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DRUG LAWS DECRIMINALIZED--HOW WILL CALIFORNIA
POLICE DEPARTMENTS MANAGE THE CHANGE BY THE YEAR 1998?

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DRUG LAWS DECRIMINALIZED--HOW WILL CALIFORNIA
POLICE DEPARTMENTS MANAGE THE CHANGE BY THE YEAR 1998?

BY

ART DE WERK

EXECUTIVE SUMMARY

Today, American society is faced with ever-increasing drug problems. The list of problems related to drug use and drug-related crime seems endless. The government pours millions of dollars into drug war efforts; however, there is growing acknowledgement that these endeavors are ineffective. Accordingly, the law enforcement community must plan for the inevitability of some form of drug law revisions in the future.

To gain insight into the drug problem, interviews and a public survey have been conducted. In addition, a Nominal Group Technique (NGT) group has used literature scanning and brainstorming to formulate trends and events affecting the issue.

The trends have been identified as follows: 1) increasing level of government budget/expenditures, 2) increased drug use by general population, 3) increasing health care costs, 4) increasing level of acceptance of social use of drugs, 5) increased employer recognition of employee drug abuse problems. The following events have been predicted: 1) cure for A.I.D.S., 2) health care system overloaded with drug-related illnesses, 3) major financial recession, 4) mandatory drug testing, and 5) death penalty for drug dealers.

Through the use of a cross-impact model, the interrelationships between the trends and events have been analyzed to determine their impact on drug law decriminalization, and based on these impacts, three future scenarios are predicted.

Next, the Modified Policy Delphi (MPD) process has been employed to assist in developing a strategic management plan. Using analyses of resources and stakeholder assumptions, coupled with W.O.T.S.-U.P. analysis and data obtained through the aforementioned exercises, three alternative strategies have been formulated, on which development of a recommended strategic policy to mitigate the drug problem is based.

The strategic policy consists of the following:
1) legalization of marijuana, 2) gradual introduction of

decriminalization of cocaine, 3) escalated enforcement of criminalized drug laws, 4) extensive anti-drug educational campaign, 5) political lobbying to assist in achieving the strategic policy, 6) medicalization of heroin for existing users, and 7) availability of sterile syringes to prevent transmission of infectious diseases.

After considering administration and logistics, the key players were assessed to aid in designing a transition management plan. Finally, a transition implementation plan has been developed to set implementation of the strategic policy into motion.

Present day policing in California has focused on deploying vast resources to handle the drug debacle. However, without innovative planning for future drug law enforcement needs, police departments will find themselves on an institutionalized course of attack, without mitigating the growing problems associated with protecting the public from drug-related crime.

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When things became tough because of work and school pressures, Assistant Police Chief Lynne Johnson provided me with encouragement, advice, and time away from my regular work obligations. Police Chief Chris Durkin also offered encouragement and support to make my goal of completing Command College a reality.

Retired Police Chief James C. Zurcher served as my primary inspiration for getting accepted into the Command College program and working hard to complete the coursework. Not only has Chief Zurcher helped propel me through the program, but through his personal advice and "you can do it" attitude, he has been instrumental in the shaping of my policing career.

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DRUG LAWS DECRIMINALIZED--HOW WILL CALIFORNIA
POLICE DEPARTMENTS MANAGE THE CHANGE BY THE YEAR 1998?

I. BACKGROUND

Starting with the Harrison Act of 1914, followed by the alcohol prohibition years of 1920-1933, and highlighted during the 1960's era of drug experimentation, American society has consistently postured against the use of drugs, though debate over decriminalization versus criminalization has grown. Inconsistent, however, have been the effectiveness of measures instituted to control substance abuse, the definition of unacceptable drugs, and attitudes towards drug law enforcement.

With the changes of legalizing alcohol to the all out "war" against drugs which has been declared in recent times, California police departments may find themselves, at some point, enforcing drug-related laws for which little or no public support exists. This may result from changing public values and mores, legal code revisions, and economic pressures on the federal, state and local budgets.

At present, drug abuse is a significant social and political issue. Society seems focused on the supply side of the drug problem, paying little attention to prevention. Waging a "war" on drugs, government entities use traditional enforcement techniques such as arresting violators, making drug raids, levying stiff fines and penalties, and placing pressure on

foreign governments to curtail the flow of drugs into this country.

There is acknowledgement, however, that the war on drugs in this nation is not effective. According to New York Governor Mario Cuomo, the drug problem is too great and resources to handle the drug problem are too little. Cuomo states, "I don't see how we can manage this problem with our resources in New York. It's possible you won't be able to solve the problem. That's how horrible it is" (Moore 23). The nation's economy is being sapped, and the law enforcement community faces the prospect of being on the front line of a losing battle, not dissimilar to the riots police fought during the anti-Viet Nam involvement era.

The drug problem and its accompanying violence have clearly outstripped the resources and capability of local governments, police departments, courts and prisons to cope with them. It is a national epidemic that spreads from city to city, attacking communities with the weakest resistance, infecting healthier surrounding sites and then overwhelming the immune system of the whole body politic (Moore 28).

Presently, public policy seems to support massive law enforcement efforts to control drug problems through rigorous enforcement efforts. Even candidates running for elected office this year have raised the drug situation as an issue of their political platform, and most have favored the posture of rigorous enforcement. However, at the local law enforcement agency level, the costs and benefits of drug law criminalization must be looked at in finite terms.

Law enforcement and the public are developing an awareness of the extraordinary costs of criminalizing drugs. According to the Triangle Research Institute, in 1983 drug-related (direct and indirect) expenses cost this nation \$59.7 billion. Of this amount, \$24 billion has been spent on drug-related police services, court costs, and toll on victims. It ought not be discounted that the public may change to developing an acceptance of some drug use as a way of life in the future with no need for enforcement, as was the case with the post-alcohol prohibition years.

The above ideas illustrate the need for law enforcement, particularly medium sized agencies (which constitute the majority of the law enforcement population) to adapt to changing values and be proactive rather than reactive to change. According to Dr. Peter Unsinger, Professor of Administration of Justice at San Jose State University, police agencies tend to be somewhat bureaucratic, reactive to change, and inclined to institutionalize policies and practices that oftentimes continue long after public policy demands change. Thus, police departments may find themselves operating out of step with the times and in direct conflict with what is needed or desired by society.

To assist in maintaining its credibility as it relates to such major issues as drug law enforcement, California law enforcement must examine the potential future of drug-related crime abatement and start exploring the consequences of potential

changes such as drug law revisions. Thus, law enforcement will be prepared for possible future changes in public and government attitudes towards drug use and drug laws.

With one possible outcome of the present controversy being some degree of drug law revision of some or all drugs presently regulated through criminal sanctions, it makes sense to examine this issue in the context that drug law revision may come about. It is not my intent to debate the merits of drug law revision; rather, consistent with the concept of preparing for the future, the possibility of legalization, decriminalization, or medicalization of some drugs needs to be examined in the context of the future and from an issues perspective. The costs and benefits of drug law revision must be examined as to how they impact local police departments.

II. STUDY METHODOLOGY

By using a state-of-the-art futures research model, the issue "Drug Laws Decriminalized--How Will California Police Departments Manage the Change by the Year 1998?" is examined in the context of the past, present and future. From an issues perspective, the costs and benefits of drug laws as they impact local police departments, particularly mid-sized agencies, are examined. Three future scenarios have been developed from the forecasting data.

The basis and study design for this project originates from the P.O.S.T. Command College course of instruction. The key elements incorporated into this manuscript are as follows:

- A. Literature Scanning
- B. Interviews
- C. Public Opinion Survey
- D. Nominal Group Technique
- E. Cross-Impact Analysis
- F. Future Scenarios Development

A. Literature Scanning

With the present high degree of public interest in the drug issue, and because during this last election year the presidential candidates focused particular attention on drug problems, writings on the topic have not been difficult to obtain. In

fact, the problem has been to distill down to a manageable level the large amounts of newspaper articles, periodicals and books on the subject.

Current debate focuses on how to win the drug war, and such an issue cannot be discussed without raising the specter of alternatives such as decriminalization. However, very little information regarding decriminalization of drug laws is available, and as it relates to the impact on local police agencies, the material is virtually non-existent except for generalized references. A recent article in the San Francisco Banner Daily Journal states:

Strangely, there is almost no scholarly data that can be used as an accurate indicator of what would happen to society if cocaine and heroin were legalized. For more than a decade, the idea of legalization has been so far outside the acceptable grounds of debate that virtually no funding or research into the possible effects has taken place (9).

B. Interviews

Three Morehead interns (Appendix A) have conducted interviews with a cross-section of individuals, including drug law enforcement professionals, a representative from the state attorney general's office, university professors, and advocates of drug law decriminalization (Appendix A). The interview questions are as follows:

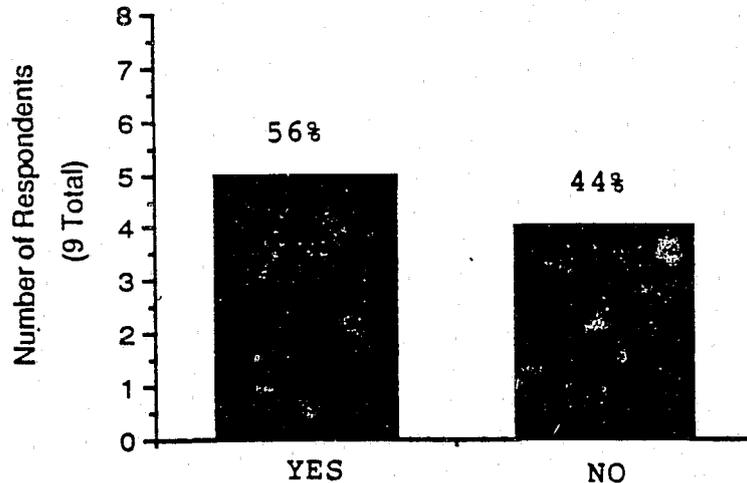
1. Do you think some drugs might be decriminalized or legalized within the next fifteen years?

2. What consequences might decriminalization or legalization of some (specified) drugs have for law enforcement agencies?

The majority of respondents believe decriminalization or legalization of drugs will come about within the next fifteen years but feel that only marijuana ought to be decriminalized or legalized. One respondent, however, believes that in addition to legalizing marijuana, hallucinogens ought to be made available if carefully controlled, and heroin ought to be dispensed to registered addicts. Figure 1 illustrates responses to the first question.

FIGURE 1

Responses to Whether Some Drugs May Be Decriminalized or Legalized Within the Next Fifteen Years.



The respondents indicate that the consequences of decriminalization or legalization of drugs on law enforcement

agencies can include an increase in drug users and addicts; increased traffic accidents; increased burglary, theft, and drug-related violence; exposure of young children to addictive drugs; and encouragement of legalization of drugs with greater addictive qualities.

On the other hand, effects of decriminalization or legalization may include a decrease in petty crime; increased availability of funding for prevention, rehabilitation, and treatment of drug abuse problems and drug-related illnesses; increased opportunities for police agencies to concentrate on more serious types of crimes; reduced criminal involvement in the drug market; and reduced risk of spreading A.I.D.S. (through regulation of heroin for registered addicts). One respondent has replied that marijuana is not addictive nor destructive and has no greater harmful effects than alcohol or tobacco.

While the majority of the respondents favor decriminalization or legalization of marijuana, none recommend alteration of laws for such drugs as cocaine, crack, or heroin (with the exception of heroin dispensation for certified addicts). Overall, the conservatism shown by the majority of the interviewees is perhaps a reflection of their own integrity since many have jobs which are directly related to the drug problem. This conservatism is, therefore, more likely to reflect the views of the establishment within which they work rather than true personal opinion.

C. Public Opinion Survey

The assistance of the three Morehead interns has been enlisted to conduct a public opinion survey in the Santa Clara Valley city associated with this project. The questions asked concern the effectiveness of drug law enforcement efforts nationally and within the community.

