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**LAW ENFORCEMENT'S IMPACT  
ON THE AIDS EPIDEMIC  
THROUGH ITS EFFORTS WITH THE I.V. DRUG CULTURE  
BY 2000**

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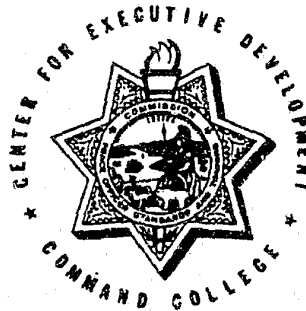
**An Independent Study Project**

**by**

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**Command College Class IX  
Commission on Peace Officers Standards and Training**



**Sacramento, California**

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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 this 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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# **LAW ENFORCEMENT'S IMPACT ON THE AIDS EPIDEMIC THROUGH ITS EFFORTS WITH THE I.V. DRUG CULTURE BY 2000**

**by Henry M. Serrano**

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## **EXECUTIVE SUMMARY**

The issue of AIDS has become a major concern on an international level. On a national level, much of the focus relating to AIDS is directed to the interrelationship of I.V. drug use to H.I.V. or AIDS infection. In California alone, projections indicate that as many as 300,000 people are infected with the H.I.V. virus and will eventually develop AIDS.

This study analyzes the issue of how law enforcement can have an impact upon the AIDS epidemic through its efforts with the I.V. drug culture. Some of the issues addressed include anti-drug/AIDS education programs in schools, in-custody drug/AIDS education programs, needle exchange programs and cooperation with other agencies and organizations focusing on the AIDS/I.V. drug use.

The first component of the study defines past, emerging and future issues relating to AIDS and I.V. drug use. Using a Nominal Group technique, trends and events were developed and their cross-impacts analyzed. Through the utilization of these trends and events three varying futures scenarios were developed. One of the scenarios, the one presenting the "desired and attainable" view of the future, became the basis for the rest of the study.

Next, a strategic plan was developed to accommodate the implementation of the desired future state. The agency under study, the Sacramento County Sheriff's Department, was analyzed in terms of its external environment and its internal strengths and weaknesses. The agency's ability to accept change was analyzed. Stakeholders relating



to law enforcement's involvement with I.V. drug users were identified and their positions relative to the issue explored.

An effective model for the transition management process was then developed. Levels of responsibility and readiness for change were established. Management structures were identified, commitment attainment techniques developed, and the need for monitoring and evaluation established.

The study reaches the conclusion that law enforcement must become involved with policies and programs aimed at reducing the risk of the spread of AIDS by and among the I.V. drug use culture. This involvement will require the development of a new mindset which allows law enforcement to view I.V. drug use from a medical as well as a law enforcement viewpoint.

# INTRODUCTION

Acquired Immunodeficiency Syndrome (AIDS) is a serious public health issue which grows more critical on a continuing basis. The estimates for the number of individuals infected with the Human Immunodeficiency Virus (HIV), the virus which is the precondition to full blown AIDS, range between 1 and 1.5 million in the United States.<sup>1</sup> It is estimated that between 150,000 and 300,000 HIV positive individuals live in California.<sup>2</sup> Current research indicates that it takes between 5-8 years for an individual who is HIV positive to develop AIDS.<sup>3</sup> In an article appearing in the Journal of the American Medical Association in the fall of 1988, it was reported that the number of AIDS cases in the United States is doubling every 14-16 months.<sup>4</sup>

In a recent public opinion poll conducted in California, 72 percent of the 1,007 adults polled indicated that they were extremely concerned about controlling AIDS and its spread. According to this poll, conducted by the Field Institute in late January 1989, all but 5 percent of those surveyed expressed some degree of concern about AIDS.<sup>5</sup>

The concerns expressed in this recent survey appear to have some basis in fact. Estimates of individuals infected with the H.I.V. virus living in the 26 counties north of Stanislaus, Tuolumne and Mono Counties are set at 17,000. Projections for the same area run as high as 170,000 infected individuals in 10 years if stringent measures are not taken to reduce the incidents of infection.<sup>6</sup>

According to the former United States Surgeon General, C. Everett Koop, it is not realistic to hope for a cure or vaccine anywhere in the near future. The following statement was made by the Surgeon General on October 21, 1988:

*"This (AIDS) is a viral disease. Remember, we have never cured a viral disease. And so, for people to have the expectation that because this is AIDS and it's a killer, we're going to have a cure for this viral disease, is a little bit fantastical. You know people are just dreaming that this is going to happen."*

Surgeon General Koop went on to compare the AIDS virus to the Hepatitis B virus, a relatively simple virus for which it took researchers 19 years to develop a vaccine.

*"That is why I say I don't see anything in this century in the way of a vaccine against AIDS, and some of my virologist friends say we'll never see a vaccine. It's just too complicated."*<sup>7</sup>

To think that AIDS is going to "go away" simply because it is such a serious threat is not realistic. It will take a great deal of effort to seriously begin to deal with its spread, let alone eliminate its threat.

AIDS first surfaced as a public health issue in the United States in the early 1980s. At that time and through the mid-1980s, it appeared to be a disease limited primarily to gay/bisexual men. With few exceptions HIV positive and AIDS cases were limited to this population. In the mid-1980s an alarming number of individuals infected with HIV came into contact with the medical profession who were not gay/bisexual men. These individuals belonged primarily to one sub-culture, the intravenous drug users (I.V.D.U.). In 89 percent of the nearly 20,000 reported AIDS cases in California through June 1989, the infected individual is a gay/bisexual male and 4 percent I.V.D.U.'s.<sup>8</sup> Dr. Neil Flynn, head of AIDS research at the University of California at Davis has titled the spread of AIDS among I.V.D.U.'s as the second wave of the AIDS epidemic. According to Dr. Flynn, the first wave of the epidemic was the infection of the gay/bisexual male population. The population comprising the first wave has become highly organized and is actively involved in seeking ways to reduce the spread of the HIV virus among its members.<sup>9</sup>

The population comprising the second wave, I.V.D.U.'s, have not taken an organized nor responsible position regarding the spread of the HIV virus. There are many reasons for their lack of a responsible reaction to the problem, including but not limited to: reduced level of awareness while injecting drugs; lack of availability of clean needles; misunderstanding of how the disease is transmitted; unwillingness and inability to organize or seek assistance because I.V. drug use is illegal.

Because of the nature of intravenous drug use and the cost involved in securing drugs, most I.V.D.U.'s are involved on a regular basis in some form of criminal activity. Because of their involvement in criminal activity they frequently come into contact with law enforcement. It is estimated that as many as 50 percent of I.V.D.U.'s in Northern California are incarcerated on an annual basis.<sup>10</sup> The level of contacts of law enforcement personnel with members of the I.V.D.U. culture present a unique opportunity for law enforcement to have an impact on this group which has become the primary threat in the spread of the AIDS virus.

The primary focus of this study shall be to explore law enforcement's involvement and impact upon the spread of AIDS by and among the I.V. drug use culture. It was with this in mind that the study's title was developed: LAW ENFORCEMENT'S IMPACT ON THE AIDS EPIDEMIC THROUGH ITS EFFORTS WITH THE I.V. DRUG CULTURE BY 2000

The research involved in the study was conducted between December 1987 and October 1989. This process involved several research methodologies. Of primary importance to this study were literature scans, active participation with the issue, and the use of interviews with subject matter experts.

The literature scans were conducted over the entire period of the study. It had a very wide scope ranging from daily review of articles appearing in local newspapers to reviews of medical and law enforcement publications via the utilization of various abstracts.

The researcher became an active participant in working with the topic under study. Involvement ranged from testifying at State Senate and Assembly hearings on the topic to serving on a regional AIDS task force. The primary focus of the task force is how to most effectively deal with the spread of the H.I.V. virus by I.V. drug users. In conjunction with this process the researcher has also had the opportunity to attend several seminars and conferences dealing with this topic.

Of equal importance to the literature scan and active participation with the topic was the opportunity afforded the researcher to interview many leading authorities on AIDS and its connections to I.V. drug use. The interviews were conducted during the last seven months of the research project in an effort to see that only the most current information and viewpoints were used in the study.

These interviews were conducted on a personal "face-to-face" basis. Interviews were conducted with AIDS researchers, outreach workers, I.V. drug use services providers, medical services providers, political action groups, public officials, law enforcement personnel and AIDS project funding sources.

These three research methodologies have combined to provide a broad and comprehensive view of the issue of AIDS among the I.V. drug culture and how law enforcement can be most effective in dealing with this crisis.

This study will look at the issue of AIDS among the I.V. drug use culture from the prospective of how law enforcement can have an impact upon it. Any attempt to examine the issue from a broader viewpoint would dilute the focus. The topic in its current configuration has already reached the limits of what can realistically be dealt with in this type of study.

The examination of law enforcement's independent efforts, cooperation with other agencies, willingness to become involved in nontraditional projects, and ability to commit resources to the efforts focused on the AIDS/I.V. drug use connection must be addressed. Adequately addressed, these factors will require a great deal of effort.

The intent of this study is to provide a working document to those agencies who have a desire and commitment to addressing the problem of AIDS among their I.V. drug use population. If halting the spread of AIDS among the non-gay, non-I.V.D.U. components of society is viewed as desireable, it must begin with efforts directed at the I.V. drug use sub-culture.



## Overview:

The first objective of this study will be to explore the primary issue of AIDS by using futures research methodology. This process involves several distinctive yet interconnected functions.

The beginning of this process requires the examination of past, emerging and future sub-issues all of which have impact. Selected from these sub-issues are the five having the greatest impact on the primary issue. They are identified for further development. Next, a list of trends and events are developed using the nominal group technique and projections. Following this, a cross-impact matrix was next designed to determine the degree of interconnectedness between the various events and trends. Finally, three future scenarios are developed which present differing views of the future social environment.

## Issue Question:

The general issue under study is stated as follows:

*In what ways will law enforcement impact the AIDS epidemic through its efforts with the I.V. drug culture by the year 2000?*

## Sub-Issues

In order to gain insight into the general study area of the question, it is important to consider past, current and future issues which may have an effect upon it. Several research methodologies are employed to gain insight into the issue area prior to the development of the sub-issues. The primary methodologies employed are:

1) Literature Scan

Various books, pamphlets, articles and other publications relating to AIDS have been studied. This provided a thorough understanding of AIDS, how it is spread, its threat to the public, and how to deal with it. These publications have been incorporated into a futures file on the topic which has been compiled over the past 18 months.

2) Interviews with Subject Matter Experts

Numerous interviews have been conducted with subject matter experts. The interviews included researchers, outreach workers, medical service providers, political action groups, law enforcement personnel and the project funding sources. These have contributed greatly to the body of knowledge applied in this study.

3) Active Participation with the Issue

The researcher has become an active participant in working with the topic under study. This has involved becoming a member of an AIDS Task Force and its Needle Exchange Sub-Committee. In the role of a law enforcement officer with some degree of expertise on law enforcement's relationship to AIDS, the researcher has participated in numerous hearings and conferences on the topic.

These opportunities presented through traditional research and active involvement have been beneficial to the development of a comprehensive understanding of the issue. The following are lists of issues considered by the researcher prior to development of the future study process.

**Past issues:**

1. What other diseases, such as Hepatitis B, have been a concern associated with I.V. drug use?
2. What has been the level of public fear relating to AIDS?
3. Had there been a general lack of understanding as to how AIDS is contracted?
4. How has the increased levels of illegal I.V. drug use in California affected the infection rate?



These past issues have had a strong influence upon the emerging issues. Of particular relevance to future work on the issue is the correlation between increased levels of illegal I.V. drug use and levels of infection.

### **Emerging sub-issues:**

After identifying several of the past issues relating to the issue question, the next task was to identify current issues having an impact upon the issue.

Several of the most significant sub-issues follow:

1. How will the need for AIDS education programs in custodial settings be met?
2. In what form will law enforcement become involved in attempting to prevent individuals from becoming involved in I.V. drug use?
3. To what level will law enforcement participate in anti-drug/AIDS education programs in public schools?
4. Is law enforcement willing to shift enough of its emphasis from drug enforcement to drug education and prevention to impact the issue?

### **Future sub-issues:**

Following the development and clarification of the emerging sub-issues, it is necessary to evaluate what issues may develop during the next decade and consequently impact the issue in the future.

Several of the more distinctive future issues considered are as follows:

1. Will law enforcement agencies cooperate with legislation providing for experimental programs aimed at the most "at-risk" groups to become law?
2. What is the future of needle exchange programs as a means to help control the spread of AIDS among the I.V. drug use culture?

3. If needle exchange programs were implemented, how would law enforcement deal with the public reaction?
4. Will government commit the necessary funds to adequately combat the spread of AIDS among the I.V. drug use culture?

### **Sub-issue selection process**

Research in this area yielded more than a dozen sub-issues. Consequently, it was necessary to decrease the list of sub-issues to a size that could be adequately addressed within this study. A list of five key sub-issues to be considered were those which appear to bear the greatest relevance to and impact upon the primary issue. They are as follows:

1. Will the need for AIDS education programs in custodial settings be met?
2. To what extent will law enforcement participate in anti-drug/AIDS education programs in public schools?
3. Can law enforcement shift enough of its emphasis from drug enforcement to drug education and prevention to impact the issue?
4. What is the future of needle exchange programs as a means of assisting in the control of the spread of AIDS among the I.V. drug use culture?
5. Will law enforcement agencies support legislation providing for experimental programs aimed at the most "at-risk" groups?

These sub-issues are stated in a manner to lend strength and clarity to the primary issue question. By gaining insights on the impact of AIDS and I.V. drug use, as well as relevant factors outside of law enforcement, a better background exists for the study. It is the thorough development of background data that establishes the foundation for the second section of the study, the Nominal Group technique.

## The Nominal Group

The Nominal Group was comprised of the following individuals who were selected on the basis of their expertise in varying fields having an impact upon the issue. In brief, the Nominal Group was composed of three members from law enforcement, two from drug treatment programs, two from the medical/research field, and two representing differing levels within the political process. All participants dealt in areas which must be considered to provide a comprehensive view of the issue.

- A lieutenant from a neighboring agency specializing in community resources.
- The director of the local AIDS foundation.
- A community health outreach worker who works primarily with I.V. drug users.
- A supervisor from the jail.
- An official from the City Manager's office.
- A municipal health educator assigned to communicable disease control - AIDS Unit.
- The director of training from a local law enforcement agency.
- The program director of a methadone treatment program.
- A member of the Senate's Select Committee on AIDS (representing elected official).

Prior to the meeting of the Nominal Group, materials were submitted to members for their review (see Appendix A). This data consisted of a three-page brief introducing the issue question, sub-issues, and describing the activities involved in the session. In addition, there were several articles pertinent to I.V. drug use and its relationship to the spread of AIDS .

The Nominal Group met in one three-hour session. The beginning of the meeting included a review of the methods involved in the nominal group process, using the previously mailed materials as a guide. After gaining a common consensus of the issue and sub-issue questions, the group began the actual task of identifying candidate lists for both trends and events. To facilitate the process, lists of ten trends and ten events

developed prior to the session were reviewed with the group. They then proceeded with the task of completing both lists. The trends list was developed first and was comprised of 27 candidate trends (see Appendix B). The events list was next developed consisting of 21 candidate events (see Appendix C).

Both candidate lists had been developed using the method whereby each participant developed additional trends and events that were then placed onto the master list. This set the stage for the next step in the process, the development of lists of trends and events to be studied.

### **Trend Selection**

The candidate trend list was reviewed and those trends which were unclear were clarified through discussion. Each participant was then given a 3x5 card and asked to identify, in rank order, the five trends they felt were of the greatest importance. This preliminary round produced a list consisting of eight trends of somewhat equal value. A brief discussion of these trends and a second vote produced a list of five trends which stood out amongst the eight.

### **Trend Evaluation Process**

The trend evaluation process was reviewed with the Nominal Group. A basic premise is that all trend levels are assigned a present day value of 100. The group was next asked to project the respective level of the trend five years ago.

The trend levels for the next five and next ten years were then projected applying two sets of criteria. The first projection was based on the expected direction of society and law enforcement in relation to the issue as a whole and the trend specifically. The second projection was the group's assessment of where the trend levels "should be" if favorable actions and policies were to occur during the decade following. The median value was established for each of the trends. Those median values are reflected as follows in Figure 1.

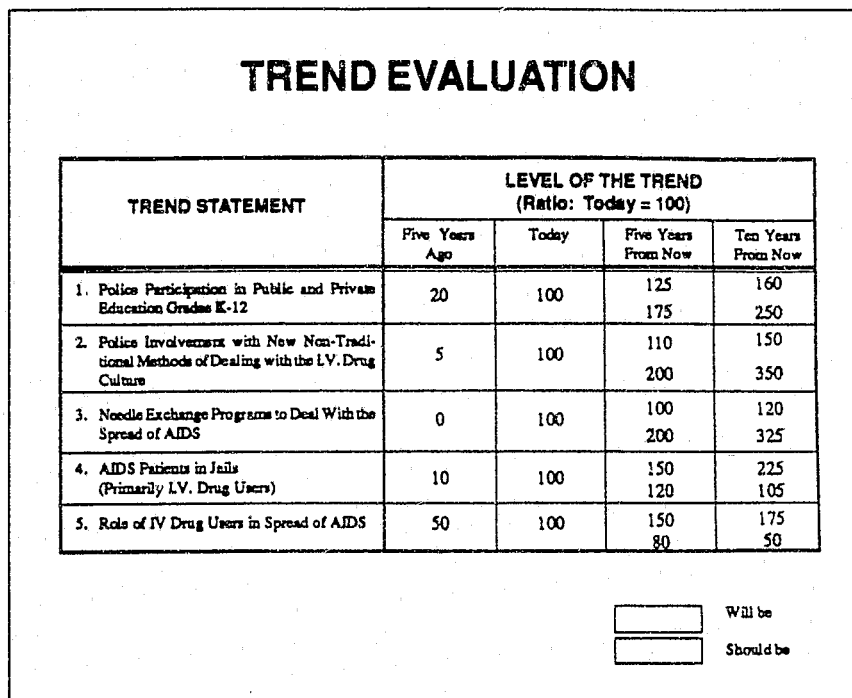


Figure 1

### Police Participation in Public/Private Education (Grades K-12)

Police participation in drug/AIDS education in schools was viewed as an important trend by the Nominal Group. As indicated, police participation in on-campus drug education programs was all but non-existent five years ago. Very few law enforcement agencies had any involvement in this area.

In the next decade, we will see an expansion of this trend. Police agencies will expand their role in providing drugs/AIDS education beginning with basic health issues being presented in kindergarten to very specific programs being offered on the junior high and high school levels.

Although there will be an increase in the level of participation by law enforcement, it was viewed as falling short of what will be needed. The Nominal Group's projections indicate a critical shortfall in what will be done compared to what will be needed a decade from now. The efforts dedicated will not be adequate to address the needs, especially as the level of H.I.V./AIDS infection increases.

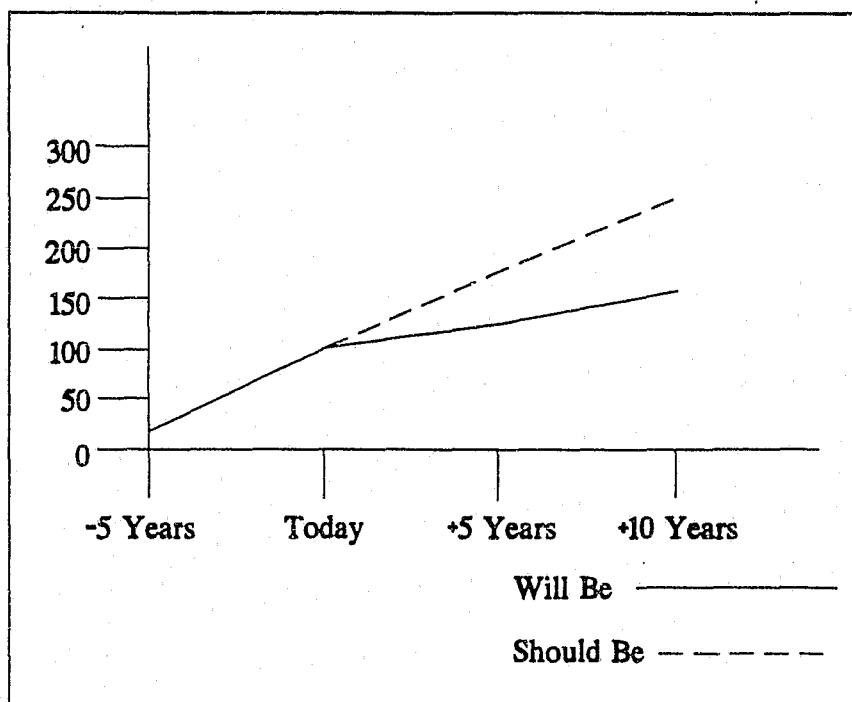


Figure 2

### Police Involvement With New Nontraditional Methods of Dealing with the I.V. Drug Culture

There was strong agreement by the Nominal Group that there had been no significant law enforcement involvement in the nontraditional methods for dealing with the I.V. drug use culture five years ago.<sup>11</sup> It was also their finding that five years from now there will be only very minor changes over current status and no major change in the trend a decade from now.

The Nominal Group felt the present level of trend was not in accordance with where the trend should be at present. There was strong support for the notion that law enforcement must be vastly more open to nontraditional methods if there is to be any real impact on the AIDS epidemic among the I.V. drug culture.

The Nominal Group's findings indicate almost a two-fold level of disparity between how things will be and how they should be five years from now. Their findings for the ten year period show an even wider disparity than does the five year projection. These projections clearly indicate that law enforcement will not be as involved as it needs to be in order to bring about significant changes within the I.V. drug culture. Figure 3 indicates these findings.

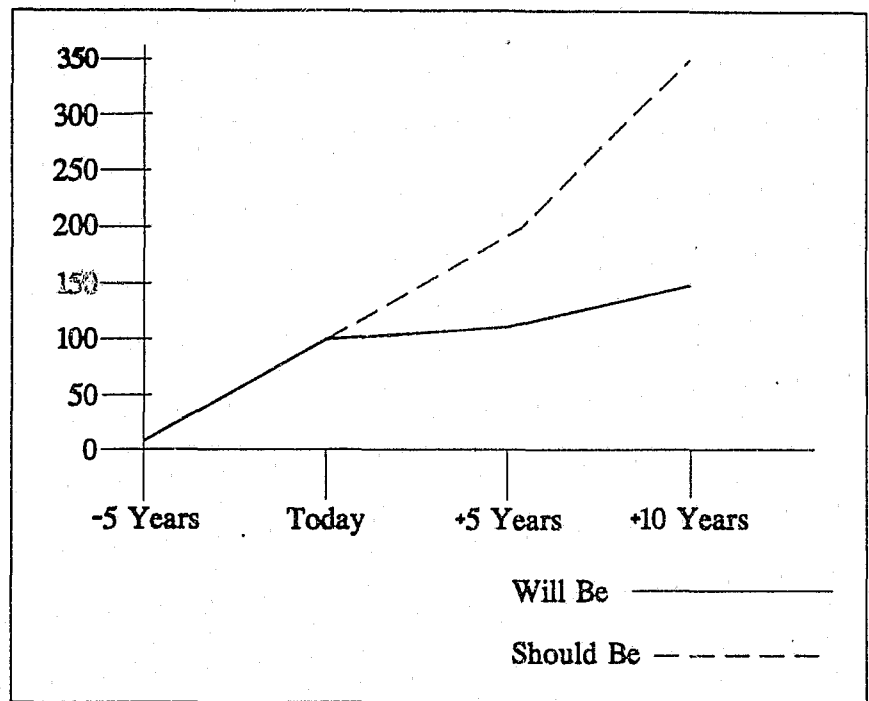


Figure 3

## Needle Exchange Programs to Deal With the Spread of AIDS

A needle exchange program provides for I.V. drug users being able to exchange used syringes for new ones. The findings of the group indicate that this was an undeveloped concept five years ago.

