

HOW WILL MID-SIZED LAW ENFORCEMENT AGENCIES PROMOTE  
RECOGNITION OF DRUG ADDICTION AS A DISEASE BY 2007?

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

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

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

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

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This project, written under the guidance and approval of the student's agency, mentor and advisor, has been presented and accepted by the Commission on Peace Officer Standards and Training, State of California, in fulfillment of the requirements of Command College Class Thirty Three.

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## Chapter One

### The Impact of Drug Addiction

#### Introduction

For the past few decades, law enforcement at the federal, state, and local levels has been waging a war against drugs. Every year, drug abuse kills approximately 14,000 Americans and cost taxpayers an estimated \$70 billion. Drug abuse incites child and spousal abuse, property and violent crime, gang activity, the spread of AIDS and other communicable diseases, and costs employers millions of dollars in accidents, mistakes, and absenteeism.<sup>1</sup>

Efforts to eliminate drugs have come from medical professionals, educational institutions, local police, federal agents, and the military. These efforts have included education, eradication, enforcement, treatment, and incarceration. Each year these on-going efforts result in the seizure of literally tons of illegal drugs and the confiscation of millions of dollars in illegal drugs, cash, and property.

The source of these illegal drugs is primarily through importation from other countries, as well as cultivation and manufacturing here in the United States. Drugs are smuggled by air, land, and sea, and it is virtually impossible to make a significant impact on the volume that is arriving in this country, undetected, on a daily basis. Here in the United States, due to continual

refinements in the manufacturing processes, drug labs that at one time required a high level of expertise and a remote location for operation, can now be transported in the trunk of a car and assembled in a residential home with relative ease.

There is no apparent end in sight to the problem of illegal drug use, and the subsequent issues of drug addiction. Illegal drugs have had, and continue to have, a significant negative effect on the health and welfare of society. They effect people of all ages, ethnic backgrounds, cultures, and at every socio-economic level. Illegal drugs are highly addictive and can have long lasting or even irreversible effects on the human body.<sup>2</sup>

### Why Do People Use Illegal Drugs?

The reasons that people have for using drugs are as varied as the people who use them. There are several factors that put someone at risk for drug use, and these factors can be found at the individual, family, and other social group levels. Being at risk for drug use, however, does not mean that a person will use drugs. The decision to use drugs is influenced by a person's situation and state of mind.

Research suggests that there are two main reasons why people turn to drug use. The first is to experience a new or exciting sensation. These people simply use drugs to feel good. They typically are influenced by their peers to use drugs and do so as a means to have fun and gain acceptance. Fortunately,

research also suggests that people who only use drugs to experience a particular sensation are more likely to be aware of, and receptive to, education and prevention efforts. They are also more likely to accept the evidence that drugs are harmful to their body.<sup>3</sup>

The second reason that people use drugs is to make them feel better or even normal. This group often uses drugs as a means to escape or cope with difficult life situations such as poverty, abuse, depression, panic disorders, or schizophrenia. They are not using drugs just to have fun; they use them because they think that the drugs will make them feel better. Unfortunately, these types of drug users think that the drugs will help them to solve their problems. Medical research has shown that this type of drug use only intensifies underlying psychological problems.<sup>4</sup>

Not everyone who uses drugs becomes addicted, but for some people, once they start using drugs they do become physically or mentally addicted. They want more and often feel like they need more. Over time, getting more drugs becomes the most important thing in their life; it uses up all of their time, money, and energy, and they often end up hurting the people who care about them most.

### What Has Been Done to Stop the Use of Illegal Drugs?

Looking back as far as 1915 when the Bureau of Internal Revenue was responsible for federal drug enforcement, there have been several decades of

law enforcement efforts to stop the trafficking and use of illegal drugs. By the 1960s there were two agencies responsible for the enforcement of drug laws: the Bureau of Drug Abuse Control and the Federal Bureau of Narcotics.

In 1960, only four million Americans had ever tried drugs. Currently, that number has risen to over 74 million. This is a clear indicator of the magnitude of the drug problem and the number of people whose lives have been adversely affected. By the early 1970s, drug use had not reached its all-time peak, but the problem was serious enough to prompt a response from the federal government.<sup>5</sup>

Federal agencies continued to work toward stopping the trafficking of narcotics in this country and the flow of illegal narcotics that were being imported from other countries. The United States Drug Enforcement Administration (DEA), which was established in 1973 by President Nixon, had primary responsibility for enforcing the nation's federal drug laws and working in a cooperative effort with local, state, federal, and international law enforcement organizations. The primary mission of the DEA was to identify, target, and bring the most significant drug traffickers in the world to justice.<sup>6</sup>

By the early 1980s, many U.S. communities were inundated by violence as a result of the international drug trade. In 1985 the crack epidemic hit the U.S. full force and resulted in escalating violence among rival groups in many U.S. communities. In October 1986, Attorney General Edwin Meese announced that

the strategy for reducing crack cocaine trafficking would be to reduce the amount of cocaine entering this country.<sup>7</sup>

In 1986, President Reagan signed the Anti-Drug Abuse Act, which authorized \$4 billion to fight illegal drugs, primarily through law enforcement. In 1987 he formally announced that there would be a renewed “war on drugs”. A shift away from treatment, and a push towards enforcement and punishment intensified. Law enforcement agencies formed specialized units to address drug enforcement and many agencies joined forces to create regional task forces.<sup>8</sup>

The Anti-Drug Abuse Act of 1986 provided \$44 million in funding to the Bureau of Justice Assistance (BJA) grant program for urban law enforcement agencies to enforce drug laws, and \$1.5 million was made available to form five Crack Task Forces in Los Angeles, Houston, Minneapolis, Denver, and Detroit. The Anti-Drug Abuse Act also provided funding for education and treatment programs in an effort to reduce the level of demand for illegal drugs. This led to the establishment of the Office for Substance Abuse Prevention (OSAP), which was aimed at community prevention strategies.

In a continuing effort, the 1988 Anti-Drug Act increased criminal penalties for offenses related to drug trafficking and increased funding for state and local drug enforcement grant programs. This act also addressed drug eradication and interdiction efforts between the U.S. and other countries. Another requirement of this act called for the Secretary of the Treasury to initiate negotiations with governments whose banks were known to engage in significant U.S. dollar

transactions. This requirement helped to identify money laundering and illicit drug transaction funds.

In the early 1990s, President George H. Bush focused national efforts on a drug enforcement strategy that targeted both supply and demand reductions. Heroin was making a comeback in the U.S. and marijuana, which was being overshadowed by crack and heroin, was being cultivated in a manner that made it more potent. At the same time, the eradication of marijuana increased through the advanced technology of thermal imaging. President Bush also expanded the DEA's authority to conduct asset forfeitures for money and property acquired with illegal drug money.<sup>9</sup>

In the mid-nineties, the U.S. experienced a significant increase in the trafficking of methamphetamine and the prevalence of clandestine methamphetamine labs. This prompted new legislation, known as the Comprehensive Methamphetamine Control Act of 1996, which was signed by President Clinton to control precursor chemicals and the lab equipment used to manufacture Methamphetamine. During this same time a debate was raging over the medicinal use of marijuana and at least three states were faced with voter approval of the concept. That debate is continuing through the court systems today.<sup>10</sup>

Currently, under the leadership of President George W. Bush, the U.S. continues its fight against illegal drugs, both here in this country and around the world. Police agencies continue enforcement efforts and elections typically

contain proposals to construct new correctional facilities to house an ever-increasing prison population. At the same time there is a continuing push from proponents to legalize drugs, with the theory that legalization would help to end the drug-related violence, but would not increase drug use.<sup>11</sup>

### What Has Been Done to Address the Issue of Addiction?

The use of illegal drugs and the resulting issues of drug addiction are certainly nothing new. The concept of treatment for drug addiction goes as far back as the 1950s, when professionals began debating whether drug addiction was a crime or a disease. Since the mid-1970s, there has been a push to expand federal recognition and support for drug addiction treatment. One event, of note, that helped promote awareness of the magnitude of drug addiction, occurred in 1978, when former First Lady Betty Ford admitted to the nation that she was addicted to alcohol and prescription drugs. This opened the eyes of the nation and made people more aware that the abuse of drugs was a problem at all socio-economic levels. In 1982 she lent her name to a treatment center for alcoholism and drug addiction in Southern California.