Of the two hundred and sixty persons polled, seventy-nine are white females under thirty-five years of age, and thirty-two are white females over the age of thirty-five. Twenty-seven persons are black females, eight of whom are over age thirty-five. Eighty-seven white males have been polled, fifty-six of whom are under the age of thirty-five. Thirty-five black males have been polled, of which twenty-seven are under the age of thirty-five. The interview questions and responses are depicted in Table 1 as follows:

TABLE 1
Interview Questions and Responses

Interview Questions	Responses in %		
	YES	NO	DON'T KNOW
Does America have a drug problem?	95	4	
Is the Fed Gov. doing a good job controlling drug trafficking and drug-related crime?	25	75	
Is the police dept. doing a good job controlling drug problems?	27	57	16

TABLE 1 (Continued)

Interview Questions	Responses in %		
	YES	NO	DON'T KNOW
Would legalizing drugs be an effective way to eliminate drug abuse problems?	20	80	
Should some narcotics be sold over-the-counter?	18	82	
If drugs were legalized would you be more likely to use them?	36	64	

As evidenced by the poll responses, the majority of those polled believe this nation has a drug problem which is not adequately controlled by federal and local governments. Most respondents feel legalization of drugs will not be an effective method to eliminate problems associated with drug abuse.

D. Nominal Group Technique

To investigate the issue of "Drug Laws Decriminalized--How Will California Police Departments Manage the Change by the Year 1998?", eight people representing a cross-section of the community have been organized into a Nominal Group Technique (NGT) group (Appendix A). In an effort to assemble members representing varying perspectives, group members have been selected from private industry, city government, the League of Women Voters, law enforcement, and a state senator's office. The NGT group has used the process of brainstorming to identify trends

and events likely to emerge through the year 1998, as related to the issue of drug law decriminalization (Appendix B).

E. Trend Evaluation

To gain a better understanding of current issues and to develop a basis for discussion, the NGT group has reviewed literature pertaining to drug law enforcement in advance of the NGT session. In an effort to establish guidelines for thought and discussion, group members have been asked to consider the following questions regarding the imposition decriminalization of drug laws would place on California law enforcement: 1) Are there indications that society may opt for alternatives to present day drug abatement policy? 2) What trends economically, politically or otherwise may change the role of local police in the carrying out of drug policies? 3) Are there any past drug-related impacts on local policing? 4) Will government experience budgetary restrictions which will impose drug law changes, irrespective to societal mores? 5) To what extent might some of the benefits of existing drug laws cause police agencies to resist drug policy changes? 6) What impacts financially, politically, etc., might any changes in the drug policy have on local police departments?

The NGT group began the all-day meeting with a brainstorming session designed to identify a list of trends likely to emerge through the year 1998. The list was distilled to five trends which the NGT group considered most relevant to

the issue. The final five trends were identified on the basis of their applicability to the issue of drug law decriminalization, the extent to which local policy intervention could influence the future of the issue, and most important, the relative value of each trend in terms of necessity for a long range forecast.

Through vote and consensus, the following five trends have been identified as most significant:

1. Increasing level of government budget/expenditures.
2. Increased drug use by the general population.
3. Increasing health care costs.
4. Increasing levels of acceptance of social use of drugs.
5. Increasing employer recognition of employee drug abuse problems.

Appendix C depicts trend forecasting data evaluating trends five years ago, the present, and ten years beyond the present. Each trend is evaluated in terms of what the trend will be if no policy is developed to alter it, and what the trend should be if appropriate policy is developed to alter it.

1. Trend I: Increasing Level of Government Budget/Expenditures

This trend is identified as one of the most significant at both the local and state government levels. The NGT group forecasts increasing costs for funding of basic welfare programs and daily governmental operations, resulting in the government's inability to adequately meet these costs in the future.

There is considerable speculation that revenue sources of today are reducing in size and will be maximally stretched to meet the trend of increased governmental spending. With such shifts as increased strain on the social security system, the graying of America (increasing numbers of older persons), increasing defense spending needs, the transfer of social costs to local and county agencies, and homeless and welfare problems, local government is in an unfavorable position. Most counties in the state are severely financially strained; in many counties, jails are overcrowded and there exists minimal funding to adequately staff and operate the jails.

Despite shrinking government budgets, the magnitude of the nation's drug problem is so great that cities must direct large portions of funds towards drug law enforcement. For example, in California, San Jose Police Chief Joseph McNamara estimates that his department uses eighty percent of its resources to enforce drug laws (Church 14).

2. Trend II: Increased Drug Use by General Population

The NGT group predicts increased drug use by the general population will result in escalated drug-related crimes, illnesses, and social problems. Local, state and federal governments will be unable to adequately cope with the multitude of problems brought on by rampant drug use in the future.

With a national population of two hundred and twenty-six million (Report to the Nation on Crime and Justice 41), twenty-

five million persons, representing eleven percent of the population, are estimated to be users of illegal drugs (Ross 29). With such a significant portion of the population breaking the law, police must selectively enforce the laws due to limited resources. Thus the question, "who should be the target of drug law enforcement?" Unfortunately, lower economic classes and minorities are the easiest targets, while the remainder of the better-shielded population goes without the same level of scrutiny.

Present drug laws appear to be based on the concept that most drugs (excluding alcohol and tobacco) are intended to serve the exclusive purpose of providing medical benefits, whether for pain relief, psychiatric treatment, or cures for injuries or illnesses. The other consideration for drug use is for personal pleasure--whether for feeling good, expanding one's mind, or extending one's physical limits.

Government sees itself as a caretaker of its people; therefore, it prohibits the use of drugs for purposes other than medical use. A clue to the future, however, is very candidly stated on the front page of a recent edition of the San Jose Mercury News, which reads, "U.S. May Issue Speed to Tired Troops" (Johnson 1). While this may be an isolated incident, and perhaps sensationalized reporting, it clearly indicates a change in perspective--especially in light of the fact that a conservative government agency such as the U.S. Army has examined the issue in this context. Clearly, this type of attitude breaks

the ice for use of drugs for purposes other than medicinal. Hence, the basis for the NGT group's belief that drug use by the general population is on the increase.

3. Trend III: Increasing Health Care Costs

Currently, with the large population of drug users in this nation, costs for treating drug-induced illnesses are presently at an all time high. The costs for health care have risen exponentially; according to the United States Department of Congress Statistical Abstract prepared in 1988, health care costs have increased more than thirty percent over the past five years.

The NGT group forecasts health care costs will continue to rise. With the escalation of drug use by the general population as forecasted in Trend II, health care costs are predicted to rise at an even faster rate than they are now. The rising health care costs will result in limited access to health care by the general public; those who will receive health care will be those who can afford to pay for it.

Because of current rising health care costs, Stanford University Hospital has increased its rates by fourteen percent in 1988, which is double the rate of the previous year's increase. Similarly, El Camino Hospital in California has increased its rates approximately fifteen percent over a one year period, resulting in triple the amount of the previous year's increase (Philip 1B).

Medical costs are expected to skyrocket at a rate far above inflation. And this is expected to create a financial crisis for government, cause hospitals to close, and force doctors, patients and politicians to deal with the delicate topic of where government should focus its limited money for health care (Philip 1B).

Even independent of the drug problem, the NGT group projects increased health care costs. When the costs of drug-incurred health care needs are factored in, state and federal funds may be unable to cover future health care expenses unless the budgets are divided differently.

4. Trend IV: Increasing Acceptance of Social Use of Drugs

The NGT group views this trend as having particular relevance because if society accepts drug use more in the future than now, even if drug related statutes do not change, the police are predicted to enjoy less support for their efforts (similar to the predicament police found themselves in during the anti-Viet Nam demonstration era), resulting in less support and more criticism of police services overall. Public support, of course, translates directly to levels of funding for police department operations. Thus, with declining public support, the police can find themselves in an untenable position.

The possibility exists that if a large enough percentage of the public uses drugs, forcing the police to overlook drug law infractions, there can be de facto legalization of drugs as is presently the case in Holland.

5. Trend V: Increasing Employer Recognition of Employee Abuse Problems

The NGT group identifies this trend as significant because it will most likely affect many employers and employees. The NGT group predicts that with increased acceptance of drug use in our society, the costs of assisting employees with drug problems will be a costly burden to employers. Businesses already have some legal responsibility to provide assistance for employees who have alcohol problems, by implication that alcoholism may be a by-product of job-induced stress.

Of importance is the relevance of employee drug abuse problems to police departments themselves. New candidates for peace officer positions are likely to have experienced some drug use in the past, or perhaps in the present. This poses a problem for hiring, since the present standards for police officer employment normally preclude persons with drug use as part of their recent past history--especially the use of some of the harder drugs and narcotics. The NGT group predicts that peace officers employed in the future will stand a greater chance of drug use debilitations and may require on-going drug treatment and education programs. Furthermore, drug use by police employees brings into play the potential conflict of officers being required to enforce the very laws that they themselves break. There will obviously be direct costs associated with the aforementioned problems as well as the development of further

intense pressures in the hiring and recruiting process of peace officers.

F. Critical Event Development

The NGT group has formulated a list of foreseeable events that can occur in the future. The group has focused on events that will most likely impact the previously formulated trends, bearing in mind the effect of decriminalization of drug laws on California police agencies.

The group originally has considered twenty-one events, and after thorough screening, consensus and discussion, the following five events are declared as most critical:

1. Cure for A.I.D.S.
2. Health care system overloaded with drug-related illnesses.
3. Major financial recession.
4. Mandatory drug testing.
5. Death penalty applied to drug dealers.

CURE FOR A.I.D.S. - The NGT group predicts the possibility of a cure for A.I.D.S. in the form of development of a systemic agent capable of destroying the A.I.D.S. virus within the body. Development of a vaccination to prevent contraction of A.I.D.S. is also possible.

HEALTH CARE SYSTEM OVERLOADED WITH DRUG-RELATED ILLNESSES - Predicting large numbers of patients with drug-related illnesses, the NGT group believes hospitals and clinics will be unable to handle the extensive volume of patients due to limited supplies of hospitals, clinics and medical professionals. Health insurance agencies will also be overwhelmed by the large volume of patients with drug-related illnesses.

MAJOR FINANCIAL RECESSION - The NGT group predicts the possibility of a major financial recession with excessively high interest rates, unemployment over 15%, and collapse of the stock market system.

MANDATORY DRUG TESTING - The NGT group predicts the possibility that state and federal governments will pass legislature allowing drug testing in the workplace in both the public and private sectors.

DEATH PENALTY APPLIED TO DRUG DEALERS - With one approach to handling the drug problem being enforcement of stringent drug laws, the NGT group predicts the possibility of application of the death penalty to those found selling, trafficking, or manufacturing illegal drugs.

After identifying the events, the NGT group, using personal insight and knowledge, has determined the probability of occurrence of each of the five events between now and the year 1998, and the impact each event will have (positive or negative) on decriminalization and law enforcement. The group has rated the net effect, on a scale of -10 to +10, of the event on the

issue (drug law decriminalization) and the impact on law enforcement. Using the median score of the group's data for each category (probability for five years, ten years, and impact), the five events are rated as shown in Appendix D.

G. Cross-Impact Analysis

After developing the trends and predicting probable events, the NGT group conducted a cross-impact analysis between the trends and forecasted events for the year 1998. Events have been discerned from the data and are considered coupled if their net impact on another event exceeds 25%, providing a cut-off figure to reduce their numbers to a manageable level.

The Cross-Impact Matrix in Appendix E depicts probabilities of events and their probability interrelationships to each other, in addition to their impacts on the trends. The analysis of the interrelationships between trends and events provided insight for formulating the three future scenarios and designing future policies.