Currently, law enforcement is generally opposed to the establishment of needle exchange programs.<sup>12</sup> The Nominal Group projected that this position will not change over the next five years. They further projected that the position of law enforcement would move only slightly in favor of the concept by the decade mark.

In contrast to where law enforcement will be on this issue is where law enforcement's position should be. In five years, law enforcement should be strongly involved with this concept and totally immersed in it ten years from now, with programs receiving their full support. See Figure 4.

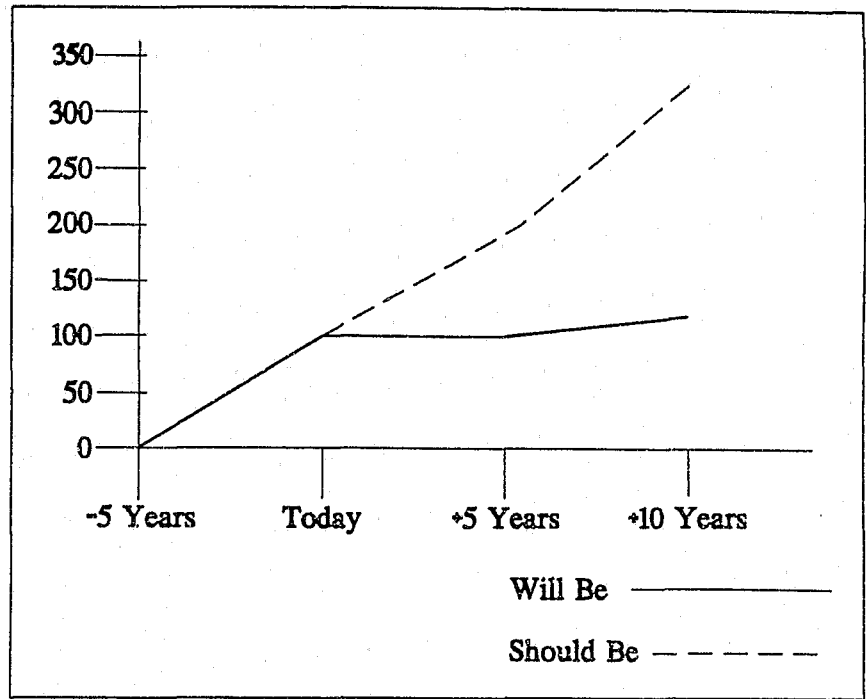


Figure 4

### AIDS Patients In Jail (Primarily I.V. Drug Users)

The Nominal Group identified two major segments of society at greatest risk of contacting AIDS: homosexual males and I.V. drug users.<sup>13</sup> I.V. drug users are responsible for a significant portion of property crimes and robberies. Due to these factors, they represent a disproportionate amount of the population in jails.<sup>14</sup> Because of the group's inattention to efforts to educate them regarding the hazards of needle sharing and the group's lack of organization, the outlook over the group for the next decade is dim.

The number of AIDS patients in jails will continue to grow at a steady rate over the next decade. This will present law enforcement with some difficult choices regarding where and how to house this increasing number of individuals.



In contrast to the "will be" data was how the group envisioned things should be over the next decade. If the other trends were to occur as they "should," there would be only a slight increase in the jails' AIDS population in five years followed by a drop to nearly today's level ten years from now. See Figure 5.

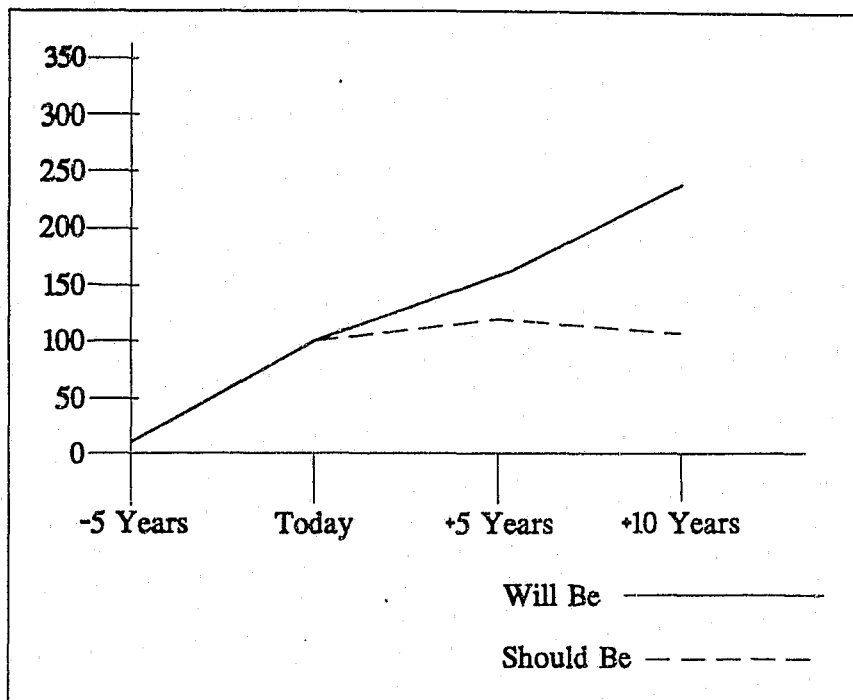


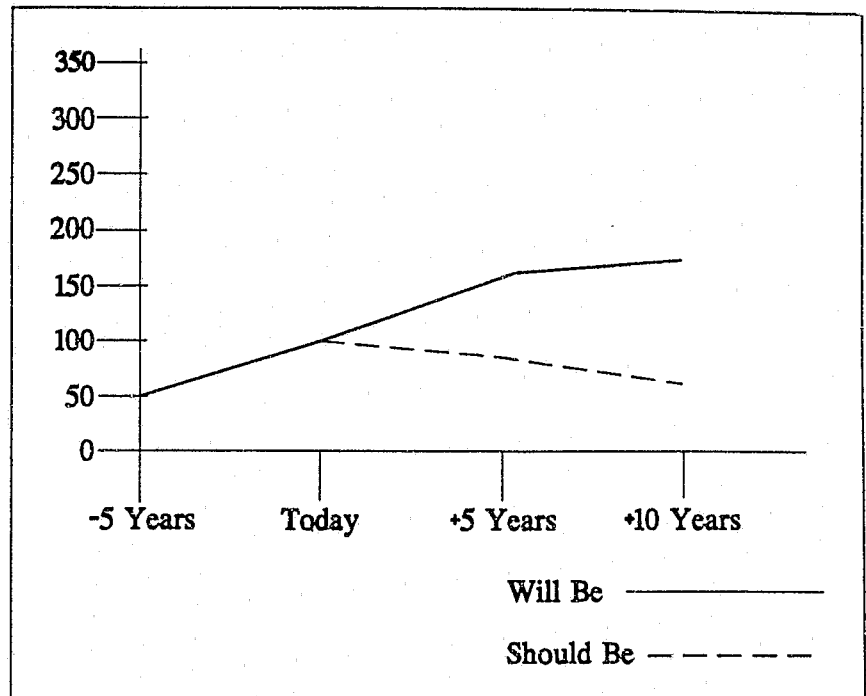
Figure 5

## Role of I.V. Drug Users in the Spread of AIDS

As early as 1985, AIDS was a disease found predominantly among the homosexual male population.<sup>15</sup> At that time, there were occasional incidents of the disease among I.V. drug users, but the incidents were infrequent and found in people whose sexual patterns were questionable.

Today, there has been a significant increase in the percentage of AIDS cases occurring among members of I.V. drug culture.<sup>16</sup> The Nominal Group projected a continuance in the rate over the next ten years. This was based partially on the more responsible role that the homosexual population is taking towards the disease. Another factor was the underground nature of I.V. drug use and the continued lack of responsible actions on the part of the drug users.

It was the opinion of the group that an aggressive and proactive stance could create a very different outcome. With increased educational efforts aimed at the I.V. drug users, coupled with new and innovative programs to reduce the spread of AIDS among them, the future would be very different. See Figure 6.



## EVENT SELECTION

An event evaluation process was developed prior to the initial event selection vote. After the initial balloting, a review of the seven highest rating events was conducted and a second ballot was taken. This second ballot provided a clear set of five events which would establish a basis for further problem evaluation.

### Event Evaluation Process

The event evaluation process was reviewed with the Nominal Group. This process consists of five interrelated steps. The group was first asked to determine the year where the probability of the event actually occurring exceeded zero. They were then asked to project the probability of each event occurring in five and then in ten years. Finally, the group projected the positive and negative impacts that each event would

have on the primary issue should it occur. The median value was established for each of these events.

To add meaning to the positive and negative figures for the expected values, both positive and negative numbers, were established for each impact on the issue. From this a projection was drawn for the probability percentages for ten years in the future.

This was accomplished by multiplying the probability percentage by the point value assigned to the positive and negative impact figure. See Figure 7 for event evaluation data.

EVENT EVALUATION							
EVENT STATEMENT	PROBABILITY			IMPACT OF ISSUE AREA IF EVENT OCCURRED			
	Year that probability first exceeds zero	Five years from now (0-100)	Ten years from now (0-100)	Positive (0-10)	Expected value by year 2000	Negative (0-10)	Expected value by year 2000
1. Inexpensive, Reliable/Quick Results Test for HIV Virus is Developed	1991	80	100	8	8.0	3	3.0
2. Legislation Passes Allowing Limited Needle Exchange Programs	1991	50	60	8	4.8	4	2.4
3. School Districts Develop Series of Courses Relative to Drug Use and AIDS	1991	100	100	10	10.0	1	1.0
4. Head of Law Enforcement Agency Publicly Condones Needle Exchange Program in His Jurisdiction	1993	25	20	7	1.4	2	.4
5. Law Enforcement Agencies Contract With Outside Health Agencies to Provide Safe Needle Use/ AIDS Education to L.V. Drug Users in Custodial Settings	1991	50	80	8	6.4	2	1.6

Figure 7.

A description of each event appears in the following narratives. Their relative percentages of probability of occurrence appear in conjunction with the current five year and ten year forecast points.

### **Inexpensive, Reliable, Quick Results Test for HIV Virus is Developed**

This event would require the development of an HIV test which is reliable, inexpensive and rapid.<sup>17</sup> This would facilitate the testing of all inmates for HIV virus. The potential for HIV classification at the time of processing for incarceration would be a reality.

This test would allow jails to have immediate knowledge of infected individuals prior to their being located within the general inmate population. If it were the policy

of the facility to separate these individuals from the general population, this would become possible at the time of incarceration.<sup>18</sup>

The test would also provide a means for the tracking and monitoring of the infection level among the inmate population.

It was the opinion of the Nominal Group that this could be developed as soon as 1992. It was viewed as extremely likely within the next five years and a certainty within ten years. Likewise, its expected value was very high with the negative expected value

being low.

See Figure 8.

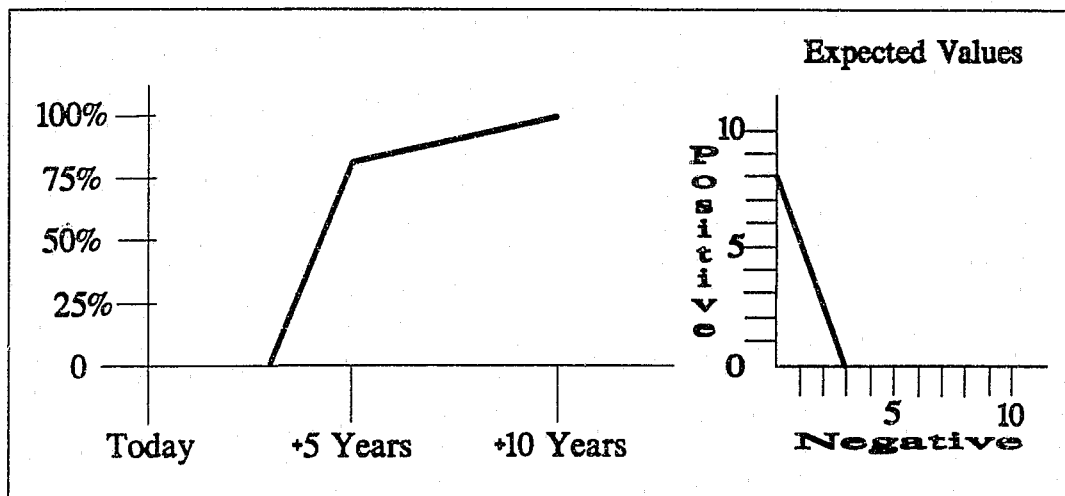


Figure 8

### Legislation Passes Allowing Limited Needle Exchange Programs

This event would encourage legislation providing for limited needle exchange programs.<sup>19</sup> The legislation would allow local communities to determine whether a needle exchange program was an appropriate means to combat the spread of AIDS among the local I.V. drug use culture.

The nominal group believed that this could occur as soon as 1991. It was viewed as having an even 50/50 probability of occurring within the next five years with its probability rising to only 60 percent within ten years. Although this event had a very high positive impact and a moderate number of detractors, it was viewed as having a moderate positive

expected value and a low negative expected value due to its limited probability of occurrence. See Figure 9.

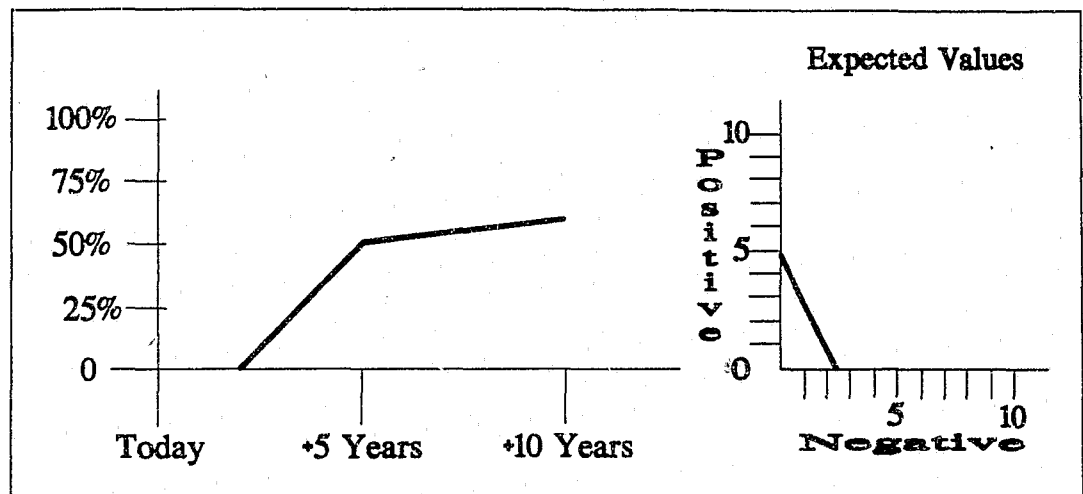


Figure 9

## School Districts Develop Series of Courses Relative to Drug Use and AIDS

This event was viewed as not only an important event, but one with certainty and extremely high impact. The Nominal Group determined that this event could occur as soon as next year. Its probability for both the five and ten year window was 100 percent.

It was also viewed as having an extremely high expected value with only minimal detractors.

Of all of the events forecast, it has the highest positive expected value. See Figure 10.

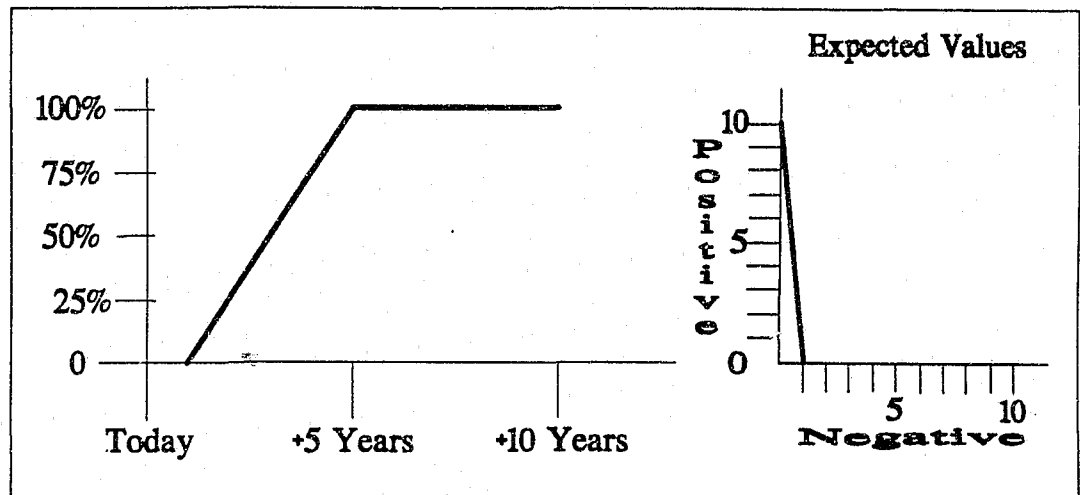


Figure 10

### Head of Law Enforcement Agency Publicly Condones Needle Exchange Program in His Jurisdiction

The potential of a sheriff or chief of police providing active support for a needle exchange program was viewed with skepticism. The view of the Nominal Group indicated that 1993 would be the earliest possible year for its occurrence, with a 25 percent chance of occurrence by 1994. It was also the opinion of the Nominal Group that if this event did not occur by 1994, its potential for occurring would decrease to 20 percent over a period of ten years. It was the consensus of the group that if the AIDS problem among I.V. drug users had not brought about new thought processes among top law enforcement within five years, the issue would lose its prominence in the public mind by the end of the ten year period.

Corresponding to its probability, its expected value was very low. Its positive expected value on the issue was only 1.4 and its negative expected value .4. See Figure 11.

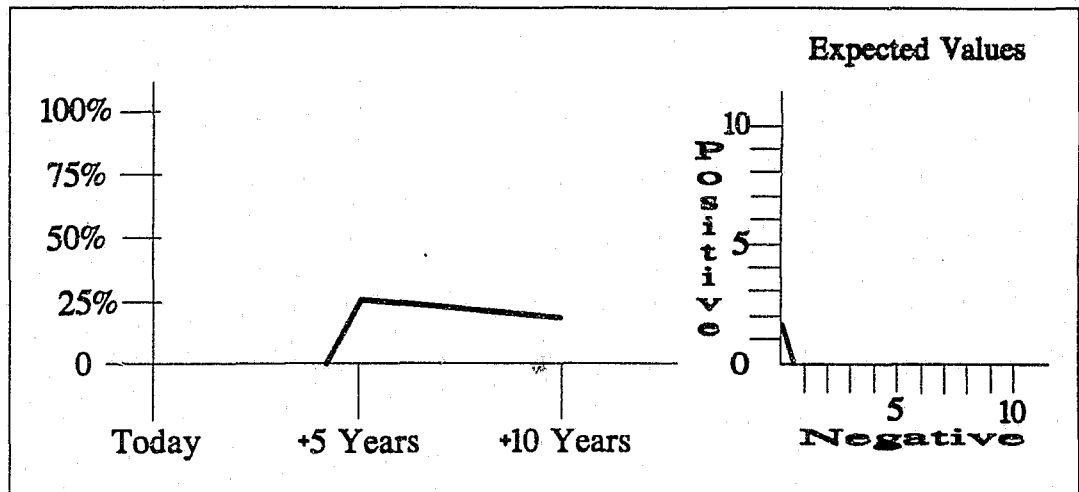


Figure 11

### Law Enforcement Agencies Contract with Outside Health Agencies to Provide Safe Needle Use/AIDS Education to I.V. Drug Users in Custodial Settings

This event was first seen as a possibility in 1991. It was the opinion of the Nominal Group that it had a good probability of occurring within five years and a very good chance of becoming a reality within ten years.<sup>20</sup> Its expected values were 6.4 positive and 1.6

negative, thus indicating a substantial impact upon the primary issue should the event occur. See Figure 12.

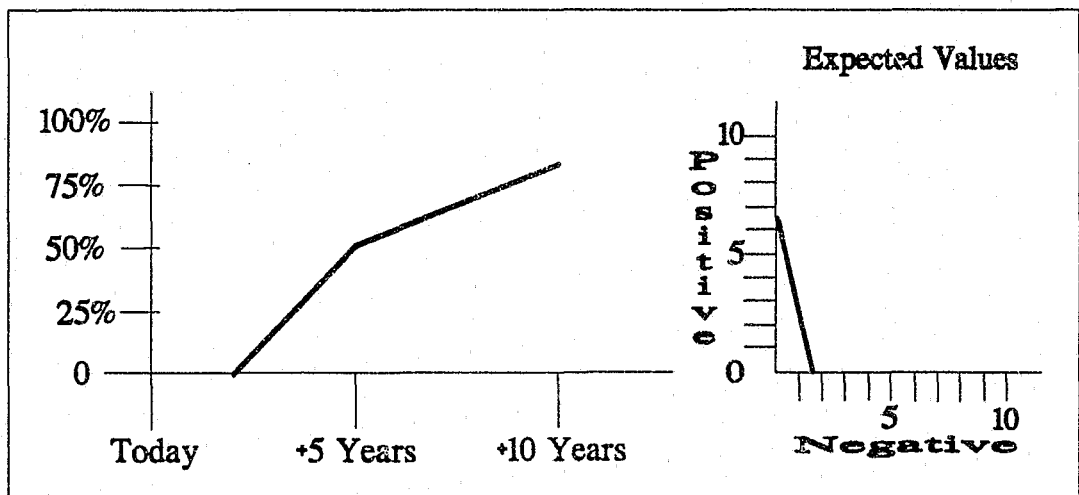


Figure 12

# Cross-Impact Analysis

The cross-impact matrix (Figure 13) was constructed after consensus by the Nominal Group. The matrix considers the cross impacts of the five events on each other as well as their effects on the five trends. The Nominal Group had reviewed these trends and events and found them all significantly related to the issue and worth forecasting. The relative scoring of each cell of the matrix was done by balloting, and the values assigned reflect the median figure.