In 1986, the American Medical Association began calling drug dependency a disease and considered treatment a legitimate part of medical practice. In 1989, Miami Judge Stanley Goldstein started the first specialized "drug court". This is considered to be a significant event that started a national movement

toward referring non-violent drug offenders to treatment as an alternative to incarceration.<sup>12</sup>

There is little current debate in the medical field as to whether illegal drugs are addictive and harmful. There is sufficient scientific data to show the negative effects that drugs have on the human body and their undeniable addictive effects. Researchers at Columbia University have said that drugs are not dangerous because they are illegal; they are illegal because they are dangerous.<sup>13</sup>

According to the National Institute on Drug Abuse, drug addiction is a biological and pathological process that alters the way in which the pleasure center, as well as other parts of the brain, functions. All drugs that are addictive can activate the brain's pleasure circuit. Almost all drugs that change the way the brain works, do so by affecting chemical neurotransmission. Some drugs, like heroin and LSD, mimic the effects of a natural neurotransmitter. Others, like PCP, block receptors and thereby prevent neural messages from getting through. Still others, like cocaine, interfere with the molecules that are responsible for transporting neurotransmitters back into the neurons that released them. Finally, some drugs, such as methamphetamine, act by causing neurotransmitters to be released in greater amounts than normal.<sup>14</sup>

The key to this is that prolonged drug use changes the brain in fundamental and long-lasting ways. These long-lasting changes are a major component of the addiction itself. It is as though there is a figurative switch in

the brain that flips at some point during an individual's drug use. The point at which this flip occurs varies from individual to individual, but the effect of this change is the transformation of a drug abuser to a drug addict.<sup>15</sup>

This scientific explanation of the effect that drugs have on the brain, and their addictive qualities, is fundamental to the argument that drug addiction is not a condition of choice, but a legitimate disease. The ability of a drug user to stop using drugs is clearly not as simple as deciding to abstain from further use. The need for adequate, long-term treatment is crucial as a means of assisting an addict in reclaiming his life, and reducing crime in the nation.

#### What Else Needs to Be Done?

Prisons are full of drug offenders, many of them considered to be non-violent, and it seems as though more prisons are constantly being built to stop the use and trafficking of illegal drugs. Tougher laws have been enacted for the possession, sales, or manufacturing of narcotics and, according to researchers at Columbia University, the prison population continues to steadily increase.<sup>16</sup>

In March 2002, the head of the DEA, Asa Hutchinson, urged Congress to support a bill that would "authorize more than \$100 million for local law enforcement to find methamphetamine labs, clean them up, prosecute drug dealers, and educate young people about the dangers of the drug."<sup>17</sup> In contrast, in April 2002, North Korean leader Kim Jong ordered that all drug users be executed by firing squad. These are two examples, one of them extreme, of

the types of current measures that governments are proposing; however, neither includes treatment.

In November 2000, voters in California overwhelmingly approved Proposition 36, which allows treatment, rather than incarceration, to non-violent drug offenders. In San Mateo County, since Proposition 36 went into effect, an average of one person per day has been placed into treatment rather than prison. The program in San Mateo County is designed to teach people how to cope with life's stresses without illegal drugs or alcohol. The program also offers education in skills needed for recovery, including budgeting, cooking, parenting, cleaning, and job skills.

Since the law went into effect, San Mateo County has spent approximately \$2.1 million to implement the new law. Efforts have been hampered, at times, by the confusing court system and an overburdened probation department. To improve the process for the participants, two judges have been assigned to handle all of the Proposition 36 cases, and the probation department doubled the number of staff who track the addiction-treatment cases.

At this time, the State Department of Drug and Alcohol Programs is compiling data from county Proposition 36 programs statewide for a comprehensive report. The intent of the report is to show the effects of Proposition 36, but a determination of the cost of treatment versus the cost of incarceration won't be available for another year.<sup>18</sup> It is anticipated that the findings will be positive. This is an excellent example, and just one option, for

providing treatment to drug addicts rather than sentencing them to prison with no treatment.

### Can Addiction Be Treated?

According to the National Institute of Drug Abuse, treatment for drug addiction is as successful as treatment for other diseases such as diabetes, hypertension, and asthma. Through individualized treatment, people can gain the strength and will power to overcome their addiction to drugs, and it is estimated that drug treatment reduces drug use by 40-60%.<sup>19</sup>

There are several types of treatment available today for drug addiction. Some of the most common methods include short-term residential methods, medicated therapy, outpatient drug-free treatment, and therapeutic communities. These different options make it easier to tailor a treatment option to an addict's particular circumstances. As a cost saving measure, to offer one example, one year of methadone treatment costs \$4,700 per patient. One year of prison costs \$18,400 per prisoner.<sup>20</sup>

### What Does the Future Hold without Treatment?

As previously mentioned, prisons are continuing to fill with drug offenders and, as prison capacities are reached, more prisons are built. It would appear that there is an attempt to lock up drug addicts in order to eliminate them from society, but little is being done to prepare them to function upon their release.

Studies have shown that prison inmates that are addicted to drugs are the most likely to be reincarcerated, again and again, and the length of their sentences increase for each repeat offense.<sup>21</sup>

A study by The National Center on Addiction and Substance Abuse at Columbia University revealed that the prison population in America, between 1980 and 1996, tripled from 500,000 to 1.7 million. The study showed that this was primarily due to criminal activity that was linked to drug and alcohol abuse. The study revealed that drug and alcohol abuse, and addiction, are implicated in the incarceration of 80% (1.4 million) of the 1.7 million men and women in prison today.<sup>22</sup>

Not utilizing the criminal justice system to get non-violent drug offenders into treatment is irrational and poor public policy. Public funds are being wasted on the incarceration of many of the nation's prisoners and repeatedly releasing them back into society without the necessary treatment or tools needed to function and be successful. The practice of releasing drug-addicted inmates without treatment helps to maintain the market for illegal drugs and the support of drug dealers.

### What is Law Enforcement's Role?

Law enforcement has the primary responsibility for enforcing the nation's drug laws and removing offenders from the streets. Despite valiant efforts over the past few decades, law enforcement officials must face the fact that there is

little they can do to impact the supply of illegal drugs in this country. They should therefore invest their energy in trying to impact the demand for illegal drugs by promoting the recognition of drug addiction as a disease and the need for education and treatment.

Promoting drug addiction as a disease is not a traditional role for law enforcement organizations and would likely require considerable effort to make the transition from a focus on enforcement to an understanding and sincere desire to promote drug addiction as a disease. This is a future issue because police organizations, as well as society in general, will have to go through a transition and educational process, and the funding and infrastructure will have to be put into place to make this concept successful.

To help guide this transition, an organized approach must be used to identify different alternatives and to forecast how those alternatives will impact the issue of promoting drug addiction as a disease in the future. In the next chapter the concept of promoting drug addiction as a disease will be examined through futures forecasting.

## Chapter Two

### Futures Forecasting

The previous chapter reviewed highlights of the efforts made, both past and present, to stop the use of drugs in this country and to offer treatment to those who suffer from addiction. The purpose of this chapter is to consider the future and the different possibilities that may be developed in addressing the topic of drug addiction, and a mid-sized law enforcement agency's role in promoting drug addiction as a disease.

#### Description of Process

In order to conduct a futures forecast, a group discussion was facilitated using the Nominal Group Technique (NGT). The NGT is a small group technique that was originally developed by Andre Delbecq in 1975. The NGT is used to obtain informed input on a specific question. The process consists of a series of brainstorming sessions where the participants work both individually and as a collective group to generate ideas about possible futures. The brainstorming sessions were used to identify trends and events that are associated with the issue statement (How will mid-sized law enforcement agencies promote recognition of drug addiction as a disease by 2007?). The identification of these trends and events is a critical step in the development of scenarios, which are then used in a strategic planning process.

## Panel Members

Viewing the NGT Process as a critical component of research, a panel of individuals was selected to provide the knowledge and insight necessary to explore the topic thoroughly. In identifying potential panel members, consideration was given to gender, age, profession, education, and background. The panel that was ultimately selected was a good representation of these characteristics with a near even split of male and female and an age range from 20 to 48 years. The panel's education level varied from high school graduate to post graduate degrees, and they had a variety of backgrounds that added relevancy to the discussion of the topic.

The panel ultimately consisted of a police officer with extensive narcotics investigation background, a registered nurse with experience from working in an emergency room and in neo-natal care, a DARE Officer, a pharmacist, a paramedic, a college student, a representative from Narcotics Anonymous, a police officer assigned to the Community Policing Unit, and a community service officer with experience in counseling drug offenders.

## Trends

Trends are a series of incidents or events taking place, which seem to indicate a direction in which a particular issue may be heading. A trend can be based upon the past, present, or future, and can be quantitative or qualitative. Each panel member was asked to name trends that they felt would have an

impact, positive or negative, on the future of the issue statement. Examples of trends could be the reduction in the severity of drug offense penalties, (marijuana possession reduced to a citable offense), funding issues, or the level of success in stopping the drug trade.

All of the trends identified by each panel member during the brainstorming session were listed for the entire group to see (reference Appendix One). They were then narrowed to the top ten major trends that the group felt would have the greatest impact on the issue statement being discussed. Once that process was complete, the participants were asked to give each trend a rating value.

The Trend Table consists of a base line of 100. That value represents the status of the particular trend as it stands today. The panel also rated the level of the trends five years in the past, and five and ten years into the future. The intent is to project where the trend has been and where it is going to go within the periods indicated. The last column of the table titled "Concern 1-10" is an indication of the level of concern that the panel had regarding a particular trend. A ten signifies a great deal of concern while a value of one indicates little concern. The number ratings for each trend signify the average of the values provided by the panel (reference Appendix Two).