Through cross-impact analysis, the most significant actor events have been determined to be: 1) major financial recession, 2) health care system overloaded with drug-related illnesses, and 3) mandatory drug testing. These actor events have been of major importance in structuring policy alternatives and developing the strategic policy. The most significant reactor events and trends are: 1) health care system overloaded with drug-related illnesses, 2) cure for A.I.D.S., 3) increasing level

of government budget/expenditures, 4) increased employer recognition of employee drug abuse problems, and 5) increasing health care costs. These reactor events and trends respond to the actions of the actor events, and their predicted reactions are also taken into consideration in policy making and analysis.

H. Scenarios

1. Scenario One

It is the year 1998, as a team of "Law Enforcement Futurists" meet to examine past and present trends relating to societal drug use and its implications for the California law enforcement community. The futurists are graduates of the state's Commission On Peace Officer Standards and Training "Futures Impacts and Alterations" program, a law enforcement think tank which derives its roots from the Command College of some ten years ago.

The team makes note of a distinct pattern of change in the attitudes towards and handling of drug problems. The problem of drugs, during the past ten years in particular, has gradually shifted from being a criminal problem to a medical issue. Drug use is no longer held with such negative regard by society. Since 1991, drugs of many categories have been dropped from the criminal sanctions schedule and are treated as prescription medicines or legal substances, as has been the case with marijuana, cigarettes and alcohol. While many drugs have been

legalized or decriminalized, they are highly regulated and taxed by government entities.

The production and distribution systems of drugs such as marijuana, cocaine, and heroin (which had expanded rapidly between the 1960's and 1980's) has collapsed because of the undermining of prices through decriminalization and alternative regulatory systems. Some of the more dangerous and prolific drugs remain fully criminalized, but they are few in number.

Much of the underworld and street crimes associated with producing, selling and possessing drugs--the crimes committed by addicts to support their habits, and crimes committed by traffickers attempting to expand or protect their trades--have fallen by the wayside, reducing overall crime by as much as seventy percent statewide.

With the thirty-six percent increase of drug users and addicts (which was originally predicted when the decriminalizing and legalizing alternatives were debated), there has been a significant increase in the types of crimes committed by people under the influence of drugs, such as child abuse, assaults, battery, and operating vehicles and high-tech equipment while under the influence of drugs. Police have made use of their advanced level of medical training, which has been necessitated by the high incidence of drug user-related medical emergencies, as compared to a decade ago.

With street crime greatly reduced, police now spend much of their time handling white collar economic crime as well as

computer crime. Since individual members of the public no longer live with the perceived threat to their security as they did one or two decades ago, public safety no longer heads their list of needs from government. This decline in perceived need for police services, combined with large increases in health care costs and the impact of the major financial recession, has left the police agencies with miniscule budgets--perhaps less than fifty percent (in real dollars) compared to a decade ago.

Police agencies have been combined and centralized to minimize operating costs. The former industry standard of one officer per 1000 population no longer applies, with one officer per 4000 population being the norm. Due to the predominance of computer and white collar crime--the majority of victims being private corporations--funding for police operations comes primarily from private sources in the form of users' fees for specialized services, from which the general public does not realize benefit.

Introduced five years ago, the use of affordable, non-prescription recreational drugs which stimulate the body's naturally occurring painkilling chemicals, is gaining in social acceptance. With the prospect of eliminating some sixty percent of all crimes that the public normally experiences (which in the past have been directly or indirectly related to drugs), policing has started to turn a corner, changing its basic emphasis from fighting street crime to focusing on white collar crime. With decreasing reliance of police departments on public funds, the

corporate environment is gaining significant influence in the policy and goal setting aspects of policing.

2. Scenario Two

It is the year 1998 and the drug war has undergone major change since 1988. In 1988, drug enforcement was funded at the cost of \$8 billion (Church 14), which was allocated from a trillion dollar national budget. Over eleven percent (or twenty-five million) of the nation's citizens had experimented with or were more than occasional users of illicit drugs. With an \$8 billion budget, less than \$320.00 in drug enforcement funds was available per criminal user--hardly a useful effort.

Ten years later, massive government expenditures for education, social security, welfare programs, in addition to the ever-increasing national trade deficit, have placed the nation in a major financial recession. Because of lack of funds for drug law enforcement activities and the major increase in drug use and acceptance of drug use by society, all drugs have been legalized.

The cost of health care has more than doubled since 1988, which has placed health care out of reach for many American families. With the large increase in drug users, the health care system has become overloaded with drug-related illnesses such as A.I.D.S., hepatitis, physiological and psychological addiction to drugs, mental illnesses, and drug-induced congenital disorders in newborn infants. A major concern has been the rising death rate

of young people due to accidental drug overdoses while experimenting with drugs.

Businesses and corporations have experienced a significant increase in employee drug use at the work place, with subsequential declines in employee productivity. The amplification of drug use by employees has brought about greater employee absenteeism due to illness, and large amounts of money have been spent by businesses and corporations for various employee drug rehabilitation programs.

Police departments have experienced difficulty in recruiting eligible candidates for police officer positions, since a large portion of the population uses drugs and has little interest in police careers. The former traditional standard of hiring candidates with no recent past history of drug use is no longer applicable. Furthermore, many police force employees are enrolled in drug education and rehabilitation programs, which are expensive financial burdens for police departments to bear.

The murder and violent types of crimes formerly associated with drug criminals have disappeared. Instead, crime consists of robbery, assault, battery, white collar crime, and traffic violations related to drug use. There has been a significant increase in traffic injuries and deaths due to accidents caused by drivers under the influence of drugs. Accordingly, measures have been undertaken to stiffen penalties for those found driving while under the influence of drugs.

While violent crime has been significantly reduced due to legalization of drugs, lawmakers are realizing an important issue was overlooked when drug legalization was instituted--that of educating the public about the deadliness and addictive powers of drugs. Therefore, anti-drug education will be a major focus in schools, and television along with other media sources will serve to reach the public during an extensive, on-going educational campaign.

3. Scenario Three

The year is 1998, and the drug problem has been brought to a manageable level. Through a combined anti-drug use education campaign, the enlistment of military resources, and with the cooperation of third world nations, the drug flow into this country has been restricted to a tolerable level.

Massive funds have been poured into the anti-drug war, and though some fifteen percent of the state and national budget is directed to the drug problem, at least a portion of this expenditure is recovered indirectly through increased worker productivity, reduced health care costs and less employee time away from work due to drug use. Through mandatory drug testing, initiated in 1991 through a sweeping U.S Supreme Court decision, employers have been able to spot problems early on, and with the help of state and county government, assistance is promptly provided for the suspected drug abuser.

Even police agencies have had success in treating the high incidence of drug abuse among its employees through early detection and intervention. The profession itself has been hampered somewhat because many would-be candidates avoid being put in the position to undergo frequent drug testing. Other employers, however, enjoy the rights of imposed drug testing, though it is allowed only when there is measurable evidence of possible drug abuse.

The amount of low level street crime, including petty thievery and other property-related crimes most often relied upon by users to support their habits, has diminished due to the lower number of drug users overall. However, because of the extraordinarily high costs of those drugs that are available, the incidents of serious crime have decreased in number but increased in magnitude.

Drug traffickers operating with very high levels of security are playing a high stakes game. Not only are their lives imperiled through mandatory death sentences for drug sellers and manufacturers, but their competitors are much more homicidal than in the past when criminal sanctions were less serious. The stakes are high; however, the gains are equally high, and though few in number, there are still those persistent people in society who will stop at no measure to earn high profits. With the more stringent enforcement posture, government officials, politicians and police have been subjected to greater pressures and temptations of corruption.

The public, by and large, enjoys the benefits of the stringent drug control enforcement efforts. A growing sentiment, however, has been that the unfavorable effects of drug enforcement on the major financial recession, the loss of liberty and limitation of privacy (all for the gain of drug control), and the fact that the drug problem still has not been totally eliminated, may justify a reduction of the resources which are poured into the anti-drug effort. Fifteen percent of the national budget is a staggering figure, and to direct such an amount to drug problems occurs at the expense of national security investments, social welfare and other societal needs.

III. STRATEGIC MANAGEMENT PLAN

A. Situation

After examining facts related to the drug problem, in addition to the forecasted information (trends and events) developed by the NGT group, the next logical step is to identify the preferred future for law enforcement in the context of "Drug Laws Decriminalized--How Will California Police Departments Manage the Change by the Year 1998?" In the previous section, three future scenarios have been developed based on the NGT group's forecasted trends and events. Scenario one, which at present seems most practical (although premature politically), serves as the basis for the development of policy in this section of the independent study project.

To identify a policy to assist in bringing about the preferred future, many environmental factors have been examined. These include assessment of available resources, departmental capabilities, stakeholder assumptions, and political environment. Once these factors have been duly considered, a mission statement has been prepared and policy options have been formulated using the Modified Policy Delphi (MPD) process (Appendix A). Then, a planning system for long term management of the strategic policy has been formulated and systemized.

At present, California law enforcement agencies continue to pour vast resources into drug abatement programs. Yet,

irrespective of one's philosophy about legalization, decriminalization, or criminalization of drugs, the current impact of law enforcement on the drug problem is only marginal. According to San Jose Police Chief Joseph McNamara, "The fight against drugs for the past 70 years has been one long glorious failure. The courts are overflowing, there is violence on the streets, and the problem seems to be getting worse" (Church 14). Based on the trends identified by the NGT group, there appears the great potential that drug use is likely to increase and that societal tolerance of drug use will increase as well.

Although economically impractical, the only way law enforcement will gain control over the drug problem is to increase spending and multiple agency involvement (military, FBI, etc.) exponentially. However, because of the trend of increasing budget deficits at all levels of government and increasing competition for funds from other social needs, there appears to be a significant possibility that the drug law revision option may be the situation that California law enforcement will face in the next ten to fifteen years.

Despite what appears to be a bleak future in terms of what law enforcement can do about the drug problems this society faces, and the fact that funding resources are likely to be further restricted, there may in fact exist a hidden benefit. The problems associated with the need for law enforcement to prepare for potential change in the drug enforcement area also serve as catalysts for change, provoking innovation and

creativity in police management to carry out policing responsibilities.

B. Resources

The Santa Clara Valley police department associated with this project is above average in size (employee per capita ratio), which is the result of availability of funds to support that level of staffing, the community's expectation of a high level of service, and the city's extensive daytime population (which is 150 percent higher than the nighttime population).

The last several years have seen growth limits within the police department, with added personnel positions being difficult to acquire or justify. More recently, city finance managers have noted a decline in revenues from sales taxes, though the city-owned utilities system is still a significant money generating operation.

The police department has effectively kept pace with modern staffing trends, as there exists a good balance of sworn and non-sworn personnel, with an approximate sixty percent sworn and forty percent non-sworn ratio. The department has the highest percentage of female sworn personnel (twenty-two percent) in comparison to other law enforcement agencies in the state. According to surveys collected from California law enforcement agencies by the California Department of Justice, 8.1% of the sworn police officers in California are women. Nationally, eight percent of sworn police officers are women (U.S.

Department of Justice, Federal Bureau of Investigation 228). The police department has set goals to increase the percentage of ethnic minorities in its work force to better represent that segment of society in the employment community.

While there is a low possibility of growth in the organization, it is envisioned that non-sworn personnel will assume a greater role in the future delivery of police services, thus displacing the number of sworn personnel.

Despite its relatively small size, the city has strong financial resources, has gained the respect of other cities, and boasts an impressive level of political clout. Politically, the city is actively involved in the League of California Cities, and has a full-time employee devoted to handling legislative and related political issues.

To identify the present state of the police department in terms of strengths, weaknesses, and ability to respond to threats and opportunities, input from a group of ten people representing a cross-section of the department has been obtained through the use of a Weaknesses, Opportunities, Threats, Strengths, Underlying Planning (W.O.T.S.-U.P.) analysis (Appendix F). The bulk of the respondents rate the department in the average to above average category in the areas of manpower, technology, equipment, management skills, wages, support from the community, and city manager and government support. Some disparity is noted in the areas of management flexibility, sick leave rates and the police facility itself.

