor events are those events that serve as catalysts for change. Reactor events/trends are those events/trends which react to actor events. The cross impact analysis depicted in Appendix J illustrates actor versus reactor trends and events worthy of consideration in strategic planning (to be discussed later in this paper); however, the primary criteria for consideration (as explained to the panel of experts) is the ability to bring about desired scenarios through policy.

Therefore, these lists may include items which are not addressed specifically within this paper, but which do need further examination in subsequent analyses (see "Conclusions"). In examining these lists, it is apparent there are a few events and trends that tend to be strong reactors or actors because of their perceived or expected impact. These events and trends include the following:

Strong Actors

Passage of legislation which mandates zero (alcohol) tolerance for juveniles.

Passage of legislation which mandates treatment of juveniles arrested for substance abuse.

Strong Reactors

Passage of legislation which mandates ignition interlock device.

Medical breakthrough: new drug discovered to control substance dependency.

Juvenile substance abusers as percentage of total juvenile population.

Level of victimization of others by juvenile DUI offenders.

Scenarios

Based upon the forecast data obtained up to this point, it was possible to construct several scenarios of the future. Three different scenarios related to the issue under examination follow:

Exploratory (Nominal) Mode:

By 1996, juvenile substance abusers (as a percentage of total juvenile population) increased 25% over 1991 levels. The CHP's efforts to curtail the problem were unrewarding. Funding continued to be an obstacle to maintaining the size of the CHP, and local governments faced difficulties in financing the burgeoning populations of inmates in juvenile detention/correctional facilities.

The accident rate (involving juveniles who use alcohol or drugs) escalated, and increased numbers of accident victims were among those who bore the brunt of this growing social problem. The ranks of MADD and SADD grow in number, as accident victims sought support and action to generate constructive activity (e.g., aggressive enforcement and prosecution, legislation).

Legislation was proposed to outlaw any alcohol ingestion by juveniles who drive, but public outcry was not yet at a level which motivated the Legislature to pass the zero tolerance law. Additionally, despite the urging of the CHP and local law enforcement agencies, legislation to mandate treatment (instead of warehousing youngsters in overcrowded juvenile halls) met similar defeat in the Legislature, due to uncertainty over the potential success of

which are not "tough on substances and users." A new safety campaign, slogan, "use a substance, go to jail," became a popular slogan by the year 2002.

Normative Mode

In 1993, legislation was introduced to mandate zero (alcohol) tolerance for juveniles. The bill was motivated by rising public outcry for the past eight years. It went down in defeat, however, because of the lack of funding for the several levels of operational need (enforcement, judicial review, incarceration, treatment). The probability of this situation increased 90% in a ten year span.

It was not until 1998 that political forces demonstrated a strong possibility of uniting behind the zero tolerance bill. Meanwhile, the number and percentage of juvenile substance abusers (as a percentage of total juvenile population) increased in 1996 to a level 25% higher than that of 1991. The magnitude of the problem increased another 25% by the year 2002. Public outcry about the juvenile substance abuse problem increased at an even greater rate, reflecting the failure of traditional institutions to curtail the epidemic of chemical entertainment.

In 1994, some members of the Legislature consulted with the leading law enforcement agencies in the State for a suggested plan of action. The first item the combined interests created was legislation which sought to reverse the trend, largely by addressing treatment programs. It was discovered that despite a level of juvenile substance abuse arrests which appeared to parallel the rising popularity of alcohol and drugs, many of the young arrestees

were repeat offenders. Among the alternatives suggested was mandatory treatment (instead of merely sitting in a jail cell).

Legislation, mandating treatment for all juveniles arrested for substance abuse, became a reality by 2002. Shortly after the passage of the act, medical breakthroughs occurred which created a methadone-like substance. This new (and experimental) medicine, designed to wean abusers away from certain types of substances, was made available to treatment centers after 2002, but subject to certain caveats and controls. Whether or not a patient chose to utilize the drug (and obtained parental permission), young arrestees received all other forms of treatment (e.g., counselling, therapy, regular blood and urine testing, psychological profiling) which staff determined to be suitable.

The volume of patients (i.e., juveniles who have received treatment) who were repeat offenders, despite the in-depth treatment program, came to the attention of legislators largely through the remonstrations of public interest groups (e.g., MADD, SADD) and a juvenile DUI study conducted by the CHP. Legislation was introduced by 1996, and was chaptered by 2002, to mandate ignition interlock device installations statewide for drunk drivers. These devices prevented an intoxicated driver from operating a vehicle if a sensor detects an inappropriate level of alcohol (or other drugs, as determined by a newly-invented detection mechanism). The CHP complied with legislation, throughout this period in time, to take juvenile substance abusers to treatment centers (instead of standard detention facilities), and to enforce newly chaptered provisions of law which forbid tampering with ignition interlock devices.

Hypothetical Mode

Legislation passed, by the year 2002, which mandated that juveniles shall receive treatment when arrested for substance abuse. The resulting effect was a reduction in the number of juvenile substance abusers as a percentage of total juvenile population.

Additionally, overcrowding in juvenile facilities (detention/correctional), which was a severe problem in the previous decade, was reduced as young people received constructive assistance. The other major benefit of the treatment program has been a reduction in the level of juvenile DUI arrests and drivers license suspensions. Both of these benefits led to a reduced cost for jails and DMV expenses. The cost savings were rechanneled into the treatment programs.

Legislation was also chaptered shortly after the turn of the Century which mandated ignition interlock devices for all persons convicted of DUI. Because of the above-indicated cost savings to jails and DMV, government continued to seek the means to reduce the financial burden inflicted on society by those who chose to endanger the innocent. Toward that end, convicted persons were required to pay for the installation costs of the interlock devices. The cost savings were reflected in the reduction of over-all DUI accidents, and reduced medical costs to trauma care centers.

The new legislation profoundly affected the manner in which a typical CHP officer works. Instead of transporting juveniles to jail, they were transported to treatment centers, where preliminary evaluations were conducted. These evaluations were later utilized in sentencing

and determining the extent and type of treatment, if conviction was obtained. Persons who were observed tampering (or otherwise attempting to defeat) an ignition interlock device were routinely arrested and easily convicted.

As the level of juvenile substance abusers (and their accident victims) decreased, CHP officers were deployed as staff members in schools and treatment centers. These personnel reinforced the educational and therapeutical staff by providing convincing safety lectures.

The California system of curtailing juvenile substance abuse has set the example for other states. Federal legislation was passed which offered financial incentives to states which adopted similar laws and measures. Other states followed suit, and society was enriched by a youthful population which reached maturity in a healthy environment.

In each of these scenarios, it is clear that law enforcement agencies (and specifically the CHP) will have a role in the future which will be instrumental in addressing preventative measures to mitigate the juvenile substance abuse problem. However, the scenarios also indicate these roles will undergo further refinement in the next decade.

Policy Considerations

Several policy alternatives to address the previous exploratory scenario were identified. A list of these alternatives can be found in Appendix K. The criteria for developing these policy alternatives was twofold - either to help to achieve a desired future and/or to avoid an undesirable element in the future scenario. Two policy approaches were eventually chosen for further examination because

they directly related to the law enforcement responsibilities of the CHP (regarding juvenile traffic substance abuse), and because they were feasible for the CHP to pursue by means of policy and planning. The two policy approaches selected were the following:

1. **The CHP (the representative of "law enforcement" for purposes of this paper) should seek funding to undertake a substance abuse interdiction program, specifically directed towards juveniles who operate vehicles.**
2. **The CHP should seek legislative support for it to assume a major role in a study of juvenile substance abusers who operate vehicles, to compare recidivism rates for arrestees who are given mandatory treatment versus those who solely receive jail time.**

The impacts of these policy alternatives upon the events and trends present in the normative scenario can be examined by conducting a cross impact analysis. Such an examination was conducted using the same consultants mentioned before, and their results are shown in Appendix K.

PART TWO

STRATEGIC MANAGEMENT

This part of the paper includes a situational analysis of the impact of law enforcement on the application of laws pertaining to juvenile substance abuse and, more specifically, the role of the CHP in this area. Several key techniques were used to conduct this assessment, identify stakeholders, formulate strategy alternatives, and develop approaches designed to facilitate acceptance of a strategic plan (which attempts to reach the goals of the previously described hypothetical scenario).

Mission Statement

A specific organization must serve as the focus of a comprehensive environmental assessment and the development of a strategic plan. Since the issue and subissues of this project specifically relate to the CHP and/or one of its major programs, the CHP will be selected as the organization to be studied. In order to properly evaluate the study issues, it is necessary to identify the CHP's overall, long term objectives in juvenile substance abuse traffic enforcement. One means of stating these objectives is through a mission statement. The following statement was developed independent of the CHP and is offered for use in this analysis as a mission statement for its juvenile substance abuse program:

The CHP serves as the lead agency for DUI (driving under the influence of alcohol and/or drugs) enforcement in California; therefore, a primary mission of the CHP is to promote the safe operation of vehicles by juveniles in California. The CHP will accomplish this by:

1. Enforcing provisions of California law designed to promote sober operation of vehicles by juveniles.
2. Coordinating traffic substance abuse enforcement efforts with allied agencies.
3. Teaming with organizations and associations in seeking legislation which seeks to reduce abuse of substances by juvenile drivers.
4. Providing assistance, education, and information to local government and community-based organizations to encourage the interdiction and treatment of juveniles who drive while under the influence.

The ultimate goal of the mission statement is to provide the CHP with an organizational value which gives purpose and direction in allocating resources toward the mitigation and elimination of a major social problem (juvenile substance abuse).

Situational Analysis

The specific technique used to conduct this situational analysis will be WOTS-UP, which stands for Weaknesses, Opportunities, Threats, and Strengths Underlying Planning. This approach will

highlight significant factors which will impact the CHP.

There were a number of external conditions (trends and events) which will either enhance or impede the achievement of the foregoing mission statement for the CHP. These conditions were identified earlier by a panel of experts through the use of an NGT. Of those identified in this manner, the following are considered opportunities, because they tend to support the need for the CHP to assume the role of statewide law enforcement agency leadership in combating juvenile substance abuse:

Opportunities

1. Passage of legislation which mandates treatment of juveniles arrested for substance abuse.
2. Passage of legislation which mandates zero (alcohol) tolerance for juveniles.
3. Increased militancy among students to take steps to curtail substance abuse by their peers.
4. Overcrowding in juvenile detention facilities leads to court orders to reduce inmate populations.
5. Substance abuse interagency task forces (between law enforcement agencies) increase in number and efficacy.
6. The media publicizes statistics and analyses provided by the CHP, regarding the number and severity of accidents caused by juveniles who abuse substances.
7. Law enforcement agencies become more involved in community-based policing, in order to work with community-based organizations which seek to combat juvenile

substance abuse.