### Analysis of Trends

Trend #1: Reluctance by District Attorneys to charge drug offenders.

The NGT panel felt that this was a significant trend because it is indicative of an evolving level of social apathy. On the one hand, society is calling for stricter penalties for drug related offenses and voter approval for more prisons has been high. On the other hand, many prisons are at full capacity and drug offenders, who are a significant portion of the prison population, seem to be going through a revolving door. The panel felt that the reluctance on the part of prosecutors is due to a lack of effective treatment in prisons, the need to ease prison over-crowding, and the lack of resources available to properly administer an effective parole system.

The panel felt that without effective treatment for drug addiction, prison overcrowding would continue to increase in the future and that the reluctance by district attorneys would intensify.

Trend #2: Prison overcrowding due to the number of drug offenders.

Although closely associated with Trend #1, the panel felt that this trend was significant due to the number of non-violent drug offenders who are currently in prison. The concern is that drug offenders are being sentenced to prison in record numbers, and often returning to prison, due to a lack of available resources for adequate drug treatment. As more and more people are introduced to the prison environment, but do not receive treatment for drug addiction, the crime rate could also be adversely affected.

Trend #3: Availability of cheaper illegal drugs.

The panel felt that this was a significant trend because drugs are becoming easier to manufacture and therefore more affordable. It was felt that this was due in large part to the rudimentary methods of manufacturing drugs, such as methamphetamine, which has increased the available supply of illegal drugs. People have grown their own marijuana for years, but now they can manufacture other illegal drugs at home as well. This makes it much easier for people to distribute the drugs and puts less reliance on supplies from other countries.

Trend #4: National movement to legalize drugs.

The panel felt that this was a significant trend because of the level of support this issue is receiving from the voting public. Recent voter approval of propositions in California to make marijuana available for medicinal purposes, and other illegal drugs available by prescription in Arizona, are indicators of a national movement. The passage of these propositions may indicate an increased level of acceptance of drug use in our society and a desire for legalization. It may also be an indicator of the level of apathy among citizens in educating themselves about important issues and the level of active involvement in the voting process.

Trend #5: Lack of parental involvement in drug education.

The panel felt that certain segments of society have accepted the reality of drug use, as evidenced by constant media glorification, glamorization in

movies and television, and the content of music lyrics. Drug use is prevalent at all socio-economic levels in society. To deny this fact is both foolish and naïve. Unfortunately, society seems to be in denial over the fact that illegal drug use is a significant issue and this makes it very difficult to address the problem.

Trend #6: Cost of incarceration.

The panel identified the fact that millions, or perhaps billions, of dollars are spent each year on drug eradication, drug enforcement, and incarceration. This includes the cost of housing prisoners as well as the cost of constructing new prisons. They felt that a more proactive approach would be to spend a portion of that money on drug treatment and education, in an attempt to address the problem rather than continuing to address the symptoms of the problem. The panel recognized that the costs for treatment would increase, but future costs for incarceration would begin to level off and eventually decrease. This is an area where the law enforcement community would have to make a paradigm shift, but could have a significant influence over politicians and other policy makers.

Trend #7: Costs to the health care system.

The panel identified drug-related health concerns as one of the most serious trends that our society is experiencing. AIDS and hepatitis alone claim thousands of lives each year, despite health warnings, public education, and the associated death rate. The level of health care that is required to address these diseases is high and the associated costs are astronomical. The panel felt that

the costs for health care would continue to steadily increase into the future. It should also be noted that many of the patients who receive treatment for these illnesses do not have health insurance and therefore receive treatment at taxpayer expense.

Trend#8: Number of drug diversion cases.

The panel felt that this was a significant trend because it is a positive step toward treatment of drug offenders rather than incarceration. In 2002, as an example, voters approved Proposition 36, which applies to non-violent drug users and mandates probation and treatment upon a drug conviction. It does not eliminate an initial arrest, and jail or prison is likely if the terms of probation are violated.

The panel also felt that since voters approved this proposition, it is an indication that society recognizes that the efforts to eliminate drugs through eradication and enforcement have failed. It is also a positive step toward the recognition that while drug use is a personal choice, drug addiction is a disease and not simply a choice.

Trend #9: Tolerance of marijuana use – transition from being an arrestable offense to a citable offense.

The panel felt that this trend was one of the first steps toward societal acceptance of drug use. Once considered a serious criminal offense, possession of small quantities of marijuana is handled in the same manner as a traffic infraction. The panel also felt that this was a signal of the criminal justice

system's inability to keep pace with, and adequately process, the volume of marijuana possession violations.

Trend #10: Acceptance of marijuana for medicinal purposes.

The panel felt that our society is beginning to either accept the notion that some illegal drugs may have legitimate uses, or that they are numb to the constant bombardment of news and information surrounding drugs and are simply "giving up". One example cited was the passage of the Medical Marijuana Bill. The panel viewed this as evidence of our society's acceptance of marijuana for medicinal purposes. This is a significant issue and what some fear will be the turning point toward the legalization of drugs. The panel felt that the trend toward establishing legitimate uses of marijuana would continue to increase in the future.

### Events

After identifying and rating trends, the panel conducted the same type of exercise with events. Events are different from trends in that events are singular occurrences. Events occur at a specific date and time. Examples of events would be the bombing of Pearl Harbor, man's first step on the moon, or the assassination of President Kennedy. Participants were asked to identify events that could happen now or in the future and how these events could effect law enforcement agencies in promoting recognition of drug addiction as a disease. They were then asked to compile a list of events, in the same fashion as they

had done for trends, and then narrowed the list to eight major events. Once that was complete they were asked to give each event a rating value.

The Event Table consists of four columns of ratings. The "Year>0" column is an estimate of the number of years into the future the probability of an event exceeds zero. The "+5 Years" column indicates the probability of an event, as a percentage, occurring within the next five years. The "+10 Years" column indicates the probability of an event occurring within the next ten years. The last column, "Impact -10 to +10", indicates the level of impact that an event would have on the issue in question and whether or not that impact would be considered negative or positive. A rating of ten would indicate a significant impact while a one or a zero would indicate a lesser or no impact. The number and percentage ratings for each event signify the averages of the values provided by the panel (reference Appendix Four).

### Analysis of Events

Event #1: Drug trafficking incident involving law enforcement personnel.

The panel felt that this event was likely, based upon past events, and that it would have a negative impact upon any efforts by law enforcement to promote recognition of drug addiction as a disease. The credibility of law enforcement would further erode and reveal that the police, who are presumably sympathetic toward the evils of addiction, are intentionally victimizing vulnerable people.

Event #2: Identification of medication to suppress drug addiction.

The panel felt that this could occur in the very near future and would have a significant impact upon drug addiction. If a drug could be developed that would help to neutralize the addictive qualities of illegal drugs, it would lessen the degree of will power necessary to stop using them. Development of a new drug would be costly; however, the panel also gave consideration to the fact that the federal government could redirect a small portion of the funding that is currently being spent on drug enforcement.

Event #3: Voter approval to legalize drug use.

The panel did not feel that this would occur anytime soon, but felt that if other efforts to stop drug addiction failed, society may look at legalization of drugs as the only other option. With only approximately 30% of the eligible voters participating in elections, legalization may be more feasible than many people realize.

Event #4: Reopening of state hospitals to treat drug addiction.

The panel felt that reopening the state hospitals would be a good long-term strategy to address not only drug addiction, but also the associated problems of homelessness and mental illness. These three issues are high priorities for law enforcement agencies, and to reduce any or all of them would have a positive impact on our society.

The overall idea of the panel was to provide some kind of resource for people who suffer from drug addiction but have no means to seek help. This

would not have to be in the form of hospitals, but some kind of long-term live-in facility to help people get redirected.

Event #5: A prominent figure reveals drug addiction.

Although this event has occurred in the past, the panel felt that it would occur again in the future. The panel felt that this would be a significant event because it would help people realize that drug addiction affects people from every socio-economic level, and would bring the reality of drug addiction closer to home. People tend to pay more attention to people who are considered to be famous and this type of event could raise the level of social acceptance of drug addiction, or at least awareness, considerably. This type of event could reduce the level of perceived stigma associated with addiction and result in other prominent figures making the choice to come forward seeking assistance.

Event #6: Re-establishment of the family unit

The panel felt that the breakdown of the family unit, with less emphasis being placed on the amount of time families spend together, was a contributing factor to drug use, and eventual drug addiction, by adolescents. Parental reluctance (or lack of knowledge) to discuss drug use issues with their children, as well as drug use by parents themselves was also considered to be a contributing factor. The panel viewed this as a trend based event and felt that there was a chance of re-establishing the family unit, but that it was not likely to occur within the next ten years.

Event#7: Recognition by law enforcement of drug addiction as a disease.

The panel discussed the fact that in the late 1980s, the American Medical Association recognized drug dependency as a disease and deemed that treatment was a legitimate part of medical practice. This event was significant as an indicator that the medical profession recognized and accepted the drug addiction issue and the need for treatment.