In relation to the organization's ability to adapt to change, police leadership and line members are seen as resistive to change, exhibiting only partial openness to minor or familiar change. This problem is ascribed to the mentality of some of the decision-making management personnel, police association attitudes, and general human nature. The general operational aspects, such as equipment, funding and technical skills, are viewed as average, implying marginal capacity to successfully prepare for change and future problems.

Law enforcement in California is a powerful political force. With the present number of peace officers nearing 45,000 in this state, and the fact that nearly all of them are members of organized groups (PORAC, COPS, and other peace officer associations), each of which employ political lobbying tactics for various needs at the state political level, law enforcement has formidable power and influence.

The public is likely to tap police resources to obtain input and opinions on how to keep the state safe and free of crime. This can be a limitation or an advantage to the issue of decriminalization because if law enforcement representatives are aware of only some of the facts related to drug law problems and if they see their futures as imperiled (because drug law enforcement is much of why they're employed), the police may resist proposed changes merely to fulfill their own purposes-- not necessarily because it is the right thing to do. On the other hand, the advantage of police input is that those members

of the law enforcement community taking an educated and altruistic position can be instrumental in bringing about change. The police may also lose substantial credibility if they continue to push for policies that run counter to the will of the public.

C. Stakeholder Analysis

The development of a successful strategic plan addressing the financial future of a police organization requires consideration of the assumptions of those people or organizations having a vested interest in the drug issue. Therefore, these stakeholders must be assessed for their potential reaction to and support or lack of support of any proposed changes or plans. Using the Strategic Assumption and Surfacing Technique (S.A.S.T.) model (Appendix G), the most significant stakeholders have been identified and evaluated. Following are predicted stakeholder positions towards the issue of drug law decriminalization.

THE GENERAL PUBLIC - This group is predicted to initially resist drug law reforms and redirection of police resources. This initial resistance to change will ease, however, as the public's exasperation with the futility of the drug war grows.

In general, the public is interested in preventing people from using and becoming dependent on drugs. One primary concern is the conflict the public may feel between the immorality of drug use and the need for drug legislation versus the possibility

of elimination of a significant portion of crime through drug law legalization and decriminalization. Through strategic timing and education of the public, there ought to develop increased public acceptance of alternate drug policies, particularly if changes are introduced gradually.

THE MEDIA - The media, which tends to have a liberal orientation, will most likely provide support for any effort to try alternate approaches to addressing the drug problem. The media will be of particular value in serving as a source to communicate information during various stages of the project.

CITY MANAGEMENT - This group will have cautious yet discernable support for the effort to reduce expenditures. City management will favor the increased tax revenues generated from legalized (but regulated) drugs such as marijuana. They will also favor the savings in tax dollars through decreased police services expenditures brought about by decriminalization of drug laws (for such drugs as cocaine).

ELECTED OFFICIALS - Elected officials will support reduction of expenditures, but will be highly concerned about the possible negative consequences of change. This group will be sensitive to the loss of support of some of its more conservative voters.

DRUG DEALERS AND CORRUPT GOVERNMENT OFFICIALS - This group, which is probably of formidable size, is likely to vehemently oppose any change in drug law policies. They will oppose decriminalization under the guise of an argument which stresses the harm and morality of drug use--never will they expose

their real motive, which is to maintain the high price of illicit drugs brought about by criminalization of drugs.

Drug dealers and corrupt government officials are likely to join forces with conservatives to fight the initiatives not only with large numbers but with a great deal of financial resources. This group is likely to take on the snaildarter role because though their positions are predictably against drug law reforms, this group is generally not taken into consideration when assessing roadblocks to any strategic option.

THE BUSINESS COMMUNITY - Industry, merchants and business leaders are interested in and supportive of measures which will allow greater responsibilities in the free market, reduce the role of government in commerce, and provide the opportunity for reduced taxes.

The business community will be concerned about the potential of increasing numbers of employees working under the influence of drugs, and there will be concerns about the side effects of policy changes. Overall, business persons will play a major role in bringing about change in that the corporate system has more societal responsibility today than ever before and businesses possess the monetary resources to oppose or promote change.

THE COURTS, FEDERAL AND STATE LEGISLATURES - This group will support decriminalization in that the overburdened justice system may experience a decrease in case load. Legislative bodies will support efforts to decriminalize to the extent that money savings can be redirected to other pressing social issues.

As individuals, the legislators may offer some resistance because they will feel pressure from their constituents to vote the popular way--not necessarily the logical nor what they believe to be the right way.

THE ACLU - Because of its distinct pattern of supporting the individual's rights and seeking minimal government intervention in the daily lives of people, the ACLU will support measures which remove people from the scrutiny of the law, particularly in cases where a victim is not readily discernable. The ACLU will support decriminalization on the basis that a law such as marijuana prohibition tends to classify as many as 18 million people nationally as criminals (Morganthau 27), but the police cannot possibly begin to apply the law in an equal and non-discriminatory manner. Therefore, the ACLU will assume that certain underprivileged classes or groups of people will undergo the greatest level of police scrutiny--hence the argument for eliminating some degree of discrimination from the system.

THE MEDICAL COMMUNITY - Because of the overwhelming numbers of people contracting diseases related to drug abuse, the increasing numbers of people abusing drugs, and the high costs of medical care, the medical community will welcome alternative means of dealing with the drug problem.

The medical community will favor education of the public regarding the harmfulness of drug use and will support increased funding for drug treatment programs. Of considerable importance will be providing sterile syringes to those members

of society who request them; this is particularly significant in preventing the transmission of infectious diseases such as A.I.D.S., which is a major threat to the health of the nation.

THE POLICE - Because decriminalization constitutes a movement away from a seventy-year tradition of stringent drug law enforcement, the police are likely to exhibit significant resistance to drug law decriminalization. Because such a large portion of police resources are currently directed towards drug-related crime abatement, the police organization may view decriminalization as a threat to their existence, especially if the reduction of crime brought about by decriminalization forces staffing reductions.

Law enforcement generally attracts more conservative types of employees, thus, acceptance of changes in drug laws would be slow to take place. The police will require considerable education about the overall consequences of any level of decriminalization, and they will need to understand the issue in a futures context.

D. Mission

The general mission of law enforcement is to serve and protect the public through effective and equal enforcement of the law. The police department serves to protect all persons in the community through law and traffic enforcement activities, equally and without regard to race, creed, sex or origin. Law enforcement is to be carried out using a fair, cost-effective and

efficient system of resource deployment which is responsive to the will and needs of the public.

In the context of decriminalization or other drug law reforms, the mission is to protect the public from drug-related crime, employing policies that benefit the greatest number of people, and using public funds and resources to the public's best advantage.

E. Execution

A Modified Policy Delphi group (Appendix A) has been assembled to generate alternative strategies in solving problems and recognizing opportunities associated with the prospect of decriminalization of drug laws. Following are the three most significant strategic alternatives as determined by the group.

1. Alternative One

DECRIMINALIZATION OF SOME DRUG LAWS - Given the likelihood that society may develop support for alternatives to dealing with the drug problem, the police ought to be prepared to work with and not against the public, and in the case of decriminalization, keep out of play any selfish interests such as job security or reliance on traditional methods of policing.

Police organizations and city management ought to place fewer restrictions on the drugs which may potentially be legalized or decriminalized, and support the following:

- 1) legalization of marijuana and decriminalization of cocaine

(with governmental regulation and taxation as with alcohol and tobacco but with increased penalties for traffickers, manufacturers, and those selling to minors); 2) lobbying the federal government to remove itself from drug control in order to turn the bulk of the responsibility over to the states, similar to the Twenty-first Amendment, which states that federal law relinquishes most control over alcohol to the state (within the U.S. borders); 3) "medicalization" of heroin, giving the medical community most of the control (and responsibility) for the problem. Sanctions against unlawful distributors and manufacturers will remain very serious.

Cocaine will be decriminalized much the same way as is the current California law of less than one ounce possession of marijuana, with other criminal sanctions for possession, distribution and manufacture remaining the same. Some of the more controversial and apparently more dangerous drugs, such as crack and other designer compounds will remain highly criminalized with significant associated criminal sanctions.

Since marijuana and cocaine account for the greatest amount of drugs used by the public, modification of the laws associated with these drugs will give police the benefit of focusing drug law enforcement activities on other criminalized drugs, which will allow for more efficient utilization of law enforcement funds and resources.

Due to the probable increase in society's use of drugs (marijuana and cocaine), the police will most likely encounter

more incidents of assaults, batteries, driving under the influence of drugs, and drug-related unemployment problems. However, the police will handle fewer crimes such as burglary, auto theft, and homicide, which are the types of crimes formerly associated with addicts and dealers of such hard drugs as heroin and crack.

With the nature of crimes shifting to lesser offenses and with an increase of crimes such as white collar and computer crime, the police must establish new policies and priorities to meet the new demands on police services. The police may well find themselves employing fewer police per capita due to decreased public safety needs.

The police shall be the primary benefactors of the increased revenues derived from drug taxation, which ought to be used to enforce the remaining criminalized drug laws, and most important, to launch an extensive educational campaign to discourage drug use of any kind, similar to the anti-cigarette smoking education currently in progress today.

2. Alternative Two

LEGALIZATION OF ALL DRUGS - This alternative involves the prospect of fully legalizing and decriminalizing all drugs to the extent that users of drugs, during states of intoxication, do not injure or harm other members of society. This proposal being more radical and hence politically less tenable, serves the

primary purpose of putting the drug control issue into perspective.

It is possible, though improbable, that the drug problem in this state will become such a sore point due to repeated failure to mitigate the problem, that public and government leaders may, as the result of exasperation with the problem, take the radical step of removing all criminal sanctions from all drugs, and hope to deal with the problem solely through education and within a medical context. The police and justice system, of course, will handle criminal activity or disruptive behavior whether it is drug-induced or not.

For law enforcement to bring about this alternative future, it must adopt a rigorous and aggressive legislative lobbying effort to influence laws related to the drug issue and funding for the various functions of policing. Working with legislators, law enforcement can be proactive rather than reactive in affecting legislative decisions. The legislative lobbying effort will provide an excellent opportunity to establish a coalition of regional police agencies to gain political clout, institute policies, and standardize policies and procedures related to drug law enforcement.

Political lobbying may prove costly, and while great efforts go into lobbying activities, there are no guaranteed results. Additionally, existing organizations, such as the League of California Cities, already assume organized lobbying efforts, some of which police efforts may duplicate. Further, as

lobbyists, the police department will be labelled a "special interest group," a stigma which sometimes has a negative connotation.

3. Alternative Three

ESCALATED DRUG WAR EFFORTS - This alternative involves the retention of existing criminal drug-related statutes and sanctions, with law enforcement taking the position of directing even greater resources to solve the drug problem. The key element of this strategy is to organize the various law enforcement agencies (local, state and federal) into a powerful drug fighting machine.

Police department budgets will receive increased funding for drug fighting efforts, and resources formerly used for low priority needs, such as traffic law enforcement and noise complaints, will be allocated towards anti-drug activities.

Acceleration of drug war efforts shall begin at the local level so that police agencies can influence their governing bodies to provide the additional funding and approve reorganization of law enforcement priorities. Local agencies will have to work together and, using the nation-wide model, can eventually bring about the involvement of every governmental agency which is in a position to assist--even the military.

The pitfall of this alternative is that the amount of resources poured into drug war efforts will occur at the expense of other societal needs and priorities. The long-term management

of this alternative will require overcoming formidable barriers, including resistance from such groups as social welfare organizations, civil rights proponents, and the military community, which presently opposes involvement in the drug abatement efforts.

4. Recommended Strategy

After considering the three strategic alternatives outlined above, it becomes apparent that none, individually, adequately address the needs of the short- and long-term future of drug law enforcement. Rather, a combination of aspects from all three alternatives have been used to form the basis of the recommended strategic policy.