CROSS IMPACT EVALUATION										
Suppose this event actually occurred...										
How would probability of events shown below be affected						How would level of trends be affected				
	1	2	3	4	5	1	2	3	4	5
1		+15	+10	--	+30	+10	+30	+15	+50	+60
2	+30		+10	+80	+30	+10	+60	+100	+30	+75
3	--	+10		--	+5	+80	+10	--	+35	+40
4	--	+85	+15		+50	+20	+80	+80	+30	+70
5	+40	+50	+10	+20		+20	+40	+50	+55	+40
Event Statements						Trend Statements				
<ol style="list-style-type: none"> <li>1. Inexpensive, Reliable/Quick Results Test for HIV Virus is Developed</li> <li>2. Legislation Passes Allowing Limited Needle Exchange Programs</li> <li>3. School Districts Develop Series of Courses Relative to Drug Use and AIDS</li> <li>4. Head of Law Enforcement Agency Publicly Condone Needle Exchange Program in His Jurisdiction</li> <li>5. Law Enforcement Agencies Contract With Outside Health Agencies to Provide Safe Needle Use/AIDS Education to I.V. Drug Users in Custodial Settings</li> </ol>						<ol style="list-style-type: none"> <li>1. Police Participation in Public and Private Education Grades K-12</li> <li>2. Police Involvement with New Non-Traditional Methods of Dealing with the I.V. Drug Culture</li> <li>3. Needle Exchange Programs to Deal With the Spread of AIDS</li> <li>4. AIDS Patients in Jails (Primarily I.V. Drug Users)</li> <li>5. Role of IV Drug Users in Spread of AIDS</li> </ol>				

Figure 13



## Actor Events

Three of the five events can be considered actor events. Two of these events had an effect on all pertinent cells in the matrix. The two actor events are #2 - *Legislation Passes Allowing Limited Needle Exchange Program* and #5 - *Law Enforcement Agencies Contract With Outside Health Agencies to Provide Safe Needle Use / AIDS Education to I.V. Drug Users in Custodial Settings*. The third actor event, although having no impact on one of the other events, did have some impact on the eight remaining cells of the matrix. In six of those instances the impact was significant. This event is #4 - *Head of Law Enforcement Agency Publicly Condones Needle Exchange Program in His Jurisdiction*.

## Reactor Trends and Events

Another function of the matrix is indicating the reactor trends and events. There was only one event which was clearly a reactor event. This event not only scored hits in all pertinent cells in the matrix but also showed 75 percent of those hits as significant. The other four events, although two of them showed some relationship in all cells, did not have significant-enough impact to be considered reactor events. The reactor event was #5 - *Law Enforcement Agencies Contract With Outside Health Agencies to Provide Safe Needle Use / AIDS Education to I.V. Drug Users in Custodial Settings*.

There were three trends which can be considered reactor trends. The three reactor trends showed significant scores in 14 out of 15 cells of the matrix. The reactor trends are #2 - *Police Involvement With New Nontraditional Methods of Dealing With the I.V. Drug Culture*, #4 - *AIDS Patients in Jails (Primarily I.V. Drug Users)* and #5 - *Role of I.V. Drug Users in the spread of AIDS*.

The two primary actor events which should be focused on for potential policy consideration are #2 - *Legislation Passes Allowing Limited Needle Exchange Programs* and #5 - *Law Enforcement Agencies Contract with Outside Health Agencies to Provide Safe Needle Use / AIDS Education to I.V. Drug users in Custodial Settings*.

Considering the results of the event evaluation process, *The Head of Law Enforcement Agency Publicly Condones Needle Exchange Program in His Jurisdiction* event should not be considered of equal importance. This event would be of less force as it is viewed as having only a 25 percent probability within five years which decreases to 20 percent by the ten year period.

Also important to any policy consideration should be the reactor event and the three reactor trends. All four should be considered since any one of them could have significant effects on policy through their relative roles.

## Scenarios

Scenarios are written to provide a method of describing, with some degree of detail, the possible trends and events that lead to the envisioned future. They are valuable in that they can provide varying looks of the potential future by viewing the data through the differing approaches of the scenario styles. Scenarios take into account advances in technology, social trends, economic considerations, political realities and environmental concerns. They also provide guidance for the planning process. Following these introductory comments, the reader will find three very several views of the future. This is achieved through the use of different types of scenarios.

The first scenario to be encountered will be an exploratory (most likely) scenario. The exploratory scenario weaves the information gained through the nominal group process together and interprets it as the data indicates it will most likely occur. The writer attempts to describe the future outcome of the forces currently involved. This is accomplished from a viewpoint that there will not be intervening events, policies or trends which would alter the course of the future.

The hypothetical (what if) scenario is written in a manner to provide an alternative path of development or outcome through the manipulation of the data, heretofore developed in an impartial "what if" spirit.

The normative (desired and attainable) scenario takes a position on the final outcome and attempts to show that the future developments described can be linked back to the present. The desired and attainable posture assumes that there is not only merit to the projected outcome but also some degree of likelihood that it can be accomplished.

## **Exploratory (most likely) scenario:**

Dr. Bill Flynn sits at his desk and goes through the stacks of correspondence which his secretary has dutifully placed in the "in-coming" basket on the left front corner of his desk. He sorts through several papers without registering any reaction. As he comes to one paper with the gold leaf letterhead, he stops and stares. There, dated August 8, 1999, are the minutes of the last regional AIDS task force meeting.

Bill's brow forms into a frown as he thinks back to the task force's humble beginnings some ten years ago. He had been so hopeful that swift and comprehensive action would be taken to stem the spread of AIDS, especially among the I.V. drug use culture. When this all started, Bill had just finished his internship and was full of optimism and hope that comes with any beginning. He was thrilled with the prospect of running the community's new drug outreach program. But it didn't take Bill long to figure out the potential crisis that confronted the community with the spread of the HIV virus. This problem grew from the I.V. drug users his agency was coming into contact with. He was quite sure that he could convince the law enforcement agencies, governmental officials, and others involved on the task force of the need to act swiftly, creatively and comprehensively to confront and stem this crisis.

On the street below a passing car sounds its horn and Bill is snapped back to reality and the present day. He is now the Chief Health Officer for the County Department of Health. Ten years have passed since those early days of optimism. He is now the chairman of the Regional AIDS Task Force. Looking back, he shakes his head at how naive he was and how his feelings are now closer to those of a combat veteran. Dr. Flynn, like the combat veteran, can reflect back on many major campaigns and many more skirmishes. Even though he has won many battles, he is not sure who's winning the war.

There are several areas where he is positive that he and the other zealots in the war against AIDS have won. By 1989, AIDS had become a primary health issue. Several factors had helped to bring it to the forefront, including the Surgeon General's pamphlet on AIDS sent to every household in America in 1988 and the world conference on AIDS held in Montreal in the summer of 1989. A projection released in the late summer of 1989 that the cases of AIDS in the local region would triple by the end of 1991 also helped to bring focus on the issue.

Most people had the misconception that AIDS was exclusively a gay/bisexual male disease. When they became aware that these men accounted for less than 90 percent of those with the disease in 1989, they began to question their earlier premise. Statistics released that same year revealed that 4 percent of AIDS cases in California were among I.V. drug users. It was at this point that many individuals began to realize the far-reaching implications of the disease on society as a whole. I.V. drug users often had contact, including sexual contact, outside of their sub-culture. This meant that AIDS could now be expected to spread through the general populous.

Bill reflects with a degree of pride on a day in the summer of 1990. On that day, the Superintendent of the County Office of Education announced that the schools within the county would launch their comprehensive drug use and AIDS education program that Fall. The Superintendent had not been alone at the time of the announcement. In attendance at the press conference were the Sheriff, Chief of Police, County Health Officer, other dignitaries and educators and several members of the AIDS Task Force. The law enforcement officials lauded the school's chief for his action and pledged vigorous support of the programs.

The reality has been somewhat different than Bill had anticipated. Due to budget restraints, there has been limited active support of the programs. The original design had called for law enforcement officers to work closely with school personnel in both the anti-drug use and AIDS awareness/avoidance modules. Instead, officers appeared on campuses on an irregular and infrequent basis with a basic "drugs are bad and AIDS will kill you" message, which, though it was better than before it was not as good as needed to deal with the crisis.

He also recalls the excitement generated when a test for the H.I.V. virus was developed in 1991 which allowed immediate identification of the virus. The law enforcement community had been very excited about its development. Little had law enforcement expected the frustrations they would experience as they began to identify H.I.V. positive inmates at the time of booking.

Some of the local law enforcement officials had been aware in the late 1980's of the problems experienced on the east coast with the H.I.V. infection rate among their I.V.

drug users. In New York City, the infection level had reached 60 percent by 1989. For California the estimates ranged between 3-5 percent of I.V. drug users being H.I.V. infected -- a far cry from New Yorks infection level.

With the development and implementation of the H.I.V. identification test, law enforcement began to see and understand that the AIDS problem among the I.V. drug use culture was getting worse, not better. They would see throughout the 1990s that more should have been done earlier. Even in late 1999, law enforcement continues to struggle with the rising number of H.I.V. infected and active AIDS cases that come into correctional facilities. Even jails built as recently as a decade ago fall far short of having adequate medical facilities to deal with their numbers.

At this point, Dr. Flynn can feel his blood pressure rising and walks over to his window to gaze at the street below. His effort to get his mind off of the AIDS crisis is futile. He goes to his file cabinet and removes his Law Enforcement and AIDS in the Mid-1990s file. In this file, he finds one of what he considers a major victory for he and his colleagues (this is what he usually does when he becomes irritated with the issue).

By 1992, law enforcement began to view the AIDS problem with more open minds. They had seen that even with all of the efforts directed towards putting drug users and sellers into jail, that the drug crisis had not gone away. They also realized that they were not adequately prepared to deal with neither the education of I.V. drug users regarding the potential hazards of their behavior, nor the H.I.V. and AIDS infected in how to guard against infecting others.

Bill smiled as he reflected on the afternoon in late 1992 when he had given his presentation to the City/County Joint Task Force on AIDS. Law enforcement, elected officials, community based organizations, medical groups, and business were all represented on this task force. Bill shared projections of the spread of the disease with them and watched as their expressions all became more serious. He made it very clear that the major identifiable group posing a threat to society in relations to H.I.V. infection and AIDS was the I.V. drug users.

He then went through a list of potential programs that could help reduce the diseases spread among the I.V. drug use culture. Mentioned were treatment on demand, in-custody education programs (knowing that the on-demand rehabilitation programs

cost more than the task force was prepared to recommend and that a needle exchange proposal would once again "bog-down").

The program he outlined provided for outside agencies, such as out-reach, methadone treatment centers or health agencies coming into the jails to provide programs. The proposal provided for all prisoners with a drug background or charged with drug violations be required to participate in the programs.

The program would provide information to these prisoners on a level that they would understand. It would present them with information the hazards of I.V. drug use and their potential for contracting AIDS. The program would also deal with how to reduce their chances of getting AIDS if they insisted on "shooting-up" after their release from custody. The second component would focus on reasons for not sharing needles and how to properly clean needles for those who would persist on sharing.

Bill remembers his joy as the task force recommended adoption of his in-custody education program to the City Council and Board of Supervisors. He was elated when they committed adequate funding and asked him to participate in the "Request for Proposal" process to select the provider. Dr. Flynn proudly reread the newspaper article from early 1993 outlining the "progressive actions" taken by local government with their newly instituted jail program aimed at "educating and reducing the risk of AIDS and its spread among I.V. drug users." He thought, "Yes, many changes had taken place over the past ten years. We have come a long way from AIDS being considered a gay male phenomenon."

Bill relaxed a bit, breathed a sigh and focused on the next regional AIDS Task Force meeting agenda, attached to the last meeting's minutes. Item #7 caught his attention. It read "Report on the first 12 months of the pilot needle exchange program." He thought of how long and difficult the battle to get this program approved had been. It wasn't until many other programs had been developed and the H.I.V. and AIDS infection rate continued to rise, especially among I.V. drug users, that this concept was finally approved.

It was not until 1997 that legislation was enacted on the state level providing for needle exchange programs. Their approval came after organizations representing law enforcement began to admit their shortcomings in being able to deal with the continuing AIDS crisis. When an organization representing the Chiefs of Police in the state

suggested the needle exchange programs could provide a step towards the rehabilitation of I.V. drug users, the Legislature acted quickly.

In Bill's community, the only stringent opposition to a trial needle exchange program had been law enforcement for a number of years. Local law enforcement agreed to the pilot program shortly after the enactment of the enabling legislation. They even helped in program design and controls and are very interested in any "hard data" coming from the upcoming 12-month report.

Bill glances at his watch and sees that he is already five minutes late for his luncheon engagement. As he grabs his coat and heads for the elevator, he thinks "How far we have come, but how painful and slow. If we had gotten support, funding and cooperation ten years ago, could we have beaten it?"

As Dr. Bill Flynn steps off the elevator he is met by his lunch partner. His partner asks "What will it be today? Mexican or Chinese?" Bill simply replies "It doesn't matter. You choose." They walk through the revolving doors.

### **Normative (desired and attainable) scenario:**

The past decade has been one of vast change for law enforcement and its response to many issues once considered outside of its arena. One example of this change is in the varying ways that law enforcement has become involved in the fight against AIDS. This includes both active and passive approaches.

More than a decade ago, in the late 1980s, law enforcement personnel began to realize the serious societal implications of the spread of H.I.V. virus and AIDS. The gay/bisexual male population realized several years earlier that their survival depended upon more responsible action being taken. Their community organized to minimize opportunities for the virus' spread. In late 1988, new tests were developed that detected H.I.V. infected blood with greater accuracy.

In March of 1989, a meeting of AIDS researchers, medical officers, outreach workers and representatives of law enforcement was held in Northern California to discuss the role of I.V. drug users in the spread of AIDS. An open exchange of ideas and information came from the conference.

Of specific relevance was the data resulting from the conference. According to this data, the spread of AIDS by I.V. drug users manifested in three ways: through the sharing of syringes and needles; through sexual encounters; and through the birth process. Research was shared indicating that roughly 50 percent of I.V. drug users share needles. On the average, they have five different sexual partners per year. Less than 10 percent use condoms and estimates range between 3-5 percent of the approximate 30,000 I.V. drug users in Northern California are infected with the H.I.V. virus.

Of specific interest to law enforcement were the contact projections with I.V. drug users. It was estimated that only 25 percent of I.V. drug users in the area had contact with either a doctor or a treatment program during any given year. The projection for law enforcement was that 50 percent would be placed in a custodial setting on an annual basis.

It was through this conference and other such contacts that law enforcement began to more fully envision the proportions of the problem and their expanded role in dealing with it. In 1989, law enforcement personnel began to work with other civic, special interest, and community groups in looking for solutions to the spread of AIDS among the I.V. drug use culture. Through their involvement on AIDS task forces, they were able to work with the providers of medical and social services to the target community as well as representatives of municipal government.

It was through these contacts in the late 1980s and early 1990s that law enforcement began to become aware of the various aspects of the I.V. drug users position in relation to the spread of AIDS. Up to this time, law enforcement's entire focus had been on the identification and arrest of these individuals. Methadone treatment of those already in the program was tolerated in some locales but little else was done with them to address either their addiction or involvement with AIDS.

It was a difficult transition for many senior law enforcement administrators to think of their agencies in any role but enforcement. There was also a concern on the part of both local and state officials not to look "too soft or liberal" on drug use or addiction while involved in the war on drugs.



Three key issues developed which led to an environment that would allow change to occur in a fashion to adequately address the problem.

**1. Pressure from the medical researchers and AIDS task forces.**

In the very early 1990s, these two groups launched a concerted effort at educating not only governmental agencies but the public to the state of the spread of both the H.I.V. virus and AIDS. They used every format available to them to share their concerns. They were quick to share statistical data indicating the key role that I.V. drug users currently played in the spread of the virus. They were unrelenting in their delivery and provided new information as it became available.

**2. Statistical data and research.**

As additional statistical data was collected from the continuing research, a much clearer picture was presented of the problem. Statistics indicated that the prevalence of H.I.V. infection among I.V. drug users was on the rise, while the spread among the gay population and through tainted blood had decreased.

More evidence was being produced to show an increase in the prevalence rate among nongay, non-I.V. drug users. Research indicated that most of the cases of infection among the nongay, non-I.V. drug users occurred because of sexual encounters with either an infected I.V. drug user or a previous sexual partner who was already infected.

**3. Public concern.**

As information was continually being provided, a growing concern and fear began to develop within the public. The spread of AIDS had begun to be an issue that could easily affect them, the law abiding citizen, their children, a friend or co-worker.

They began to show much greater interest in programs or concepts which would provide them increased protection. The idea of arriving at new methods of

dealing with I.V. drug users, who posed the great threat to the general public, became their primary focus in combatting AIDS. The public, in a very short period of time, had become willing to look at the I.V. drug user's role in the spread of AIDS and the disease itself in a much different light.

In the early 1990s several events occurred that allowed law enforcement to become involved in dealing with AIDS and the I.V. drug culture. First, in early 1990, a county superintendent of schools approached the Sheriff and chief of police about becoming involved in a joint venture anti-drug/AIDS education program. Both law enforcement administrators viewed this as a low-risk, high-gain opportunity. It offered both agencies a ready-made means of becoming more involved in a potentially effective way. By 1991, the program was in place. Officers and school personnel were working together. The purpose was to educate young people to the harm done by drugs and the dangers associated with high-risk behavior relating to AIDS.

In 1991, a new test for H.I.V. infection was developed. This test was reliable, inexpensive and provided quick results. It was determined that the H.I.V. testing would become a standard portion of the booking process. This allowed law enforcement to know not only who was infected but allowed them to view the level of infection among known I.V. drug users being processed. The data that was soon collected indicated that projections which had previously been made regarding infection levels were realistic. If anything, the projections had been conservative.

The testing and identification of H.I.V. positive inmates also presented another set of concerns. Do you separate H.I.V. positive inmates from the general inmate population? If you do separate, how do you protect their rights to equal treatment? These questions, coupled with the need for additional medical facilities to house inmates with AIDS and staff to deal with them, made the need to develop new methods for dealing with the issue more apparent.

When law enforcement accepted the concept of qualified outside organization providing AIDS and safe needle use instruction to potentially at-risk inmates, they were anxious to explore the alternative. These programs were very quickly embraced as ones that had potential for dealing with the problem on several basic levels. They would provide information to those who had not yet been infected concerning the risk of the

continued use of I.V. drugs. Individuals who were infected would be made more aware of their potential of infecting others. In either case, the dangers of sharing syringes or needles would be made very clear to all participants in the program. A segment of instruction during the program would involve how to safely clean a needle or syringe if the individual was insistent upon sharing. Finally, a portion of the course would involve condoms and their use in preventing the spread of AIDS.

By 1992, all of the previously mentioned programs were in place. The public had come to the point of being able to distinguish between the program's designed focus and earlier perceptions. Programs, while not condoning the use of drugs, moved towards the medical issue of AIDS and controlling its spread. A greater spirit of openness and encouragement for new ideas and programs emerged. Seeing this new public openness, the Legislature began to make provisions allowing for needle exchange programs.

Law enforcement administrators were hesitant about becoming too vocal regarding needle exchange programs. Though some of them felt that the programs could prove valuable, they were not willing to say so publicly.

In the summer of 1992, the bill enabling communities to establish needle exchange programs passed both houses and was signed into law by the Governor. Although there had been limited opposition to the bill, it enjoyed popular support. Law enforcement lobbies had indicated that several agencies would be willing to cooperate with such programs on a trial basis. Law enforcement and researchers viewed these programs not only as an additional way to combat AIDS but also as a way to establish more accountable behavior on the part of I.V. drug users.

A county with a high population in Northern California was one of the first locations to provide for a needle exchange program. Law enforcement participated in the decision for and monitor of the project. This program has served as a model for many of the needle exchange programs which have followed. It continues to operate successfully to this day.

These changes, most of which occurred in the first five years of this past decade, have improved the quality of life. In the early 1990s, the fear of AIDS was not only widespread but justified. The AIDS epidemic was just beginning its third wave, the spread to non-I.V. drug using heterosexual individuals. Because of the relatively quick and comprehensive response to the problems experienced by the second wave of the epidemic involving I.V. drug users, the third wave has subsided dramatically. What with the advances in H.I.V. identification and new awareness levels regarding the virus, very few cases outside of the first and second wave occur.

This reduction of the incidents of H.I.V. and AIDS infection has also had several dramatic effects on society itself. Funds which otherwise would have been committed to the maintenance of an ever-increasing number of late-stage AIDS patients is now free for other programs. One program relating to I.V. drug use and AIDS has been the increase in funding for on-demand treatment for those desiring to get off of drugs. Statistics have shown that all of the programs developed, from the joint education ventures started in 1991 through the on-demand treatment programs of 1998, have dramatically reduced the incidents of I.V. drug use within our culture. Not only has the incidence of I.V. drug use dropped, but the level of infection among those who persist in using intravenous drugs has also plummeted.

As historians look back from the late 21st century on this past decade, they will no doubt stop and ponder how it was that society was able to so quickly respond to such a complex issue. It is difficult to say if AIDS will even exist by then and even harder to determine if they will relate to its serious nature and potential consequences. The only thing certain will be that their world will have been greatly affected by what was accomplished during the 1990s.

## Hypothetical (worst case) scenario

Sheriff Burt Jones sits behind his desk and thumbs through the stacks of in-coming mail. Sheriff Jones considers today to be a good day. The date is January 15, 2000, and Jones has just completed 30 years of service with the Sheriff's Department. As he sits there, breezing through the mail, his intercom buzzes. His secretary advises him that another AIDS inmate has just died at the jail infirmary. As he hangs up the phone, his expression and mood become somber. This was the second inmate to pass away at the jail this month, and it's only the 15th!

The previous year had been a very rough one. In all, 18 inmates had died while in custody as a result of advanced AIDS. This phenomenon is becoming quite standard in California as a result of a strapped health provider system. The AIDS epidemic has reached proportions where there just are not enough funds or facilities to provide for all of those requiring the special care required as the disease enters its last, always fatal, stages.

Ironically, custodial settings have become a place where those who cannot otherwise receive care can go and die in peace. This has become a pattern followed by many of the I.V. drug culture. Commit a crime, get booked, get care and die. The cost of treating AIDS has forced many other social programs to fall by the wayside. This has left many groups and classes of individuals stranded. The I.V. drug users are one of those classes who have seen services to their community cut severely.

Burt pushes his chair back from his desk and stares at his "brag wall" which is covered with his plaques, commendations, news articles and the like. He allows his mind to drift back in time to 1989. At the time he was a 42-year-old captain. Things were going well for him. In two years they would be giving the chief deputy test, and he felt certain that he would make it.

The only thing that really bothered Burt in 1989 was that damned AIDS Task Force the Sheriff had put him on. "Why in the hell should I waste my time with a bunch of kookie doctors, bleeding-hearts and gay activists?" he thought. Being in charge of the Sheriff's Staff Division was a full-time job and the task force was not a priority in his mind.