The panel felt that society, as a whole, and particularly law enforcement, did not recognize drug addiction as a disease. Acceptance by law enforcement would be a positive step toward greater awareness by society and would lend more credibility to the issue of addiction and the fact that people who are addicted to drugs actually develop a chemical dependency for the substances.

The panel felt that there was a low probability that law enforcement would officially recognize drug addiction as a disease within the next ten years and that that would negatively effect the efforts being made toward recognition.

Event #8: Use of the military for drug enforcement (to supplement law enforcement).

The panel felt that this would be difficult to accomplish from a political standpoint, but that past and current law enforcement efforts alone have not been successful. The panel felt that if the military were used to supplement law enforcement, police agencies would be able to intensify their efforts to stop drug importation and trafficking. This would obviously need to be done in conjunction with sincere efforts toward education, prevention, and treatment.

## Cross Impact Analysis

Following the NGT exercise, three of the original NGT panel members utilized the averages of the values from the trends and events summaries to complete a cross-impact analysis. The purpose of this exercise was to determine the impact that the individual events may have on the individual trends. Each event was considered to determine if it would have a positive, negative, or no impact on each of the trends. A five-point scale was used, from zero to five, in addition to a +/- to indicate a positive or negative impact. The values provided were the averages of those provided by the panel members (reference Appendix Five).

A drug trafficking incident involving law enforcement personnel (E1) would have a positive impact on the reluctance of district attorneys to charge drug offenders (T1) and cause them to reevaluate their practices. They would be placed in a situation where they would need to make an example of the offenders and give consideration to how their reluctance to charge drug offenders adds to the issue of drug use and addiction. This type of incident involving law enforcement personnel would also have a positive impact on the lack of parental involvement in drug education (T5) as parents realize the magnitude of the drug problem.

Identification of medication to suppress drug addiction (E2) would have a positive impact on the costs to the health care system (T7) as the need to treat long-term drug addiction and other related health concerns would decrease. It

would also have a positive impact on the number of drug diversion cases (T8) which would also decrease.

Voter approval to legalize drug use (E3) would negatively impact the availability of cheaper illegal drugs (T3) since illegally manufactured drugs would no longer be in demand. The tolerance of marijuana use (T9) and the acceptance of marijuana for medicinal purposes (T10) would no longer be an issue.

The reopening of state hospitals to treat drug addiction (E4) would have a positive impact on prison overcrowding due to the number of drug offenders (T2) and the associated cost of incarceration (T6). There would be a negative impact on the costs to the health care system (T7), at least initially, but this would likely be reversed as people addicted to drugs were successfully treated.

Recognition by law enforcement of drug addiction as a disease (E7) would have a positive impact on the issue of prison overcrowding (T2), as more people would be treated for drug addiction rather than being sentenced to prison. Recognition by law enforcement would have a negative impact, however, on the national movement to legalize drugs (T4). If law enforcement promoted drug addiction as a disease, it would lend more credibility to the arguments against drug legalization. If an adequate system were in place to treat drug addiction, there would also be a positive impact on the number of drug diversion cases (T8).

## Scenarios of Possible Futures

As a result of the trends and events that were identified by the NGT panel, scenarios are then developed to explore possible futures. One of these scenarios will then be the focus of a strategic plan, in preparation for organizational change.

### Scenario #1: Pessimistic

In April of the year 2004, the following article appears in newspapers throughout the United States and around the world. The media covers the story for several days and the topic of drugs consumes nearly every television and radio talk show as if a significant disaster has occurred. It is evident to the citizens of the United States, and to countries around the world, that the lives of American citizens were about to change significantly. They were embarking on a new way of life and there was fear and concern over their future.

After years of funding drug enforcement operations through local, state, and federal agencies, the United States government has finally conceded that the nation has lost the war on drugs. An effort to work with foreign countries where much of the drug trade originates has been unsuccessful. Trying to stop people from smuggling drugs into the United States by air, sea, and land has proven to be virtually impossible. Finally, trying to stop the local drug dealers from selling drugs and the gang members from killing each other over drug territory has also proven to be a near impossible task.

The President of the United States has stepped forward and acknowledged this defeat. He has recognized law enforcement agencies for their valiant efforts, but has said that the government cannot afford to continue funding such futile efforts. The President has said that he does not want to legalize drugs in America, or let the drug offenders run free, but the prisons are at full capacity and building more does not seem to stem the tide of incoming drug offenders. The nation's efforts to punish drug offenders through incarceration have not made a significant impact and efforts to rehabilitate addicts in prison have been equally unsuccessful.

The President is calling upon all citizens in America to join in the fight against drugs. He is urging them to make this effort to improve the quality of life in this country, particularly for the children. "Drugs are killing our way of life in the United States", the President says, "and we cannot sit by and watch our country or its people deteriorate any further."

The President is asking law enforcement agencies to alter their priorities and to help in this new effort by taking an active role in the educational process for people of all ages, races, and at all socio-economic levels. The President's new plan will divert a major portion of funding previously allocated for drug enforcement toward efforts in education and treatment of drug offenders.

"There will still be a need to incarcerate violent offenders and those who cause harm to others, but the endless cycle of drug addicts going in and out of prison has to end", the president says.

Although it is difficult to admit defeat, law enforcement officials have agreed and vowed their commitment to help make the President's proposal succeed. Law enforcement agencies will scale back their drug enforcement personnel considerably and reassign them to work in the schools and in other social programs to educate the public on the devastating effect drugs can have on people's lives. They will be involved in treatment programs, working as mentors and instructors, and setting up amnesty programs where people can go for help without the fear of being arrested.

In April of the year 2007, the President of the United States speaks to the nation through a State of the Union Address. It is evident by his body language that the news he's about to deliver was not positive. As he nears the end of his first term in office, the President addresses his nation to acknowledge that:

The efforts to stop the drug trade through education and treatment have failed miserably. Our efforts initially had a dramatic effect as drug addicts came forward for assistance in putting their lives back together. But drug related crime has continued, and the drug dealers have stayed in business. The communities of this nation and the police who are sworn to protect them have lost patience, and the rate of drug-related arrests has again sharply increased. The police have begun arresting more people and booking them into jail, but the judicial system no longer has the resources to process people in such large numbers and therefore the conviction rate is very low.

It is evident that most drug addicts are not being sent to prison, but are being released or sentenced to attend diversion courses. This has made the situation even more frustrating, since judges were instructed to support the education and treatment programs that were established. The judges are also well aware that the prison population is still high due to the re-direction of resources from prisons to treatment facilities and the closure of many of the older correctional facilities.

The treatment facilities that have been established are inadequate for the number of people who require treatment. They are understaffed and cannot offer people the level of service that they really need. With inadequate treatment facilities and limited space in correctional institutions, many of the people who are addicted to drugs are receiving no attention at all. These people are free to roam in a society that obviously cannot help them.

The initial plan was intended to end the drug trade by impacting the demand for drugs. It seemed like a viable plan but, in the end, turned out to be a disaster. There wasn't a strong enough commitment to devote the necessary resources that could have had an impact on the problem. Over time, law enforcement came to realize that they were in a no-win situation and went back to incarcerating drug addicts. They had little control over the judicial system at that point, but they knew that they had to take some responsibility for the people who were victimizing society as a result of their addiction to drugs. Once again, the endless and vicious cycle began.

#### Scenario #2: Optimistic

As the young high school student was wheeled into the emergency room, one of the paramedics announced "she's code blue." The doctors and nurses began working anxiously to help the young girl as the paramedic explained that she had been at a party and had possibly overdosed on "Ecstasy".

Unfortunately, it was too late. Her friends had panicked and waited too long before calling 9-1-1 for help. As the doctor pronounced her deceased, one of the nurses said, "there must be some way for us to help these kids."

When she returned home the following morning, she wasn't really in the mood to open the presents under the Christmas tree. She told her husband about the young girl who had died; he just shook his head in disbelief. He had seen too many situations like that before. A 25-year-veteran, and the Chief of Police of the Metro Police Department, he had witnessed the senseless deaths of too many people and the difficult lives of those who were addicted to drugs. It had become too easy for people, including kids, to obtain illegal drugs and he too wished there were something he could do.

A few weeks later the Chief attended a monthly meeting where police chiefs from the surrounding areas gathered to discuss common issues. The idea of a drug task force came up and it struck the chief that this was his opportunity to address his concerns about drugs and addiction. He expressed his views, sharing the story of the young girl who had died on Christmas Eve, and expressed his opinion that enforcement efforts were not effective enough. He asked if a few of his colleagues would be willing to form a task force to explore other options and several agreed to assist him.

That afternoon he drafted a letter to the State Attorney General, requesting a meeting to explore alternatives to the current drug enforcement efforts. He expressed his opinions about drug addiction and the need to address the problem as a disease. When the attorney general read the letter he immediately called the chief to schedule the meeting. He thanked the chief, stating that he too was frustrated by the apparent ineffectiveness of the current

efforts that were being made to stop the flow of narcotics in the state. He also suggested that they invite the governor to the meeting. The immediate attention this issue was receiving and the sincere interest of people who could make a difference elated the chief.