8. Parents, schools, and social service agencies seek to supplant imprisonment with treatment, in cases of juvenile substance abuse.

Those external conditions which are considered to be threats are those which do not support the CHP mission to become a statewide agency leader in combating juvenile substance abuse:

Threats

1. Lingering resistance among those public officials and organizations who believe that discipline (incarceration) is a greater deterrent than treatment (of which they doubt the success) for those who abuse substances.
2. The passage of legislation which mandates minimum sentences in jail, regardless of treatment programs.
3. The growing shortage of state fiscal resources available to treatment providers.
4. The increasing pressure on law enforcement agencies (including the CHP) to concentrate resources only on the most basic services, due to fiscal constraints.

Another factor to be considered in this analysis is the capability of the CHP to fulfill this mission from an organizational standpoint. This will be assessed in terms of the CHP's organizational strengths and weaknesses, with respect to its ability to respond to the opportunities and threats previously mentioned. One of the department's strengths is that its existing program already provides the organization and infrastructure to assume the role of statewide law enforcement agency leadership in combating juvenile driver substance abuse. In fact, the CHP is currently recognized

by many entities as serving in this capacity.

Conversely, one of the department's major weaknesses is the fact that there is still a very real problem with juvenile DUI, despite the CHP's nationwide renown as an energetic and prolific enforcer. For example, national statistics (provided by the National Highway Traffic Safety Administration [NHTSA]) indicate that a driver under the influence is more likely to be identified and arrested by the CHP than by any other American law enforcement agency (regardless of the nationwide odds of 2000:1 against being discovered and arrested for DUI). Despite an impressive commitment of resources to interdiction and arrests, the problem of juvenile substance abuse persists.

Another major strength of the CHP is the relationship it has established, in issues pertaining to substance abuse by drivers and juveniles, with the leading federal agency, NHTSA, within the U.S. Department of Transportation). In addition, the CHP has established its position of expertise and commitment with the California legislature, local law enforcement agencies, treatment and corrections administrators, and community-based organizations which are dedicated to the issue (e.g., MADD and SADD, to name only two of many). These relationships can assist the department in acquiring the necessary support to assume the role outlined in the mission statement.

The following strengths and weaknesses are also inherent in the CHP, in addition to those previously noted:

Other Organizational Strengths

1. There are already some legal precedents supporting the department's role as a statewide coordinator or leader in other traffic law enforcement issues.
2. The department has conducted numerous studies pertaining to techniques for interdicting drivers under the influence of drugs and/or alcohol.
3. Every year, the CHP obtains federal grants through the Office of Traffic Safety for innovative DUI apprehension programs.
4. CHP area commanders interact directly with county juvenile treatment service administrators, to comply with mechanisms by which youthful offenders are properly processed (where funds permit).
5. The CHP's DUI enforcement efforts are already recognized fiscally by a specific element in the departmental budget.
6. The department already possesses recognized experts in laws and techniques pertaining to juveniles and substance abuse.
7. The department already has trained and equipped personnel deployed statewide.

Other Organizational Weaknesses

1. The department's current program is decentralized which, in some cases, has resulted in fragmented attention to treatment as a viable alternative.
2. The CHP is not vested with the authority to initiate treatment programs among county providers, despite the fact that state funds support such services.

3. A 1991 staffing study revealed that in order to continue providing basic levels of traffic law enforcement and services statewide, the current strength of 5500 officers must be increased by 2000 within the next five years. The fiscal solvency of the Motor Vehicle Account, by which the department is funded, runs perilously close to inadequate levels each year. Any treatment programs which could increase departmental expenditures, or time in which an officer is off the beat for prisoner processing, could adversely affect the ability of the CHP to combat the juvenile substance abuse problem.
4. Each year, a growing number of California's communities incorporate as cities. By statute, the CHP cannot provide traffic services beyond the date of incorporation, or until a police agency (or sheriff contract) is formulated, whichever occurs first. This effectually shrinks the geographic reach of the CHP, and reduces the uniformity of enforcement which is typified by one large agency (as evidenced in many other states). This growth of cities, therefore, increases the fragmentation of services.

These aforementioned strengths and weaknesses must be considered in properly selecting a strategy suitable for the CHP and its mission objectives.

Stakeholder Analysis

In assessing the impact of establishing the CHP as the statewide law enforcement agency leader in combating juvenile driver substance abuse, it is imperative that key stakeholders be identified. The following is a listing of such stakeholders and the major assumptions they are likely to hold about the issue:

1. **California Highway Patrol (CHP)** - The CHP is extremely interested in accomplishing its mission. It undoubtedly holds the following assumptions:

- a. Local law enforcement wants to participate in programs directed toward combating juvenile substance abuse.
- b. Arrests and incarcerations are not enough to accomplish the mission. Treatment programs must be mandated which are dedicated to reducing recidivism.
- c. The CHP is the most likely candidate to coordinate the statewide law enforcement effort toward reducing juvenile driver substance abuse.
- d. Juvenile substance abuse task forces must be led by the CHP, in order to ensure a uniform law enforcement perspective throughout the 58 counties. Past issues have demonstrated that uniformity of perspective (and the subsequent unified political position) ensures the most likely success of the law enforcement administrative team addressing solutions as a formidable force.
- e. The general (uniform) perspective of law enforcement agencies will be instrumental in creating and adjusting an effective statewide interdiction and treatment program.

2. **Department of Alcohol and Drug Programs (ADP)** - The ADP is the state agency which analyzes the statewide programs and trends in substance abuse, makes recommendations to the legislature, publishes studies about treatment programs, and provides expertise and support to law enforcement agencies, treatment providers, and community-based organizations. The ADP's assumptions would probably be the following:

- a. All law enforcement wants to participate in programs directed toward combating

juvenile substance abuse.

- b. Arrests and incarcerations are not enough to accomplish the mission. Treatment programs must be mandated which are dedicated to reducing recidivism.
- c. The CHP is the most likely candidate to coordinate the statewide law enforcement effort toward reducing juvenile substance abuse.
- d. The general (uniform) perspective of law enforcement agencies will be instrumental in creating and adjusting an effective statewide interdiction and treatment program.

3. **National Highway Traffic Safety Administration (NHTSA)** - NHTSA is the primary federal agency which is concerned with DUI issues. NHTSA is the principal source of federal grant funding for traffic safety programs by state and local law enforcement agencies. NHTSA's assumptions would probably be the following:

- a. All law enforcement wants to participate in programs directed toward combating juvenile substance abuse.
- b. Arrests and incarcerations are not enough to accomplish the mission. Treatment programs must be mandated in each state which are dedicated to reducing recidivism.
- c. The CHP is the most likely candidate to coordinate the statewide law enforcement effort in California toward reducing juvenile substance abuse.
- d. The general (uniform) perspective of law enforcement agencies will be instrumental in creating and adjusting an effective statewide interdiction and treatment program.

4. **Health and Welfare Agency (HWA)** - HWA oversees state agencies which disburse funds to counties for treatment programs. HWA's assumptions would probably be:

- a. Arrests and incarcerations are not enough to accomplish the mission. Treatment programs must be mandated which are dedicated to reducing recidivism.
- b. The general (uniform) perspective of law enforcement agencies will be instrumental in creating and adjusting an effective statewide interdiction and treatment program.

5. **County Juvenile Probation Departments** - As an arm of the superior courts, these agencies oversee criminal justice incarcerations and sentence compliance of juveniles. They are most likely to hold the following assumptions:

- a. All law enforcement wants to participate in programs directed toward combating juvenile substance abuse.
- b. Arrests and incarcerations are not enough to accomplish the mission. Treatment programs must be mandated which are dedicated to reducing recidivism.
- c. The general (uniform) perspective of law enforcement agencies will be instrumental in creating and adjusting an effective statewide interdiction and treatment program.

6. **Local Law Enforcement Agencies** - These agencies are most likely to hold the following assumptions:

- a. All law enforcement wants to participate in programs directed toward combating juvenile substance abuse.
- b. The CHP is not able to provide the level of service needed at the local level, particularly within incorporated areas.

- c. The general (uniform) perspective of law enforcement agencies will be instrumental in creating and adjusting an effective statewide interdiction and treatment program.
7. **Juvenile (Superior) Court Judges** - These dedicated individuals are responsible for meting out sentences, as permitted or mandated by statute. Frequently, the sentence is pronounced after an evaluation of the arrestee is conducted by the juvenile probation officer (who consults with the arresting agency). They are likely to hold the following assumptions:
- a. All law enforcement wants to participate in programs directed toward combating juvenile substance abuse.
 - b. Arrests and incarcerations are not enough to accomplish the mission. Treatment programs must be mandated which are dedicated to reducing recidivism.
 - c. The CHP is the most likely candidate to coordinate the statewide effort towards reducing juvenile substance abuse.
 - d. Juvenile substance abuse task forces must be led by the CHP, in order to ensure a uniform law enforcement perspective throughout the 58 counties.
 - e. The general (uniform) perspective of law enforcement agencies will be instrumental in creating and adjusting an effective statewide interdiction and treatment program.
8. **Department of Motor Vehicles (DMV)** - DMV is not only responsible for issuing and managing drivers licensing and registration, it frequently joins with the CHP in conducting proactive workshops in addressing a multitude of traffic safety issues. One of the most common meeting grounds has been the subject addressed within this paper. DMV would probably hold the following assumptions:

- a. All law enforcement wants to participate in programs directed toward combating juvenile substance abuse.
- b. Arrests and incarcerations are not enough to accomplish the mission. Treatment programs must be mandated which are dedicated to reducing recidivism.
- c. The CHP is the most likely candidate to coordinate the statewide law enforcement effort toward reducing juvenile substance abuse.
- d. Juvenile substance abuse task forces must be led by the CHP, in order to ensure a uniform law enforcement perspective throughout the 58 counties.
- e. The general (uniform) perspective of law enforcement agencies will be instrumental in creating and adjusting an effective statewide interdiction and treatment program.