Law enforcement ought to favor neither complete criminalization nor complete legalization of drug laws. Instead, the optimal position is one that allows the best use of resources and reflects the needs of the public. Because of the continued futility in forcefully fighting drug problems, society must begin to accept, to some extent, those drugs that pose the least amount of harm to society.

The recommended strategic policy consists of the following components:

1. Legalization of marijuana.
2. Gradual introduction of decriminalization of cocaine.
3. Escalated enforcement of criminalized drug laws.

4. Extensive anti-drug educational campaign.
5. Political lobbying to assist in achieving the strategic policy.
6. Medicalization of heroin for existing users.
7. Availability of sterile syringes to prevent transmission of infectious diseases.

LEGALIZATION OF MARIJUANA - Because of the large numbers of people using drugs today, law enforcement cannot effectively police all offenses related to marijuana use. Therefore, legalization of marijuana will allow police greater resources to handle significant problems and crimes, including infractions of remaining criminalized drug laws.

Production and sale of marijuana will be allocated to the business sector. Agricultural businesses will grow marijuana plants. Marijuana companies will manufacture, package, and distribute the marijuana to the public. To help prevent liability problems, marijuana products must be clearly marked with information describing the dangers of marijuana use.

To market marijuana, vendors will be licensed to legally sell marijuana (similar to liquor licensing currently required for sale of alcohol). Marijuana will be strictly taxed and regulated, with stiff penalties for illegal trafficking, manufacturing, and sale to minors. Through legalization of marijuana, those buying marijuana will have the benefit of government quality control, and contact avoidance with criminal

dealers who often sell harder drugs, such as heroin, as well.

Holland and Alaska have already legalized marijuana to an extent some time ago, and in both regions marijuana use has declined to the point that the problem seems under control. In a study conducted in Holland in 1983, 1,306 young people between the ages of fifteen and twenty-four who have access to legalized marijuana have been interviewed regarding marijuana use. Only seven of these young people have replied that they used marijuana on a daily basis, which is only one-half of one percent of the group. In contrast, NIDA reports indicate that in 1983, 5.5 percent of American high school seniors state they used marijuana on a daily basis, which is a significantly higher number (Trebach 105).

GRADUAL INTRODUCTION OF DECRIMINALIZATION OF COCAINE - Once the legalization of marijuana has been instituted, evaluated, and perhaps overhauled, the gradual introduction of decriminalization of cocaine will begin, provided marijuana legalization has proven successful. Cocaine for personal use/possession (one-eighth of an ounce or less) will be regulated like marijuana is presently regulated in California, with the remaining strict government regulation and taxation and strict penalties for illegal trafficking, manufacturing, and sale to minors.

As with legalization of marijuana, the goal of decriminalizing cocaine is to categorically remove a large portion of the population from the law violator realm, thus allowing police to narrow their enforcement scope for more

efficient pursuit of criminal drug law violators.

Besides the substantial benefit of costs savings, decriminalization will disinterest young people in seeking and using drugs through widespread and lawful availability, thus eliminating the thrill associated with using drugs because they are illegal. Contact with criminal dealers is eliminated, as are monetary incentives for criminal dealers through easy and cost-effective availability of these drugs to the public.

ESCALATED ENFORCEMENT OF CRIMINALIZED DRUG LAWS - With drug law enforcement activities focused on a limited number of drug laws due to revision of laws pertaining to the aforementioned drugs, police departments will have more resources available to patrol activities related to criminalized drugs, which will represent only a small portion of law enforcement's role. Revenues obtained through taxation of legalized drugs will provide a rich financial resource which can be used to fund aggressive drug crime abatement activities.

A major focus will be to halt the flow of illegal drugs into this country through rigorous search and seizure activities, extensive involvement of the U.S. Coast Guard and military services, and cooperation from foreign countries. Although criminal drug traffickers are developing more and more sophisticated equipment and strategies to smuggle drugs, state and federal officials will be armed with greater financial and staff resources to fight the influx of drugs into this country.

EXTENSIVE ANTI-DRUG EDUCATIONAL CAMPAIGN - Using revenues obtained through taxation of legalized drugs, an on-going extensive anti-drug educational campaign will be undertaken to educate the public regarding the hazards of both legalized and illicit drugs. Education of young people will be a major focus of the campaign.

As an example of the effectiveness of educating the public, educational advertising has led to the major decline in tobacco use by this country's population over the last several years. The effect of education has been so profound that Philip Morris, one of the largest tobacco companies, is currently attempting to buy into other industries in an effort to reduce its dependence on a product that is continuing a trend of decreasing use (Pomice 52-53).

POLITICAL LOBBYING TO ASSIST IN ACHIEVING STRATEGIC POLICY - Of major importance in bringing about drug law decriminalization is adoption of a rigorous legislative lobbying effort by law enforcement organizations to influence drug laws and policies related to police department funding and allocation of tax revenues.

Despite drawbacks of bringing police departments into an increasingly politicized arena, the law enforcement community is best educated and experienced in drug law enforcement, thus political lobbying by police will be most effective in bringing about relevant changes in drug laws and drug law enforcement funding policies.

MEDICALIZATION OF HEROIN FOR EXISTING USERS -

Medicalization of heroin allows for the regulation and dispensing of heroin through the medical community. While limited to certified heroin addicts, the purpose will be to undermine heroin prices, with the expected consequence of reduced crime by those stealing and robbing to support their costly heroin addictions.

Heroin medicalization will serve to elevate the heroin addict's position from an underground to a more visible level, which allows for medical intervention and possible solutions to the addict's drug dependency problem. Furthermore, there is the probable consequence of reduced opportunities for transmission of communicable diseases caused by use of contaminated needles in addition to fewer risks of using drugs containing dangerous impurities.

AVAILABILITY OF STERILE SYRINGES TO PREVENT TRANSMISSION OF INFECTIOUS DISEASES -

Because of the rising costs of health care and increasing numbers of persons contracting infectious diseases such as hepatitis and A.I.D.S. through sharing of contaminated syringes, sterile syringes will be made available to the members of the public that request them.

The MPD group fears A.I.D.S. may reach epidemic proportions nationally and feels the availability of sterile syringes will significantly reduce the spread of A.I.D.S. as well as other infectious diseases. The group feels that those addicted to drugs requiring hypodermic injection, whether the drugs be legal or

illegal, will use any source, including contaminated syringes, to inject the drugs. Drug users infected with hepatitis or A.I.D.S. then infect others (including non-drug users) through sexual transmission or sharing of syringes with new victims, who in turn continue with the snowballing effect of infecting more and more persons. Therefore, availability of sterile syringes can prevent needless illness and death of large numbers of people.

As this nation is faced with new challenges related to rising costs of law enforcement, exorbitant health care costs, and continued drug problems, the aforementioned recommended strategic policy will serve the public and law enforcement best. The strategic policy is cost-effective, focuses on prevention through education, and will help minimize the types of criminal activities formerly associated with the drug problem.

F. Administration and Logistics

While the proposed strategic alternative appears to involve only moderate operational changes, the organization, including the city council and city manager, requires a major indoctrination relative to the issues of the future and the need for breaking away from tradition. Not only do the benefits of the strategy need to be clearly communicated, but the short-and long-term impacts and the dangers of failure to examine alternatives to traditional drug policies ought to be emphasized.

The following sequence of steps and approximate time parameters are anticipated for implementation of the recommended strategy:

1. The plan will be presented to the police management staff group. Included will be discussions of drug law-related future forecasts and a review of alternatives. A time period of nine to eighteen months is predicted, which will allow for staff input, debate and opportunities to make modifications.
2. The plan will be shared with the city manager and other department heads as necessary. The process will take six to twelve months, and additional time will be available to address unanticipated questions or concerns.
3. Consultation of the primary stakeholders for their input and sharing of concerns or recommendations will take place. Through meetings with community groups and volunteers, adequate public input can be solicited and the educational process may begin. The above objectives are likely to consume eighteen months, or even several years or more. The media will play a major role in information dissemination.

Presentation of the strategic plan will require delicate handling in order to avoid undue challenging of people's traditional values and beliefs. Thus, a slow and methodical approach is the most appropriate, bringing the public itself into the debate, arming the public with facts and figures, and

allowing them to form their own conclusions.

4. Upon development of a preliminary plan which will reflect input from various city staff, the community, legal entities and other stakeholders, including law enforcement agencies and organizations such as PORAC and COPS, etc., specific objectives will be incorporated into the 1989-1990 police budget. Some individualized objectives will become part of the management by objectives measures for key managers in the police department.

5. To maintain continuity in management of the project, key representatives from the police department, both management and line-level, will form a committee to direct the implementation effort. The committee will meet monthly, or more often as necessary.

G. Funding

Funding for the strategic policy will come from federal and state sources, in addition to the city and county funds available to each city for operating costs. It is projected that considerable amounts of revenues will be earned through taxation of the decriminalized drugs, which will be used to fund the strategic policy activities. Funding from state and federal sources will be gained, in part, through the lobbying efforts put forth by police organizations to finance the strategic policy.

H. Planning System

In order to establish planning frequency for the proposed strategic policy, it has been necessary to examine significant trends and future events as they relate to the future of drug laws, and to explore how California police departments will be affected if changes such as decriminalization come about.

The Modified Policy Delphi group has concluded that the strategy requires a periodic planning system (Appendix H). This mode of planning enables decision-makers to take advantage of the opportunities created by future change as well as brace for accompanying threats.

In the case of drug law decriminalization, the group agrees that while change occurs often, if not continually, it can be forecasted to some extent through extrapolation from past trends and events. The MPD group further recommends that yearly updates of this independent study take place, to reassess trends and events which are likely to influence the original strategic policy alternative and to determine if adjustments in the proposed policy are needed.

The periodic planning approach will assist in the timing and implementation of key aspects of the strategic policy, and it will allow for timely adjustments as dictated by public mood, political environment, and economic or other social pressures as they occur and relate to the issue.

IV. TRANSITION MANAGEMENT PLAN

In reaching the goal of implementation of the strategic policy, a period of transition between the present and the desired future state is encountered. This transition period is a crucial time during which objectives and activities to successfully implement the strategic policy must be carefully planned, managed, and evaluated.

To reiterate, the strategic policy consists of the following: 1) legalization of marijuana, 2) gradual introduction of decriminalization of cocaine, 3) escalated enforcement of criminalized drugs, 4) extensive anti-drug educational campaign, 5) political lobbying to assist in achieving the strategic policy, 6) medicalization of heroin for existing users, and 7) availability of sterile syringes to prevent transmission of infectious diseases.

To effectively manage the transition period so that the strategic policy can be successfully implemented, the next steps are to assess the key players and to determine their commitment, readiness and capability levels. Then, a transition management structure will be selected, and design of a transition management implementation plan will take place. Finally, the impact of the strategic policy will be evaluated.

A. Critical Mass Analysis

In achieving the realization of the strategic policy, it is of paramount importance to evaluate the positions and levels of support of the critical mass (key players). It is necessary to target these key players in advance since the strategic policy's failure or success is dependent on the positions they take. The following players have been identified as the critical mass:

1. The California Chiefs of Police
2. The California Governor
3. California Police Organizations
4. The Attorney General
5. The Media
6. The California Legislature

THE CHIEFS OF POLICE - The chiefs of police in California will welcome the opportunity of increased efficiency in handling the problems of law enforcement, but not surprisingly, they will have concerns about the unforeseen difficulties brought about by revisions of the drug laws. Therefore, the chiefs of police will require education and persuasion to be convinced of the benefits of the strategic policy.

The support of the chiefs of police is crucial to the success of the strategic policy. The chiefs of police are well respected by the public, police organizations and political

groups, and will act to convince others of the benefits of the plan. Additionally, the chiefs of police will be effective lobbyists, setting examples for other police organizations to follow.

THE GOVERNOR OF CALIFORNIA - Because of obligations to the public to provide sound leadership, the governor will accept the strategic policy only after cautious scrutinizing of all policy elements. Therefore, the governor will require detailed explanations of the worthiness of all components of the plan.