The meeting went well and was also well attended by representatives of the International Association of Chiefs of Police. This was an issue that was clearly on the minds of most police chiefs. As a group, they decided that education and treatment was the best way to attack and attempt to stop the serious problem of drug abuse. They had several subsequent meetings and ultimately came up with a solution that was supported by nearly every police chief in the country. The plan was to significantly increase funding for drug abuse prevention through education in the communities and the construction of treatment facilities. They would continue with strong and aggressive enforcement, but put the same level of effort into prevention. This plan would obviously require a significant level of funding, but they had an idea to resolve that issue as well.

The International Association of Chiefs of Police carried the torch to the politicians. They suggested that all law enforcement grant funding, including Community Oriented Policing Grants, be redirected toward this effort. The idea was if they could make a significant impact upon drug use, they could eliminate more crime and social disorder than any of the current law enforcement grants could ever accomplish. This required a real paradigm shift, but with the political

pressure created by the unanimous support of the country's police chiefs, it was certainly worth a try.

Convincing the police officers in the various agencies across the nation was easier than the chiefs had anticipated. The officers were also frustrated and tired of witnessing the endless cycle of drug abuse. They knew that much of the crime in their communities stemmed from people who were addicted to drugs and it was time to try something new. The citizens were skeptical, but once the President of the United States announced his support and became the spokesperson for this new effort, and explained how the program would be funded, people began to feel good about this new and innovative effort.

The police departments started the program by making contact with known drug addicts in their communities and offering them help. It was difficult at first, but they were able to convince enough people of their good intentions that the program got off to an overwhelming early success. The police also worked in partnership with other community groups to increase the level of parental involvement in the issue of drug use and that, in turn, helped to re-establish the value of the family unit.

The program was so successful that by January 2007, crime rates plummeted across the country. The number of drug related arrests dropped to almost none, property crimes were cut by 80%, gang activity declined considerably, and the number of impaired drivers declined as well. The chief received national recognition for the program, which was named after the high

school student who had died. In a speech to the nation, the President of the United States praised the police and the citizens of the nation for their efforts in restoring the quality of life for all citizens. The vicious cycle of drug abuse finally came to an end.

### Scenario #3: Normative

Most people would describe Tom Johnson as a pretty normal guy. Following his release from state prison in July 2003, he began working as an auto mechanic, and was very knowledgeable in the trade, but was terminated due to excess absences. He told his co-workers and his supervisor that he had personal health issues that prevented him from coming to work every day. What he told them was true; however, what he didn't tell them was that he was a heroin addict.

Tom's supervisor was the only person at work who knew that Tom was on parole. Tom had been arrested on four different occasions for illegal drug use, but had only been charged with his crimes twice and had served time in prison both times. On both occasions, Tom was released early due to overcrowding in the prison system. Tom was not a violent person; in fact he had never harmed anyone, but he could not control his addiction.

After being terminated, Tom collected unemployment and sold some of his personal possessions, but he found it difficult to raise enough money to pay his bills and maintain his drug habit. Tom struggled for a few years but

eventually lost his apartment, car, and most of his possessions. Tom was getting desperate, he was no longer receiving unemployment, and his drug habit was getting worse. Tom had to find a way to get some money, and he had to do it quickly. Tom had no prior record for theft, so stealing to get money did not come naturally, but he had to do something.

Tom walked the streets one night, trying to think of a solution to his problem. As he walked by a sporting goods store, it came to him. The following day Tom went into the store and hid until the store closed. Once the employees were gone, Tom went in search of the money that had been taken in that day and for items he could sell quickly. Tom went to a gun case and removed a handgun and ammunition. He knew that he could sell a gun to someone very quickly. As he continued walking through the store, an alarm activated and this sent Tom into a panic. He couldn't get out of the locked store and he knew that the police would be coming.

When the police arrived a few minutes later and entered the building to search it, Tom went back to his hiding place. Tom prayed that the police would not find him, but unfortunately they did, and when they ordered him to come out, Tom panicked and shot at one of the officers, striking him in the face. The second officer began to run for cover, and Tom also shot at him, striking him in the back. Tom dropped the weapon and fled through the door that the officers left unlocked and ran to a nearby park to hide. Both officers later died as a result of Tom's actions.

Tom eventually fell asleep in the park and was awakened the following morning by another police officer. Tom assumed that the officer knew what he had done and began crying hysterically. As the officer tried to calm him, Tom confessed to shooting the two officers. He was taken to police headquarters where he was interviewed about the killings. Tom gave a full confession, telling the detective that he hadn't intended to hurt anyone, but had been trying to get money to buy heroin. The detective was shocked to learn that the killings were so senseless.

As the detective sat at the funeral for the two fallen officers and witnessed the anguish of their families and friends, he wished that there was something he could do to get people like Tom, who would likely spend the rest of his life in prison, the help they needed.

First he went to the administration of his department, then to the local district attorney, a judge, and ultimately to his local congresswoman. He told this sad story about Tom Johnson to anyone who would listen. He gave details of Tom's life and explained that Tom's actions were not a result of being a violent person, but of a disease known as addiction. The detective was ultimately invited to speak at a Senate hearing on the need to increase funding for drug education and treatment. But despite his efforts, he found that he could not get the necessary support to fund drug abuse prevention, education, and treatment programs.

It was difficult for the detective to accept, but he realized that although two police officers had lost their lives, the efforts to stop drug addiction would continue to be focused on enforcement and eradication.

The three scenarios were created to highlight some of the issues that were identified during the NGT process and to consider possible future events. These scenarios are also helpful in the strategic planning process, which will be the focus of the next chapter.

## Chapter Three

### Strategic Planning

As part of this futures study, three scenarios of possible future events are presented. The scenarios were developed as a result of the Nominal Group Technique and the trends and events that were identified by the NGT participants. Of the three scenarios, the optimistic scenario is the most favorable and the most likely to occur. It is also reflective of the future that would be most beneficial to society.

The trends and events that are the basis of this scenario are significant issues that society is either currently dealing with or could likely be facing in the near future. They have been identified as important factors that, if properly addressed, will have a positive impact on the efforts of law enforcement in promoting drug addiction as a disease. The trends that have been identified evolved over a period of many years and generations, and cannot be easily changed. Likewise, the events, in order for them to occur, will require a concerted and dedicated effort on the part of law enforcement and society in general. Like the trends, the events will require time and patience.

In an effort to develop a realistic strategic plan, a SWOT Analysis was conducted to examine the Strengths, Weaknesses, Opportunities, and Threats of a law enforcement agency and the current environment the agency is operating

in. The purpose of this analysis is to determine where an agency is today, so that there is a clear starting point for the journey toward change.

### Strengths

One of the greatest strength that a law enforcement organization has is knowledge of the drug trade and the effect that drugs have on peoples' lives. Law enforcement officers have a great deal of influence in society and, despite periodic lapses in integrity, are still viewed by many as leaders in the community.

This leadership needs to carry the message of hope for those who are afflicted by drug addiction as well as for those who live in fear of crime. Society needs to make a radical change and find a solution to the problem of drug addiction that effectively addresses the problem from a scientific standpoint. Law enforcement needs to promote this change and continue to push until success is attained.

Over the past decade, law enforcement organizations have become very effective in developing partnerships. This has occurred as a result of the movement toward community policing and problem solving. Law enforcement organizations realized that they could be more effective in developing long-term solutions if they partnered with other stakeholders and utilized the resources that were available to them. This concept has proven effective in many communities as a result of seeking input from others and by seeking permanent rather than short-term solutions.

The concept of partnering could be equally as effective in addressing the drug problem. The important key would be to identify all of the stakeholders and then work in a cooperative effort to find viable solutions, gain the necessary political and community support, and secure adequate funding.

### Weaknesses

Law enforcement agencies have traditionally focused their efforts on enforcement of the laws and incarceration of offenders. They have a tendency to resist change and are not receptive to ideas that might be viewed as being lenient or soft on crime. Education has become a component of the law enforcement mission; however, drug diversion for treatment has not received a great deal of support from the law enforcement community. The mission of law enforcement has been drug eradication and incarceration of drug offenders.

Law enforcement organizations have a great deal of authority, power, and influence in society. They have seized the opportunities to utilize this power to secure funding for eradication and enforcement efforts, supporting the construction of more prisons, influencing sentencing laws, and promoting a zero tolerance approach to drug violations.

What law enforcement has not done is use this same power and influence to support and promote treatment for drug addiction. Law enforcement organizations are still operating in the "us versus them" mentality and relying upon correctional institutions to rehabilitate offenders. Law enforcement

organizations continue to accept and utilize grant funding to hire more police officers in an attempt to make communities safer and to lower crime rates. It is a noble cause, but law enforcement leaders need to step back and give consideration to the extensive efforts that have been made to enforce drug laws, and make a comparison to the levels of success in stopping the drug trade.