9. **California Legislature** - This branch of government has designated the CHP as the lead agency in a vast number of traffic safety concerns. The legislature has also held the national distinction of creating the most voluminous collection of statutes relating to traffic law, juvenile justice, and treatment programs. The legislature would probably hold the following assumptions:

- a. Arrests and incarcerations are not enough to accomplish the mission. Treatment programs must be mandated which are dedicated to reducing recidivism.
- b. The CHP is the most likely candidate to coordinate the statewide law enforcement effort toward reducing juvenile substance abuse.
- c. The CHP is not able to provide the level of service needed at the local level, particularly within incorporated areas.

- d. Funds for treatment should be shifted from traditional incarceration budgets of the California Youth Authority.
10. **Community-Based Organizations** - These advocate groups are frequently comprised of parents, students, victims of accidents or substance abuse, or patients of treatment programs. They interact closely with all levels of government (i.e., law enforcement, treatment providers, the legislature). They seek innovative, proactive means of achieving social improvements. They would likely hold the following assumptions:
- a. Arrests and incarcerations are not enough to accomplish the mission. Treatment programs must be mandated which are dedicated to reducing recidivism.
 - b. The CHP is the most likely candidate to coordinate the statewide law enforcement effort towards reducing juvenile substance abuse.
 - c. The general (uniform) perspective of law enforcement agencies will be instrumental in creating and adjusting an effective statewide interdiction and treatment program.
 - d. Funds for treatment should be shifted from traditional incarceration budgets of the California Youth Authority.
11. **California Youth Authority (CYA)** - The CYA has the burdensome responsibility of transporting, holding, imprisoning, evaluating and (occasionally) assisting in the treatment of youthful offenders. The CYA's facilities range from maximum security sites, to vocational institutes, to forestry and agricultural camps. The CYA does not work closely with state and local law enforcement agencies in the initial arrest of juveniles. Rather, they receive individuals after sentencing by the courts. The CYA is funded separately from treatment

programs which are administered at the county level (from other state funds), and for that reason should be considered a 'snaildarter.' Snaildarters are stakeholders who are often overlooked until they mobilize. The CYA is likely to support the following positions:

- a. Arrests and incarcerations are not enough to accomplish the mission. Treatment programs must be mandated which are dedicated to reducing recidivism.
- b. Reducing the budget of the CYA for an as-yet unproven experiment (treatment) would leave their agency potentially unable to meet their responsibilities. The CYA population may well increase for reasons beyond mere individual cases of drug or alcohol abuse (e.g., convictions for gang violence activities which are unrelated to substances). For these reasons, the CYA would likely oppose sacrifices from its budget.

It is interesting to note the obvious similarities between many of the stakeholders' positions and assumptions. However, the degree of importance and certainty of each of the assumptions listed can be graphically displayed by employing a Strategic Assumption Surfacing Technique (SAST). This technique, also referred to as assumption mapping, graphically places each of the possible stakeholder positions according to their relative certainty and importance. Each of the stakeholder assumptions discussed in Part Two are mapped accordingly, and this map can be found in Appendix L.

One of the more important certain assumptions includes the belief that the CHP is the most likely candidate to coordinate the statewide law enforcement effort toward reducing juvenile driver substance abuse; however, the CHP's resources cannot enable it to provide the level of service

desired in every community (e.g., incorporated cities). Additionally, there is the assumption that local law enforcement is interested in participating and will be involved in this type of coordinated effort.

Alternative Strategies

The next phase of the situational analysis was to develop alternative strategies. A modified policy delphi was used to identify potential strategies. A group of eight individuals (i.e., CHP managers and supervisors familiar with the department's programs in juveniles, substance abuse, and DUI) was given the exploratory scenario. They were then asked to generate a list of strategy alternatives that would help the department achieve this scenario. A complete listing of the alternatives generated can be found in Appendix M. The key consultants employed earlier in the cross impact analysis narrowed this list to three alternative strategies which will be covered in the following discussion.

Alternative A: The department seeks funding to undertake a substance abuse interdiction program, specifically directed towards juveniles who operate vehicles.

The CHP has undertaken several proactive enforcement programs, generally funded by federal traffic safety grants. The Academy provides initial training to newly hired cadets in the detection of the intoxicated driver, identification of illicit drugs, recognition of objective symptoms of abuse, and articulation of observations by supportable reports. After a suitable length of exposure to intoxicated adults and juveniles (during a two year span), the officers are introduced to advanced levels of learning and refine the aforementioned skills. These highly trained experts (two year veterans) are then given the responsibility for refining the training of those who follow, thus ensuring the ongoing

level of proficiency of road patrol officers.

Grants traditionally are utilized to augment these patrol assignments, and saturation campaigns are undertaken. The target of these special grants -- intoxicated drivers. This alternative would fund special campaigns toward locating, apprehending, and removing juveniles who abuse substances and drive vehicles upon the highways. The (additional) grant dollars can save lives.

There are other advantages to this alternative, including:

- It augments the level of in-view patrol on the highways, and thereby increases the availability of officers who may encounter other violations and emergency incidents. The general level of service to the public would be increased.
- It provides greater levels of "training by experience" to the officers who are deployed on special (grant) overtime.

There are also some disadvantages to this alternative, including:

- Increased patrol can increase operational costs for the CHP (e.g., vehicle fuel and maintenance, overtime for court appearances, clerical processing of arrest reports).
- Increased arrests can increase operational costs for recipient agencies (e.g., court, CYA, treatment facilities, probation).

Generally, the stakeholders would probably approve of additional grant funding for the CHP to undertake a substance abuse interdiction program. Many of them would, however, be reasonable in insisting that their budgets at least be augmented, as well, to offset the additional demand upon their staff.

Alternative B: The CHP actively seeks legislative support for it to be awarded a major role in a study of juvenile substance abusers who operate vehicles, to compare recidivism rates for arrestees who are given treatment versus those who solely receive jail time.

The department has a staff of personnel, known as the Office of Research and Planning (ORP), who frequently conduct studies which lead to legislation or recommendations to other agencies. Another branch of the CHP (Office of the Special Representative) conducts ongoing liaison with legislators, and this mutually beneficial relationship has fostered the chaptering of landmark legislation in traffic safety. On many occasions, legislation has included language which designates the CHP as the lead agency for specified studies or projects. Additionally, the statewide nature of the department provides its management with the opportunity to interact closely with the full range of juvenile justice agencies. This alternative cannot be carried out exclusively by the CHP; on the contrary, a tremendous level of interagency cooperation is necessary (if only to capture the necessary comparative data).

There are some advantages to this alternative, including:

- It would increase the field of information regarding the effectiveness of treatment, and would be instrumental in identifying traffic safety trends in the nation's largest

state (with some twenty million registered drivers).

- It would provide realistic projections of future funding needs for all levels of juvenile justice agencies, including the CHP.
- It would demonstrate the CHP's commitment to accomplish the last three of the four mission elements stated in this paper.

There are also some disadvantages to this alternative, including:

- The quality of the CHP's final report may be lacking, due to lack of support from involved allied agencies and juvenile care providers.
- Recidivism may not be clearly defined within the parameters of the legislation. If the study does not encompass a sufficiently long time frame, repeat offenders may not commit subsequent offenses until after the time span of the data-gathering phase.

As in the case of the previous alternative, many of the stakeholders may tend to support the concept of the strategy. But the level of support for this may be less than enthusiastic if buy-in by partners is insufficient. Less than enthusiastic participation between necessary actors in this endeavor would damage the credibility of the study.

Alternative C: The department promulgates a policy which mandates that each CHP area commander shall liaison with their county juvenile probation departments, toward an

efficient treatment intake process (similar to the current relationship with sheriffs for adults who are booked into detoxication units or county jails).

The CHP has policies which parallel this strategy. For example, there are general orders which require area commanders to attempt to enter into written agreements with allied agencies to follow agreed procedures during emergency incidents and disasters, pursuits, shootings, or internal labor actions. Clearly, to attempt one statewide agreement between the state headquarters and over 400 allied agencies would be difficult, at best. For the most part, the overall success of the CHP depends upon the sum total of accomplishments of its 100 area commanders.

There are some advantages to this alternative, including:

- The CHP would be contributing toward the possible reduction of a long-standing social problem (juvenile substance abuse) by initiating dialogue with agencies (i.e., county probation, judges) toward the goal of rendering constructive treatment to offenders. The department would be departing from the traditional attitude of "We just arrest them. After that, somebody else has to finish the process."
- Juvenile services may not be aware that they share the goals of law enforcement agencies. This alternative may synergistically combine the energies of several branches of the system, if goals and purposes become shared.
- Agencies which work together can identify inefficiencies where the functions link. Commitment to a team reduces concerns over turf, and tasks each member to the

common goal.

The disadvantages to this alternative include:

- The quality of performance by the juvenile agencies may determine the level of enthusiasm of CHP commanders. There may be a "revolving door justice system" perception by law enforcement personnel.
- Counties may be financially unable to participate in increased treatment programs. The result could be inequities in the level of service, comparing counties to one another.

Most of the stakeholders will tend to be supportive of this alternative, depending on individual financial situations and mutuality of trust. There would be some who would support it largely because the general philosophical trend of thought is that treatment is financially beneficial if it reduces recidivism, and if it reduces the cost of maintaining expensive incarceration facilities.

Alternative Selection

Alternatives A, B, and C can all be related in some ways; however, it may prove extremely difficult to fully implement all three. Another possible alternative can be found by merging key elements of Alternatives A and B. The resulting alternative which will be evaluated through the rest of this paper will involve the following:

The department seeks funding to be the lead agency in a generalized funded program to reduce substance abuse by juveniles who operate vehicles. The key elements in the program are "enforcement, education and eradication." Enforcement will be augmented by saturation patrols, deployed to those beats and times which experience the highest frequency of juvenile DUI's. Education would be accomplished by a two-pronged public affairs campaign which: (1) advises the youthful public that the enforcement efforts are stepped-up, and which (2) provides media film-clips of substance-related tragedies, thereby heightening the awareness of newly licensed teenaged drivers. Eradication of juvenile driver substance abuse would be accomplished not only by removing impaired drivers from the highway and bringing their behavior to the attention of the justice system, but by chairing an interagency effort at utilizing and evaluating mandatory treatment programs.