The governor is predicted to support the strategic policy, which is a top priority in that the governor's support will assist in convincing the public and other key players of the wisdom of revising the current drug laws.

CALIFORNIA POLICE ORGANIZATIONS - While the California police organizations will be skeptical of the strategic policy at first, they will most likely find merit in the plan after thorough education and presentation of the issues.

The support of the police organizations is critical in convincing others to accept the strategic policy plan. More importantly, because police organizations such as PORAC and COPS have shown tremendous lobbying power in the past, the group is needed to launch a lobbying campaign aimed at achieving the goals of the strategic policy.

THE ATTORNEY GENERAL - The attorney general will play a significant role in implementation of the strategic policy. As

the state's chief law enforcement official and an important political figure, the attorney general can provide significant influence in convincing the state of the wisdom of the strategic policy.

To gain the attorney general's support in implementing the strategic policy, the attorney general will require extensive information regarding the financial benefits of the program in addition to details concerning general costs, benefits to society, and advantages the strategic policy offers for law enforcement in handling the drug problem.

THE MEDIA - After initial education and detailed presentation of the value of the strategic policy, the media is predicted to support the project efforts. The media will be an important source of information for the public, and can be instrumental in convincing a great number of people of the merits of the strategic policy. The media will play a major role in the on-going educational campaign component of the strategic plan.

THE CALIFORNIA LEGISLATURE - The California legislature will be the target of extensive lobbying by the police organizations to pass laws related to the strategic plan. The legislature will require thorough education regarding the benefits of the plan, including the potential of decreased crime rates, increased tax revenues, and greater police resources to handle more serious crimes.

B. Key Player Commitment

To make implementation of the strategic policy a reality, the active commitment of the key players whose support is necessary for change to occur must be obtained. Table 2 depicts the current levels of commitment and minimal key player commitment levels needed to successfully implement the strategic policy.

TABLE 2
Key Player Commitment Chart

KEY PLAYERS	BLOCK IT	LET IT HAPPEN	HELP IT HAPPEN	MAKE IT HAPPEN
Chiefs of Police	X —————			—————>O
Governor		X —————	—————>O	
Police Organiz.	X —————			—————>O
Attorney General	X —————		—————>O	
The Media			X —————	—————>O
Legislature		X —————		—————>O

KEY: X = Present Degree of Commitment
O = Minimum Degree of Commitment Needed

C. Transition Management Structure

In facilitating a smooth, efficient transition period, a transition plan of relevant objectives and activities during the transition state must be identified, and based on this, an appropriate management structure most likely to successfully

manage this period of transition must be selected.

In selecting the best type of transition management structure, several factors shall be taken into consideration. First, the management must have the ability to communicate well in addition to possessing the ability to persuade others. Also, management must have the necessary clout to make things happen. Furthermore, a significant consideration is that management needs the respect and trust of others associated with effecting the change process.

Based on the aforementioned requisites, the most effective type of transition management structure to direct the strategic policy project is the Project Manager style. The project manager will be selected from a group of highly qualified managers within the police department. This individual will direct a transition team which will carry out the tasks involved in achieving the strategic policy. During the transition period, the duties of the project manager and those of the transition team will consist solely of transition-related assignments.

The main tasks of the project manager are to provide leadership through planning and organizing the activities of the change process, setting objectives, overseeing the project from beginning to end, and ensuring the project is completed within designated time and budget restraints. To accomplish these tasks, the project manager must possess excellent communication, motivational, persuasion, human relations, and organizational skills.

Effective communication between the project manager and other groups and individuals involved in the change process will be of particular importance throughout the various phases of the project. Successful communication requires a clear, understandable exchange of messages which can be facilitated by using techniques such as active listening, feedback to verify the ideas communicated, and attention to transmission of nonverbal messages through body language and tone of voice.

Another method to promote effective communication is to maintain open lines of communication between the project manager and other people involved in the project. Additionally, the project manager ought to use meetings, forms of written communication such as memos, and follow-up techniques as tools to ensure communication is accurately perceived.

An important requisite for successful project management is the ability to motivate others. Effective motivation of others entails the ability to demonstrate respect and support of workers by acknowledging their ideas and concerns. Also, the project manager must understand the importance of developing expectations and promoting excellence through providing workers with adequate rewards and recognition for superior achievement. Other motivational techniques are to invite responsible workers to participate in development of goals and objectives, as well as to take part in decision-making aspects of the strategic policy.

Successful human relations management entails considering the needs of others, promoting friendship, and skillfully managing conflicts while at the same time maintaining authority and promoting completion of workers' tasks and objectives. The project manager must win the trust and respect of others, and stimulate creativity in workers to facilitate generation of new ideas for improvement of the project.

The project manager will head the transition team composed of an assistant project manager, finance group, public relations group, and technical support personnel. Additionally, the project manager will determine what tasks need to be completed, who will complete the tasks, and will oversee timely completion of each phase of the transition plan.

D. Implementation Strategies

Having determined a transition management structure, implementation of the transition management plan may proceed. Successful implementation, however, requires effective use of tools and techniques to promote smooth operation of the plan.

Technologies for implementation will include regular meetings with those involved in the strategic policy project. The purpose of these meetings will be to provide information and obtain input and ideas for improvement. Education, communication, and participation will be key strategies in managing the strategic policy project.

During any change process, it is natural for those individuals affected by the change process to experience anxiety, which arises due to apprehension about the unknown. Anxiety can lead to fear and resistance, resulting in failure to achieve the desired goals and objectives of the strategic policy. It is not uncommon for individuals to perceive change as a threat to their security; they may experience fear brought on by the uncertainty of the impact change will have upon them and their surroundings.

In particular, law enforcement employees may fear loss of employment due to projected declines in crime brought about by drug law decriminalization. Likewise, they may fear changes in job ranking or status. Other fears may include loss of the security associated with carrying out familiar and traditional forms of policing, or fear that the drug problem may become worse instead of better.

Anxiety is best controlled by providing those affected by the change process with frequently updated knowledge and information about the project. Encouraging participation and providing opportunities for input and opinions also helps to minimize fear and apprehension. Frequent meetings to foster communication and minimize opportunities for rumors to develop is a key factor in the management of anxiety. In some cases, additional support in the form of counseling or skills training may be necessary to dispel feelings of anxiety.

To manage anxiety and uncertainty, all members of the police departments, various city staff, the public, and the critical

mass will be apprised of the change activities. The goals and benefits of the desired future state will be clearly communicated, as will be the dangers of failure to examine alternatives to traditional drug law enforcement.

Regular meetings will be conducted to disseminate information, to assist people in understanding the logic of the change process, and to encourage participation and allow expression of opinions and concerns regarding the plan. Participation in decision-making will be used to foster a sense of inclusion, thus facilitating acceptance of the plan. The transition period is a crucial time during which the needs and concerns of those involved in the change process should be given due respect.

E. Responsibility Assessment

An important step in transition management is to clarify roles and role interrelationships to maximize efficiency in completing tasks and achieving goals. Through examining interdependence of tasks and activities, strategic policy participants develop an appreciation for the types of tasks and responsibilities other team members have.

Appendix I depicts a responsibility chart of the tasks and activities related to the strategic policy showing actors, tasks, and levels of accountability (Responsibility, Approval, Support, Inform, or Irrelevance).

F. Readiness and Capability Assessment

Table 3 illustrates the predicted readiness and capability levels of the key players.

TABLE 3
Readiness and Capability Chart

KEY PLAYERS	READINESS			CAPABILITY		
	HIGH	MED	LOW	HIGH	MED	LOW
Chiefs of Police			X	X		
Governor			X		X	
Police Organiz.			X		X	
Attorney General			X		X	
The Media	X			X		
Legislature		X		X		

In determining the potential success of implementation of the strategic policy, the readiness and capability levels of the critical mass must be taken into careful consideration. To assess readiness and capability levels of the critical mass, awareness, motivational, and skill and resource dimensions were weighed in determining each player's level of adeptness in handling major change.

G. Transition Implementation Plan

The following steps comprise the sequence of events of the transition implementation plan:

1. First comes the presentation of the strategic policy plan to the police management staff. A clear description of the desired future state will be provided. A timetable will be presented, and the transition management structure will be explained. Following police management presentation, all police department staff members will receive orientation to the new plan.
2. The plan will be shared with key players and other significant groups.
3. Consultation of the key players for their input will take place.
4. Transition monitoring team will be selected.
5. Groups and committees will have roles clarified and responsibilities assigned through the responsibility charting process.
6. Presentation to the public through media sources will begin.
7. Analysis of the new organization will take place.
8. The plan will be implemented--resources will be allocated, the new committees will begin functioning, and the transition

will be set into motion.

9. Evaluation and monitoring of the transition will occur.

H. Transition Management Summary

To effectively manage change, the active commitment of key players must be obtained. Furthermore, a distinct transition management structure should be formed, and a clear image of the desired future state should be presented to those involved in the change process. Throughout the transition period, communication, education, participation, and periodic monitoring and updating of transition events are of prime importance.

V. CONCLUSION

Through examining current trends related to drug use and drug law enforcement and by evaluating the impact of the interrelationships between these trends and predicted future events, it is possible to forecast future scenarios and develop several alternative strategies to assist in choosing the most favorable policy to deal with the drug problems of today and the future. Based on the above exercises, legalization, decriminalization, or medicalization of some specified drugs coupled with escalated law enforcement of remaining criminalized drugs, anti-drug education, political lobbying, and availability of sterile syringes has been determined to be the strategy that will best serve the needs of the public and law enforcement. The drug criminalization policies of today have fueled high monetary incentives for illicit drug sales, an extensive population of criminal drug dealers, and ever-increasing sophistication of techniques used by criminals to enhance the drug trade. Consequently, it has become impossible for law enforcement to adequately police illegal drug activities and patrol the expansive influx of illicit drugs into this country. The current policies of directing vast quantities of financial and human resources towards protection of the public from drug-related crime narrowly compete with the tactics of the powerful and expansive drug criminal community.

Because of the continued futility of forcefully fighting drug problems, revision of current drug laws as described in the strategic policy will function to minimize interest in drug use, and most importantly to discourage criminal participation in illicit drug sale activities through easy and lawful availability of drugs, thereupon eliminating monetary incentives for criminal involvement.

Besides significant costs savings in interdiction and drug law enforcement expenditures, decriminalization of select drug laws removes a large number of the population from the drug violator classification, narrowing the focus of drug law enforcement and thus providing greater resources for more efficient policing of remaining criminalized drug laws.

A major component of the strategic policy is the educational aspect of discouraging drug use and informing the public, particularly young people, of the dangers of drugs. In addition, availability of sterile syringes will assist in minimizing the illness, death and health care problems associated with transmission of infectious diseases. Prevention, especially through education, will be a key element in solving the myriad of problems associated with drug use today and in the future.

Faced with limited budgets and rapidly multiplying expenditures for drug law enforcement needs, California police agencies must plan now for innovative methods to mitigate the current drug problems and the potentially catastrophic effects of

unpreparedness for future escalated drug crime. These methods must use financial and human resources to the best advantage, while concurrently reflecting the needs of law enforcement and the society it serves.

Because the costs of current methods of fighting the drug war have become too great in terms of financial expenditures and loss of life and dangers to law enforcement personnel, the time has come to plan for alternative solutions to the drug problem. Decriminalization is a viable solution that ought to be seriously considered as a means of gaining control over drug crime which, if not mitigated, will permeate the nation with incorrigible organized crime, murder, and violence.

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VIII. APPENDIXES

APPENDIX A

PROJECT PARTICIPANTS

PROJECT PARTICIPANTS

TELEPHONE INTERVIEW PARTICIPANTS:

Drug Aide, State Attorney General's Office
Special Agent, Allied Agencies Narcotics Enforcement Team (Santa Clara County)
Special Agent, California Department of Justice
Head of Drug Enforcement Agency's Public Office
Drug Aide, Senator Alan Cranston's Office
Public Information Officer, San Jose Police Department
California Coordinator, National Organization for the Reform of Marijuana Laws
Professor, Department of Law, Stanford University
Professor, U. C. Berkeley

MOREHEAD INTERNS:

Three interns from the University of North Carolina studying local government issues, paid for by the Morehead Foundation.