When Burt first attended an AIDS Task Force meeting, he was more than just a bit uncomfortable. Seated with him in the room were 15 other people. The group was composed of a lead AIDS researcher, four community health outreach workers, three doctors, a methadone clinic director, a County Health Department employee, two representatives of elected local officials, two gay activists, and Deputy Chief Chuck Dent from the city police. Burt remembers looking at the old veteran Dent during the first meeting and rolling his eyes. He can remember little about that first meeting except the advice given to him by Chuck Dent after the meeting.

He remembers Dent's words. "Hey. Don't let this little dog and pony show get to ya. It certainly can't hurt to know what this little band of AIDS fanatics is up to anyway. Show up at the meetings, ask a few questions and enjoy the show. That's how I handle it. By the way, don't get sucked in on none of their silly-assed, wild-eyed programs. Could be the death of a good career!"

That last part, about strange ideas and career death, was what struck the then-Captain Jones the hardest. This vision certainly did not include ending up crucified for some dumb medical problem, especially not one that had its main victims as gays and junkies! He decided that day that he would participate in the process, but he would make absolutely sure not to compromise his future or his reputation.

Captain Jones soon found out that his viewpoint was not unique. As he was on occasion "forced" to attend a conference on AIDS he would meet other law enforcement personnel who were of the same opinion. However, sometimes he would run into an officer who would actually be preaching greater involvement in the process!

He distinctly remembers an officer from one of the local departments taking part in an AIDS and society seminar. He can remember feeling shocked as he heard him talk about the need for law enforcement to become more involved in bringing about programs to better address the needs of those in the greatest risk of getting AIDS. This guy had even gone so far as to suggest that we should consider providing bleach, condoms and needle-cleaning information upon the inmate's release! Lucky for Burt he was too smart to get caught up in that kind of mess, or so he thought at the time.

Burt quickly found out that the gays, by the late 1980s, had a pretty good handle on the spread of AIDS among their communities. The group that the task force and most other people involved in this mess were concerned about were the I.V. drug users. The

people on the task force would really get worked up about the fact that in the community there was only a 3-5 percent H.I.V. infection rate among I.V. drug users and that now was the time to do something. "If action isn't taken now, our community will be faced with the same type of problem that New York City has, 60 percent infection rate among I.V. drug users" was a common cry.

What most of the people on the task force had forgotten was the war on drugs! Law enforcement had good cause to be concerned about programs that could be viewed as contrary to this view.

Most of the concepts discussed, including in-custody AIDS/needle-cleaning informational classes and even needle-exchange programs were viewed by Burt as only encouraging I.V. drug use. This is not to say that by the early 1990s law enforcement wasn't concerned about the drug and AIDS connection. In 1991, when the local school district came out with their anti-drug/AIDS classes, the sheriff stated that he supported the effort 100 percent. His only regret was that due to budgetary constraints, he would not be able to commit any of the department's manpower to the effort. The sheriff did put out a memo to all departmental sworn personnel asking for volunteers to help the schools conduct the classes as outlined, joint teacher/officer. There were a few officers who initially showed interest, but the department's lack of sincere backing and commitment soon killed their zeal for the program.

Law enforcement, in its zeal to put a dent in the war on drugs, had become very vigilant about guarding against concepts that appeared to make drug use easier or more acceptable. Burt's viewpoint was that shared by the vast majority of law enforcement personnel in the early to mid-1990s. Whenever an article would appear supporting a new program aimed at working towards slowing the spread of AIDS among I.V. drug users, law enforcement would counter. This battle raged between the two positions for several years and seemed to polarize around several key issues: AIDS/needle-use education in jails; on-demand treatment for those wishing to get off of I.V. drugs; needle-exchange programs to provide clean needles to those who would continue drug use.

The only one of these alternatives that law enforcement found palatable in the mid-1990s was the treatment on-demand programs. Although it supported the concept, the cost of expanding the programs was great. Law enforcement, as well as other public

agencies, didn't have adequate funding as it was. Law enforcement's support began and ended at the conceptual stage.

This was the status quo until about 1994 or 1995. It was at this time that law enforcement began to see dramatic increases in the number of ill individuals being incarcerated. This became enough of a problem that Chief Deputy Jones, now the commander of the department's correctional facilities, implemented mandatory H.I.V./AIDS testing at the booking process in mid-1994. This technology had been in existence for several years but wasn't deemed necessary until that point. As the testing was conducted and the jail infirmary filled beyond capacity, Burt was quite shocked. He reflected back to the AIDS task force he had served on and the conferences he had attended. The projections offered in 1989 and 1990 for the epidemic proportions of the spread of AIDS had been very accurate.

Six months into the mandatory H.I.V./AIDS testing program, the data collected indicated that between 15-18 percent of the I.V. drug users being booked were H.I.V. positive. The department, now in a panic, determined to segregate all known H.I.V. positive inmates to reduce the opportunities for the non-infected to contact the disease while in custody. This new policy was coupled with the required expansion of the jail infirmary into one of the custodial pods. The expansion was necessary to accommodate the increasing number of inmates too ill with advanced H.I.V. or AIDS to be housed in non-medically supervised settings. Burt's department had finally awakened to the graveness of the situation.

While the war on drugs still raged, law enforcement had a new war to deal with. This war, they were partially responsible for creating. Due to the crisis at hand, law enforcement became open to recommendations which would help reduce the spread of the H.I.V. virus.

Law enforcement immediately dedicated additional training time to personnel on how to deal with I.V. drug users in field contact situations. All jail personnel were sent to special training on how to deal with H.I.V./AIDS inmates. Special bonuses were started for officers willing to work either the H.I.V. or AIDS units.

By late 1995, the problems associated with H.I.V. infected inmates was the number one problem in all but the most remote custodial settings. Two state prisons had been set up to house exclusively H.I.V. and AIDS infected inmates. The state-adopted



legislation providing not only the mandate but the funding, at the expense of other social programs, to provide in-custody AIDS information/safe needle instruction in all custodial settings to all inmates.

By early 1996 Burt's agency had these services in place. Ironically, the contract to provide the services went to a group that was headed by an individual who had served on the AIDS task force back in 1990 with Burt. This individual had been one of those who Burt had considered extreme and out-of-line when she had recommended this same program six years earlier.

Burt's only solace was that he had not been alone in misassessing the situation. He was joined by other law enforcement administrators, elected officials, conservative groups, much of the religious community and a large segment of the general public.

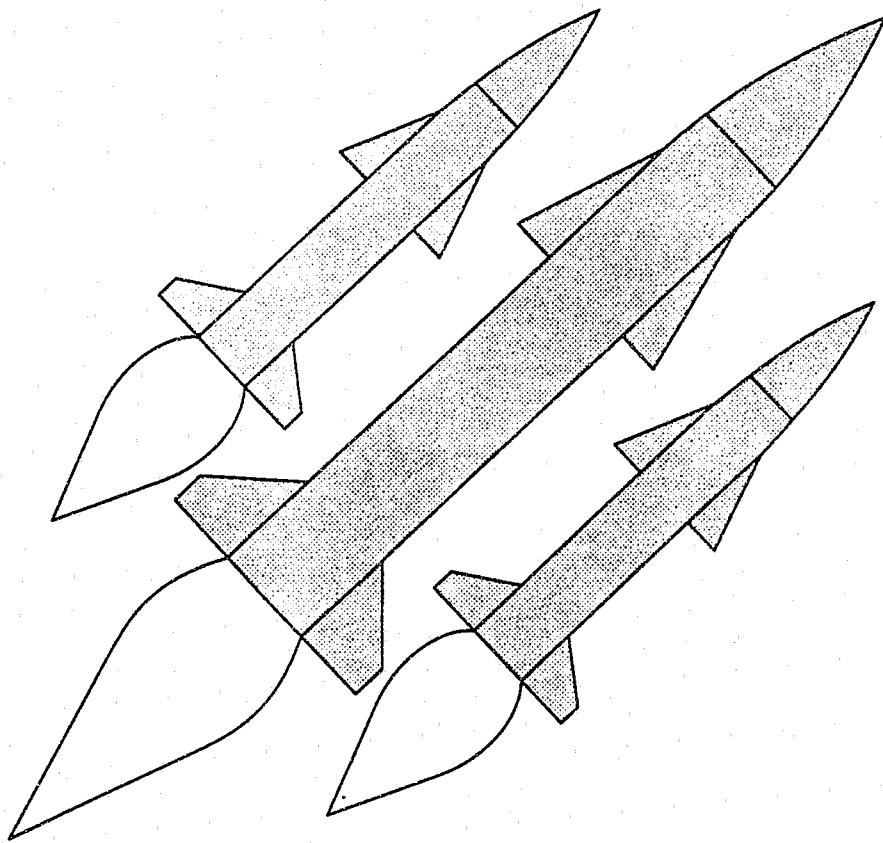
By mid-1977, the infection rate had reached between 20-23 percent among the I.V. drug users in Burt's community, according to the mandatory testing data. This level of infection among the I.V. drug culture had also allowed the problem to "come home" to the general public. Sexual contacts between non-I.V. drug users and I.V. drug users had allowed the virus to spread to the general public at an accelerated rate. The "third wave of the epidemic," the spread of AIDS among the general public, had arrived. Burt remembered first hearing this theory at "one of those" conferences back in 1989.

In 1998, the third wave of the AIDS crisis was brought directly into Burt's life. Newly elected sheriff, Sheriff Jones, was notified that two of his officers have become infected with the H.I.V. virus. One became infected in a bloody brawl in the H.I.V. unit in which he and several of the units inmates received blood exchange during a fight. The second infected person was a young, bright unmarried female officer, who did not participate in high risk activities. Both are offered the choice of continuing to work as long as they can, or take an early retirement. Both opt for retirement. Not wanting to dwell any longer on what has become the most bitter memory of his career, Sheriff Burt Jones walks down the hall to talk to the Chief Deputy of Corrections. As they chat, Burt makes the mistake of asking "What's new?" The chief deputy becomes more serious and hands the sheriff the latest statistical data on the H.I.V./AIDS infection rate at the jail. The chief deputy is quick to let the sheriff know that the rate, though higher than the last data, indicates a slowing trend. The infection rate among I.V. drug users is now between 28-31 percent.

He informs the sheriff that he is very optimistic that the new pilot needle-exchange program will help. The chief deputy, without thinking, blurts out that it's a shame something like this wasn't tried long ago and that, if it had been, maybe we wouldn't be in the mess we are today. As the chief deputy realizes his error, he blushes and starts to explain what he really meant to say. Sheriff Jones cuts him off. Jones informs the chief deputy he is correct in his assessment of the situation.

Part 2

# Strategic Management



“ I skate to where I think the puck will be. ”

-- Wayne Gretzky

Strategic planning is a process which enables an individual or organization to logically and systematically plan for their futures. It is a disciplined effort to produce fundamental decisions and actions which will shape the nature and direction of an organization's activities.<sup>21</sup> Further, strategic planning allows organizations to match their objectives and capabilities to the anticipated demands of the future and allows them to plan accordingly.<sup>22</sup>

When this process is augmented by futures research methodologies, a new dimension is added. In accordance with current futures research methodologies, a series of steps are implemented to ensure that a comprehensive view of the issue is developed. This view takes into consideration not only factors internal to the organization but also those external factors which can be viewed as either threats or opportunities. Modern strategic planning acknowledges and addresses the fact that organizations are significantly affected by outside forces as well as those which are internal.<sup>23</sup>

Strategic management's primary function is to provide a mechanism for understanding the environment, identifying options, refining or establishing organizational goals, and making decisions relevant to their implementation. It takes into consideration that parties outside of the organization will have an impact on decisions and requires acceptance by these parties if implementation is to be successful.

The strategic management process provides a means of going from the present state to a futures state. In section one of this paper, a process was used which provided a basis for the development of three varying views of the future. This was accomplished through the development of scenarios. Of the three scenarios, the second (the desired and attainable) was identified as the most desirable and was selected for further development of the strategic plan. There are several steps which are used within the strategic planning process.

The process begins with a careful analysis of the present state. This is accomplished through the use of two methods aimed at defining the present.

The WOTS-UP analysis, an acronym for Weaknesses, Opportunities, Threats and Strengths, Underlying Planning. It is designed to provide a view of the organization which considers both external and internal factors affecting it. WOTS-UP focuses on the external environment relevant to threats and opportunities relating to the issue under consideration. The strengths and weaknesses of the organization itself are also considered. Two surveys of law enforcement personnel were used in determining the strengths and weaknesses of the agency under study. The information attained during these two components can then be applied in the development of the future plan. In order for the plan to be effective, it must take advantage of the external environmental opportunities and internal strengths. This is done while avoiding, correcting or compensating for external threats and internal weaknesses. The SAST, Strategic Assumption Surfacing Technique, is also used in the analysis of the present state. The SAST provides for the identification of stakeholders relevant to the issue under study. Stakeholders can be groups, individuals or organizations who somehow have an interest in the issue. They can be impacted by it, have impact upon it, or otherwise be involved with the issue relevant to the organization.

A major contribution of the SAST is its bringing forth a clearer view of stakeholders positions. Through the use of a SAST plot, the certainty and strength of positions can be charted and developed.

The employment of both the WOTS-UP analysis and the SAST technique in the early stages of the development of the strategic management plan indicate the significance of factors outside of the organization. The organization is not an island nor does it exist in a vacuum. The potential impact of outside influence upon policy selection and implementation must be considered at the onset.

# Weakness, Opportunities, Threats, Strengths, Underlying Planning (WOTS-UP) Analysis

## The Environment

The unincorporated area of Sacramento County has a population of 620,000. The county-wide population exceeded 1,000,000 in August, 1989, and it has recently been reported that the Sacramento area rates 27th in population within the United States. The population of the county is projected to continue to grow throughout the next decade. From 1984 until 1989, the population of the unincorporated area of the county grew by more than 100,000 people.

Geographically, Sacramento County is an area of great diversity. Of the 994 square miles comprising the county, 871 square miles are unincorporated. Within the unincorporated area exist some 15-20 communities, three major shopping malls, extensive commercial/residential business, and in the southern 35-40 percent of the county, extensive agricultural usages. The political viewpoint of the majority of the citizens is moderate to conservative. When change does take place, it is usually gradual.

The Sacramento County Sheriff's Department which services this area has a total of 1,448 employees. Of them, 1,023 are sworn officers and 425 nonsworn civilian personnel. Due to restrictions on funds received by the department in the post-Proposition 13 era, the department has been unable to keep pace with the population growth. Although the department had a nearly \$93,000,000 budget for fiscal year 1988/89, the manpower situation, particularly in the field services area, is at a critical point. Estimates of field services manpower shortages range from 80 to 220 positions short of what is required for adequate staffing.

These manpower shortages have created some serious morale problems for the department which have resulted in job actions and increased absenteeism. In spite of the vastly experienced and polished top management of the department, efforts to remedy this manpower shortage have been to no avail.

The county government is operated on a Board of Supervisor/County Executive basis. Although their stated positions have been supportive of law enforcement, they have been unable to commit the funds required to correct staffing shortages.

The City and County of Sacramento are both experiencing serious problems with the manufacturing, use, and sale of illegal drugs. Between the two agencies approximately 100 personnel are committed to drug enforcement details. Although both agencies have committed significant numbers of personnel to drug enforcement, the problem continues to expand.

Of specific interest to this study is the number of I.V. drug users within Sacramento County. It is estimated that there are 8,000 to 15,000 people who illegally use intravenous drugs on a regular basis and live within Sacramento County. Of these, 3-5 percent are infected with the H.I.V. virus.<sup>24</sup> As of August 1989, there were 323 AIDS cases reported in Sacramento County. Projections are that the number of individuals with AIDS will triple by 1991.<sup>25</sup>

The majority of I.V. drug users are not gainfully employed. Some rely on public assistance, such as A.F.D.C. for support. Most are involved in some sort of criminal activity to support their drug habits. With the high level of criminal involvement required to support their drug habits, it is no surprise that estimates range as high as 50 percent of I.V. drug users being arrested on an annual basis.

Law enforcement is continually involved with individuals who use illegal drugs. In Sacramento County, with more than fifty officers committed to drug enforcement efforts and the data indicating high numbers of I.V. drug users being incarcerated annually, a prime opportunity exists to have a significant effect upon the spread of AIDS by members of the I.V. drug use culture. Law enforcement has traditionally relied on outside social agencies to do the interface with the I.V. drug use. They have viewed their responsibilities solely as arrests and incarceration. The AIDS epidemic is providing a forum for law enforcement to reconsider its position and to take on a more proactive and involved role in the fight against AIDS.

## **Trends - Opportunities and Threats**

In the first section of this study, five trends were identified as those most likely to have a significant impact upon the issue. These trends were evaluated relating to what opportunities and threats they may present to law enforcement.

### Police participation in public/private education grades K-12

An increased level of participation by law enforcement in drug/AIDS education programs could result in reduced numbers of youth using drugs. Programs which would couple self-worth and refusal skills with teaching the harmfulness and destructiveness of drugs could have a significant impact on the drug-use rates. These programs would facilitate an increased level of communication between educators and law enforcement. This increased level of cooperation could lead to additional funding being committed to this area from either the state or federal level, or both.

As law enforcement enters the area of drug/AIDS education, it will contribute to the staffing drain already being experienced by the department. This will cause further conflict as to priorities within the community and the department. Once the programs are started in earnest, with adequate resources and personnel committed, it would be very difficult to discontinue and redirect these resources. There is also a concern that schools and educators may try to control and direct these programs without adequately relying on law enforcement input.

### Police involvement with new nontraditional methods of dealing with the I.V. drug culture

This trend presents law enforcement with an opportunity to significantly impact the spread of AIDS among the I.V. drug use culture. As law enforcement becomes involved with this issue beyond the traditional arrest/incarceration role and begins to explore the issue on the basis of a public health threat, a new impact upon I.V. drug users could be realized. New funding sources may become available as law enforcement is involved in addressing nontraditional methods of dealing with I.V. drug use.

Many key individuals would now be concerned about the message being delivered by law enforcement's new direction. It is possible that the public could view this change as a softening or even a condoning of I.V. drug use. This could have a negative impact upon a department, especially in light of the strong anti-drug stance being taken on almost all levels of government. This could jeopardize the level of support for the agency and negatively affect it in other operational areas. Additionally, there would be concerns about what would happen if a program were initiated and failed to meet its objectives.



### Needle exchange programs to deal with the spread of AIDS

Needle exchange programs would provide I.V. drug users with an opportunity to have an ample supply of clean, unused syringes. This program could have a significant impact upon the spread of AIDS. It would provide I.V. drug users awaiting treatment with a means of avoiding AIDS until they could enter a program. It could lead to a reduced number of individuals using I.V. drugs. As fewer public funds are required to maintain indigent H.I.V./AIDS infected persons, additional funds could become available for other public purposes including law enforcement. If needle-exchange programs then reduced I.V. drug use through better education and increased contact with users, it would reduce drug-related crime.

Without adequate public education, needle-exchange programs would quickly be identified as pro-drug use. Many organizations opposed to drug use would be adamantly opposed to needle exchange. A fear could exist that by making clean syringes available, an increased number of individuals would be willing to experiment with I.V. drugs. This program would require funding, thus establishing a new source of depletion of the already inadequate funding base.

### AIDS patients in jail (primarily I.V. drug users)

This trend could create a requirement for the additional funding of in-custody educational programs. It could also bring about significant expansions of in-custody medical services. New alternatives to incarceration could be explored and more alternatives exercised.

This could also lead to additional funding from the state or federal level to provide services for the incarcerated AIDS patient and training for custodial personnel. New levels of cooperation between social service providers and law enforcement could exist. They could work together to design and implement effective programs for use in custodial settings.

An increase in the number of AIDS patients in jails would further deplete the available funds. New problems would exist in housing these individuals in jails where space was already limited. The building of new custodial medical facilities would be costly. Infighting between A.C.L.U., service providers, and law enforcement regarding special treatment of AIDS inmates could erupt.

### **Role of I.V. drug users in the spread of AIDS**

As the role of I.V. drug users in the spread of AIDS expands, there will be a greater demand that more be done to reduce this problem. As public concern grows, new funding should become available for new programs to deal with I.V. drug use. This will result in new opportunities for social service agencies to work with law enforcement. Programs stressing the anti-drug message will receive additional attention and funding. The connection between I.V. drug use and AIDS will be more universally understood and may lead to fewer individuals willing to use I.V. drugs.

New demands on government and law enforcement for an expanded effort against drugs may result in limiting funding for other police functions. Further competition for limited funding with social agencies may reduce service or reduce the ability to take an aggressive stance against the spread of the AIDS virus among the heterosexual community. This may result in an increase in the public level of dissatisfaction with government's abilities to deal with the drug and AIDS problems.

### **Events - Opportunities and Threats**

Five events were identified as those most likely to have a significant impact upon the issue. These events were evaluated, relating to what opportunities and threats they may present to law enforcement.

#### **Inexpensive, reliable, quick results test for H.I.V. virus is developed**

This test would provide a rapid method for determining H.I.V. infection. It would allow custodial facilities and hospitals to evaluate the presence of the virus upon intake of individuals. This rapid testing process would provide for the better coordination of social and medical services to those infected. It would allow those who were infected to be targeted for special training sessions that could lead to their becoming more responsible and accountable regarding their contact with others.

The rights of privacy of those who are H.I.V. positive could quickly be challenged, as would the rights of agencies to test. This testing would require funding and staffing, thus causing another source of competition for the limited public funds. The issue of housing H.I.V. positive inmates would come to the forefront and could result in lengthy and costly court actions.

#### Legislation passes allowing limited needle-exchange program

Ideally, needle-exchange programs would provide I.V. drug users an opportunity to have an ample supply of clean, unused syringes. This program could have a significant impact upon the spread of AIDS in several ways. Primarily, it would provide I.V. drug users awaiting treatment with a means of avoiding AIDS until they could enter a program. This effort could lead to a reduced number of individuals using I.V. drugs. Since fewer funds would be required to maintain indigent H.I.V./AIDS infected persons, additional funds could become available for other public purposes including law enforcement. Consequently, if needle-exchange programs reduced I.V. drug use through better education and increased contact with users, it would reduce drug-related crime.

Without adequate public education, needle-exchange programs might quickly be identified as pro-drug use. Many organizations opposed to drug use would be adamantly opposed to needle exchange. A fear could exist that by making clean syringes available, an increased numbers of individuals would be willing to experiment with I.V. drugs. This program would require funding thus establishing a new source of depletions of the already inadequate funding base.

#### School districts develop series of courses relative to drug use and AIDS

This would be beneficial by providing information to youth at an early age regarding the dangers of drugs and AIDS. A strong anti-I.V. drug message would necessarily be part of the program. Effective programs in the schools could result not only in a reduced drug addiction and AIDS infection level, but also a corresponding reduction in drug-related crimes. Additional funding could quickly become available on either the state or federal level. It is anticipated that public support for programs in this area

would be strong. Potential would exist for law enforcement to participate on a partnership basis in these programs.