The relatively high rating assigned to Alternatives A and B by the participants in the modified policy delhi tend to suggest the need for the CHP to "nominate itself" to take the leadership role in addressing the statewide issue of juvenile driver substance abuse. It was generally conceded that the CHP was "the best candidate," as stated in the stakeholder analysis, because one environment which yields immediately discoverable substance offenders is the highway system. The CHP, therefore, has the necessary infrastructure to locate and process substance abusers, and interact in a uniform manner (statewide) directly with the other key element participants (e.g., legislature, NHTSA, et al). The selection of this strategy also occurred because the author of this paper provided the panel of experts with several examples of typical in-depth studies, prepared by the CHP, which demonstrated that staff is fully capable of producing reputable in-depth reports.

It was also felt that the strategy is the most marketable to the other stakeholders. Seeking funding

may occur by means of the grant process (generally through NHTSA for traffic safety issues, and the Office of Criminal Justice Planning for adjudication and processing issues). It may also be accomplished by line item budgeting, as approved by the legislature and the Governor.

Also, the CHP's role as leader will merely be acknowledged in the context of a final report which provides appropriate acknowledgement of all other key players. The CHP cannot accurately study juvenile substance abuse on its own. A formal "task force" approach will be written into the empowering legislation. The spotlight will be shared.

Finally, legislation focuses attention on the leaders of specified agencies. If a "mandated report to the legislature" commends participants or showcases the complexity of their predicament, they gain the empathy of the political power base. If it criticizes their performance, demands for change may ensue. The stakeholders generally would prefer to be portrayed in a favorable light, and would therefore include themselves in any innovative attempts to resolve complex social dilemmas. Juvenile substance abuse certainly qualifies as such a controversial subject.

Implementation Plan

An implementation plan will be required in approaching this strategy and ultimately negotiating its acceptance. Essentially, it calls for the strategy to be implemented by the commander of the Office of Research and Planning (ORP), as described in "Alternative Selection". There are several specific action steps involved in implementation including:

1. Issue memo to Governor, requesting permission to seek funding and legislation (and showcasing the strategy)
2. Proposed language to legislature
3. Grant proposal to NHTSA or budget item request to Governor (for funding the strategy)
4. Develop memorandum of understanding (formal written operational agreement) for all participating agencies
5. Develop operational plan for data gathering, protocols, agency responsibilities, time frames
6. Interim data analysis
7. Interim reports to NHTSA or legislature
8. Ongoing media relations
9. Solicit input, before final report, from allied agencies and other partner departments and interests
10. Final report to Governor for approval
11. Final report to legislature and NHTSA

Time frames will have to be established to guide ORP in implementation. Ideally, the data should be gathered over a span of five years (the period in which DUI convictions remain on a driving record). The final report should be completed within nine months after the fifth year. ORP's progress in meeting its implementation schedule will be monitored by requiring progress reports each month in the Office's Monthly Activity Report. Additionally, if NHTSA is the funding agency for the strategy, quarterly reports are required to be submitted through the California Office of Traffic Safety. These factors, as well as ongoing input from involved partner departments and interests, will

assist in promoting accountability for implementing the strategy.

Negotiating acceptance will also be an important strategy. It would be desirable for all the stakeholders to be flexible in the organizational and funding components, but this may not be possible. The major concerns for the stakeholders will be the need for, and the desirability of, having mandated treatment for juveniles arrested for substance abuse and the funding processes by which this mission shall be accomplished. The purpose behind these concerns centers around the overall leadership for a possible recidivism study, and an agreement between law enforcement and treatment officials on how the process will function. Several of the stakeholders can be useful in negotiating acceptance (e.g., ADP, NHTSA, DMV, California Legislature, and Community-Based Organizations). There are also key individuals who can assist this process. These individuals are the critical mass players discussed in the next section.

PART THREE

MANAGING TRANSITION

A transition plan will be required in order to implement this strategy and manage the subsequent transition. The components of this plan will include the identification of the "Critical Mass," the management structure to be employed during transition, and the technologies/methods which will be used to assist in the transition.

Identifying the Critical Mass

The Critical Mass are those individuals who are key players who can seriously affect the outcome of the transition. The change is likely to be successful if these players support the change. However, if they are opposed to the change, the change is likely to fail. The following is a listing of the Critical Mass players for this transition management plan. Once again, the six professionals mentioned earlier assisted in identifying these players:

1. Commander, CHP Office of Research and Planning (ORP)
2. Director, Alcohol and Drug Programs (ADP)
3. Director, Health and Welfare Agency (HWA)
4. Director, Department of Motor Vehicles (DMV)
5. Legislative Transportation Committee Chairpersons

6. Chairpersons, MADD and SADD

Many of the above indicated Critical Mass players are most likely to designate subordinate managers to represent them on any endeavors related to this proposal. For purposes of this report, the participation of the designee(s) will be assumed for each director, commander or chairperson.

A chart has been prepared in an effort to visually characterize the commitment of these Critical Mass players. Appendix N illustrates an estimate of the level of commitment each player currently maintains as indicated by the letter "X." The letter "O" indicates the projected level of commitment that each player must have, at a minimum, for the transition plan to be successful. The arrow represents the movement, if any, in the level of commitment required of each Critical Mass player. The following discussion covers the commitment level estimates shown in Appendix N. The reason for any required movement, in terms of commitment, is also explained.

Commander, CHP Office of Research and Planning (ORP) - ORP is responsible for the bulk of alcohol or drug enforcement programs administered by the CHP. The unit is usually the Commissioner's representative on task forces which convene to address driving under the influence (DUI) of alcohol or drugs, or other unlawful uses or possession of substances. Additionally, ORP is the unit which oversees departmental policies for the processing of juvenile offenders. Policies, programs and special projects within the subject matter are routinely assigned to ORP. The Commander or designate would likely be selected by the Commissioner to be the key individual, as well as the ultimate transition manager.

Director, Department of Alcohol and Drug Programs (ADP)- ADP is the state agency which analyzes the statewide programs and trends in substance abuse, makes recommendations to the legislature, publishes studies about treatment programs, and provides expertise and support to law enforcement agencies, treatment providers, and community-based organizations (e.g., MADD and SADD). ADP's Director has endorsed the sophistication of juvenile incarceration programs to include treatment. However, the Director would very likely be concerned about legislation which mandates treatment, yet fails to adequately fund the strategy. The key player should be convinced to shift from a somewhat neutral stance to at least tentative support. The rationale to convince the commitment shift may be the attraction of expanding turf for ADP. More treatment programs statewide will widen the span of control of ADP, bringing the spotlight of acclaim upon the Director.

Director, Health and Welfare Agency (HWA) - HWA oversees state agencies which disburse funds to counties for treatment programs. It is likely that the Director (key player) would let the change happen. That position should be maintained. A possible method for assuring the continued level of commitment would be "seeing the step-by-step plan for getting there." Essentially, the key player's ongoing involvement in treatment programs dictates that he/she should be tapped for input into the intricacies of each step of the plan which involves treatment. A sense of ownership would thusly be shared.

Director, Department of Motor Vehicles (DMV) - DMV is not only responsible for issuing and managing drivers licenses and registration, it frequently joins with CHP in conducting proactive workshops in addressing a multitude of traffic safety issues. Additionally, the key player of this organization is responsible for overseeing the management of the drivers

records system. This key player will probably let change happen. It would be preferable to retain this level of commitment. DMV's tracking system should be utilized to follow the progress of juveniles who have been through the treatment system, and compare their recidivism rates with a nontreated sample. DMV's responsibility would be to assure the success of the strategy by monitoring some short-range check points or small wins to demonstrate progress toward the future goal.

Chairpersons, Legislative Transportation Committees - These key players from the Assembly and Senate are frequently involved in a vast number of traffic safety concerns. The legislature has also held the national distinction of creating the most voluminous collection of statutes relating to traffic law, juvenile justice, and treatment programs. The key players would be expected to let change happen, and should be impelled to an even more active level of commitment. This will be necessary in order to ensure that the alternative strategy is legislated. A method of increasing the commitment level of these players would be through symbolism and ceremony. The key players would then be able to demonstrate their humanistic activism to their constituents.

Chairpersons, Mothers Against Drunk Driving (MADD) and Students Against Driving Drunk (SADD) - These key players are high-profile leaders of community-based organizations. Both advocate groups are comprised of parents, students, victims of accidents or substance abuse, or patients of treatment programs. They interact closely with all levels of government (e.g., law enforcement, treatment providers, and the legislature). The key players are known to seek innovative, proactive means of achieving social improvements. Their level of commitment is currently at the level of letting the change happen. It would

not require extraordinary effort to raise that level to making the change occur. This level is necessary because the MADD- and SADD-sponsored programs automatically draw praise from a broad swath of the public sector. One tactic which may get these key players to raise their level of commitment is to take advantage of their ability to encourage small-scale experiments. Several communities have benefitted from the activism of local MADD or SADD leaders, who coax local agencies to seek innovative measures to control the substance abuse problem. Sober Graduation and the DUI Reporters Reward System, for example, both began as local pilot projects. It is entirely feasible for these key players to bring about micro-scale facsimiles of the proposed strategy in some counties. The success of such pilots could serve as an example for statewide emulation and implementation.

The Transition Management Structure

A structure must be identified in order to manage change which will occur with the adoption of this strategy. The structure will be an asset during the three phases of the resultant organizational change -- prechange, transition, and post change. It is anticipated the structure will no longer be necessary following post change and, as such, the structure will be temporary.

At first glance, it would appear prudent to assign the Commander of ORP the responsibility of managing this change. However, the other responsibilities of this unit place considerable demands upon the position. The previous discussion also pointed out that the Commissioner, because of his status as chief executive, has better access and a greater sphere of influence which may be of benefit in managing the change.

The Commissioner's position also has similar competing demands which preclude him from managing the daily aspects of this change. However, there is a position within ORP which can be used in this capacity. ORP is currently staffed with a Lieutenant who serves as the coordinator for the CHP's DUI and juvenile programs. The Lieutenant can and should be assigned as project manager for the strategy. The roles of the ORP Commander and the Commissioner would still be critical to the change, but they would become executive roles which would support the activities of the project manager.

The project manager will need the assistance of an internal team and an external team to effect the change. The internal team would assist the project manager in preparing the necessary fiscal, personnel, and legislative packages which will be required. Representatives from the Department's Budget Section, Legal Coordination Section, Academy, Office of Special Representative, and Office of Special Projects will be involved in the internal team.

The external team will also be important to the success of the change. This team will include representatives of stakeholders, and particularly Critical Mass key players. This team will serve in an advisory capacity during program design and, later, implementation. Such a team could also help to diffuse potentially serious problems which may surface and could result in unsuccessful change.