Law enforcement organizations in this country are a reflection of their communities and are responding to the wishes of the voting public. Citizens are scared and it seems apparent that the quickest way to eliminate drug users is to put them in prison where they will no longer be a threat. Society has failed in this regard by not making an honest assessment of the current prison system and programs for rehabilitation. The average citizen does not have a realistic view of the many failures of current penal systems or the inherent inadequacies of sentencing drug addicts to prison.

### Opportunities

Law enforcement organizations are currently faced with continuing to deal with a drug culture that cannot, and will not, be easily changed. By promoting drug addiction as a disease, law enforcement organizations have the opportunity to try a new approach to an age-old problem and have a great deal of input into what their role should or should not be. Law enforcement organizations have the opportunity to put their collective energy toward positive change and possibly regain some of the respect and credibility that they have lost over the

past few decades. Law enforcement organizations have the opportunity to do something for their communities that will likely have a positive impact on the quality of life for both the people who are addicted to drugs and the people that they victimize.

It is a well-known fact that many property crimes (i.e., burglary) are committed by people who are addicted to drugs. Likewise, people who are either addicted to drugs or involved in drug trafficking commit many crimes of violence. Drugs and alcohol are also often involved in cases of domestic violence, child abuse, impaired driving, and homelessness. These are the very issues that law enforcement agencies focus on and apply the vast majority of their resources to.

Law enforcement organizations have an opportunity to make a positive change and to decrease the workload that they currently face. They have the opportunity to provide the level of service to their citizens that they often strive for but cannot achieve, and to truly make a difference in the lives of those who are afflicted with addiction. Law enforcement organizations have the opportunity to move beyond simply providing drug education to school-aged children and hoping for the best, and providing long term assistance, rather than punishment, to those who have made poor choices.

## Threats

The biggest threat to law enforcement organizations will likely be a lack of faith from the public if the police are viewed as being too lenient and not properly addressing the drug problem. This would most likely occur if law enforcement did not communicate their intentions with the public prior to making any changes, or by failing to explain their intentions and why they feel it is important to promote the recognition of drug addiction as a disease.

Another threat to law enforcement could come from other countries if the vigilance in stopping the drug trade and the import of drugs into this country is not continued. Promoting drug addiction as a disease and the need for education and adequate treatment would be a long-term process. There would still be a need to address drug eradication so that in conjunction with education and treatment, both the supply and the demand for illegal drugs would be impacted.

The voting public, at least in a few select cities, have expressed their desire to legalize drugs (particularly marijuana) for medicinal purposes. People who promote the legalization of drugs, whether for medicinal purposes or otherwise, may perceive efforts toward education and treatment as a threat to their efforts toward legalization. These people have been very vocal and well organized, and have garnered political support as well. Law enforcement would be wise to consider forming a partnership with these advocates and promote the need for further research into the medicinal use of certain drugs.

## Stakeholders

An integral part of a strategic plan is to identify key stakeholders who would be impacted by any proposed changes. Stakeholders would include those who oppose the changes, and those who support and can help in facilitating the change. The purpose for identifying these stakeholders is to brainstorm for ideas and alternatives, identify the common concerns, give due consideration to the varying points of view, and increase the level of acceptance from those who will be most affected.

The idea of looking at drug addiction as a disease is not a new concept, however, the notion of this change being actively promoted by law enforcement organizations is. There would be numerous stakeholders involved in this process and, by including these people from the beginning, the level of acceptance and support would be dramatically increased. It would also provide an assessment of both the internal and external environment in which these various groups are operating. The following is a list of the key stakeholders whose assistance would be helpful to a mid-sized law enforcement agency in their efforts to promote the recognition of drug addiction as a disease:

- 1) Police personnel

Support from the line level employees up through management would be critical to achieve success. A complete change in priorities and enforcement philosophy would be required.

2) Correctional institutions

These institutions could be negatively impacted as the prison population decreases and the need for new or recently constructed prisons are no longer necessary.

3) Judicial system

Attorneys, judges, and lawmakers would likely see decreases in the number of drug-related cases and have the ability to lower the number of criminal cases that are settled through plea bargains. This could have a negative impact on defense attorneys as their volume of clients decreases.

4) Allied police associations

Support from other organizations would be crucial in maintaining a consistent effort among law enforcement agencies to promote the recognition of drug addiction as a disease. These organizations would likely have to respond to members who would disagree with the concept of addiction being a disease, and would need to have knowledgeable and dedicated spokespersons to address these concerns.

5) Local/state/federal governments

The support of the government would be crucial, particularly from the standpoint of funding for new or improved programs, and for modifications that would need to be made to existing laws. The backing from the government would also lend a certain amount of credibility to the process.

6) Treatment facilities

New treatment facilities would have to be constructed and current facilities expanded. The number of staff would also have to be increased to manage the influx of patients and sources of funding identified.

7) Medical professionals

The role of doctors and scientists would be one of the most crucial aspects of this concept. Their testimonies regarding the effects of drug addiction to the human body would be one of the driving forces behind this entire effort. Without this information, or if it was found to be inaccurate, there would be no point in proceeding.

8) Drug addicts

Testimonials from people who have lived, or are currently living with addiction, or their families, might help to convince others that addiction truly is a disease. Their input regarding treatment would also be valuable and might help avoid treatment that would be ineffective.

9) Citizens

Average citizens who often fall victim to the crimes of drug addicts would have a large stake in this process. Reassurance will be needed that the intent of the project is to treat people for addiction and lower the incidents of crime, while remaining vigilant in enforcing laws against repeat offenders or those who refuse active participation in the process.

It is this same group of people who should be included in discussions and problem solving regarding the re-establishment of the family unit.

10) Schools

The responsibility for the education process, which should begin at home, typically falls to the schools. This would be an important component of the effort, and the effects of drugs and addiction would need to be addressed at several grade levels.

11) Faith based organizations

During difficult times, many people turn to their church for assistance. Faith-based organizations are regularly involved in crisis situations and could provide valuable input on the effect that addiction has on people's lives. They would also be an excellent resource as part of an on-going support system to help people overcome their difficulties.

12) Media

The media has a great deal of influence and control over citizens in this country and, depending on whether they portray this concept in a positive or negative way, could dictate its success or defeat.

### Focus Groups

Once the stakeholders are identified, they would be organized into focus groups to thoroughly discuss their area of interest and/or expertise. By grouping these people together, each identified stakeholder group would be more likely to

receive maximum consideration of their needs and priorities. The various groups would hold brainstorming sessions to collect all relevant input, then attempt to reach consensus on those items of greatest concern to the group. This would help to set the direction for all involved parties to move toward.

These groups could also assist in establishing goals and objectives for each of the identified priorities, as well as realistic timelines for successful completion and implementation. A separate implementation plan would be helpful to those who are responsible for making any necessary changes to follow the plan that has been laid out for them and pursue the established priorities.

### Mission, Vision, and Values

The mission of a mid-sized police agency is to protect citizens and provide services that add to the quality of life. It is to be a resource for legal information, crisis management, medical assistance, and enforcement of laws.

The vision, for the purposes of this project, is that the police would be leaders in the communities of a drug free society.

The values include integrity, honesty, leadership, and respect for others.

The purpose of a vision statement is to set a goal for the type of organization that is desired. In an effort to achieve success, it is helpful to develop alternative strategies that would help lead to that goal.

## Strategies

The following strategies are intended to help attain the recognition of drug addiction as a disease.

Strategy #1: Continue with current efforts to impact the drug trade through education in the schools, enforcement, incarceration, and eradication in other countries.

Strategy #1 reflects the efforts that are currently being made with limited success. Society has been operating in this mode for many years and there is little apparent impact from these attempts. Law enforcement is making a genuine effort to impact the drug trade but, in reality, is primarily dealing with the symptoms of the problem, not the problem itself.

Strategy #2: Law enforcement assumes a leadership role and promotes the need to improve the quality of life for those suffering from addiction. This could be accomplished with assistance from the media, as well as funding assistance from the government.

Strategy #3: Educate the public on the relationship between drug addiction and crime, and the need to address addiction as a means of lowering the crime rate.

Strategy #4: Launch an intense educational campaign on the addictive effects of illegal drugs and establish viable, long-term treatment centers.

Treatment centers would be designed for both voluntary committal, as well as

alternatives to incarceration. Treatment for addiction would also include parenting skills, employment assistance, and lifestyle choices.

Strategies #2, 3, and 4 could be accomplished individually and any one of them would likely have an impact on our current drug problem. Combining all three together, would likely produce the optimal outcome and would have the greatest chance for success. These three strategies combined would require a great deal of resources and would involve more stakeholders in the process. While this might add to the complexity of accomplishing the task and the necessary timeline, through commitment and perseverance, it would also be more likely to produce the desired results.

One of the greatest challenges in making this type of transition is overcoming the natural resistance to change. We must find constructive ways to do so in order to move an organization from the present to the desired future. This can be accomplished through transition management.

## Chapter Four

### Transition Management

Organizational change is never simple. It requires commitment and energy from people at all levels and there is usually no guarantee that the desired outcome, which may not be clearly defined, can be attained. There is also no guarantee that, if the desired outcome is attained, that making the change was the right thing to do. There is a certain level of comfort in doing things the way that they have always been done and not everyone will be comfortable with the inherent risks associated with change.