These types of programs would quickly become popular and could serve as an additional mandate on the expenditure of public funds. Pressure could be placed on law enforcement to participate without receiving funding to support the effort. These programs could provide a spring board for the educational system to place pressure on law enforcement, which would put additional emphasis on other social programs.

#### Head of law enforcement agency publicly condones needle-exchange program in his jurisdiction

This event would provide a strong signal for law enforcement's support of new and innovative programs to deal with the spread of AIDS. This could create an atmosphere that would allow for medical and social service providers to work more closely with law enforcement. For the agency head's support of the program, he could negotiate a degree of control in how the program is designed and in establishing report and control procedures.

This could cause a public reaction not only against the agency head but the entire agency. A needle-exchange program would require funding and could create another publicly funded program without providing funds. There is the possibility that law enforcement could be viewed as "being soft" on drug use and may possibly be viewed as supporting it.

#### Law enforcement agencies contract with outside health agencies to provide safe needle use/AIDS education to I.V. drug users in custodial setting

This event would provide I.V. drug users with the information necessary for them to protect themselves from contracting AIDS. The information would be provided by a source which they may find more credible than law enforcement. This could reduce the spread of AIDS among the I.V. drug culture. If a reduction did occur, funding to support additional AIDS cases could be eliminated and the funds become available for other public programs including law enforcement. It is likely that this program would receive either private or public grant funds.

This program, especially the safe-needle-use component, could be viewed as not in accordance with the general anti-drug strategy. It could cause public resistance and a reduction of their support of law enforcement. Financing, minus grant funding, would require the expenditure of limited local public funds.

## Internal Capability Analysis

The analysis of the organization's internal strengths and weaknesses is also a key component to this segment of the study. Any strategy, in order to be effective, will take advantage of the organization's strengths and will deal with its weaknesses through avoidance, correction or compensation.

This analysis of the organization's strengths and weaknesses was accomplished via two capability analysis surveys (see Appendix D). These surveys, along with an explanation of their uses, were provided to nine members of the Sacramento County Sheriff's Department. Those surveyed represented both sworn and non-sworn, as well as members from the management, supervisory and line personnel. These surveys were used in determining the current environment of the agency. The surveys indicate not only the average score in each category but also indicate how individuals rated each respective area of the instruments.

The first survey assessed the general strengths and weaknesses of the department. The following evaluation criteria were used.

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

### Departmental Capability Table

Manpower	4.7	County Exec. Support	4.8
Technology	2.8	Growth Potential	3.2
Equipment	2.8	Specialties	2.7
Facility	3.2	Management Flexibility	3.0
Money	4.3	Sworn/Non-Sworn Ratio	3.2
Calls-for-service	4.3	Pay Scale	2.8
Supplies	3.3	Benefits	2.9
Management Skills	2.5	Turnover	3.0
Peace Officer Skills	2.3	Community Support	2.9
Supervisory Skills	2.6	Complaints Received	3.2
Training	2.2	Enforcement Index	3.1
Attitudes	3.7	Sick leave Rates	3.1
Image	2.8	Morale	3.8
Board of Supv.Support	4.8		

A review of the department's capabilities indicate the following strengths and weaknesses as perceived by those surveyed:

#### Strengths

Management Skills  
Peace Officer Skills  
Supervisory Skills  
Training  
Specialties

#### Weaknesses

Manpower  
Money  
Calls-for-service  
Board of Supervisor support  
County Executive support  
Morale

### Weaknesses

From a quick review of the data acquired in this survey, it would appear that the agency being studied is under duress. This data is to some degree at variance with what would generally be the experience. The department is simultaneously dealing with the county government on two sensitive issues. The head of the agency is attempting, for the fourth year, to gain an increase in his field operations staffing. At this point it appears that he will meet frustration for the fourth time. The department's labor organization is deadlocked with the county executive regarding contract negotiations. This deadlock has already fostered one "job action" with more being anticipated. These two factors have contributed to the downturn indicated in the surveys.

Of the six areas rated as weaknesses, three are viewed as serious problems. As previously stated, the support for the department on the part of the board of supervisors and the county executive has been very weak. Field operations staffing levels have increased by less than ten positions since 1980 while population in the service area has grown by over 100,000.

The board of supervisors and county executive have taken an unusual position regarding the department's manpower problems. They have told the sheriff on several occasions that they would support him in an effort to get a special law enforcement funding tax passed within the county. This appears to be their total level of support, as no significant increases in field operations manpower are forthcoming.

This posturing lends itself to the third serious weakness as well as the three slightly less severe weaknesses. The third major weakness is manpower. This dimension has already been reviewed, but to set it in perspective some numerical values should be attached. In 1986, P.O.S.T. (Peace Officers Standards and Training) conducted a patrol manpower study for the department. At that time, the manpower study stated that in order to respond to calls for service in a reasonable and acceptable time frame that 68 additional patrolmen were needed. Since 1986, the population has continued to grow but the patrol staff level has not.

The three other problematic areas are expanding number of calls for service, money and morale. When the previous information is taken into consideration, the fact that these dimensions are viewed as weaknesses should be no surprise.

These weaknesses could pose a serious threat to efforts aimed at dealing with AIDS among the I.V. drug use culture. The department is having severe difficulties meeting its basic mandates. There would be an understandably serious reluctance on the part of the department's administration to enter into any new or additional obligations until significant improvements to the status quo have been accomplished.

## Strengths

The major strengths of the department are vested in its people. Three of the five areas viewed as strengths deal with personnel. In the views of those surveyed, personnel on all levels (line, supervisory and management) possessed better-than-average abilities.

The single area which rated the highest was training. The department has put strong emphasis on providing personnel with the skills necessary to perform their jobs well. The final area viewed as a strength was the area of specialties or specialization. The department has emphasized and accomplished quality specialization of several functions.

These strengths lend significant support to any effort to deal more effectively with law enforcement problems. Coupling the strengths of the individuals with quality training and specialization, a background is set that could readily lend itself to successfully dealing with change.

The strengths of this department are those which would lend themselves to supporting greater involvement with the I.V. drug use culture. This change in direction would require both specialization and extensive training. It would also require the support of staff at all levels to be most successful.

The second capability analysis dealt with the ability of the agency to adapt to change (see Appendix E). In order to effectively deal with change, it is helpful to understand the environment where the change occurs. These factors will have bearing on how the issue under study will be addressed by the agency. The following analysis indicates the agency's level of adaptability to change. Criteria used in this evaluation were:

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



## Change Capability

### Top Managers

Mentality/Personality	2.7
Skills/Talents	2.8
Knowledge/Education	3.0

### Organization Competence

Structure	2.7
Resources	3.0
Middle Management	3.0
Line Personnel	3.1

### Organizational Climate

Culture/Norms	2.1
Rewards/Incentives	2.4
Power Structure	2.7

The findings from the change capability are interesting. There is only a one point range (2.1 to 3.1) from the highest to the lowest score. These findings indicate that the department primarily seeks familiar change (marketing) or is willing to adapt to minor change (production). The findings indicate that the department neither rejects change (custodial) nor seeks related or novel change (strategic or flexible).

The top managers were viewed by the survey respondents as being most comfortable when adapting to minor changes, yet they would on occasion seek familiar change. Top management is presented as somewhat reserved and conservative and not willing to seek novel or innovative change or take many risks.

The organizational climate was viewed as being very conservative. In all three categories the indication was that the organization itself was most comfortable with only minor changes only when those changes were necessary.

Organization competence was the area which indicated the greatest adaptability to change. Both middle management and line personnel were viewed as seeking familiar change. This indicates that the majority of individuals involved in the daily task of running the organization are looking for ways to be more effective, as long as the changes are neither extreme nor foreign to them.

In retrospect, the organization was viewed as being conservative, willing to adapt to minor changes, and seeking familiar change. These and the other findings of the WOTS-UP analysis will provide vital information for the development of the implementation plan. This is especially true when these findings are coupled with the information gained from the strategic assumption surfacing technique and the results of the modified policy delphi.

# Strategic Assumption Surfacing Technique (S.A.S.T.)

The S.A.S.T. is vital to an analysis of factors to be considered, because it identifies stakeholders related to the issue under study. Stakeholders can be individuals, groups or organizations. They are identified as individuals or groups who (1) impact what you do, (2) are impacted by what you do, or (3) care about what you do. A snaildarter is an unanticipated stakeholder who can radically impact your strategy.<sup>26</sup>

There are five primary purposes of the S.A.S.T: (1) identify potential stakeholders including any snaildarters; (2) determine which stakeholders are most critical to the issue of law enforcements ability to affect AIDS through its impact on the I.V. drug use culture; (3) determine viewpoints of the stakeholders considered; (4) plot the assumptions regarding their positions using the assumption plotting process; (5) analyze the findings of the assumption plotting process.

## Identifying potential stakeholders

The identification of stakeholders is vital to the development of a viable strategic plan. Stakeholders who are internal and external to the organization must be identified. The following list of stakeholders was developed after extensive review of the issue and consultation with departmental staff, other law enforcement managers and individuals initially considered as stakeholders outside of law enforcement. At the time of identification of stakeholders the assumption relating to their positions on the issue were developed. The following is a list of all stakeholders identified:

1. Board of supervisors
2. County executive
3. County legal counsel
4. Sheriff
5. Department management
6. Department supervisors
7. Department line personnel
8. Department medical staff
9. Department jail personnel
10. Gay community
11. Community health organizations
12. AIDS foundation

13. I.V. Drug Use Task Force
14. County health council
15. City police department
16. American Civil Liberties Union (A.C.L.U.)
17. Conservative political groups
18. I.V. drug users
19. Educators
20. State legislature
21. Political candidates
22. Peace Officers Standards and Training (P.O.S.T.)
23. Blood banks
24. Prostitute organizations
25. News media
26. Chamber of Commerce
27. Rotary
28. School districts
29. Conservative religious groups
30. Medical testing/equipment providers
31. Sierra Foundation
32. Black community activists
33. Taxpayer groups
34. Surgeon General
35. Courts
36. PORAC
37. Cal-Chiefs
38. Gay/AIDS activists
39. Chief county medical officer
40. Public social service providers
41. Other drug treatment programs
42. Police union

From the list of 42 stakeholders, those viewed as being the most critical to the development of the issue were identified. Fourteen of these stakeholders will be carried forward for further development, including three potential snaildarters. They are as follows:

Critical Stakeholders

Board of Supervisors  
Department management  
Department supervisors  
County health council  
City Police Department  
Conservative political groups  
Educators  
State legislators  
News media  
Courts  
Police union

Potential Snaildarters

Chief county medical officer  
AIDS activists  
Other drug treatment programs

Their assumed positions are as follows:

1. Board of Supervisors

The Board of Supervisors will be supportive of efficiency-based, cost effective, politically sound methods of dealing with the AIDS/I.V. drug use issue. As elected officials, they would be very interested in policies and programs which would show their involvement in the fight against AIDS. At the same time, they will want to insure that whatever position they take they will not give the appearance of being supportive of illegal drug use. Their support on the issue will be forthcoming so long as they view their involvement as a politically sound choice.

Their support would be key, because the decisions on financial commitment would come from this body. The Board of Supervisors would like to be able to claim responsibility for supporting, both conceptually and financially, a program which could indicate their support for drug/AIDS based educational programs, whether in schools or jails. They would be more cautious about openly showing support for concepts such as needle-exchange programs than for the educational programs.

## 2. Department management

The department's management would be in support of programs to deal with AIDS and I.V. drug users, so long as it is not funded from the current funding base. If grants or other private or public funds were made available, they would be sure to support both the educational and testing components.

They would want to have statistical data indicating that needle-exchange programs were positive prior to lending their support to them. If they were convinced that these programs were of use they would want to make sure that it would not cause a negative public reaction prior to voicing that support.

## 3. Department supervisors

The department supervisors would support these programs if they were funded by revenue sources such as grants. If they viewed them as taking some burden off of them, while not competing for funds which are already viewed as scarce, they would support these programs and concepts.

They would also be in a position to market them to line personnel. It would be important to ensure supervisory level support for the programs to succeed.

## 4. County Health Council

The County Health Council is a combination of community based organizations, county medical personnel, private physicians, and medical groups including the American Medical Association. The primary focus of this group is how to most effectively deal with health and medical issues. As such, any programs which deal with AIDS in a proactive vein would be considered for approval and support.

If programs went before the council with the support of local law enforcement the programs would be readily embraced. If, however, these same programs went before the council with a mixed signal, or an objection from law enforcement, the County Health Council might take the issue under submission. The council would then wait until law enforcement's position shifted, or until public opinion demanded change, or until the

concerns about AIDS outweighed other considerations, and support the programs regardless of the other factors.

#### **5. City Police Department**

The Chief of Police has made clear his position on several of the involved issues. He actively supports drug education in the schools and has committed several positions to do so. He is openly opposed to needle exchange programs, feeling that such programs would only encourage I.V. drug use. His opinions are not clear on issues such as mandatory H.I.V. testing at time of incarceration or inmate drug education programs.

The Chief of Police is appointed by the City Manager with the approval of the City Council. If political pressure in support of any concept being addressed became severe enough, the Chief of Police could conceivably reduce his objections to them.

#### **6. Conservative political groups**

These groups would be opposed to programs which could be viewed as catering to drug addicts and their ills, as well as to the expenditure of public funds. With the recent loss of one of the most prominent conservative coalition members, Paul Gann, from complications of AIDS, they would be more open to consider alternatives.

Their primary concern would be finding ways to implement stricter laws and stiffer penalties for drug use or imposing restrictions upon the rights of individuals who are either the H.I.V. virus or AIDS infected. Any support for programs, other than the education in public schools as to the harms and ills of drug use and associated risk of AIDS, would not be anticipated.

#### **7. Educators**

Educators in the Sacramento area are vitally concerned with quality of life issues relative to youth. They are very involved on a number of different levels in trying to improve the situations in which many young people find themselves.

Once the programs relating to I.V. drug use and its correlation to getting and spreading AIDS was understood, this group would support them. Educators would be particularly intent on seeing the programs that dealt directly with youth and schools implemented. Most of them would look upon increased involvement by law enforcement in the educational process as very positive.

#### **8. State legislature**

This body could be willing to mandate programs and provide modifications to current law providing for pilot programs, such as needle exchange, depending on the political implications. Some legislators would oppose any new program out of their own personal bias, but most would lend some degree of support to at least a portion of the programs.

Fear and concern about AIDS and I.V. drug use are on the rise. If programs were presented in a manner where they could be viewed as a component of the "war on drugs," they would be supported.

The primary question in regards to the legislature is funding. Would the legislature mandate another local program without providing the funding, or would they provide funding along with the mandate? If they mandated programs without the funding, it could have a significant impact on local governments.

#### **9. News media**

The news media can be an important ally or a dreaded enemy. The media has taken a sincere interest in the issues of I.V. drug use and the spread of AIDS. As new information on the issue becomes available, the media is are very quick to broadcast it.

The local media would be willing to support programs aimed at I.V. drug use and AIDS, if they viewed them as ones which would become reality. They would not want to voice a great deal of support for an issue of this nature unless they were either convinced of its merit or likelihood to become a reality.

## 10. Courts

The courts could play a major role in determining the outcome of many of the issues involved in this area. For example, if the courts were to rule that mandatory testing for the H.I.V. virus at the time of incarceration was an undue invasion of privacy, that entire issue would be jeopardized.

However, the court of recent years has taken on a more conservative look. There is a strong likelihood that they would uphold programs which provided greater protection to the masses without serious threats to the individual or their reasonable rights of privacy.

## 11. Police union

In the agency under study, the police union has a very powerful voice. The union would probably avoid taking a stance in favor of these programs unless they could be shown to be of direct benefit to the union's membership. What would more likely occur is that the union would come out in opposition to the programs if they were perceived as either a threat to its membership or another drain on the current funding sources.

The union's primary concern would be the desire to be kept appraised of what was occurring and allowing them a voice as they felt it impacted their membership. If a correlation between the programs and union membership well-being or reduction in traditional workload were proven, the concepts may be actively supported.

## 12. Chief County Medical Officer

The Chief County Medical Officer in Sacramento County is a position which has been in the limelight very infrequently. However, this individual definitely qualifies as a snaildarter.

Provisions are made within the county's regulations which provide for a state of a medical emergency being declared by the Chief County Medical Officer. When the state of medical emergency is declared, this individual assumes broad authority to set policy to deal with the situation until the emergency no longer exists.



This situation could very well remove decisions regarding programs, direction and policy from the control of law enforcement. Under the worst case scenario, law enforcement would be required to carry out the mandates of the Chief Medical Officer for an indeterminate period of time.

### 13. Gay/AIDS activists

Another snaildarter could be AIDS activists. AIDS activists are primarily a coaction of gay organizations and medical researchers/providers dealing with AIDS. A large amount of their efforts have been directed towards the gay community. The gay community has become very organized and motivated regarding AIDS and has significantly modified their behavior to the point of reducing their threats of contracting AIDS. If they next turn their energies and commitment towards the second largest threat regarding the spread of AIDS, the I.V. drug users, the complexion of the situation could change. This would be particularly true if they continued to work closely with the contacts they have forged within the medical community.

This coalition would support programs and funding for dealing with AIDS within the I.V. drug use culture. If their emphasis were to shift as indicated, they could become a powerful voice regarding the issue.

### 14. Other drug treatment programs

This group is the third and final snaildarter considered. If the board of directors, project coordinators, etc., of the programs felt that their funding would be threatened by the initiation of the various components considered, they would be actively opposed to the adoption of these programs. These programs are in a constant struggle for adequate funding. Additional funding is extremely difficult to accomplish. If they felt threatened, they would work diligently with community contacts, local and state politicians, and their special interest groups to see these new proposals fail.

# Strategic Assumption Surfacing Technique Mapping

The next phase involves the plotting of each critical stakeholder's assumptions on the S.A.S.T. plotting map. This plotting process provides a visual tool in determining the status of each of the critical stakeholders and the snaildarters.

The S.A.S.T. plotting map is designed with four interconnected polls. The points of the polls are certainty and uncertainty on the horizontal line and unimportant and important on the vertical line. The plot in relationship to the horizontal line indicates the importance of the assumptions assigned to the stakeholder in relationship to the issue. The plot in relationship to the vertical line indicates the degree of certainty to which the assumptions assigned to the stakeholder are believed to be correct.

An assumption indicated at the end of any poll would indicate absolute certainty that the assumptions assigned a stakeholder were correct. Plots on the connecting point of the polls indicates absolute uncertainty. This would indicate that the plot is as likely to be incorrect as correct.

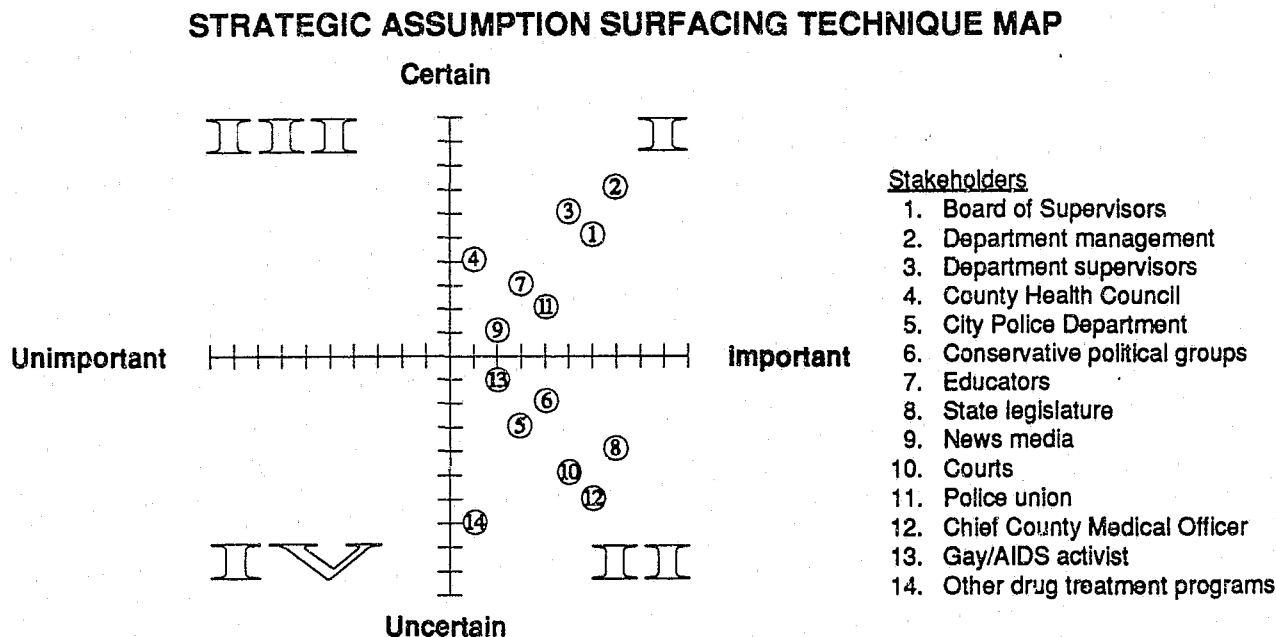


Figure 14

## **Analysis of Assumption Mapping Process**

In order to simplify the discussion of the relevance and importance of the S.A.S.T. plotting, the four quadrants have been assigned numbers. The relevance of the various quadrants is as follows.

### **Quadrant I**

The stakeholders plotted are those whose assumptions are both important and certain. Contact should be maintained with stakeholders in this group to monitor their assumptions and to either sway them towards the desired position or to maintain their support.

### **Quadrant II**

The stakeholders represented in this quadrant are those whose importance is known yet there is uncertainty regarding their assumptions. These stakeholders need a great deal of contact. Efforts should be directed towards moving them from their present status into Quadrant I.

### **Quadrant III and IV**

Stakeholders plotted in these quadrants are not viewed as important to the issue. They should be monitored, but there is generally no need to exert a great deal of effort towards them.

The stakeholders in Quadrant I are those whose importance and assumptions are fairly certain. The stakeholders in this category in order of importance are: #2-Department management, #1- Board of Supervisors, #3-Department supervisors, #11-Police union, #7-Educators, #9-News media and #4-County Health Council.

The four most important stakeholders in Quadrant I are all directly related to the Sheriff's Department. The reason for rating as they did is their direct involvement with

the implementation of new programs or policies. The board of supervisors controls funding. As such, they will desire to ensure that funds are expended in a manner providing for the accomplishment of program goals and the ability to bring favorable light upon themselves. Once funded, department managers will be concerned with the administration of the programs. Their task will be to ensure that programs and policies are designed in a manner that they can be both successful and beneficial. Department supervisors have the charge of carrying out the mandates set by management. Their actual support will be critical to program and policy success. The police union will look upon the issue from a "watchdog" viewpoint, ensuring that its membership is not placed at additional or undue risk. Once the concepts are accepted, these four stakeholders would be most influential to the success of the issue. Their importance cannot be underestimated.