NGT PARTICIPANTS:

Deberah Bringelson, representative from Senator Becky Morgan's office
Agent Lacey Burt, Palo Alto Police Department
Sergeant Trudy Eitel, Palo Alto Police Department
Sergeant John Foster, Palo Alto Police Department
Dick McEwen, retired engineer
Gerri Stewart, past president, Santa Clara County League of Women Voters
Lieutenant Scott Swanson, Santa Rosa Police Department
Captain Ralph Womack, Stockton Police Department

MODIFIED POLICY DELPHI PARTICIPANTS:

Agent Lacey Burt, Palo Alto Police Department
Sergeant Trudy Eitel, Palo Alto Police Department
Lieutenant Torin Fischer, Palo Alto Police Department
Bill Flanagan, community member
Geoff Halliwell, student, Santa Clara University
Gordon Meade, retired police officer, community member
Tim Ryan, research analyst
Virginia Williams, community member

APPENDIX B

TRENDS, EVENTS

TRENDS

1. Jails are operating beyond capacity.
2. Growing public support for decriminalization.
3. Increasing budget pressures on federal, state and local governments.
4. Underground economy continues to be fueled by the drug trade.
5. Local police agencies continue to expend increasing resources on drug-related crime abatement.
6. Increase in overall age of population.
7. Increased tolerance (acceptance) of social use of drugs.
8. Police resources directed to white collar crime.
9. U.S. relationship with foreign countries (drug suppliers) continues to improve.
10. Numbers of problems with youth gangs continues to rise.
11. Government will continue to seek new revenue sources.
12. Increased drug exposure by police applicants.
13. Employer recognition of employee drug abuse problems.
14. Increased civil action against police agencies in the hiring process.
15. Politicians receive pressure to solve the "drug crisis."
16. Policy shifting to emphasizing education about drug abuse.
17. Disability retirements on the increase.
18. More drug use by population.
19. Health care costs on the increase.

EVENTS

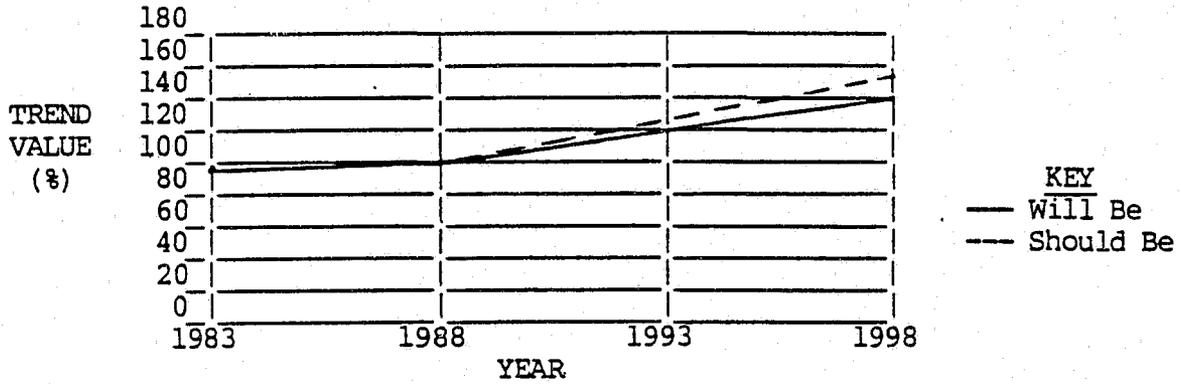
1. Other countries decriminalize drugs.
2. Third world countries default on loans.
3. U.S. enters a war.
4. Police officer licensing made mandatory.
5. Public (at state level) starts decriminalization initiative.
6. A major recession occurs.
7. Mandatory drug testing.
8. Race riots.
9. Prison system fails.
10. Government imposes taxes on drug sales.
11. Ten year high for violent crime.
12. Ten year low for violent crime.
13. Balanced budget amendment.
14. World-wide depression.
15. Very high inflation.
16. True preventative medicine.
17. Prevent illegal immigration.
18. No victim, no crime.
19. Social use of drugs.
20. Drug dependency cure.
21. Breakthrough in pharmaceutical therapy.
22. Marijuana legalized.
23. Health care system overloaded by drug-related illnesses.
24. Military becomes effective in stopping drug flow to U.S.

APPENDIX C

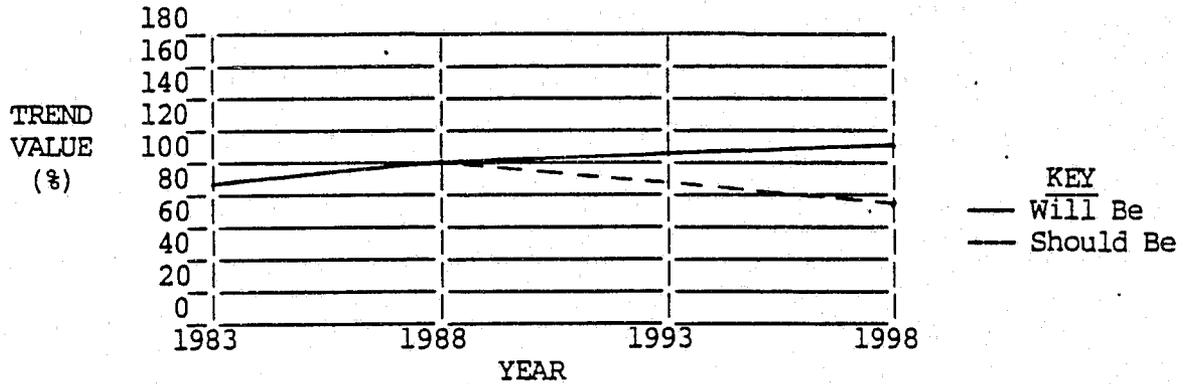
TREND GRAPHS

TREND GRAPHS

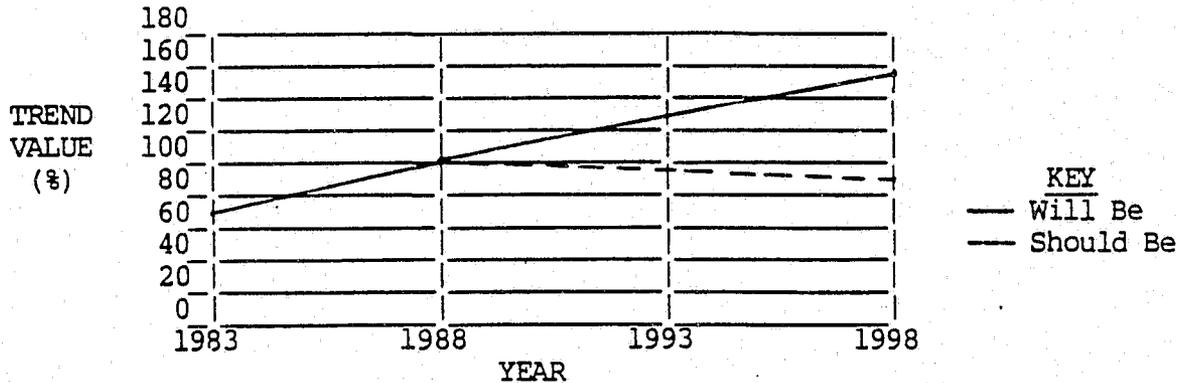
TREND I: INCREASING LEVEL OF GOVN'T BUDGET/EXPENDITURES



TREND II: INCREASED DRUG USE BY GENERAL POPULATION

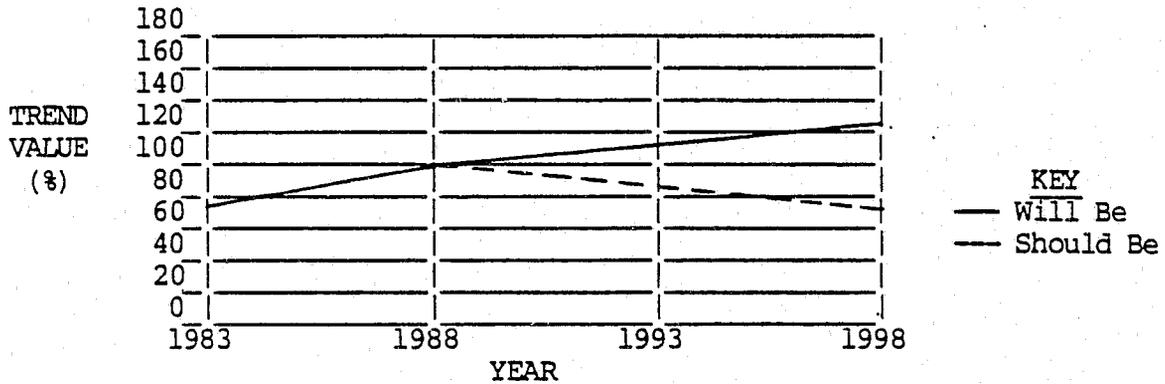


TREND III: INCREASING HEALTH CARE COSTS

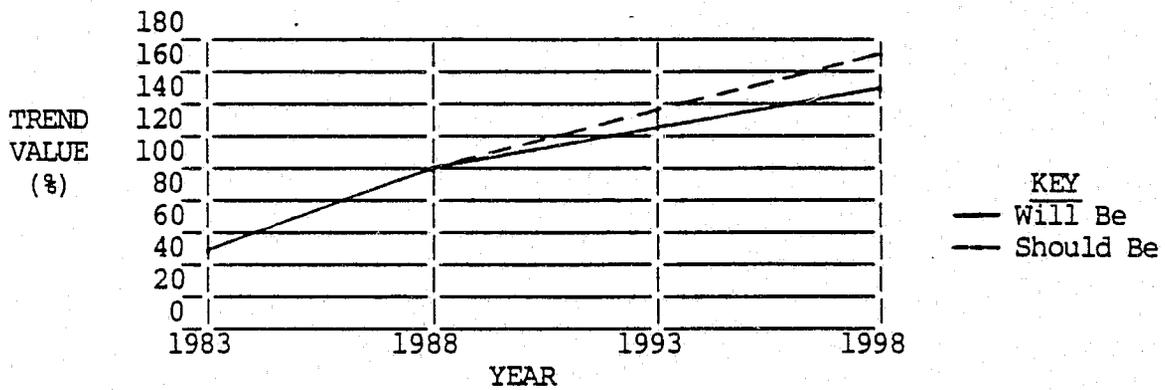


TREND GRAPHS (CONTINUED)

TREND IV: INCREASING LEVEL OF ACCEPTANCE
OF SOCIAL USE OF DRUGS



TREND V: INCREASING EMPLOYER RECOGNITION
OF EMPLOYEE DRUG ABUSE PROBLEMS



APPENDIX D

EVENTS PROBABILITY/IMPACT CHART

EVENTS PROBABILITY/IMPACT CHART

	Probability By:		Impact On	
	1993	1998	(General)	(Law Enf.)
	(percent)			
1. Cure for AIDS	19	50	3	3
2. Health Care System Overloaded With Drug-Related Illnesses	22.5	46	-6	-5
3. Major Financial Recession	30	51	-5	-5
4. Mandatory Drug Testing	37	57	-2	5
5. Death Penalty Applied To Drug Dealers	27	29	-2	2

APPENDIX E

CROSS-IMPACT MATRIX

EVENTS Probability	EVENTS					TRENDS				
	E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5
E-1	54	40	25	25	NC	-5	0	-15	0	0
E-2	53	30	80	50	NC	20	5	10	0	5
E-3	61	25	90	NC	NC	45	10	35	10	0
E-4	60	60	62	NC	NC	2	-15	-2	-20	55
E-5	49	NC	51	NC	NC	.5	-2	0	-10	0

CROSS-IMPACT MATRIX
(In Percentage)

KEY

E-1 Cure for AIDS
 E-2 Health Care System Overloaded
 With Drug-Related Illnesses
 E-3 Major Financial Recession
 E-4 Mandatory Drug Testing
 E-5 Death Penalty Applied to
 Drug Dealers
 NC No Change

T-1 Increasing Level of Government
 Budget/Expenditures
 T-2 Increasing Drug Use by General
 Population
 T-3 Increasing Health Care Costs
 T-4 Increasing Levels of Acceptance
 of Social Use of Drugs
 T-5 Increased Employer Recognition
 of Employee Drug Abuse Problems

APPENDIX F

W.O.T.S. - U.P. ANALYSIS

W.O.T.S. - U.P. ANALYSIS

EXTERNAL

OPPORTUNITIES:

- o Public support for increased tax savings.
- o As fiscal crises occur, the public's acceptance of change will increase.
- o Public aware of high cost of criminalized drug law enforcement.
- o Increased safety for drug users, minimized drug crime activity.