One method for overcoming this inherent anxiety is to take an organized approach to manage the change through the change process. The following is an eight-stage process for creating major change. It is a systematic approach that will guide an organization through a logical sequence of events.

#### #1: Establish a sense of urgency

The need to find a new approach to address the societal issues of drug addiction is long overdue. The number of citizens who are addicted to drugs is alarming and society has a responsibility to address the issue and persist until a viable solution is found. Drug addiction is having a profound effect on society and far too many people are being victimized.

## #2: Create the guiding coalition

The people who are directly involved in organizational change must have strong leadership skills and the will to lead others through a difficult transition. They must have the power and authority to make change and the confidence of those who follow them. In addition, they must also have the ability to work in a cooperative effort with others and recognize the value and necessity of a team effort.

To address the issue of addiction adequately and to make significant changes, law enforcement personnel, along with the other stakeholders, would have to work closely with politicians. This would be necessary to arrange for the required funding and to promote the necessary changes to public policies.

## #3: Develop a vision and strategy

The group must create a vision of the future that they are striving for and use that vision to help direct and maintain the change effort. Working together, the group should also develop various strategies to use as a guide for achieving their vision.

A society that is free from drug addiction seems, today, to be impossible. It is a worthwhile goal and one that can be achieved; however, to do so may require a complete cultural change in society, as well as renewed priorities.

## #4: Communicate the change vision

This type of transitional change would likely require repeated communication as a means of informing and educating others. Utilization of the

media would be crucial to communicate the vision and would give constant updates on the successes, or failures, in an accurate and timely manner. Those involved in the group would need to continually serve as ambassadors to communicate and promote the vision.

#### #5: Empower action

During any type of organizational change, there are obstacles that must be overcome. Knowing this fact in advance is helpful, but it also requires participants who will work through obstacles rather than letting them impede progress. Making progress toward the vision also requires risk-taking and the application of non-traditional ideas or actions. It may also be necessary to change some of the current systems to avoid having the status quo undermine sincere efforts being made to achieve the vision.

Convincing police officers that drug addiction is a disease and that drug addicts need to be treated, not incarcerated, may be difficult for some to accept. Educating people on the physiological effects of drugs and the ability to treat addiction would likely help to increase the level of acceptance and understanding. Providing all of the stakeholders with opportunities to provide meaningful input would also increase the level of acceptance and ultimate success.

#### #6: Generate short-term wins

This is one of the most important steps to help keep people motivated and to enjoy continued success. It is important to plan for visible improvements and

create wins. It is also important to provide positive feedback to people and reward those who are making positive strides toward the vision.

It is not feasible to think that the issue of drug addiction could be quickly or easily resolved. This would be a major undertaking and creating short-term wins, such as the passage of Proposition 36, will help keep people motivated and working toward the long-term goal of eliminating drug addiction from society.

#7: Consolidate gains and produce more change

After the vision has been established and work is being completed, a continual assessment of all systems and policies needs to be made to ensure compatibility. The same type of assessment should be made of the personnel who are involved and a continual effort made to hire, promote, and develop people who share the vision and can implement the necessary change. As the change progresses, the process should be reinforced with new projects, themes, and ideas.

#8: Anchor new approaches in the culture

With all of the effort that is being made to make positive transitional change, an effort must also be made to change the organizational culture to absorb the new vision. It is important to articulate the connection between new behaviors and the organizational success, and develop a means to ensure continual leadership development for future succession.

### Critical Mass

Critical mass refers to the minimum number of people necessary in order for change to occur. There is no set number of people or established roles for people to play, however, typically it would involve people with power, influence, and decision-making authority. For the purposes of this study the critical mass would likely include local politicians, city officials, local media representatives, medical professionals, and judicial representatives.

### Commitment Charting

Once the members of the critical mass have been identified, it is wise to get the commitment of those individuals or groups. It is only necessary to get a commitment from those whom, without their participation, the change will not occur. One method for accomplishing this step is to use commitment charting. The purpose of commitment charting is to determine the level of commitment from each participant. This can range from “no commitment”, to “let it happen”, “help it happen”, or to “make it happen”. It is helpful to determine each participant’s present level of commitment, so that a plan can be devised to get each person to the desired level of commitment.

For this particular study, the city officials would be in a position to make it happen, while the politicians, media, medical professionals, and judicial representatives would be needed to help it happen.

If people are unwilling to make a commitment, it can be assumed that there is resistance to the change. This resistance is a natural part of change and requires discussion to clarify the positions of people on both sides of the issue. Once the level of commitment is established, the next step is to conduct Responsibility Charting.

### Responsibility Charting

The purpose of this step is to clarify the various roles that participants will be involved in and the relationships between those roles. Using two or more people whose roles interrelate, a list is developed to identify actions, decisions, or activities that are anticipated. Once this is accomplished, the participants work individually to identify the other participants that they feel should be involved in defining roles and making decisions. Continuing to work individually, participants identify the actions and responsibilities that will be necessary from the other participants.

For this study, the local politicians and city officials would be responsible for funding and providing direction to the police organization. The local media would be responsible for providing attention to the issue and educational information to the public. The medical professionals would be responsible for providing their expertise to the issue of drug addiction, and the judicial representatives would be responsible for lending their assistance in altering the charging and sentencing practices of drug offenders.

The participants then work as a group to share their individual perceptions of who should be involved and what their responsibilities should be. The group continues working together and resolving their issues until consensus is achieved. The responsibility chart is then used as a guide to ensure adequate participation from those whose involvement has been deemed essential.<sup>23</sup>

The next, and final, chapter will summarize the key findings of this study and offer recommendations on how a mid-sized law enforcement agency can promote the recognition of drug addiction as a disease.

## Chapter Five

### Conclusions and Recommendations

#### Implications on Leadership

This country is obviously faced with a significant problem considering the high levels of drug use, subsequent addiction, and the number of years that have passed as this problem has evolved. There is no practical way to count the number of people who have been directly impacted by illicit drugs, but the citizens of this nation are all affected, at least indirectly, by the resulting crime, violence, and costs to taxpayers.

Law enforcement leaders have assumed a significant role in dealing with illicit drugs by involvement in drug education, enforcement of drug laws, and involvement in other efforts to eradicate drugs. For some police officers, drug enforcement is their sole function, but all police officers are involved in the effort in some way. Many police agencies are actively involved in programs such as DARE, in an attempt to interrupt the cycle of drug use; however, despite their efforts, it does not seem to have had a significant effect on the problem.

Law enforcement officers are typically viewed by citizens as leaders in their communities. Although some high profile events have occurred in the past decade that have tarnished the image of law enforcement, most citizens still turn to the police for assistance when a problem occurs. Many police departments have made efforts to implement community policing in an effort to reconnect

with their citizens, and as a means to work in a cooperative effort toward solving problems. Law enforcement leaders need to continue to assume responsibility for the welfare of citizens and to be role models for positive change.

### Recommendations

Law enforcement organizations need to continue to take a leadership role in their respective communities, but they need to redirect some of their efforts to properly address the issue of drug addiction. This is not a problem that can be solved by police agencies working individually, or by a select few deciding that it is time for change. Addressing a problem of this magnitude will require cooperation and effort from all law enforcement leaders, with support, direction, and funding from the federal government. It will require a strong relationship with the medical community, as well as other stakeholders who are adversely affected by illicit drugs.

This has to be a coordinated and long-term effort. The public needs to be properly educated on drug addiction and the shortcomings of our current drug enforcement efforts. The government has not painted a clear picture of the efforts that are being made, both here in the U.S. and abroad, and the level of funding that is being dedicated to these efforts. It is time for people to be told the truth. The public is also not being given a clear picture of our current prison system and the number of drug offenders that cycle in and out without adequate treatment.

This country is spending billions of dollars each year on efforts to stop or eliminate drugs. It is time to redirect some of that funding toward a serious effort to educate and treat citizens. Drug addiction is a disease. Funding needs to be dedicated toward the establishment of long-term treatment facilities, realistic treatment programs in the prison system, education in the school systems, and public campaigns to educate all citizens about illicit drugs.

Violent and repeat offenders need to be dealt with through the penal system, but an attempt needs to be made to alter their behavior through realistic treatment while they are incarcerated. The parole system also needs to be overhauled to provide sufficient personnel to address the number of parolees. An attempt to treat drug offenders should not be viewed as being soft on crime, but as part of a long-term plan, along with prosecution and incarceration, to bring the drug problem under control and work toward eventual elimination.

### Budgetary Implications

Each year, billions of dollars are being provided to law enforcement agencies to hire more police officers, fight crime, address gang and youth violence, implement and expand community policing efforts, place school resource officers in public schools, and to purchase equipment. There is a real need for this additional funding and most agencies appreciate receiving it. We are also spending billions of dollars to expand our prisons and construct new facilities. Much of the supplemental law enforcement funding, and a portion of

the funding being used to construct new prisons, could be redirected toward drug treatment. The intent of providing this additional funding to law enforcement is to assist in lowering crime rates and to impact violent crime. If a serious effort to stop drug use in this country was made, the same goals could be accomplished and significantly improve the quality of life for citizens in the process.