Three additional stakeholders have been plotted in Quadrant I. They are in order of importance, #7-Educators, #9-News media and #4-County Health Council. All three can play an important role. Their support would be beneficial in attaining approval of any programs dealing with I.V. drug users and AIDS. The support of the educational community could have a major influence upon both the community and governmental entities in relationship to approval as well as funding. Positive support from the media cannot be underscored. The support of the County Health Council would certainly guarantee the support of the medical profession.

Quadrant II contains those stakeholders whose importance is known but whose assumptions are not so clearly understood. All three of the snaildarters were placed into the category as well as four critical stakeholders. In order of importance they are: #8-State legislature, #12-Chief County Medical Officer, #10-The courts, #6-Conservative political groups, #5-City Police Department, #13-Gay/AIDS activists and #14-Other drug treatment programs.

The state legislature is shown in a position of importance second only to department management. Lobbyist, special interest and public pressure all play major roles in influencing this process. To a large extent, the exact nature of resistance or support for the issue is unknown.

The chief county medical officer is shown in a position of importance but great uncertainty. This is because this individual becomes important only in his ability to declare or threaten to declare a medical emergency.

The courts are important and could play a major role relating to the issue but an inadequate number of cases and related issues have been adjudicated to establish any pattern. Their importance and influence would come into play in the post implementation phase relating to I.V. drug use and AIDS.

Conservative political groups have proven in recent years that they can play a major role regarding issues which they view as pressing. They can, on occasion, be swayed by law enforcement. It would be important for law enforcement to work with these individuals in an effort to attain their support.

The city police department is indicated as being neither significantly important nor certain when compared to the majority of critical stakeholders. This is due to two primary reasons. First, there is a lack of any real cooperative effort between the two local agencies. What one agency does or doesn't do usually has very little influence over the other. Second, although the police department is currently opposed to many of the more progressive aspects of the issue, the mayor and city manager may not be. Within this environment it is the city manager and mayor who would have the final word regarding these issues, not the chief of police.

The final two stakeholders are the two remaining snaildarters, other drug treatment programs, and gay/AIDS activists. Both groups could exert some influence regarding the issue, but neither would be regarded as a primary force relating to this issue. Their influence would come more in the role of lending either support or objections to policies and programs aimed at dealing with the I.V. drug culture and attempts to reduce their impact relating to the spread of AIDS.

Any stakeholders who were plotted in either Quadrants III or IV would be subject to elimination from being considered critical stakeholders. This would be especially true of any stakeholders plotted in quadrant IV, the unimportant and uncertain quadrant. This was not necessary in the case of this study. Having designated only 14 as critical from the original list of 42 stakeholders, all carried forward were determined to be important enough to merit review.

## Modified Policy Delphi

The next step in the development of the strategic plan was the Modified Policy Delphi or MPD. The MPD group was comprised of individuals from law enforcement, medical professionals, AIDS research/activists, and other interested parties. The essential element to group participation was an interest in and knowledge of the primary issue.

The primary purpose of the MPD was to bring interested and involved individuals together in order to consider a wide variety of alternative strategies for addressing the strategic issue. This process provides a mechanism for thorough analysis regarding the feasibility of each alternative.

A seven member group was formed to develop the alternative strategies for analysis. Each member was initially asked to provide at least one, but no more than two, policy alternatives. The policy alternatives provided by the group were as follows:

1. Provide training to police officers relating to how they can more effectively deal with I.V. drug users in an effort to attempt to modify their behavior.
2. Provide for stricter enforcement of current laws designed to deal with drugs. Establish "low tolerance" policies in relationship to I.V. drug use.
3. Law enforcement, schools and social service providers aimed at dealing with the I.V. drug use culture should work more closely together. Formation or strengthening of joint task forces, committees or commissions will be encouraged.
4. Work closely with the legislature and seek modification to laws which would provide a more open environment for experimental or pilot programs (i.e., needle-exchange programs or decriminalization of possession of needles and syringes).
5. Survey other agencies with similar demographics and drug problems and determine what methods, if any, they have found to be effective in dealing with the problem.
6. Make a concerted effort to lobby both state and federal legislators to increase the funding of anti-AIDS/drug use programs, thus providing the funds for desired programs. Ensure that they are aware of the severe nature of the situation.

7. Maintain the status quo. No modification of direction, especially during such fiscally restricted times, is warranted.
8. Law enforcement should look upon the I.V. drug culture's use of illegal drugs more as a medical problem than a criminal problem. Should make more efforts to divert such individuals out of the criminal justice system into the drug rehabilitation arena.
9. Law enforcement should become more involved in the effort to control the spread of AIDS among I.V. drug users. Their support and participation in programs which educate I.V. drug users or potential drug users, including high risk youths, as to the risk involved are vital. Their involvement with programs outside of drug education is also important.
10. Seek stricter penalties for possession, sale or use of all illegal drugs. Specifically seek the strictest penalties for drugs which are normally injected.

Following the development of the list of policy alternatives, limited discussion was allowed. Each member was then asked to rate each of the ten policy alternatives based on two criteria, feasibility and desirability (see Appendix F). The median of their scores was used to compute the overall ratings for each category. The two policy alternatives receiving the highest ratings were #3, law enforcement, schools and social services work more closely together, and #9, law enforcement becomes more actively involved in the fight against AIDS among the I.V. drug users. The issue showing the greatest diversity (most polarized) was #10, stricter penalties for illegal drug use.

**Policy Alternative #3:** That law enforcement, schools and social services should work more closely together was viewed by the group as the most desirable of the policy alternatives. There was a feeling, especially strong among members of the group outside of law enforcement, that if success in this area was to be accomplished, it would require the combined efforts of all groups involved. It was felt that information sharing and cross-training between the various groups could be of benefit to all. The strengthening or formation of task forces, committees, and commissions involving all parties dealing with the program of AIDS and I.V. drug users was also viewed as vital.

The pros and cons for policy alternative #3 are as follows:

#### **Pros**

- Approach would be multi-disciplinary
- Provide all agencies/organizations involved with additional perspectives and information
- Level of interagency/organization cooperation would be increased
- Issue would be more effectively addressed
- Cost effective due to sharing of expenses
- Due to multi-disciplinary approach risk for each entity would be reduced
- Reduce duplication of effort
- Provide greater political support for AIDS effort

#### **Cons**

- Increase training requirements for parties involved
- Additional time would be committed to meetings
- Individual agency control may be lessened due to approach
- Not all issues involved are related to law enforcement
- Law enforcement might be reluctant to share intelligence
- Might develop a mindset of one best way
- Minimize the multi-disciplinary approach



**Policy Alternative #9:** That law enforcement becomes more involved in the fight against AIDS among I.V. drug users was a close second in terms of desirability and feasibility. This policy alternative calls for law enforcement to become more involved and visible in efforts to curb the incidence of AIDS among not only I.V. drug users, but also among those most at risk of becoming involved as well. Involvement in in-custody programs as well as programs in the community and schools to reach additional "at-risk" individuals are anticipated under this proposal.

This proposal would also require law enforcement to become actively involved with programs outside of education. This would indicate a need for law enforcement to become involved in the consideration and review of programs such as needle exchanges.

The pros and cons of policy alternative #9 are as follows:

#### **Pros**

- Increase communication between involved disciplines
- Multi-disciplinary approach
- Expose law enforcement to new ideas and concepts in a nonthreatening manner
- Cost effective
- Provide format for open sharing of information to all parties
- More effective approach than status-quo
- Provide cross-training opportunities
- Expand law enforcement's ability to meet service obligations through greater resources

#### **Cons**

- Time requirements
- Potential infringement on what has traditionally been considered law enforcement turf
- Law enforcement involvement with additional controversial programs
- Not all issues involved would be law enforcement related
- Additional training requirements
- May cause conflict in law enforcement's role

***Policy Alternative #10:*** Stricter penalties for illegal drug use was the most controversial (most polarized) policy alternative developed. There were two basic assumptions drawn in conjunction with this policy alternative: first, stiffer laws and penalties would reduce the likelihood of people becoming involved with illegal drugs; second, illegal drug users are already too hesitant to seek counseling or medical help. As penalties are increased, they will be less likely to come forward.

The pros and cons of policy alternative #10 are as follows:

**Pros**

- Arrested parties would face stiffer penalties
- Non-involved parties would "think twice" about using drugs
- Stricter penalties would especially discourage the use of I.V. drugs

**Cons**

- Would drive drug users away from treatment/counseling
- The "underground" nature of the drug culture would become more "underground"
- Violence associated with drugs would become more severe
- Create additional cost burden on the system via arrest, incarceration, court proceedings

## Policy Alternative Selection

The policy alternative selected for implementation was a combination of policy alternative #3 and #9. By combining these two positions, a policy is devised which provides not only for greater involvement between law enforcement, schools and other service providers, but it also provides for law enforcement's taking on a more active role. This approach could address needs such as information sharing and cross-training while providing a well-coordinated approach which could most effectively address the issue.

Resources and funding to address the issue of I.V. drug use and its relationship to the spread of AIDS are limited. This multi-disciplinary approach should prove cost effective for all parties involved as information, programs, policies, and ideas are shared.

The portion of the program aimed towards individuals at-risk of involvement in I.V. drug use is also vital. The importance of prevention cannot be overlooked.

This multi-disciplinary approach to the issue should prove cost-effective as well as beneficial. This shared approach would also be flexible and open to modification as the needs or issues change.

# MISSION

## Macro

The mission of law enforcement is to make the communities served better and safer places to live and conduct business. This is accomplished as agencies are proactive in responding to calls of service, apprehending criminal offenders, preserving the public peace, and investigating crime.

It is also vital to recognize that the citizens of our communities are the customers for the services provided. The agency must ensure that conduct is professional and in keeping with the primary mission to protect and serve the public.

## Micro

Historically, the contact with I.V. drug users has been limited to an enforcement level. It is recognized that I.V. drug users pose the greatest threat of spreading AIDS to the general public.

Agencies must be committed to becoming allied in the war against AIDS. As such, they must be dedicated to becoming involved in programs to educate at-risk individuals to the threat of AIDS, whether young or old, at liberty or incarcerated. Additional efforts will be put forth to curb behavior which places individuals in "at-risk" situations.

The agency must work with other public service agencies, schools, organizations and groups to arrive at the best ways of dealing with this threat. This department will be forward-thinking and willing to consider new ideas and methods of dealing with AIDS. We will strive to maintain an open and cooperative posture with the community we serve.

# IMPLEMENTATION PLAN

The environment and the effected organizations have been evaluated, stakeholders identified and their assumptions developed, alternative policies considered, and the best options identified and expanded. The necessary background being laid, it is now appropriate to address the issue of implementation.

In order for any policy to be successful, an implementation plan must be thoughtfully and properly formulated. This implementation plan shall consider several primary concerns. The degree of predictability and turbulence to be introduced with the new policies shall be considered. Key stakeholders will be identified and their stances relative to the policies analyzed. Positions of the key stakeholders will be developed in light of the degree of openness and negotiability.

## Predictability and Turbulence

Figure 15 below is a predictability and turbulence chart. It indicates ranges for both areas. The charge indicates a level of predictability ranging from high assurance (1) to very unpredictable (5). Turbulence, the degree of change anticipated, ranges from no change (1) to continuous change (5). By identifying both the predictability and turbulence, it is possible to determine the type of planning system which best fits the need. The four types of planning systems identified are operations, periodic, issue and signal/surprise.

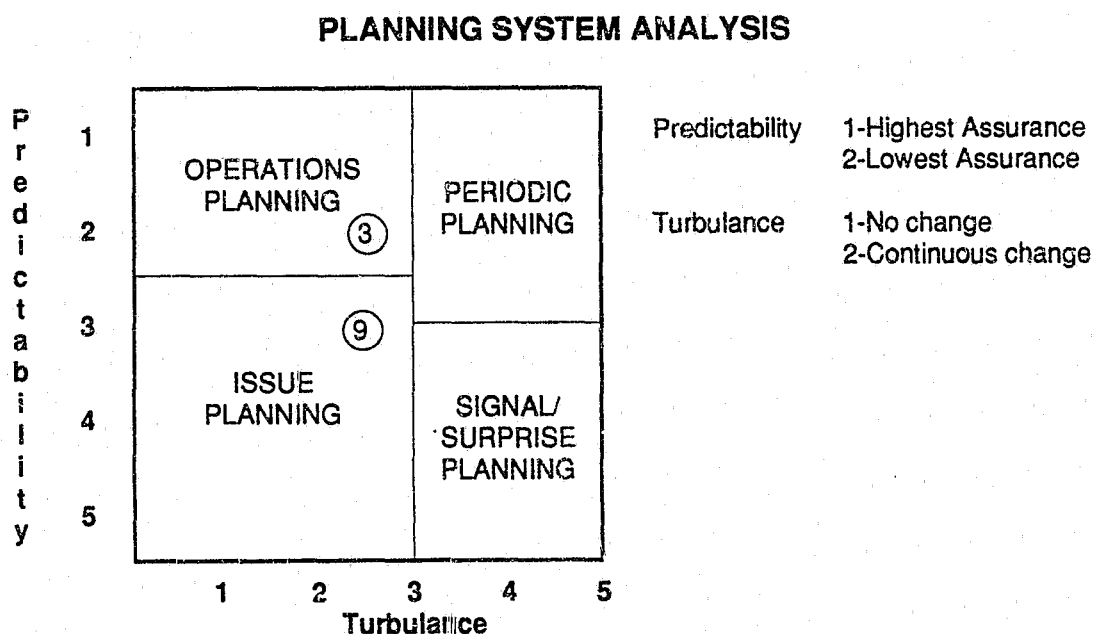


Figure 15

When the two policy alternatives are plotted on the chart, a clear statement is made regarding the levels of predictability and turbulence associated with each. Policy alternative #3 (law enforcement, schools and social services work more closely together) was viewed as being both relatively predictable and involving moderate and gradual change. This is due to the nature of cooperative efforts and the anticipated gradual and evolutionary type of changes, which generally occurs as a result of multi-disciplinary committees and task forces.

Policy alternative #9 (law enforcement becomes more actively involved in the fight against AIDS among I.V. drug users) is a different situation. The degree of predictability would be lower and the turbulence higher than that of alternative #3. While #3 involves working with schools and social service providers and other groups in a controlled environment, #9 indicates direct and active participation in the change process itself. It should be acknowledged that law enforcement representation in this process will undoubtedly take a very cautious approach. They will, however, become a component of a comprehensive approach to the issue and thereby be exposed to many additional inputs and alternatives. Many new options will be developed and will require evaluation as a result of this process.

The best method for dealing with these alternatives is a combination of operations and issue planning. This combination would be most suited to the situation with operations planning to address alternative #3 and issue planning to address alternative #9.

## **Stakeholder Analysis and Negotiation**

For the implementation of the strategic plan to be successful, it is necessary to conduct further analysis of the key stakeholders. This analysis will be directed towards stakeholder positions in relationship to the two policy alternatives selected for implementation.

For convenience and clarity, their positions regarding negotiations will be addressed following the analysis of each respective stakeholder's position.

## Board of Supervisors

The support of the board of supervisors is essential to the success of this strategic plan. It is the body which controls the funds that would be required to operate any new program.

The spread of AIDS by and among the I.V. drug users is a serious problem. At the same time, there is also a great deal of controversy surrounding how to address this issue. The multi-disciplinary approach will create programs with a broad base of support. This will lessen the political risk taken by the board when they lend support to new projects, policies and programs.

The board will also be interested in supporting programs which accommodate the needs of the community. With the sheriff's department actively participating in the new programs, it will provide some degree of control and direction to these efforts. Programs coming forth would be of a nature that the board could support with a focus on controlling or eliminating a serious public health threat.

The board will be reluctant to commit funds to accommodate any but the most critical staffing or program needs during the initial phases. It will take both progress relative to the issue and lobbying efforts of all involved to gain adequate financial resources.

### The Board of Supervisors *will* negotiate on:

1. The funding necessary for the initial implementation of the projects.
2. The level of vocalized support for the "stated intent" of the projects.
3. Locations where programs (once initiated) may be operated.

### The Board of Supervisors *will not* negotiate on:

1. Funding beyond initial implementation without progress and success.
2. Committing their personal time or energies to the issue.
3. Their personal active support until program successes are documented.

## Department Management

These stakeholders will be skeptical of these new directions. Most have been in law enforcement for 20-30 years. They are routed in a much different environment than exists today.

They will, however, follow the lead of the agency head and work with the policies and programs that will be forthcoming. The importance of keeping them adequately appraised of progress is paramount.

Adequate financing and staffing are lacking within their agency. They will be hesitant to commit manpower to work with the projects unless they can see direct benefits. Their support will be found lacking unless any new programs are specifically funded as such and not viewed as competition for their agendas.

They will actively support any components of the program which they view as saving their area of responsibility time or money.

### Department management *will* negotiate on:

1. The assignment of staff to part-time commitments.
2. The commitment of nontraditional funds (asset seizure, grants, etc.).
3. Any reasonable and necessary training of staff.
4. Program components that would directly benefit their areas of responsibility.

### Department managers *will not* negotiate on:

1. Programs requiring the full-time commitment of staff.
2. Programs requiring funding on a competitive basis with current programs.
3. Programs, policies or issues where they do not maintain some degree of control.
4. Programs which would damage or tarnish the reputation or image of the department.



## Department Supervisors

Supervisors are impacted in a direct manner by staff and funding limitations. They are charged with accomplishing the work at hand and are held accountable for it. They would be in strong opposition to any program which required either a reduction of their staff or placed additional duties on them without some direct benefit.

They would support the programs and policies if three basic conditions were met. First, the program must not be funded from currently allocated funds. Second, since they are task- and result-oriented, they would want to see some direct benefit to them. Third, they must see a direct benefit to law enforcement. The presentation of the programs, their goals, financial sources, and projected benefits to law enforcement would be important in gaining their support.

If the supervisors supported the program, they would share their thoughts with their subordinates. Barring some perceived or real threat to employee safety by the police union, line personnel will generally follow the lead of the supervisor.

### Department supervisors *will* negotiate on:

1. Their level of personal support for the program.
2. Time required to inform and train staff relative to the programs.
3. Modified job requirements where direct law enforcement benefits exist.
4. Marketing program to their subordinates.

### Department supervisors *will not* negotiate on:

1. Programs that increase the threat to officer safety.
2. Programs where there is no direct benefit to law enforcement.
3. Components of the program which they view as burdensome, unnecessary or the responsibility of another agency.
4. Programs which would damage or tarnish the reputation or image of the officer, unit or agency.
5. All but the most minor increases in workload.

## Police Union

The police union is viewed as internal to the department. Although it has a voice which is separate and often contrary to that of the chief administrators, it does provide guidance and direction that is generally followed by line personnel.

The union would view this issue from two basic premises. First, would these changes provide any benefit to the union membership? Increased workload without a corresponding increase in staffing would not be viewed favorably. Any additional exposure to actual or perceived harm would be vehemently opposed. Second, these changes would be viewed in relationship to how their support or rejection would be received politically. Although union officials perceive themselves as independent, they understand the importance of maintaining a balance between the department's management and the public. If these were strong feelings, particularly on the part of the public, it could influence the union's position.

### The police union *would* negotiate on:

1. Issues viewed as beneficial to the department personnel.
2. Programs generally supported by line personnel.
3. Programs strongly supported by the public.
4. Adequate training to support any new programs adopted.

### The police union *would not* negotiate on:

1. Any additional perceived risk or danger to department personnel.
2. Additional workload without compensation.
3. Programs being funded from current department funding sources.
4. Programs which would put union members in a "bad light" with the public.
5. Programs which do not benefit union membership.

### County Health Council/Gay-AIDS Activists/Chief County Medical Officer

These three stakeholders were combined since their focus and interests are similar. Their major focus is on looking at the AIDS problem as a medical issue. They will be involved and concerned in the process of developing strategy and plans once the programs are set in place.

They will be result oriented. The level of anxiety experienced by these individuals will directly correlate to the patterns of H.I.V. and AIDS infection within the region.

This coalition will also be active in attempting to get adequate funding and support for the involved programs. All have developed expertise and contacts with prior activities and would commit energies and efforts towards these programs as well.

#### These groups *would* negotiate on:

1. Prioritization of planned components of projects.
2. Funding sources.
3. Development of general strategy and overall approach.
4. Project structure.

#### They *would not* negotiate on:

1. Primary importance of the AIDS issue.
2. Project components which did not include the medical aspect of AIDS as a component.
3. Slowed or "bogged-down" progress due to technical or policy considerations.

## City Police Department

The city police department should be as involved as possible so that any efforts within the community can be maximized. At a minimum, it would be essential that they take part on task forces and committees.

There are aspects of these programs and policy where the city police have taken a lead role. They actively support school drug education programs and could provide valuable input in how to strengthen and expand the message relating to the AIDS/drug correlation.

They will continue to oppose the nontraditional aspects of the program unless city mayor/manager pressure is exerted. They will also want to be empowered in some manner and will resist having direction provided by "county efforts" imposed upon the city.

### The city police department *will* negotiate on:

1. Participation in the project.
2. Providing input into the development of programs.
3. Their role within the programs.

### The city police department *will not* negotiate on:

1. Contributing financially to the project.
2. Being bound to the recommendations of the various components of the program.
3. Any high-risk nontraditional components of the programs.
4. Participation they do not feel is politically advantageous or in their best interest.

## The Courts

The courts present an interesting situation for analysis. In the purest sense, the courts negotiate with no one. In reality, they are influenced by outside factors such as public opinion, current events, changing demographics and so forth.

Courts have the ability within the unique niche to have a profound effect upon any efforts that law enforcement directs towards AIDS and I.V. drug use. Their options range widely: they could do nothing; they could block efforts; they could demand that new efforts be initiated.

In the relationship of law enforcement to I.V. drug use and its connection to the spread of AIDS, the courts have been silent. It is anticipated that the courts will deal with the issue in an effort to continue to protect constitutional rights while at the same time safeguarding public interest.

Negotiations appraisal does not apply to the courts.

## Conservative Political Groups

These individuals will favor small portions of the programs and oppose the rest. Their primary direction will be towards tougher laws and stiffer penalties. The primary emphasis here will be an attempt to control the problem through what in their view would be social programs.

They will support portions of the program directed towards youth and education. They will be actively opposed to programs and policy, which in their opinion, pamper or placate the I.V. drug users.

Their level of opposition or involvement will depend greatly on any other issues which are at the forefront. Their numbers are few, and they have experienced the greatest success when dealing with only a few issues at one time. The extent and level of public sentiment or opinion would also have an influence on their involvement.

### Conservative political groups *would* negotiate on:

1. Their level of involvement.
2. Support for the educational components of the program.
3. Funding for components directed towards at-risk youth.