Implementation Technologies/Methods

There are a variety of methods and/or technologies which can be applied as a part of the transition management plan. These should be identified prior to initiating the strategy, as they can help in overcoming the expected natural resistance to change. They can additionally aid in reducing the level

of anxiety and uncertainty which can also be expected. The technologies/methods which have been identified for potential use in this instance include the following:

Responsibility Charting - The project manager will need to identify the various tasks and responsibilities associated with the strategy. This can be accomplished by conducting responsibility charting with the various "actors" involved in the change. This will clarify who is responsible for each critical activity in the change and also promote an understanding of each "actor's" role.

Conflict Management - There will be conflict during the transition. As a result, the project manager must have in place a means to detect conflict early and address it when it surfaces. Regular meetings at each sublevel can accomplish this. Feedback must be invited at scheduled intervals, and accepted and encouraged at any other time.

Controlling Rumor - The project manager must recognize that, during change, uncertainty and rumor will flourish. To guard against these destructive features, the project manager must establish a means to convey reliable information in a recurring manner. The minutes from the above indicated meetings should be circulated and discussed with all sublevels of personnel.

Focus On The Positive - During the transition, there will be an assortment of events which will be perceived negatively by those affected by the strategy. The project manager should be aware of and address these occurrences, but he/she should not fixate on them. Instead, those events which are perceived as positive should be the focus and should be emphasized.

News releases to the media (involving key actors) could bolster this mechanism.

Establish Realistic Milestones - Milestones, or incremental goals, must be established for transition. These milestones must also be realistic in terms of time and potential for success. The project manager should also make it a point to celebrate each milestone that is accomplished. This will help in illustrating progress toward the goal.

Tracking The Path Of Change - The project leader must establish a means to track the direction or path of the change during the transition. This can be done by examining established milestones and the established responsibility chart. Care must be exercised to ensure that change is proceeding in the direction of the original vision. This is extremely important as the change traverses the transition state referred to as the "neutral zone."

As receptiveness improves for the strategic plan, it would be prudent to redefine the stakeholders and Critical Mass (e.g., California Police Chiefs and Sheriffs Associations). This will become even more necessary as legislation involves them. They must, therefore, be added to the transition management plan.

CONCLUSIONS

This study examined the issue question: "what will be the responsibility of law enforcement for juvenile substance abuse by the year 2002?". The answer lies in the linking of law enforcement and treatment providers, in order to mitigate the problem of juvenile driver substance abuse. From the futures research conducted in this study, it is clear that all law enforcement will have a role in this subject matter, and that role is likely to grow as more administrators and community leaders become aware of the impact this concern has on assorted quality of life issues. All three of the scenarios derived from this study clearly note this relationship.

However, the scenarios also reveal that two challenges face the linkage of arrest to treatment. First, the effect of treatment on recidivism has not been clearly proven. The study proposed by this paper would build a foundation of knowledge in the field, so that treatment (alternative sentencing) proposals would not necessarily have to "reinvent the wheel" to gain acceptance. Secondly, the fiscal question will almost always take precedence over the possibility of "social experimentation." That is, legislators and local administrators will be unwilling to implement a new program if there are significantly identifiable costs which are not adequately funded. For these reasons, it is important to strategically address these issues and plan for this future in an effort to avoid any deleterious ramifications.

The CHP will be affected by the proposed linkage between arrest and confinement, because the CHP is the primary state agency engaged in road patrol arrests. More specifically, the CHP is a national leader in DUI countermeasures, substance control enforcement, and juvenile traffic matters. It has

developed its own infrastructure to provide these enforcement programs, which includes both organization and personnel. It is also recognized by the federal government as the primary agency in this type of enforcement for the state of California. Yet, this infrastructure and recognition is not adequate to spark the interest of local police agencies and treatment providers to implement an extensive statewide plan. Since many agencies are likely to be involved, it would be advantageous to promote a cooperative effort which, at the very least, does not permit inconsistency across the state nor promote difficulties for the juvenile correctional agencies.

Several strategy and policy alternatives were considered in this study to promote this healthy environment of mitigation measures (to confront the problem of juvenile driver substance abuse). Those which were selected for inclusion in the strategic plan were those which could possibly move California's juvenile justice system towards the most desirable future. One of the most inviting alternative strategies centers around an interdiction program. The CHP has participated in numerous intervention and interdiction special programs in the past, and the success of each effort depended, to a large degree, on the level of interagency cooperation. If such an interdiction effort were to occur as suggested in this alternative strategy, it would have to be a combined effort of all involved agencies. The benefits to such an effort would be: apprehension of juveniles who are driving under the influence (DUI), and the reaffirmation of shared responsibilities (teamwork) between law enforcement agencies. A cooperative law enforcement effort would promote some standardization in enforcement and could enhance the skill and knowledge of those officers performing road patrol duties. There is a compelling argument which suggests that enhanced training (e.g., drug recognition expert and lateral gaze nystagmus) should become a requirement prior to actually engaging in this type of enforcement; however, this particular issue may be a subject for later discussion. Furthermore, it is suggested that enhanced levels of drug recognition proficiency

by officers may be effected by the types of new illicit substances which are being created almost every year. Again, this is a topic which is germane to this paper's subject matter, but which should be explored in a separate study.

This examination revealed that local law enforcement will be a vital component of the future linkage with treatment providers. It also indicated that the CHP, although a major component of this blended function within the juvenile justice system, is limited by statute (regarding patrol of incorporated highways) and the amount of fiscal resources it can commit to such an effort. Therefore, the relationship between local agencies and the CHP will have to be cooperative, and the success of either an interdiction enforcement effort or a recidivism study will depend upon the interactive efforts of the (up to) 100 area commanders. The CHP can contribute to this cooperative endeavor by supporting local agencies in providing training and specialized services for those communities requesting CHP assistance. Yet, the level of CHP assistance provided will be contingent upon the resources available.

Three subissues have been considered within this paper:

- **How will laws change regarding juvenile substance abuse?** This paper largely has focused on laws regarding juveniles who drive. Additionally, the potential for legislation has been examined regarding mandatory treatment, zero (alcohol) tolerance for juveniles, and ignition interlock devices. Further legislation (through resolution) may place the CHP in the above mentioned leadership role in the multiagency effort to eradicate juvenile driving substance abusers.

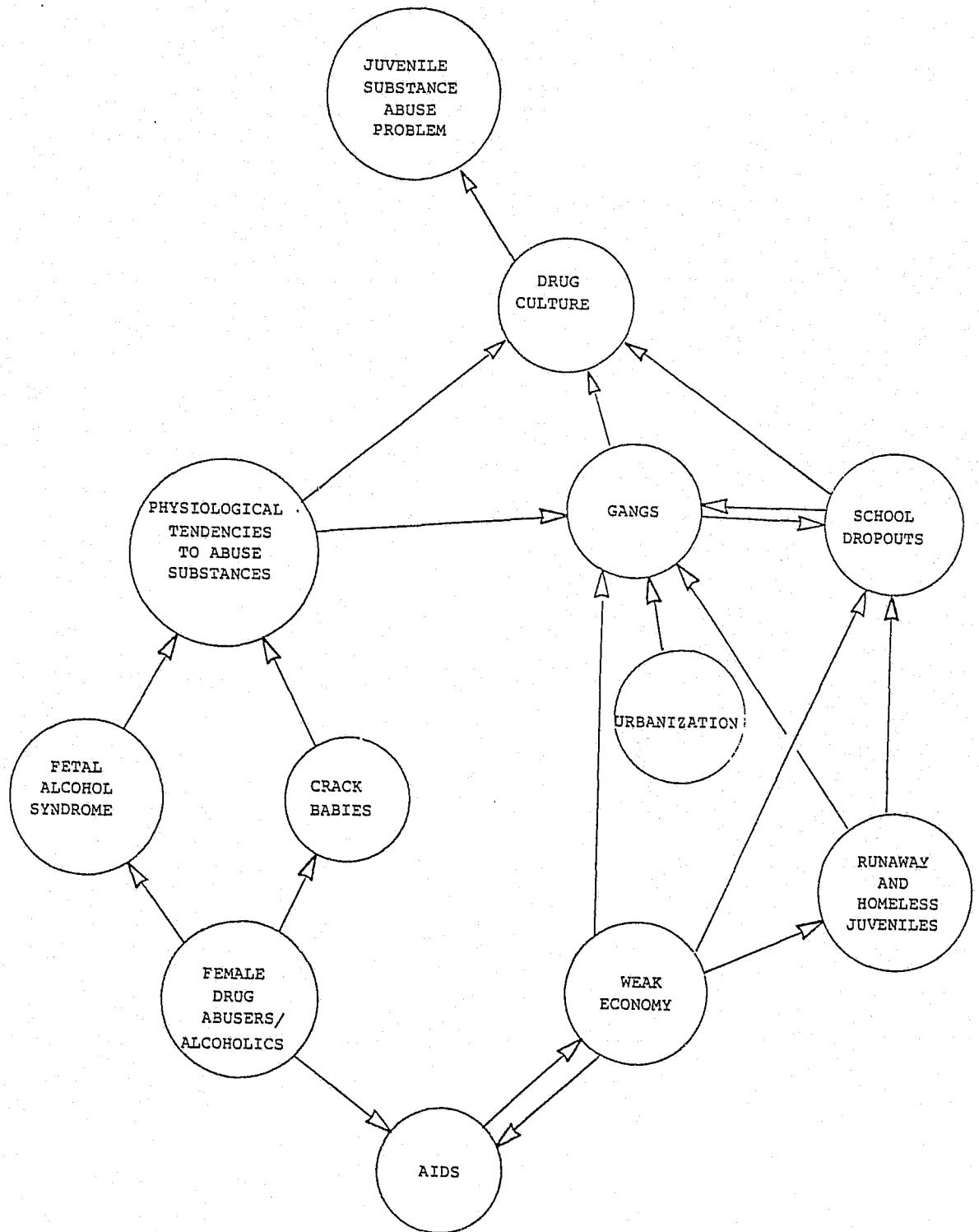
- **What type of treatment programs will be available for juveniles arrested for substance abuse?** Los Angeles County has recently started a "boot camp" facility for juvenile arrestees. This should be examined in another research paper for its effectiveness. This paper, however, does consider at least the possible use of chemical addiction reducers (similar to methadone and antibuse). Additionally, this paper touched peripherally on the value of mandating treatment of a type to be determined by the probation experts who examine arrestees on a case-by-case basis.
- **How effective will treatment programs be for juveniles who abuse substances?** As indicated in the reference to "boot camp," further analysis is needed. The strategy within this paper, however, proposes a study of two groups of juvenile arrestees. The purpose of the study is to examine recidivism rates.