THREATS:

- o Traditional public values may interfere with implementation.
- o Fear of increasing numbers of drug users.
- o Increased burden on society due to greater number of non-functional citizens.

INTERNAL

STRENGTHS:

- o The police department has skilled/talented managers.
- o Law enforcement in general is powerful force.
- o Very high level of city management support.
- o Community trust and support is high.
- o City and police managers possess skills and resources to effect substantial change.
- o There is general agreement that the time will come for substantial change in drug law enforcement policies.

WEAKNESSES:

- o Many employees, including management have the "gov't employee" mentality and resist all but familiar change.
- o Technologically, the department is minimally up-to-date.
- o Employee turnover is seen as a problem (lack of long-term commitment to the organization).

APPENDIX G

S.A.S.T. PROCESS

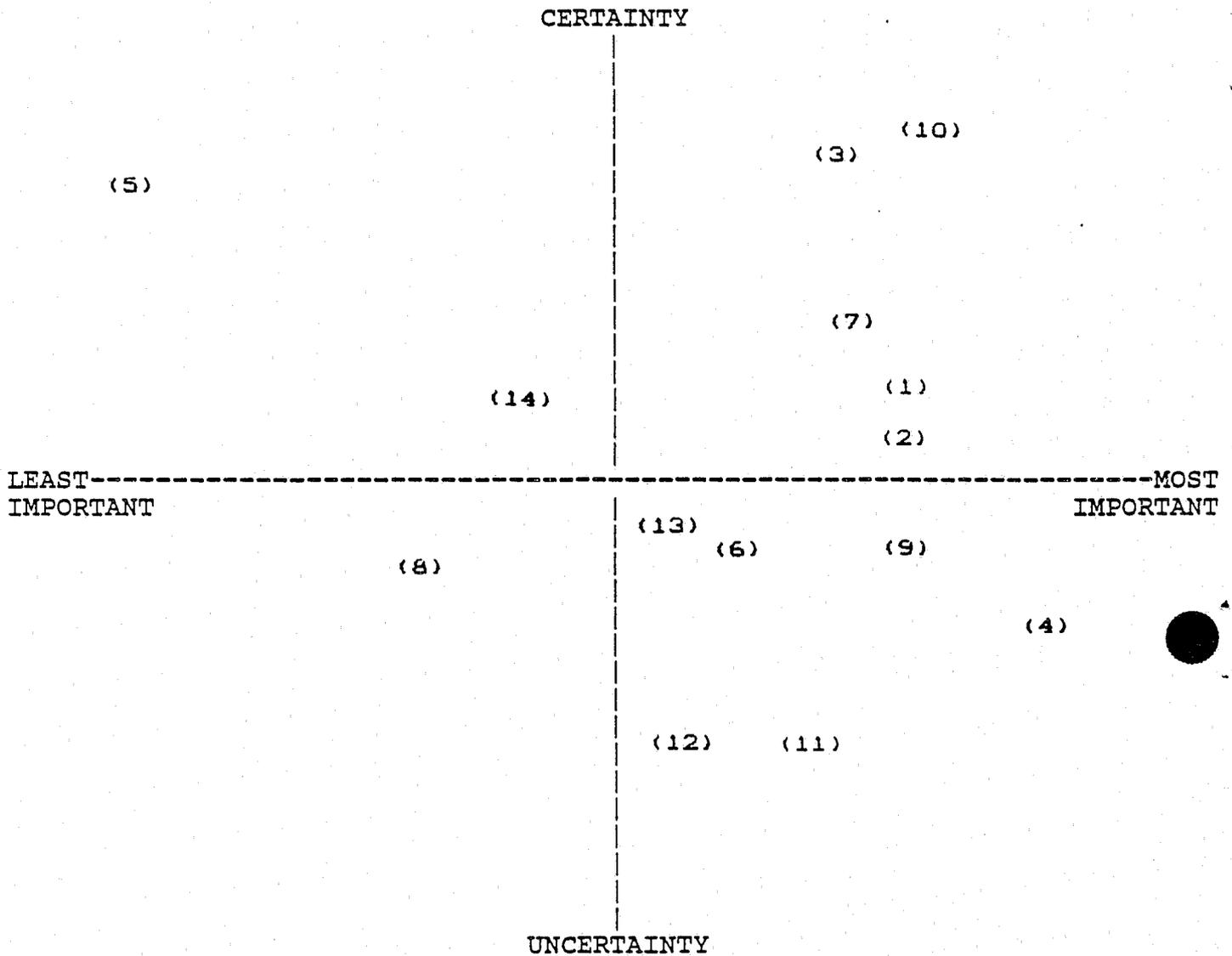
STAKEHOLDER ASSUMPTIONS

STAKEHOLDERS	STRATEGIC ALTERNATIVES		
	Alt. 1	Alt. 2	Alt. 3
General Public	F	S	A
Elected Officials	S	A	A
Media	F	N	A
Law Enforcement	S	A	F
Drug Dealers, Corrupt Govn't Off.	A	A	A
Businesses	F	A	A
ACLU	S	S	S
Medical Community	F	A	N
Courts	F	A	A
Legislature	N	N	A
City Management	N	A	N
Governor	N	A	F
Attorney General	F	A	A
Special Interest Groups	F	S	A

KEY:

F = For
A = Against
S = Split
N = Neutral

STAKEHOLDER ASSUMPTIONS
RECOMMENDED STRATEGIC POLICY



STAKEHOLDERS

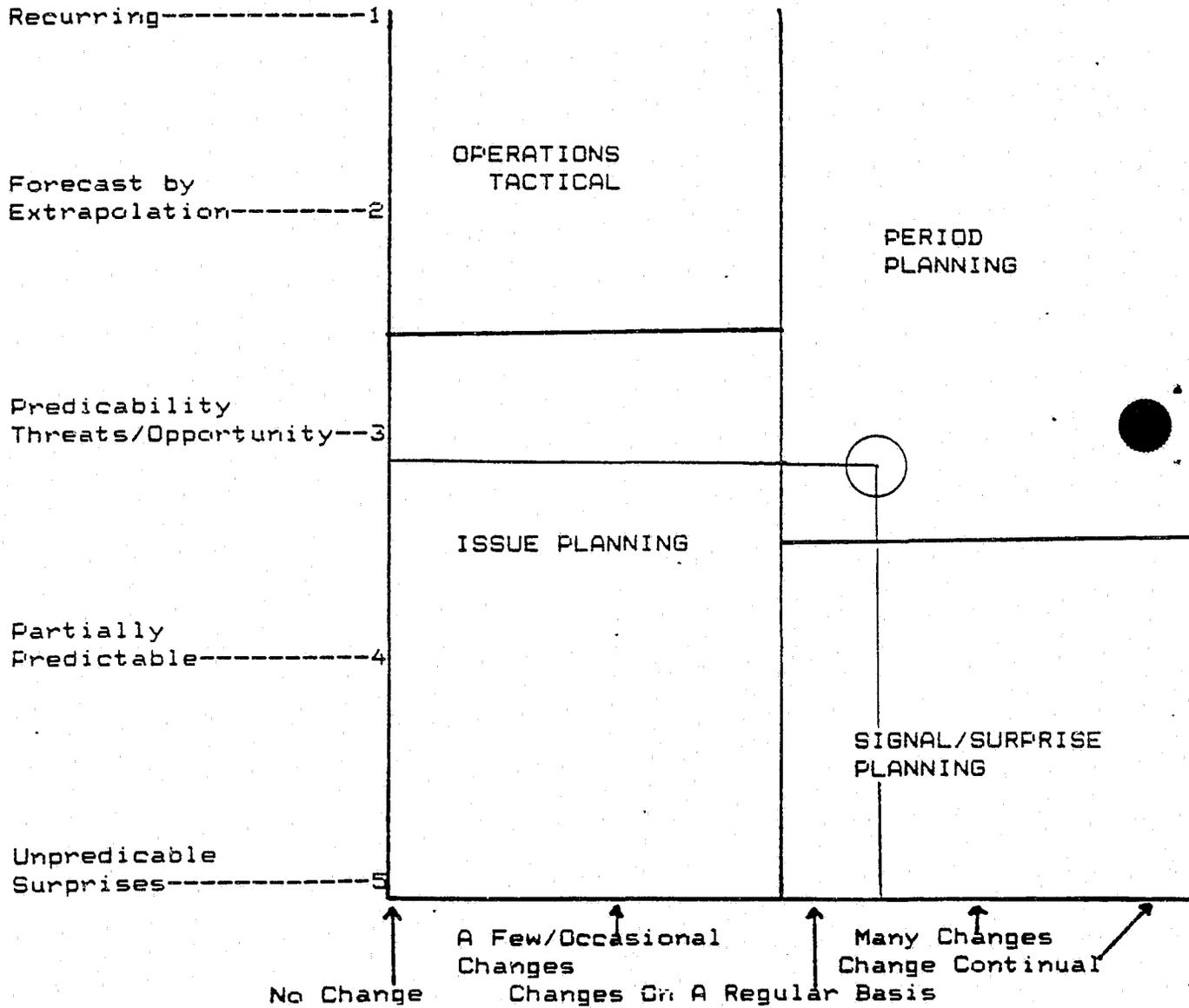
- | | |
|--|-----------------------------|
| 1. General Public | 8. Medical Community |
| 2. Elected Officials | 9. Courts |
| 3. Media | 10. Legislature |
| 4. Law Enforcement | 11. City Management |
| 5. Drug Dealers, Corrupt
Government Officials | 12. Governor |
| 6. Businesses | 13. Attorney General |
| 7. ACLU | 14. Special Interest Groups |

APPENDIX H

PLANNING SYSTEM MATRIX

PLANNING SYSTEM MATRIX

FUTURE PREDICTABILITY



TURBULANCE/NUMBER OF CHANGES

APPENDIX I

RESPONSIBILITY CHART

RESPONSIBILITY CHART

ACTORS

City Manager	A	-	I	-	I	I	-
Mayor	I	-	I	-	I	-	-
Public Inform. Officer	S	I	I	-	S	I	-
Asst. Project Manager	S	R	R	R	R	S	R
Project Manager	R	A	R	A	A	R	A
Public Relations Manager	S	-	-	-	S	I	-
Tech. Support Manager	S	S	S	S	S	S	S
North County Chiefs Group	S	I	I	S	S	S	-
City Legislative Analyst	S	S	-	-	-	I	-
Budget Manager	A	-	-	I	-	S	S
City Council	A	-	I	-	-	I	-
Police Assoc. President	S	S	S	I	S	S	S
Police Chief	A	I	I	S	-	S	S
TASKS	Develop Budget, Prioritize Expend.	Set & Implement Training Goals	Develop Proced. for Change Impl.	Identify Staff to Work on Project	Info. Sharing & Communication	Problem Solving & Crisis Management	Organize and Direct Meetings

Key

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