### Conservative political groups *would not* negotiate on:

1. Components viewed as "soft" on I.V. drug use.
2. Funds expended toward social service components of the program other than for youths.
3. Any component requiring less stringent controls becoming law.

## Educators

The educational community would have a high degree of interest in the entire process. They would especially be interested and involved in programs dealing with AIDS and drug use among at-risk youth.

Educators in the Sacramento area have worked closely with law enforcement on other issues. They would want to participate in this process as well. Their main concern would be to concentrate as much of the emphasis as possible on those with whom they are involved -- the youth. There would be the commitment of manpower, materials and facilities. Educators would be reluctant to commit direct funds to the projects, but they would be willing to support funding through the political process.

### Educators *will* negotiate on:

1. Level of involvement in the process.
2. The funding of the programs.
3. Components of the program (other than youth portions).
4. Their participation in the marketing of programs and concepts.

### Educators *will not* negotiate on:

1. Youth-oriented components of the program.
2. The direct funding of programs.
3. Their being involved in the process.

## State Legislature

The issue of AIDS has become a major concern to Californians. If this concern continues or increases, there is a likelihood that the legislature would respond. The potential would exist for passage of legislation providing for some of the more progressive or extreme measures which could be proposed.

The major question or concern regarding the legislature is that of funding. Would legislation affecting AIDS and I.V. drug use be a mandated program with funding or one of the many programs handed down to local governments for funding and control?

### The state legislature *would* negotiate on:

1. The decision of legislation aimed at effecting the spread of AIDS by and among I.V. drug users.
2. Limited funding sources for specific programs.
3. Duties of law enforcement in relationship to the programs.

### The state legislature *would not* negotiate on:

1. Legislation requiring the appropriation of additional substantial amounts of money.
2. Legislation that could adversely impact their standing with constituents or important special interest groups.



## News media

The news media will have a great deal of interest in these programs. The components of the program which come to fruition with the support of law enforcement will be supported by the media. The media will want to know the plans for the programs. They have also made it clear that they will not knowingly be manipulated. They must be dealt with in an honest and straightforward manner.

### The news media *will* negotiate on:

1. Support and coverage of the issue.
2. Coverage of the implementation of programs.

### The media *will not* negotiate on:

1. Reporting on programs and issues as they believe them to be.
2. A lack of being informed.

## CONCLUSION

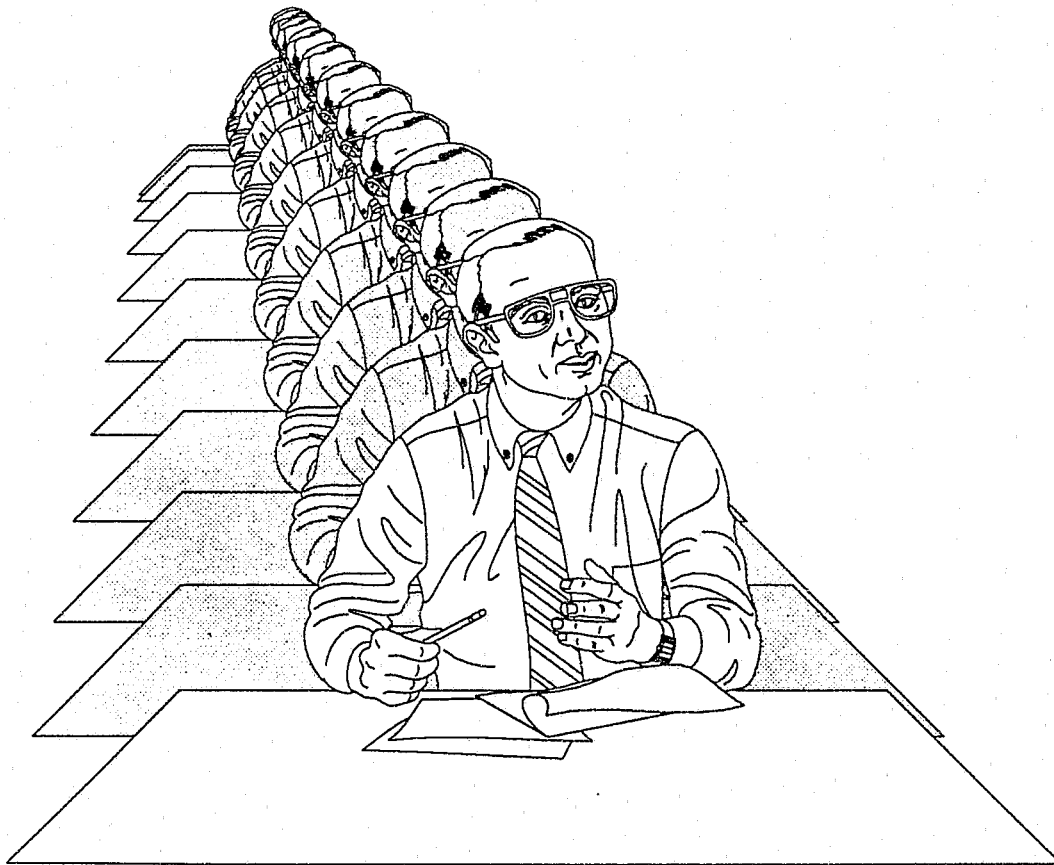
The level of importance of the different stakeholders of the issue is varied. However, all have their objectives and position on which they are and are not willing to negotiate. The active participation of law enforcement in the negotiation of the issue of law enforcements impact on the AIDS epidemic through its contacts with the I.V. drug culture will be imperative to the successful implementation of the strategic plan.

All of the stakeholders involved in this study have an interest in seeing this issue successfully addressed. Directly or indirectly, AIDS -- if adequate efforts are not put forth to establish greater control of it in the near future -- will impact everyone.

To this point in the study, the background to the issue has been discussed, the issue defined, the possible future described; the most desirable future identified, the environment, agency and stakeholders examined and the strategic management plan developed. The final remaining component to this study is the development of the transition management plan. This plan presents a means of bridging the gap between the present and the future.

# Part 3

## Transition Management



"Transition Management" occurs during the period of time when an organization is moving from the present state to the desired future state. Getting from the present to the desired state, the period during which the actual changes take place, is known as the transition state. In managing the overall change process, it is always important to (1) determine the major task and activities for the transition period, and (2) determine structures and management mechanisms necessary to accomplish those tasks.<sup>27</sup>

This project has thus far explored potential future states identified the future state which would be the most desirable and identified, and analyzed both key stakeholders and their positions relevant to the desired future state. The need for law enforcement to cooperate with other public and private organizations has been established. This cooperation will be a key to creating an environment which will promote a successful transition state. It will be important for these independent groups to work together throughout the transition state to ensure that programs, policies, and needs are properly addressed.

When considering the present state of these key stakeholders, it is vitally important to identify and implement those steps which are considered critical to the successful implementation of the program. Gaining an understanding of these steps and the directions that will lay the groundwork for a successful transition process will also increase the potential for the success of the program.

## **Commitment Planning**

Proper planning will not ensure the desired change unless the commitment of individuals and groups critical to the change has been achieved. Those charged with managing the transition state must determine who in the organization must be committed to the change in order for it to actually occur. In any complex change process, there is a critical mass of individuals or groups whose commitment is required to provide the energy for the change to occur.

A commitment plan is a strategy, composed of a series of action steps, devised to secure the support of those subsystems that are vital to the change effort. The essential steps in developing a commitment plan are as follows:

- 1) Identify target individuals or groups whose commitment is needed.
- 2) Define the critical mass needed to ensure the effectiveness of the change.
- 3) Develop a plan for getting the commitment of the critical mass.
- 4) Create a monitoring system to assess the process.<sup>28</sup>

## **Critical Mass Identification**

The "critical mass" is identified as individuals or groups whose active commitment is necessary to provide the energy for the change to occur. The first step within the commitment planning process is the identification of this critical mass.

The individuals and groups whose active support and commitment is viewed as essential to the success of the proposed course of action have been identified as the following:

- 1) Sheriff
- 2) Department management
- 3) Department supervisors (Patrol and Custody)
- 4) Police union
- 5) Board of Supervisors
- 6) Educators
- 7) AIDS Researchers, activists, I.V.D.U. service providers

## **Critical Mass Commitment Analysis**

The next step is to assign an assumption to each member identified as belonging to the critical mass based upon their disposition towards the proposed change. Figure 16, a commitment chart, indicates with an "X" the present position of each member of the critical mass to the proposed change. These current position determinations were developed relying upon the stakeholder analysis provided in Part II of this study. The "O" indicates the minimum level of commitment required to ensure that the change will in fact occur. The arrow, where applicable, indicates the direction of movement required to

gain the necessary commitment. The four levels of commitment identified are as follows: will block it, let it happen, help it happen, and make it happen.<sup>29</sup>

**Figure 16 - Commitment Analysis**

KEY PLAYERS	Will block it	Let it happen	Help it happen	Make it happen
Sheriff			X	→ O
Department Management		X →	O	
Department Supervisors		X →	O	
Police Union		XO		
Board of Supervisors		X		→ O
Educators			XO	
AIDS Researchers/Activists			XO	

X = Present position      O = Required position

### The Sheriff

The sheriff is currently prepared to help the major portions of the program occur. As an elected public official, he relies upon a broad base of public support to maintain his position. As public opinion and fear continues to mount concerning to AIDS and drug use, it will become politically expedient, as well as prudent, for this position to shift from "help it happen" to "make it happen." Since the sheriff occupies such a pivotal position within the department, he must be convinced in order for the plan to succeed. His position will help to sway other opinions both within and without of the department.

### Department Management

This group is comprised of the top managers within the department. Most of these individuals are somewhat skeptical of change. They are, for the most part, team players and will support the direction provided by the sheriff. Their support will be important not only as they provide the administrative functions relating to the programs but also in terms of their influence upon subordinate supervisors and line staff. They also

maintain a degree of influence over individuals and groups outside of the department. The administrators responsible for corrections and patrol will be most important since their functions will be directly impacted by these changes.

### **Department Supervisors**

These individuals, especially in custodial and patrol settings, will be vital to the success of these new programs. Once policies and procedures are in place, it will be their responsibility to see that they are carried out. They exert a great deal of influence over line personnel and can make or break a program through their level of support or non-support.

As they become convinced that this new direction will provide some actual benefits without reducing their abilities to meet current demands, they will be actively supportive. At this point -- and not before -- their level of support will move from "let it happen" to "help it happen."

### **Police Union**

The police union's primary influence is exerted over the line personnel of the department. Their primary concerns are working conditions and contract negotiations. It is only necessary that they maintain the more neutral "let it happen" posture for the program to succeed. They will view these programs as being of minimal concern to their principal focus and concerns. They might become more involved if these changes were viewed as either posing a threat to deputies or if significant manpower gains were viewed as forthcoming, neither of which is very likely to occur.

### **Board of Supervisors**

This group must make the most modifications of the entire critical mass. It will be necessary for them to move from "let it happen" to "make it happen." This will come to pass for several reasons. The board has come under fire in recent years for not being responsive to the critical needs of the community. It has also been viewed as being at odds with law enforcement. Their becoming actively involved and supportive of the efforts to

be generated in this area could meet both aspects just mentioned. Involvement with these programs would provide maximum positive public exposure, due to their generally broad base of public support, while exposing them to minimal risk.

### **Educators**

Educators are very concerned with both the AIDS and drug use issues. Their level of support is at the "help it happen" level. This will prove important for reasons beyond the most obvious. As additional funding becomes available to deal with drugs and AIDS, much of it will channel through the schools in the form of grants calling for school and law enforcement partnership programs. If this current trend continues, their financial, as well as political, support could become vital to meeting several components of these programs.

### **AIDS Researchers, Activists and I.V.D.U. Service Providers**

Support at this level is required for the success of the program, "help it happen." These individuals were those originally responsible for many of the aspects contained within the proposed programs. They will continue to actively support these concepts. Support from this group could prove very important as they can ensure that the media and the public is provided information. This will help mold opinion in a fashion to lend greater support. These individuals would also benefit from participation in and support of programs providing a partnership with law enforcement.

### **Commitment Attainment Strategies**

With an understanding of the current levels of commitment and the level of commitment required for the change to be successful, the next question is "How is it obtained?" Often, when the necessary level of commitment is not present, the individual or group will resist the change in one fashion or another. If the necessary level of support is not present, it must be assumed that there is, or will be, resistance to the change. In order to overcome resistance, a neutral environment must be created. Within this neutral



environment threat is minimized and attitudes can be clarified without being challenged, without anyone being forced to take a position on them.<sup>30</sup>

There are a number of intervention strategies which can be an aid in overcoming resistance and bringing about the required level of commitment. Two of which are appropriate to the situation under study are **"problem finding"** and **"educational intervention."**

**"Problem finding"** is a neutral mechanism which allows all parties concerned with the change to meet, identify, and clarify all of its aspects. It assumes that the process of clarifying the issue, as opposed to problem solving, will be nonthreatening enough to encourage the necessary level of commitment.

**"Educational intervention"** is also a technique which creates a neutral environment. It creates an atmosphere where all participants are on an equal footing. A condition is provided where the education of all parties relating to an understanding of the new issue or change can be accomplished while providing a forum for their viewpoints and concerns.

These two strategies could be key to accomplishing the necessary level of support of the critical mass to the new programs. Their implementation would be most useful prior to meetings designed to define policies or programs. At a planning meeting, representatives of the critical mass and any other parties felt to lend expertise to the issue, would meet to gain a broader understanding of the issues and concerns involved. This planning meeting would provide an opportunity for discussion and education of all parties involved as to duties, responsibilities and concerns. The involvement of individuals from a wide variety of disciplines would provide a forum where a more comprehensive view of the issue is possible. This would provide a solid groundwork from which productivity was enhanced in subsequent meetings. The entire group could work towards the accomplishment of the plan to both address and reduce the role of I.V.D.U.'s in the spread of AIDS.

## **Management Structure**

This transition state will create a period which is very different from either the pre-change or post-change condition. As such, a transition management structure will be

necessary during the change period. There are a number of recognized forms of a transition management structure. Dr. Reuben T. Harris stated the following on the topic of selecting the appropriate transition management structure:

"The most appropriate management system and structure for the ambiguous transition state is the one that creates the least tension with the ongoing system and the most opportunity to facilitate and develop the new system."<sup>31</sup>

The two transition management structures to be used during the transition state are the "project manager" and the "representative of constituencies." The project manager will be the chief deputy of Correctional Services. The basis of this choice was a result of the determinations in the future forecasting section. These indicated that this will be the key entry point in which to implement the plan. The chief deputy will report directly to the sheriff who has the ultimate authority and responsibility.

Representatives of the major constituencies involved in the change will be called on to serve on a panel. The purpose of this panel is to serve in an advisory capacity to the project manager. Because of the scope of the project, it will be comprised of individuals from both inside and outside of the sheriff's department. The success of the project is dependent on the involvement of these experts. This multi-disciplinary approach will ensure that the intent of the program will prevail.

## **Responsibility Charting**

A technique called responsibility charting has been developed to capitalize on the diversity of individuals involved in the transition management structure. Within this system, each participant involved in a particular decision is assigned one of several behavior categories for each step in the change process. Its primary focus is the allocation of work responsibilities to its participants during the transition state.

The chart indicates the actors and decisions addressed. For each decision, the individual actor is assigned one of the following classifications: responsibility; approval; support; inform. No more than one person can be assigned "responsibility" for each activity. Figure 17 is the responsibility chart showing assignments for bringing about the change desired.

Figure 17 - Responsibility Chart

Decision	Sheriff	Chief Deputy	Department Supervisors	Police Union	Board of Supervisors	Educators	AIDS Researchers/Activists/Providers
<i>Schedule Planning Mtg</i>	R	S	S	S	I	I	I
<i>Select Project Manager</i>	R	S	S	S	I	I	I
<i>Setup meeting schedule</i>	S	R	S	S	S	S	S
<i>Develop program guidelines</i>	S	R	S	S	S	S	S
<i>Est. timelines for var. tasks</i>	S	R	S	S	S	S	S
<i>Set implementation date</i>	S	R	S	S	S	I	I
<i>Develop policy re: programs</i>	A	R	S	S	S	S	S
<i>Conduct related training</i>	S	R	S	S	S	S	S
<i>Implementation</i>	S	R	S	S	S	I	I
<i>Establish evaluation sched.</i>	S	R	S	S	S	S	S

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

## Monitoring and Evaluation

Vigilant monitoring and adequate evaluation are integral components of the transition management process. Monitoring will allow the project manager and his team to be aware of their actual progress towards the desired future state. It will be vital for the project manager to meet with the team on a frequent basis throughout the transition phase.

In addition to meeting with the transition team, the project manager should also meet with other key individuals during this process. These individuals should be able to provide the project manager with information on how the implementation is being viewed by those who are not directly involved in the transition management structure but who are affected by it. This allows the project manager to ensure that the organization is kept abreast of the progress being made. It also allows him to ensure that the chief executive is informed of progress and any potential problems.

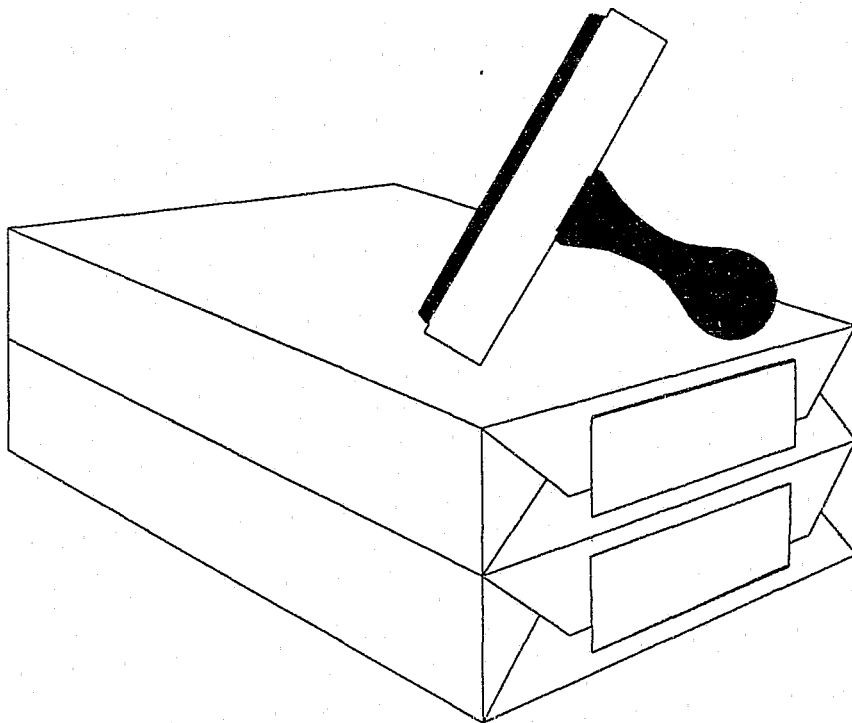
Essential to the programs functioning is that it not only continues to be monitored but also evaluated. This evaluation process will provide input as to many details dealing with the program including the following list:

- 1) Does the program meet its stated objectives?
- 2) Was the funding allocated adequate to meet the stated needs?
- 3) Have unanticipated complications arisen as a result of the programs?
- 4) What is the level of community support and understanding?
- 5) Is there a need to modify various components of the program?
- 6) Is there a need for additional training?
- 7) Should the related service levels be increased or decreased in subsequent years?
- 8) Should the program be continued?
- 9) Are the programs adequately understood and supported by line staff? supervisors? management?

During the early phases of the program, written evaluation will be essential. In the first twelve months, evaluations should be submitted on a quarterly basis. These reports should be completed under the direction of the project manager. It will be necessary for the manager to rely on the information available in order to facilitate the development of the project report. This information will include, but not be limited to, input from the transition team. It will also include departmental and public comments, as well as data received in response to the questions outlined.

The quarterly reporting system will encourage and require a continuous inflow of information to all project staff. This will allow them to evaluate the progress of the organization toward the desired state. These evaluations will be provided to the sheriff, who in turn will make them available to the board of supervisors and other interested parties.

# **Summary, Conclusions & Recommendations**



This study has answered the issue question, "In what ways will law enforcement impact the AIDS epidemic through its efforts with the I.V. drug culture by the year 2000?"

Given the current rate of infection among the I.V. drug use culture, there is a critical need for immediate and comprehensive actions to prevent a full scale epidemic.

The AIDS crisis confronts law enforcement with a unique situation. The primary threat of spreading AIDS into the general population is the intravenous drug user. To control the spread of AIDS, this group must be educated as to the dangers of I.V. drug use and needle sharing. The use of I.V. drugs is illegal and the vast majority of I.V. drug users are involved in illegal activity to support their drug use. Law enforcement must not only be involved in the arrest, incarceration and conviction process but also in the policy formulation, education, behavioral modification process involving this sub-culture. Law enforcement has substantial and frequent contact with them and therefore becomes a significant contact point for any process involving this group. Police participation and cooperation with various programs and policies will be of paramount importance to any significant progress to be made in this area.

The following presents a brief summary of this study, interprets its outcomes and results, and develops recommendations for further consideration.

## **SUMMARY**

### **Part I - Forecasting the Future**

This section analyzes the primary issue "Law enforcements impact on the AIDS epidemic through its efforts with the I.V. drug culture by 2000," by applying futures research methodologies. An extensive literature scan, active participation with the issue and interviews with subject matter experts provides a solid basis to the study. All of the information gathered indicates a requirement for law enforcement's involvement with the issue in order to reach any successful resolution.

Past, emerging and future sub-issues were identified and addressed in this study. Using this process as a background, five sub-issues were enumerated for carry over into the study as follows:

1. Will the need for AIDS education programs in custodial settings be met?
2. To what extent will law enforcement participate in anti-drug/AIDS education programs in public schools?
3. Can law enforcement shift enough of its emphasis from drug enforcement to drug education and prevention to impact the issue?
4. What is the future of needle-exchange programs as a means of assisting in the control of the spread of AIDS among the I.V. drug use culture?
5. Will law enforcement agencies support legislation providing for experimental programs aimed at the most "at-risk" groups?

A nominal group was next formed. This NGT developed a list of candidate trends and events and specified those most pertinent to the study. The relative values and projections relative to each trend and event were developed. Finally, a cross-impact matrix was constructed and the interrelationships of the various trends and events determined.

From the information developed during the nominal group process, three scenarios evolved presenting alternate views of the future. The three variations used were the exploratory (most likely), the normative (desired and attainable), and the hypothetical (worst case) scenarios. The normative (desired and attainable) scenario was selected for use during the remainder of this study. It presents the situation which most closely reflects that which is desirable and provides for the most positive outcomes.

In the normative scenario the data was interpreted in view of both desirability and potential for becoming a reality. It reviewed the educational process that would open law enforcement administrators to consider expanded options for dealing with the AIDS/I.V.D.U. connection. The development and acceptance of "low-risk" programs such as AIDS education programs in schools, H.I.V./AIDS testing of arrestees at the time of incarceration, and in-custody AIDS education programs being provided by agencies and organizations outside of law enforcement was presented. The setting allowing for the adoption of needle-exchange programs was developed.