This would be a controversial and risky proposition; however, most law enforcement executives would admit that change often requires risk. Any police department that has made a serious effort toward community policing has also found that there are risks involved when change is introduced or when something new is tried, but many have found that the risks pay off.

### Evaluation and Follow up

Providing adequate treatment to drug offenders would require a long and well organized plan. There would be no quick fix to the problem and people would need to be clear on that fact from the start. In the beginning, the plan would require constant evaluation and adjustment as different methods were tested and either adopted or eliminated. A successful plan would have to be constructed over time, based upon the success or failure of the efforts being made, and the evaluations would need to be made with input from all identified stakeholders.

Long-term evaluation would be required to ensure continued success as technological advancements are implemented, pharmacological advancements occur, and as society begins to change. Long-term evaluation would be beneficial at predetermined benchmarks, such as every five years, but that too would need to be flexible and modified to ensure success. The critical issue is that the long-term plan would have to include a realistic evaluation component to ensure that the established goals and objectives were being attained.

The evaluation component would include data on increases or decreases in the number of drug related arrests and the number of repeat offenders. It would also include an analysis of the number of people enrolled in drug treatment programs, and the success rates of those programs based upon the length of treatment and the number of repeat patients.

### Summary and Conclusions

How will mid-sized law enforcement agencies promote recognition of drug addiction as a disease by 2007?

A sincere effort to treat and prevent drug addiction is long overdue. Mid-sized law enforcement agencies taking an active role in promoting recognition of drug addiction as a disease to the public, politicians, and medical professionals would be a good first step toward developing a realistic solution. Law enforcement organizations need to lend their support toward positive change and put forth a genuine effort to do so, by working with politicians, offering to

redirect grants or other funding sources, and working with legislators to modify sentencing laws. Law enforcement agencies need to be more vocal in expressing their views and need to continue to push for reform. The quality of life in this country, while superior to that of many other countries, is suffering in comparison to what it could be. A valiant effort to fight the war on drugs has been made, but it has not been successful.

Current efforts should not be abandoned, but must begin immediately to address the problem, rather than the symptoms of the problem. Far too many resources are being devoted in this country toward a lost cause and citizens deserve a sincere effort toward change. The role of the police is to protect and serve the public, and it is time to start doing so.

Law enforcement leaders need to join together and actively work with legislators to promote this necessary change. They need to voice their concerns and unwillingness to continue with the status quo. It is no secret that law enforcement organizations can be influential when dealing with politicians, but it is unlikely that any change will occur if the leaders of these organizations don't speak up.

The concept of placing emphasis on treating addiction and educating the public, rather than incarcerating offenders, would require a great deal of support from all factions of society. The whole idea of treating drug addiction in order to stop drug use in this country may be a panacea, but at this point, there is little to lose.

How will mid-sized law enforcement agencies promote recognition of drug addiction as a disease? Law enforcement leaders can promote drug addiction as a disease by taking a leadership role in society and by making a strong commitment to change the current drug enforcement practices. Law enforcement leaders must be determined to make a change from the practice of enforcing drug laws to promoting and ensuring effective drug treatment. Law enforcement leaders can achieve success in this effort and should not stop trying until they succeed.

## Appendix One

### Trends

(Prior to prioritization exercise)

- 1) Asset forfeiture laws
- 2) Tolerance of marijuana use
- 3) Use of technology – pagers, cell phones
- 4) Acceptance of marijuana for medicinal purposes
- 5) Emergence of designer drugs
- 6) Tracking statistics on use of drugs/alcohol in domestic violence cases
- 7) Needle exchange programs
- 8) Acknowledgement of drug problem by society (implementation of DARE)
- 9) Drug education in schools
- 10) Abuse of prescription drugs
- 11) Cost of incarceration
- 12) Costs to the health care system
- 13) Prevalence of advertising treatment centers in the media
- 14) Publicity of prominent people being admitted to rehab centers
- 15) Mandatory sentencing laws for some drug offenses
- 16) Use of confidential informants by police
- 17) Number of drug diversion cases
- 18) Homelessness as a result of drug use
- 19) Funding dedicated to fighting drug war

- 20) Use of military to eradicate drugs in the U.S. and in other countries
- 21) 11590 H&S – registration requirements
- 22) Lack of societal acceptance on how drug war is being fought
- 23) Reluctance by D.A.s to charge drug offenders
- 24) Prison overcrowding due to the number of drug offenders
- 25) Promotion of drug use in music lyrics
- 26) Teachers not recognizing (or ignoring) drug use
- 27) Availability of cheaper illegal drugs (ie: Methamphetamine)
- 28) Changes in city/police policies on drug enforcement
- 29) National movement to legalize drugs
- 30) NAFTA – increased drug trafficking due to opening of the borders
- 31) Partial legalization of drugs in other countries
- 32) Making of hemp products
- 33) Increased penalties for alcohol violations
- 34) Cost of drugs due to tightening of borders (post 9/11/01)
- 35) Social acceptance of RAVE parties
- 36) Percentage of crimes committed by people under the influence of drugs
- 37) Lack of parental involvement in drug education

*Appendix Two*

Trend Table

<u>Trend</u>	<b>-5 Years</b>	<u>Today</u>	<b>+5 Years</b>	<b>+10 Years</b>	<u>Concern</u>
1. Reluctance by District Attorneys to charge drug offenders	79	100	106	125	8
2. Prison overcrowding due to the number of drug offenders	81	100	125	130	9
3. Availability of cheaper illegal drugs	76	100	103	119	8
4. National movement to legalize drugs	70	100	116	128	7
5. Lack of parental involvement in drug education	79	100	117	133	9
6. Cost of incarceration	76	100	130	143	8
7. Costs to the health care system	82	100	121	140	9
8. Number of drug diversion cases	74	100	116	130	8
9. Tolerance of marijuana use	74	100	109	112	8
10. Acceptance of marijuana for medicinal purposes	77	100	123	132	8

## Appendix Three

### Events

(Prior to prioritization exercise)

- 1) Death of a prominent figure
- 2) Major war – reinstatement of the draft
- 3) Drug trafficking incident involving law enforcement personnel
- 4) A prominent figure reveals drug addiction
- 5) Societal changes due to a natural disaster
- 6) Identification of medication to suppress drug addiction
- 7) Voter approval to legalize drug use
- 8) National organization spearheading effort toward education and treatment
- 9) Reopening of state hospitals to treat drug addiction
- 10) Period of religious enlightenment
- 11) Assassination of the president
- 12) Prohibition on advertising of drugs/alcohol/cigarettes
- 13) National campaign against drug addiction using a prominent figure
- 14) Re-establishment of the family unit
- 15) California dry state
- 16) Terrorist attack in the U.S.
- 17) Medical Association
- 18) Repeat of the 1960s drug culture
- 19) Recognition by law enforcement of drug addiction as a disease

20) Use of the military for drug enforcement (supplement law enforcement)

## Appendix Four

Event Table

<b>Event</b>	<b>Year &gt; 0</b>	<b>+5 Years</b>	<b>+10 Years</b>	<b>Impact (-10 to +10)</b>
1. Drug trafficking incident involving law enforcement personnel.	1	100%	100%	5
2. Identification of medication to suppress addiction.	2	60%	100%	7
3. Voter approval to legalize drug use	3	30%	50%	-3
4. Reopening of state hospitals to treat drug addiction.	2	96%	100%	6
5. A prominent figure reveals drug addiction	1	93%	82%	6
6. Re-establishment of the family unit	4	42%	40%	3
7. Recognition by law enforcement of drug addiction as a disease.	4	14%	13%	6
8. Use of military for drug enforcement	1	66%	44%	-5

## Appendix Five

### Cross Impact Table

<b>Events</b>	E1: Drug trafficking incident involving law enforce	E2: Medication to suppress drug addiction	E3: Voters legalize drugs	E4: State hospitals	E5: Prominent figure reveals drug addiction	E6: Re-establish family unit	E7: Recog. of drug addiction as a disease	E8: Use of military
<b>Trends</b>								
T1: Reluctance by D.A.'s	+5	+2	0	0	0	0	+3	+1
T2: Prison over-crowding	0	+3	+3	+3	0	-3	+4	+3
T3: Cheaper illegal drugs	0	+2	-4	+1	0	0	0	0
T4 : Movement to legalize drugs	+1	-2	+5	0	+2	0	-5	0
T5: Lack of parental involment	+3	0	-2	0	+2	+3	+1	0
T6: Cost of incarceration	0	0	+3	+3	0	0	0	0
T7: Costs to health care system	0	+4	-3	-3	0	0	0	0
T8: Diversion cases	-2	+4	+4	+3	0	0	+3	0
T9: Tolerance of marij. use.	-1	-2	+5	0	0	0	0	0
T10: Accept. Of medicinal marijuana	0	0	+5	0	0	0	0	0

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