The federal government has budgeted approximately \$35 billion to fight the war on substances of abuse since the late 1980's. Seventy percent of the funds are allocated to law enforcement. It has been suggested by a federal-level task force of national organizations²⁹ that at least half of the funding should be diverted away from enforcement to prevention and treatment. This paper shares that thought ("enforcement, education and eradication"), and urges recognition of the task force's observations that the current war on drugs is misguided, in that it:

"...portrays drug use as a moral failing rather than a health problem, targets casual drug users instead of addiction, fails to address the economic and social factors that contribute to drug addiction and alcohol problems, and ignores most alcohol use."

APPENDIX A

JUVENILE SUBSTANCE ABUSE PROBLEM



APPENDIX B

NOMINAL GROUP TECHNIQUE

MEMBERS

Program Manager, Friday Night Live.

This person leads an organization in Sacramento which is dedicated to helping young persons to overcome emotional problems. Most frequently, these problems involve the use of substances and driving while under the influence (DUI).

Program Manager, Central Valley Family and Friends Project, U.C. Davis.

This person manages an organization which works with a multitude of governmental agencies, largely dedicated to traffic safety issues which involve juveniles.

Research Analyst, Statistics and Analytical Studies Section, California Department of Alcohol and Drug Programs.

This person is involved in a variety of projects which are dedicated to the control, treatment, and public awareness of juvenile substance abuse.

Lieutenant, Rocklin Police Department.

This person has extensive experience in law enforcement (three agencies). He has been actively involved in enforcement efforts aimed at juvenile substance abuse.

Lieutenant, California Highway Patrol.

This person has eighteen years of experience in traffic law enforcement, and has made hundreds of arrests for substance abuse and DUI.

Driver Improvement Manager, Department of Motor Vehicles.

This person is a manager in the Sacramento Field Office. She previously managed the implementation of the Administrative Per Se Project ("on the spot license suspension for DUI") for the Director of DMV.

Sergeant, Departmental DUI Coordinator, California Highway Patrol.

This person is responsible for supervising CHP programs involving DUI, including legislative bill analysis, portable breath testing devices, implied consent, cite and release policy, Attorney General Opinions, sobriety checkpoints, forcible blood withdrawals, and applicable statutes and case decisions.

APPENDIX C

RANK ORDERED LIST OF TRENDS

1. Juvenile substance abusers as percentage of total juvenile population.
2. Number and scope of juvenile treatment programs.
3. Number and severity of juvenile drivers license suspensions for substance abuse.
4. Overcrowding in juvenile detention/correctional facilities.
5. Public outcry against juvenile substance abuse.
6. Number of victims of juvenile DUI.
7. Use of devices which detect restricted substances.
8. Efforts toward controlling substance suppliers.
9. School dropout rate.
10. Mandatory drug testing.
11. New substances of abuse.
12. Level of juvenile experimental use of substances.
13. Teenage pregnancies.
14. Relationship between juvenile substance abuse and civil liability.
15. Further decriminalization of marijuana.
16. Pressure to decriminalize more serious substances.
17. More and earlier education about substance abuse.
18. Development of new standards for drivers licensing.
19. Number of juvenile DUI arrests per year.
20. Depopularization of substances of abuse.
21. Cost of owning and operating motor vehicles.
22. Reluctance of district attorneys to prosecute.
23. Mass transit popularity.
24. Juvenile role models for positive advertising against abuse.
25. Constitutional concerns weighed against need to arrest.

APPENDIX D

RANK ORDERED LIST OF EVENTS

1. Passage of legislation which mandates treatment of juveniles arrested for substance abuse.
2. Passage of legislation which mandates zero (alcohol) tolerance for juveniles.
3. Drug detection device invented.
4. Passage of legislation which mandates ignition interlock devices.
5. Medical breakthrough: new drug discovered to control substance dependency.
6. Famous drug poisoning incident creates national scare.
7. Budget crisis forces termination of drivers' education.
8. Passage of legislation which licenses marijuana (similar to tobacco and alcohol).
9. Prohibition of advertisements for certain substances.
10. "Total treatment" campus health clinic created.
11. Acupuncture certified as treatment for substance abuse.
12. Primary seat belt law passes.
13. Passenger air bags mandated in new vehicles.
14. Taxes raised dramatically on alcohol.
15. Minimum drinking age lowered to 18.
16. California becomes a "dry" state.
17. Petroleum crisis leads to gas rationing.
18. Minimum driving age raised to 18.
19. CHP creates and empowers youth council.
20. U.S. severs relations with drug-furnishing countries.

APPENDIX E

TREND SCREENING

TREND SCREENING						
NO.	CANDIDATE TRENDS IN RANK ORDER	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	Juvenile substance abusers as percentage of total juvenile population	4	2	1		
2	Level of juvenile treatment programs	3	2	1		
3	Level of juvenile drivers license suspensions for substance abuse	4	3	1		
4	Level of overcrowding in juvenile detention/correctional facilities	3	1	2		
5	Level of public outcry against substances of abuse	3	2	2		
6	Level of victimization of others by juvenile DUI offenders	3	2	2		
7	Use of devices which detect restricted substances	3	2	1	1	
8	Efforts towards controlling suppliers of substances of abuse	3	2	1	1	
9	School drop-out rate	2	3	1	1	
10	Mandatory drug testing of juveniles (certain environments)	2	2	1	1	
11	New substances of abuse	2	1	2	2	1
12	Level of juvenile experimental use of restricted substances	2	2		2	1

APPENDIX F

TREND EVALUATION

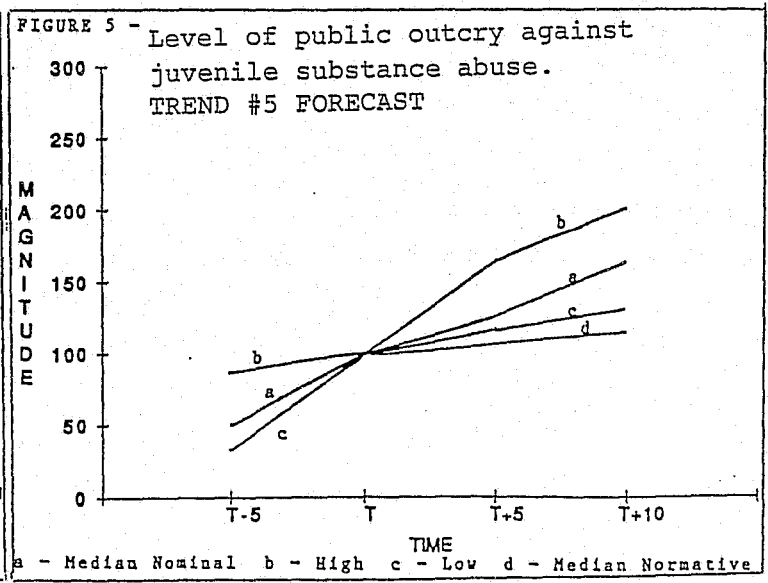
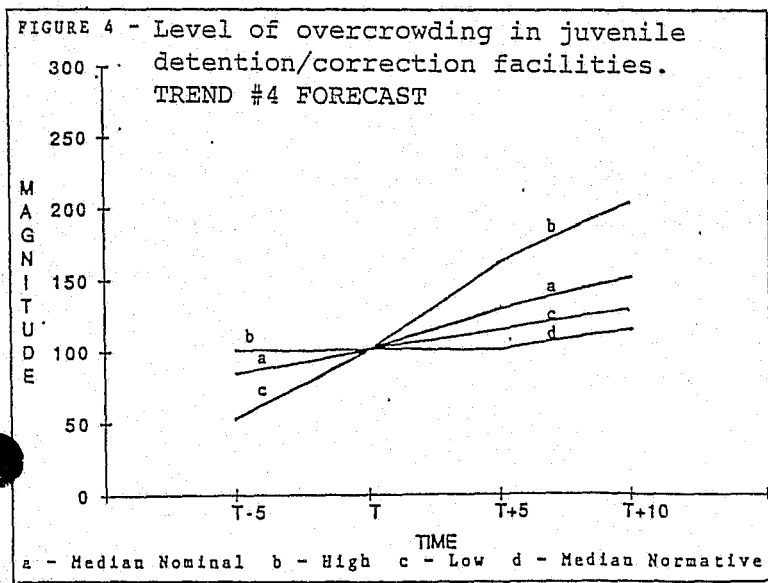
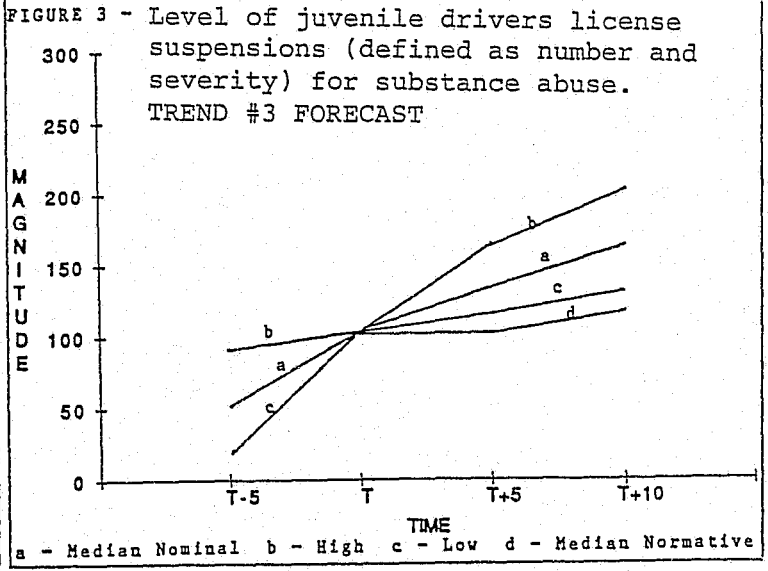
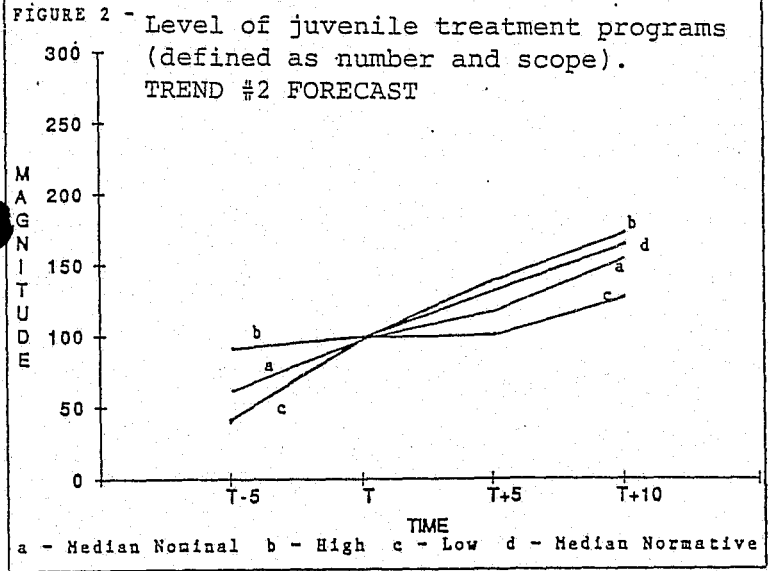
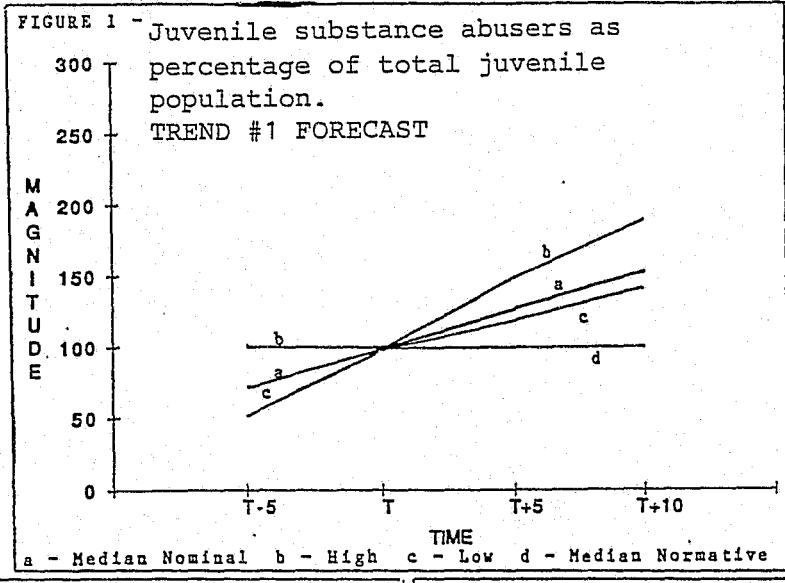
TREND EVALUATION							
TREND NO.	TREND STATEMENT	LEVEL OF THE TREND					
		(Panel Medians) (N=7)		(Today = 100)			
		FIVE YEARS AGO	TODAY	FIVE YEARS FROM NOW WILL BE	FIVE YEARS FROM NOW SHOULD BE	TEN YEARS FROM NOW WILL BE	TEN YEARS FROM NOW SHOULD BE
1	Juvenile substance abusers as percentage of total juvenile population	70	100	125	100	150	100
2	Level of juvenile treatment programs (defined as number and scope)	60	100	120	130	150	160
3	Level of juvenile drivers license suspensions (defined as number and severity) for substance abuse	50	100	130	100	160	120
4	Level of overcrowding in juvenile detention/correctional facilities	80	100	130	100	150	110
5	Level of public outcry against juvenile substance abuse	50	100	125	105	160	115