The environment relative to AIDS in 2000 A.D. is viewed as controlled. The success of the programs and policies developed in the late 1980s through mid-1990s will be lauded. A society with a reduced I.V. drug use as well as AIDS problem is envisioned.

## **Part II - Strategic Management**

The development of this strategic plan presents a path from the present situation to the desired future state as presented in the selected scenario.

This process was begun through the development of a WOTS-UP analysis. This process provided a view of the environment external to the police agency in light of threats and opportunities. An internal capability analysis provided data relative to the strengths as well as weaknesses of the organization.

The Strategic Assumption Surfacing Technique (S.A.S.T.) was next applied. The S.A.S.T. process assists in the development of the list of key stakeholders relative to the issue. The assumed positions of each key stakeholder were developed, and relative certainty and importance of each finding indicated on an S.A.S.T. map. This process provided a further refinement of stakeholder identification and relevance to the issue.

The next step in the process was the Modified Policy Delphi (MPD) group. The MPD met to develop tentative alternative strategies to be used in addressing the strategic issue and to select those that were most feasible and desirable. This process provided two alternative strategies of significance:

- | Law enforcement, schools and social service providers aimed at dealing with the I.V. drug use culture should work more closely together. Formation or strengthening of joint task forces, committees or commissions will be encouraged.
- | Law enforcement becomes more involved in the effort to control the spread of AIDS among I.V. drug users. Their support and participation in programs which educate I.V. drug users or potential drug users, including high risk youth, as to the risk involved are vital. Their involvement with programs outside of drug education is also important.



The two alternative strategies provide a sound basis to the accomplishment of the various aspects of the "desired and attainable" future state as presented in the chosen scenario. Through their full development, the issue and subissue questions are addressed. These strategies present an environment where a high degree of cooperation and support would exist. The provision for joint efforts and increased involvement to control the spread of AIDS would enhance the outcomes as well as speed of the process of arriving at consensus.

The pros and cons of each strategy were developed. A stakeholder analysis relative to their positions and willingness to negotiate on the major components of the alternative strategies was conducted. This provided an examination of each key stakeholder in relationship to the refined objectives of the study.

### **Part III - Transition Management**

Transition management occurs during the time when the organization is moving from its present state into the desired future state. The period when transition is occurring is known as the transition state.

A key component to a successful transition state is commitment planning. This plan is a strategy, composed of a series of action steps, devised to secure the support of those sub-systems which are vital to the change effort.

The first steps of the commitment plan were the critical mass identification and the analysis of their levels of present and required commitment for program success. Seven individuals and groups were identified as essential to the success of the change and thus belong to the critical mass: the sheriff, department managers, department supervisors, the police union, the board of supervisors, educators, and AIDS researchers/activists, and I.V.D.U. service providers.

The next step was the identification of commitment attainment strategies. This process asks the question, "How can we obtain the level of commitment required for the change to succeed?" This is accomplished by using various intervention strategies. The two strategies viewed as most appropriate to this issue and environment are "problem finding" and "educational intervention." Both strategies provide a neutral environment. "Problem finding" assumes the role of issue clarification rather than problem solving.

"Educational intervention" provides for all participants on an equal footing and allows for the education on the issue of all parties involved. Used in tandem, these two strategies should bring about the necessary level of commitment of the critical mass.

The management structure for the transition state must also be considered. A management structure is necessary to bridge the period between the pre-change and post-change condition.

The most appropriate management structure is the one which allows for the smoothest transition. A combination of two forms were identified as most successfully meeting these needs: the "project manager" and the "representative of constituencies." The "project manager" identified the chief deputy of Correctional Services as the individual to head the project during the transition state. A "representative of constituencies" group, representing the major constituencies involved in the change, was recommended to serve in an advisory capacity to the project manager.

A responsibility chart was developed to indicate levels of responsibility of the members of the critical mass for the various steps of the transition. The charting included steps from the scheduling of the initial meeting to the establishment of an evaluation schedule.

Lastly, the importance of monitoring and evaluation during the transition and post-transition states was discussed. It was determined that quarterly evaluations would be most appropriate during the early stages of program implementation.

## CONCLUSION

On a warm afternoon in October of 1989, the researcher's wife, a graduate student at California State University, Sacramento, was handed a pamphlet, "Safer Sex and You," while going to a class. She gave the researcher the document with the comment that it may be useful to his project. Upon closer review, it was discovered that not only was this document distributed on campus, but it was prepared by the campus's AIDS Advisory Committee as well.

Of interest to this study were several comments contained within "Safer Sex and You":

The percentage of AIDS cases presumed to have been transmitted by heterosexual intercourse has increased from 1% in 1983 to 4.8% in 1988.

As we move into the 1990's, the face of AIDS is changing in the United States. The best projections suggest the following:

The disease will continue to spread rapidly among I.V. drug users.

The sexual partners of addicts will make up the majority of AIDS cases traceable to heterosexual transmission.

The number of infants born H.I.V. positive will increase dramatically, reaching 3,000 per year by the early 1990's.

This pamphlet indicates the expanding concerns regarding the transmission of AIDS. Although it does address the role of homosexuals in the spread of the disease, it places much greater emphasis on the heterosexual community's role. In discussing the heterosexual involvement with AIDS, it emphasized I.V. drug use as the primary bridge in bringing the virus into that community. "Safer Sex and You" is typical of many AIDS publications currently being distributed. The role of the gay community is addressed, but much greater emphasis is placed on the heterosexual community and the I.V. drug users role in its spread.

This new emphasis is helping society to adjust its focus regarding the AIDS epidemic. Until the last year or two, it was fairly common to read or hear that AIDS is God's curse on the homosexuals. The vast majority of society now views AIDS as everyone's problems.

Society's new focus will allow law enforcement much greater latitude and flexibility in responding to the crisis. Law enforcement is now willing to work with groups such as AIDS foundations, AIDS task forces and drug treatment programs to discuss alternative approaches. In the Sacramento area, this process has already begun with both the sheriff's and police departments being involved on several AIDS related committees and task forces. As channels of communication are opened and joint projects of a nonthreatening nature are successfully achieved, the trust between the various interest groups, including police agencies, will increase. This increased level of trust and candid communication will eventually lead to a partnership in striving to control the spread of AIDS, especially as it involves the I.V. drug user.

Law enforcement's earnest efforts to deal with the AIDS crisis, as manifested through the I.V. drug culture, will begin with educational efforts. This will likely be a two-pronged approach with participation in anti-drug programs in schools and in-custody drug/AIDS education programs beginning at about the same time.

The State of California has currently set aside \$22,000,000 to be distributed through the Office of Criminal Justice Planning for anti-drug and alcohol programs in elementary schools during the 1990-91 school year. The funds call for the joint effort of school districts and law enforcement in both design and presentation of materials. A substantial portion of the curriculum will deal with both I.V. drug use and its connection to the transmission of the H.I.V. virus. These components of the program will receive additional emphasis when presented to the groups viewed as "at-risk."

School programs focusing on both drugs and alcohol will become increasingly important as the AIDS crisis increases. The programs will not only deal with the lowered levels of inhibition brought on by alcohol and drugs, but they will also deal directly with high risk activities such as I.V. drug use. They will become as common as sex education classes by the early to mid 1990s.

In-custody AIDS/I.V. drug use education will receive additional emphasis. At this time, most agencies all but ignore this resource. Some show short videos stating the danger involved in needle sharing or provide AIDS literature and condoms to inmates upon release. What will become the pattern in the early 1990s will be programs presented by organizations outside of law enforcement on a contractual basis. These programs will focus not only on the threat of AIDS infection through needle sharing but also address issues such as how to protect sexual partners, proper methods of cleaning needles, and what to do if an individual thinks he/she may have contacted the virus. The basic components of these programs should be presented to all incarcerated individuals. Additional instruction should be presented to those with prior drug use history or those currently charged with drug-related violations. The instruction should focus on providing infection avoidance information. This will reduce the threat of infection among I.V. drug users.

The development of a rapid, reliable and inexpensive H.I.V./AIDS test is also forthcoming. The researcher recently spoke to a pharmaceutical company executive who was traveling to England to view such a development. The product is purported to show with 100 percent accuracy the presence of the H.I.V. virus within three hours of testing. It is projected that the test will be marketed at a cost less than \$20 per individual. It could be ready for marketing in the United States within the next eighteen months.

Testing for H.I.V. presence would prove useful and provide excellent information regarding infection rates and demographic factors relating to infected populations. It would however, also create an additional burden. The primary concern is "once an individual is known to be H.I.V. positive, how is he/she to be treated?" Determination as to whether to segregate the individual and how to protect the agency from discrimination suits will have to be addressed.

As law enforcement gains additional experience at dealing with groups, organizations, and individuals focusing on the interrelationship of I.V. drug use and AIDS, the level of confidence and cooperation will increase. This improved working relationship, coupled with an alarming increase in the H.I.V./AIDS infected population will cause additional measures to come into effect. The economic drain of dealing with AIDS will create additional pressures. According to the National Bureau of Economic Research, the lifetime care cost for the 365,000 AIDS cases expected by 1992 will exceed \$30,000,000,000.

Among the measures included in this expansion of services will be needle exchange programs. They will become reality only when the pressures for more drastic measures outweigh the perception generally shared by law enforcement that such programs condone I.V. drug use. To pave the way for needle-exchange programs, the legislature will enact laws providing for their implementation, initially on a pilot basis. In general, law enforcement will not openly support this legislation but their opposition will be moderate to non-existent.

In communities where needle-exchange projects are established, law enforcement should play a major role. Police agencies need to be involved in project decisions, control, and reporting procedures for their local program. By being involved "from the ground up," many of the most critical concerns of the individual communities and police

agencies can be addressed. Concerns which could be addressed are site location, maximum number of needles to be exchanged, ensuring one-for-one exchange, monitoring accounting procedures, and staff infection avoidance procedures. Through their cooperation in establishing the needle-exchange program, law enforcement will have gained a sense of control. Acceptance will require a viewpoint emphasizing the medical aspect, in addition to the law enforcement aspect, involved with I.V. drug use:

The primary questions involved are not what will occur, but when and at what cost. The projections relating to AIDS in terms of human life and money are appalling. The researcher firmly believes that the AIDS crisis facing this state and nation presents an extremely grave situation. To successfully address this crisis will require the commitment (in time, money and resources) of all responsible segments of society.

Law enforcement will become more involved in the AIDS/I.V. drug use crisis. The major decision facing law enforcement is when and in what form will they make this commitment. In a very real sense, police agencies are being offered a new dimension to their services -- to become involved in a proactive way to work with I.V. drug users in order to provide greater protection to the rest of society from a killer, AIDS.

## RECOMMENDATIONS

This study was narrow in scope and focused on the connection of I.V. drug use to the spread of AIDS. In gaining an understanding of the topic presented, the researcher also became aware of other areas concerning AIDS and I.V. drug use which were not addressed. Any of these topics could become subjects of future Command College Projects. These included:

*Treatment on Demand:* The availability of drug detoxification when such services are requested. In most communities individuals must wait from two to six months to enter treatment programs.

*Segregation Issues:* Once an inmate is identified as being H.I.V. infected is that person to be removed from the general inmate population? There has been a great deal of debate on both sides of this issue with one jurisdiction segregating H.I.V. positive inmates and another not doing so.

*Condoms in Institutional Settings:* Is it appropriate to provide condoms to incarcerated individuals to protect them from the potential of contracting AIDS?

Any of the program components contained in this study could, in and of themselves, be developed into a full study. Areas appropriate for further development are:

*AIDS/I.V. Drug Use Education in Schools:* What would be law enforcement's level of participation? Who would develop the curriculum? How would these programs be financed? To what ages would the presentations be given and in what forms?

*In-Custody AIDS/I.V. Drug Use Education:* Who would present it? Who would control and direct form and content? How would these efforts be financed? Who would be invited or required to attend?

*H.I.V. Testing of Inmates:* Should it be required? By whom and how would the information be used? Is segregation of H.I.V. positive inmates required? Does the benefit outweigh the cost? Who should be tested and when?

*Needle-Exchange Programs:* What is their future? How would they be designed? What is law enforcement's specific role in their implementation and operation?

In addition to developing new areas and expanding on areas not fully developed, it would be beneficial to conduct an additional study on the same or similar subject in two or three years. The information available to the researcher now, as compared to twenty months ago when research for this project was begun, is much different. An adequate number of developments will take place in ensuing years indicating that an additional study in this field would prove beneficial to the law enforcement community.

## APPENDIX A

### ACTIVITIES FOR THE SESSION

#### I. TREND IDENTIFICATION

A trend is a pattern of happenings over a period of time. It is not necessarily quantifiable.

A trend statement may be general in scope.

##### A. Example Trends:

1. Law enforcement community becomes educated regarding AIDS.
2. AIDS epidemic worsens.
3. General fear relating to AIDS subsides.

##### B. Task

We will review a list of trends devised prior to our meeting. After discussion we will take 5 minutes to add key trends you would like to see on the list. Try to keep them brief (a short phrase or a few words) and one dimensional.

#### II. EVENT IDENTIFICATION

An event is a discrete occurrence that either happened or did not.

An event statement should be clear so that a historian looking back could tell whether or not the event had occurred.

##### A. Example Events:

1. Law requiring AIDS testing of inmates passes.
2. Cure for AIDS is developed.
3. Department policy becomes effective requiring surgical gloves be worn while on duty.

##### B. Task

Same as with trends...5 minutes to add to the list. List all events developed.



III. SERIAL DISCUSSION FOR CLARIFICATION AND PRELIMINARY PRIORITIZATION

- A. At this point, we go back through the list of trends and events and make sure that each is clear. If desired, ideas can be rewritten or withdrawn by the person who proposed them.
- B. We are now prepared to prioritize both the trends and events. First we will do the trends. On 3x5 cards we will each indicate our top five trends (those that you feel are most important and relevant). List then 1-5 with the most important receiving a 5 to the lowest on your priority list receiving a 1. Take 5 minutes to do the prioritization.
- C. We will total up the scores and see which trends stand out.

IV. FINAL DISCUSSION AND VOTE

We will discuss the preliminary vote for any further information or input and take one last vote if necessary for clarification purposes.

V. REPEAT STEPS III AND IV ON THE EVENTS

VI. FORECASTING

With our list of both candidate trends and events, we are now ready to begin forecasting!

A. Trend Evaluations Process

Use the trend evaluation form, list five selected trends in the trend statement space listing the one scoring the highest numerical score at the top.

*Explanation of the trend assessment process utilizing the trend evaluation form.*

B. Event Evaluation Form

List five selected events in the event statement space listing the one scoring the highest numerical score at the top.

*Explanation of the event assessment process utilizing the event evaluation form.*

VII. CROSS IMPACT ANALYSIS

Explanation of the cross impact analysis form and process.

## APPENDIX B

### TRENDS

1. Police Participation in Public and Private Education Grades K-12
2. Correctional Medical Services Expanded
3. Segregation of HIV+ Inmates in Custodial Settings
4. Police Involvement with New Non-Traditional Methods of Dealing with the I.V. Drug Culture
5. Police Participation in AIDS Task Force
6. AIDS Education for All Inmates
7. AIDS Testing of All Inmates at the Time of Booking
8. Level of Community Support for On-Demand Treatment of I.V. Drug Users
9. Level of Training for Police Officers Regarding AIDS
10. AIDS Epidemic Continues
11. Needle Exchange Programs to Deal With the Spread of AIDS
12. Public Interest in AIDS Problem
13. Public Fear Related to the AIDS Epidemic
14. Worker's Compensation Cases Related to AIDS Contamination
15. AIDS Patients in Jails (Primarily I.V. Drug Users)
16. Funding For AIDS Research
17. Funding for New/Experimental Programs
18. Ethnic Minorities at Risk
19. Police Participation/Input in AIDS Related Legislation
20. Level of Refusal of Officers to Administer First Aid or CPR
21. Level of HIV+ Inmates in Custody
22. Level of Exposure of Jail Staff to HIV+ Prisoners
23. Role of IV Drug Users in Spread of AIDS
24. What to do with AIDS Reducing Items (Condoms, Bleach) in Law Enforcement contacts
25. Police Contact with High Risk Individuals
26. Role of Drug Users in Spread of AIDS
27. Public Awareness/Education re: AIDS

## EVENTS

1. Inexpensive, Reliable/Quick Results Test for HIV Virus is Developed
2. AIDS Cure/Vaccine is Developed
3. Mandatory AIDS Education Provided in All Custodial Settings
4. Police Make Available AIDS Educational Materials, Condoms, Bleach to Inmates Upon Release From Custody
5. Legislation Passes Requiring HIV Testing of All Inmates During the Booking Process
6. Legislation Passes Decriminalizing Possession of Syringes for Non-Medical Uses
7. Legislation Passes Allowing Limited Needle Exchange Programs
8. Legislation Passes Providing Additional Funding for On-Demand Drug Treatment
9. School Districts Develop Series of Courses Relative to Drug Use and AIDS
10. Condoms Provided to Inmates in Custodial Situations
11. Local Needle Exchange Program Starts
12. Jail Staff Refuses to Work With HIV Positive Inmates
13. Government Sponsors Distribution of Condoms and Bleach
14. Legislation Relaxing the Confidentiality Laws Regarding AIDS Passes
15. Head of Law Enforcement Agency Publicly Condone Needle Exchange Program in His Jurisdiction
16. Law Enforcement Agencies Contract With Outside Health Agencies to Provide Safe Needle Use/AIDS Education to I.V. Drug Users in Custodial Settings
17. Legislation Commits Additional Funds for AIDS Education Programs Among I.V. Drug Users Culture
18. Policy Change Re: Segregation of State HIV Infected Inmates
19. Law Enforcement Professional Contract HIV From Occupational Exposure
20. Majority of HIV Positive are not Gay/IVDU'S
21. New Treatment Other than Methadone for People Getting Off of Drugs for Non-Heroin User

## APPENDIX D

### CAPABILITY ANALYSIS

Evaluate for each item, as appropriate, on the basis of the following criteria:

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

Category	I	II	III	IV	V	Total	Avg.
manpower				3	6	42	4.7
technology		2	5	2		25	2.8
equipment		2	5	2		25	2.8
facility			7	2		29	3.2
money			1	4	4	39	4.3
calls for service			1	4	4	39	4.3
supplies		1	3	5		30	3.3
management skills		4	4			20	2.5
P.O. skills		6	3			21	2.3
supervisory skills		4	5			23	2.6
training	1	5	3	1		20	2.2
attitudes		3	1	4	1	33	3.7
image		3	5	1		25	2.8
Board of Sup. support				2	7	43	4.8
Co. Exec. support				2	7	43	4.8
growth potential		2	4	2	1	29	3.2
specialties		3	6		24	27	3.0
mgt. flexibility		2	5	1	1	27	3.0
sworn/non-sworn ratio		1	6	1	1	29	3.2
pay scale		4	4		1	25	2.8
benefits		3	5		1	26	2.9
turnover		2	6		1	27	3.0
community support		4	2	3		26	2.9
complaints rec'd		1	5	3		29	3.2
enforcement index		1	6	2		28	3.1
sick leave rates			8	1		28	3.1
morale			3	5	1	34	3.8

## APPENDIX E

### CAPABILITY ANALYSIS

Evaluate for each item for your agency as to what type of activity it encourages:

- I Custodial - Rejects Change
- II Production - Adapts to Minor Changes
- III Marketing - Seeks Familiar Change
- IV Strategic - Seeks Related Change
- V Flexible - Seeks Novel Change

Category	I	II	III	IV	V	Total	Avg.
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#### TOP MANAGERS:

Mentality/Personality		2	6	1		24	2.7
Skills/Talents		3	5	1		25	2.8
Knowledge/Education		2	5	2		27	3.0

#### ORGANIZATION CLIMATE:

Culture/Norms	2	4	3			19	2.1
Rewards/Incentives		5	4			22	2.4
Power Structure		4	4	1		24	2.7

#### ORGANIZATION COMPETENCE:

Structure		4	4	1		24	2.7
Resources		2	6		1	27	3.0
Middle Management		2	5	2		27	3.0
Line Personnel		2	4	3		28	3.1

## APPENDIX F

### Feasibility:

Definitely Feasible

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

Possibly Feasible

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

Possibly Infeasible

some indication unworkable  
significant unanswered questions

Definitely Infeasible

all indications are negative  
unworkable  
cannot be implemented

### Desirability:

Very Desirable

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

Desirable

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

Undesirable

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

Very Undesirable

will have a major negative effect  
extremely harmful

### MODIFIED POLICY DELPHI RATING SHEET

Alternative 1: Police officer training on I.V. drug users and AIDS

	DF	PF	PI	DI	SCORE=
Feasibility	(3)	(2)	(1)	(0)	
Desireability	(3)	(2)	(1)	(0)	

Alternative 2: Stricter enforcement of drug laws, low tolerance policies.

	DF	PF	PI	DI	SCORE=
Feasibility	(3)	(2)	(1)	(0)	
Desireability	(3)	(2)	(1)	(0)	

## APPENDIX F - Page 2

Alternative 3: Law enforcement, schools, social services, work more closely together.

	DF	PF	PI	DI	SCORE =
Feasibility	(3)	(2)	(1)	(0)	<b>Selected as Alternative #1</b>
Desireability	(3)	(2)	(1)	(0)	

Alternative 4: Work with legislature to create new programs.

	DF	PF	PI	DI	SCORE=
Feasibility	(3)	(2)	(1)	(0)	
Desireability	(3)	(2)	(1)	(0)	

Alternative 5: Survey other similar agencies

	DF	PF	PI	DI	SCORE=
Feasibility	(3)	(2)	(1)	(0)	
Desireability	(3)	(2)	(1)	(0)	

Alternative 6: Lobby legislature for funding of drug/anti-AIDS programs.

	DF	PF	PI	DI	SCORE=
Feasibility	(3)	(2)	(1)	(0)	
Desireability	(3)	(2)	(1)	(0)	

Alternative 7: Maintain status quo

	DF	PF	PI	DI	SCORE=
Feasibility	(3)	(2)	(1)	(0)	
Desireability	(3)	(2)	(1)	(0)	

Alternative 8: Law enforcement to look on drugs as a medical problem.

	DF	PF	PI	DI	SCORE=
Feasibility	(3)	(2)	(1)	(0)	
Desireability	(3)	(2)	(1)	(0)	

Alternative 9: Law enforcement becomes more actively involved in fight against AIDS among IV drug users

	DF	PF	PI	DI	SCORE=
Feasibility	(3)	(2)	(1)	(0)	<b>Selected as Alternative #2</b>
Desireability	(3)	(2)	(1)	(0)	

Alternative 10: Stricter penalties for illegal drug use.

	DF	PF	PI	DI	SCORE=
Feasibility	(3)	(2)	(1)	(0)	<b>Most polarized</b>
Desireability	(3)	(2)	(1)	(0)	

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