APPENDIX G

TREND FORECASTING

Range of Panel Estimates

TREND STATEMENT		LEVEL OF THE TREND (Today = 100)			
		5 Years Ago	Today	Five years from now	Ten years from now
1	Juvenile substance abusers as percentage of total juvenile population	50 - 100	100	120-150 80-150	140-180 90-170
2	Level of juvenile treatment programs (defined as number and scope)	40 - 90	100	100-140 100-140	125-170 130-200
3	Level of juvenile drivers license suspensions (defined as number and severity) for substance abuse	20 - 90	100	110-160 100-120	125-200 100-180
4	Level of overcrowding in juvenile detention/correctional facilities	50 - 100	100	110-160 100-120	125-200 100-140
5	Level of public outcry against juvenile substance abuse	30 - 90	100	110-160 100-120	125-200 100-140



APPENDIX H

EVENT EVALUATION

EVENT EVALUATION						
EVENT NO.	EVENT STATEMENT	* YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	* PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
			5 YEARS FROM NOW (0-100%)	10 YEARS FROM NOW (0-100%)	POSITIVE (0-10 SCALE)	NEGATIVE (0-10 SCALE)
1	Passage of legislation which mandates treatment of juveniles arrested for substance abuse.	3	80	100	9	7
2	Passage of legislation which mandates zero (alcohol) tolerance for juveniles.	2	70	90	9	3
3	Drug detection device invented.	3	50	100	8	1
4	Passage of legislation which mandates ignition interlock device.	2	75	100	8	2
5	Medical breakthrough: new drug discovered to control substance dependency.	3	70	90	8	1
*Panel Medians N=7						

APPENDIX I

EVENT FORECASTING

EVENT EVALUATION
RANGE OF PANEL ESTIMATES

Event #	EVENT STATEMENT	YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
			Five Years From Now (0-100%)	Ten Years From Now (0-100%)	POSITIVE (0-10 scale)	NEGATIVE (0-10 scale)
1	Passage of legislation which mandates treatment of juveniles arrested for substance abuse.	1 - 4	60 - 90	NR	7 - 10	5 - 10
2	Passage of legislation which mandates zero (alcohol) tolerance for juveniles.	1 - 4	50 - 100	70 - 100	7 - 9	1 - 6
3	Drug detection device invented.	2 - 4	30 - 70	NR	5 - 10	NR
4	Passage of legislation which mandates ignition interlock devices.	2 - 3	50 - 90	NR	7 - 10	NR
5	Medical breakthrough: new drug discovered to control substance dependency.	2 - 4	60 - 85	85 - 95	7 - 10	NR

FIGURE 6- Passage of legislation which mandates treatment of juveniles arrested for substance abuse.
EVENT PROBABILITY - Event #1

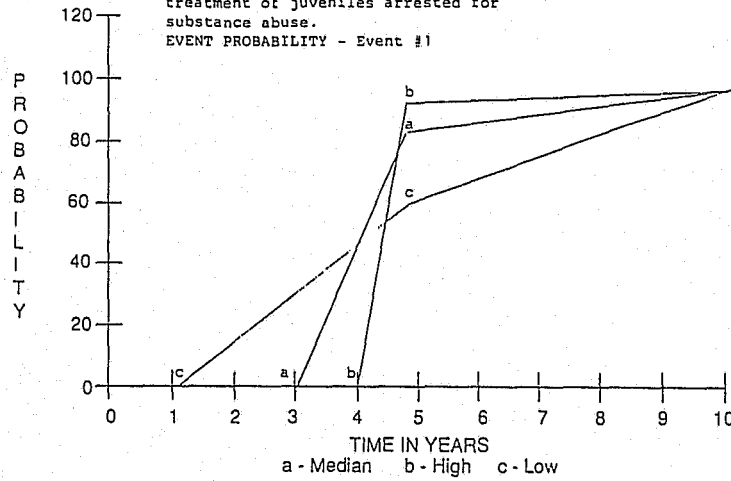


FIGURE 7- Passage of legislation which mandates Zero (alcohol) tolerance for juveniles.
EVENT PROBABILITY - Event #2

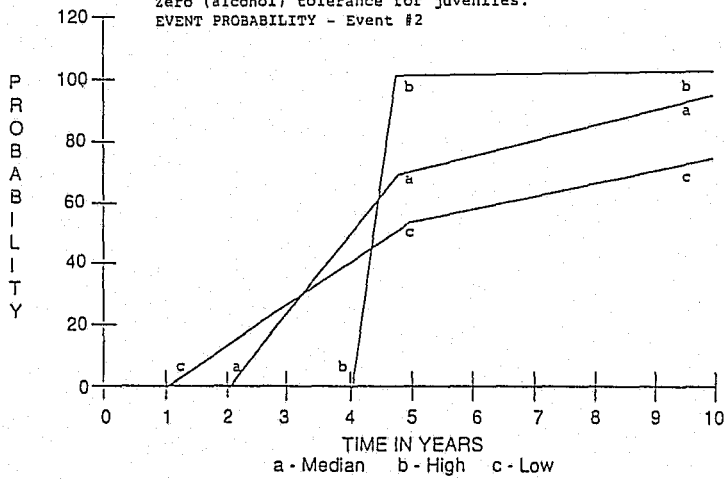


FIGURE 8- Drug detection device invented.
EVENT PROBABILITY - Event #3

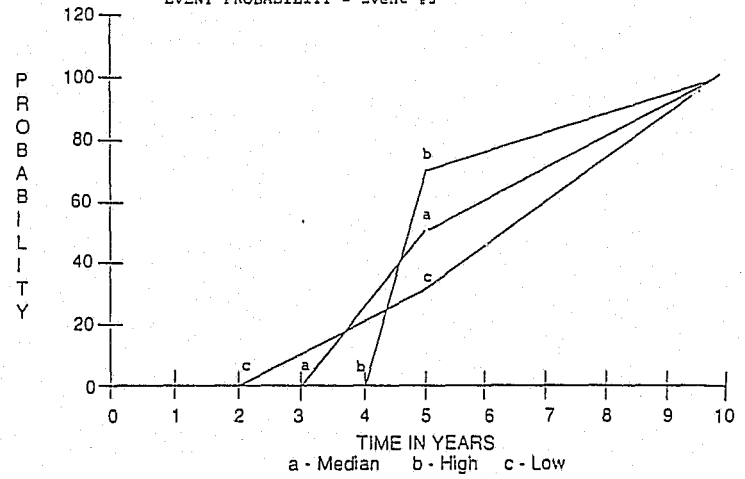


FIGURE 9- Passage of legislation which mandates ignition interlock devices.
EVENT PROBABILITY - Event #4

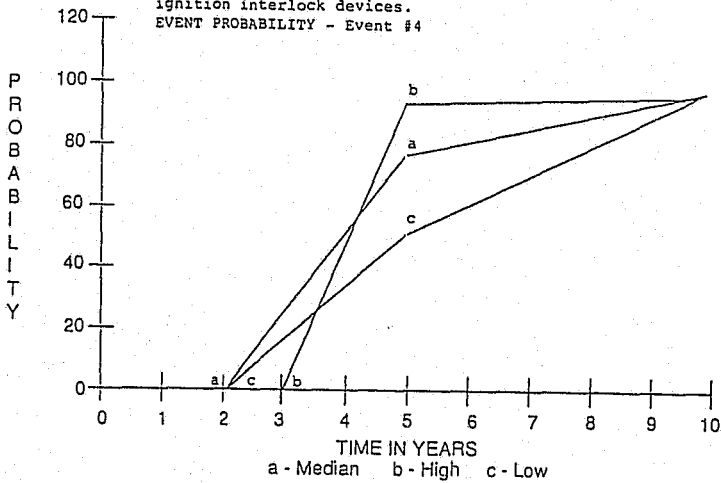
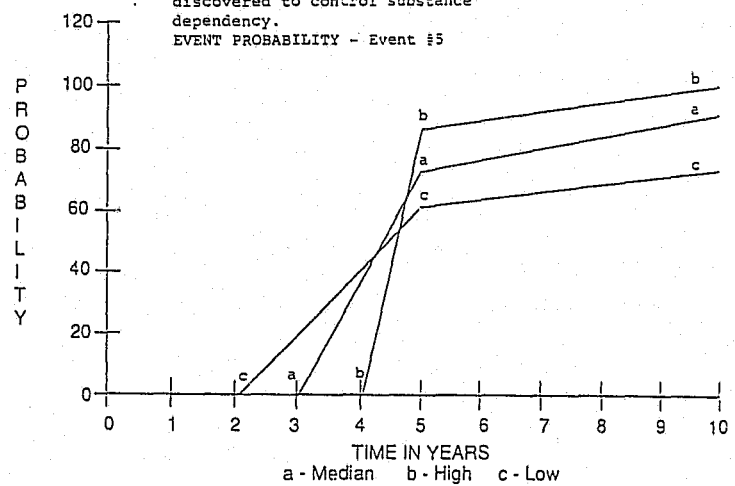


FIGURE 10- Medical breakthrough: new drug discovered to control substance dependency.
EVENT PROBABILITY - Event #5



APPENDIX J

CROSS IMPACT EVALUATION

CROSS IMPACT EVALUATION											
MATRIX											
(PANEL MEDIANS)											
Consensus Panel N = 6											
Maximum Impact (% change ±)											
(Years to Maximum)											
	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	IMPACT TOTALS
E1		10 (3)				-30 (5)	90 (1)	-40 (2)	-20 (2)	-20 (5)	6
E2	90 (1)			10 (4)	50 (5)	-10 (7)	70 (1)	-30 (3)	-10 (7)	70 (1)	8
E3				20 (9)	10 (7)	-10 (3)	10 (5)				4
E4						-20 (4)		-40 (5)	-10 (4)	-20 (4)	4
E5	80 (3)					-10 (5)	30 (5)		-10 (3)	-20 (4)	5
IMPACTED TOTALS	2	1	0	2	2	5	4	3	4	4	
LEGEND	E1 Legislation mandating treatment E2 Legislation - zero tolerance E3 Drug detection device invented E4 Legislation - ignition interlock E5 Medical breakthrough - chemical control					T1 Juvenile substance abusers as percentage of juvenile population T2 Juvenile treatment programs (number and scope) T3 Juvenile drivers license suspensions for substance abuse T4 Overcrowding in juvenile detention/correctional facilities T5 Public outcry against juvenile substance abuse					

APPENDIX K

POLICY ALTERNATIVES

- The CHP adopts a policy which encourages local CHP commanders to work with local service providers to book juvenile substance abusers into treatment centers, in a similar fashion to those counties where adults are booked into detoxication centers.
- CHP teams work with other law enforcement agencies to support legislation which mandates treatment for juvenile substance abuse arrestees, independent of the existence or findings of a recidivism study.
- The CHP intensifies its efforts at participating in interagency drug task forces, concentrating on schools and other youth-dominated environments.
- The CHP should develop a comprehensive, ongoing training program, aimed at upgrading the drug recognition skills of all enforcement personnel.
- The CHP should seek legislative support for zero tolerance legislation.
- The CHP should seek legislative support for statewide mandatory ignition interlock device programs.
- The CHP should conduct tests of drug detection devices, to augment officers' proficiency at determining the type of substance ingested by an individual.
- The CHP should increase its drug detecting canine program, with a goal of having a major statewide impact on the suppliers of restricted substances.
- The CHP should team with DMV to propose legislation which would reduce the amount and cost of administration involved in suspending drivers licenses.
- The CHP should seek legislation which would halt a defendant's ability to exclude evidence in a separate trial.
- The CHP should seek legislation which would expand Administrative Per Se ("on the spot suspension") to include persons suspected of driving under the influence of drugs and/or less than .08% volume alcohol.

APPENDIX L
ASSUMPTION MAP

CERTAIN

				6a	2a	8a	10a	9a	1b
					3a	5c	1a	1c	4a
			8c	9c	6b	9d	8c	8b	9b
		7a					7b	2c	5a
		2d					2b	1e	1d
UNIMPORTANT									VERY IMPORTANT
	8e	8d	3b	6c	3d		11b		11a
	7e	7d	3c	7c	10b				
							4b		5e

UNCERTAIN

Legend

- | | |
|------------------------------------|-----------------------------|
| 1 - California Highway Patrol | 6 - Local Law Enf. Agencies |
| 2 - Dept. of Alcohol & Drug Prog. | 7 - Juv. (Sup.) Ct. Judges |
| 3 - NHTSA (U.S. Dept. of Trans.) | 8 - Dept. of Motor Vehicles |
| 4 - Calif. Health & Welfare Agency | 9 - Calif. Legislature |
| 5 - County Juv. Probation Depts. | 10- Commun.-Based Organiz. |
| | 11- Calif. Youth Authority |

Assumptions (lettered "a" through "e") are listed in the stakeholder analysis.

APPENDIX M

STRATEGY ALTERNATIVES

1. The department seeks funding to undertake a substance abuse interdiction program, specifically directed towards juveniles who operate vehicles.
2. The CHP actively seeks legislative support for it to be awarded a major role in a study of juvenile substance abusers who operate vehicles, to compare recidivism rates for arrestees who are given treatment versus those who solely receive jail time.
3. The department promulgates a policy which mandates that each CHP area commander shall liaison with their county juvenile probation departments, toward an efficient treatment intake process (similar to the current relationship with sheriffs for adults who are booked into detoxication units or county jails).
4. The department enters into a formal agreement with the California Health and Welfare Agency, to jointly develop a uniform, statewide treatment intake process for juveniles.
5. The department conducts a cost analysis of the impact of "officer down time," which results from projected delays involved in processing juveniles into the treatment centers. This analysis contributes to a revision of the officer staffing formula. The projection of the number of additional officers is submitted to the legislature as justification for a significant increase in staffing.
6. The CHP, DMV and ADP jointly propose legislation to relax the stringent (costly) jail environment requirements, so that less costly treatment centers may be built expeditiously.
7. The CHP, DMV and ADP jointly develop a recommended protocol for juvenile intake into treatment centers, to make processing efficient for agencies and arrestees.
8. The CHP, DMV and ADP propose legislation which mandates an automated juvenile treatment tracking system, to measure recidivism rates overall, as well as to verify compliance by individual arrestees.
9. The department sponsors legislation which removes confidentiality of juvenile arrest records, in those cases where the arrestee fails to complete required treatment.
10. The department increases the level of training for all road patrol officers and sergeants, such that they will become more proficient in identifying substance abuse symptoms.

11. The department works with the representatives of community-based organizations to sponsor legislation which would create separate juvenile courts for those cases which involve substances of abuse.
12. The department promulgates a "judges on the road program," so that judges may be better acquainted with the subtleties of substance intoxication symptoms.
13. The department creates an explorer program involving juvenile substance abuse arrestees, to assist not only with their rehabilitation, but also to further convince them of the CHP's commitment to ridding society of drug/alcohol abuse in a no-fault, educational manner.
14. The department assigns officers to work in juvenile intake and treatment facilities, for mutual education and support.
15. The department and local law enforcement agencies apply to NHTSA for grants to explore alternative sentencing and treatment for all juveniles involved in substance abuse.
16. The CHP and local law enforcement agencies seek approval from the Judicial Council of California to allow officers to utilize an abbreviated report form for apprehending and transporting juvenile substance abusers into treatment facilities (when no other adjudicable charges are sought). This would be similar to the current process for bringing a person into a mental health facility for 72-hour observation (i.e., the form is smaller than a standard citation).
17. The CHP reemphasizes the importance of the courts' flexibility to optionally assign juveniles, and pushes a two-pronged mission -- tough incarceration for those who demonstrate lack of conscience, compared to constructive treatment for those who cooperate (i.e., prove contrition).
18. The department defers leadership, in the issue of juvenile substance abuse, to an association of agencies (e.g., California Peace Officers Association or Peace Officers Research Association of California), instead of utilizing its own resources to address an issue which reaches into so many levels of government.
19. The CHP chairs a committee of community leaders to evaluate the current sentencing and treatment arrangement, and to make recommendations for modifications or legislation.
20. The CHP recommends legislation for mandatory treatment for

all juveniles and adults arrested for substance abuse. In both instances, failure to complete treatment will result in mandatory jail time.

21. The CHP and CYA embark on a joint public affairs venture to bring the educational viewpoint to juveniles currently incarcerated, in order to head off their recidivism.
22. The CHP and other agencies form a partnership with private corporations and service clubs interested in developing California's Enterprise Zones, by means of funding treatment programs in a fashion similar to that of building and dedicating hospitals (e.g., The Ronald McDonald House, Children's Hospital).
23. Law enforcement agencies team with the California Department of Education to establish and staff long-term residence treatment institutions, to provide uninterrupted schooling for patients.
24. The CHP wins the endorsement of the American Medical Association for the department's efforts at seeking constructive means to draw juveniles away from the attraction of substance abuse. As a result of a new spirit of shared values, doctors are interned (as a corps of volunteers) into treatment-provider services for juveniles.

APPENDIX N

COMMITMENT CHART

COMMITMENT CHART				
CRITICAL MASS PLAYERS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
Commander, CHP ORP				XO
Director, ADP		X →	O	
Director, HWA		XO		
Director DMV		XO		
Chairpersons, Legislative Transportation Committees		X →	O	
Chairpersons, MADD & SADD		X →		O

APPENDIX O

ENDNOTES

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