

**WILL EMPLOYEE DRUG ABUSE IN THE POLICE WORK
FORCE BE OF SUFFICIENT SIGNIFICANCE IN THE FUTURE
TO BE A TOPIC OF CONCERN?**

**TERRENCE DYMENT
COMMAND COLLEGE IV
PEACE OFFICER STANDARDS AND TRAINING
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This Command College Independent Study Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

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

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

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

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I.

EXECUTIVE SUMMARY

The availability and widespread use of illegal drugs is a cause of national alarm today. Reports of drug abuse come from every segment of our society. Thus it should come as no surprise that the police have not been immune to the contagion of drug abuse. Police officers experience stress and trauma in their jobs and could turn to drugs as a means of coping.

Drug use by police officers in the future is perceived to be an important issue for every police chief in the Nation. The problem is now receiving national media attention because of its potential threat to the integrity of law enforcement and the safety of the community. Police executives will be vulnerable on this issue unless they have taken reasonable precautions to ensure a drug free workplace.

This report used the Nominal Group Technique, Cross Impact Analysis and Scenario writing to forecast this important issue, then established appropriate strategy, an implementation plan and a transition phase to achieve the desired goal of a drug free workplace.

In completing this report research disclosed the following:

- Most employees who use illegal drugs will stop using if faced with possible detection.
- Drug testing is a strong deterrent to drug use.
- Police executives must create the impetus in their agency to develop a strategy which exposes all employee drug users without trampling on employee rights.
- An agency's policy on drug use should be in writing and all employees, both sworn and non-sworn, should be informed of it and the consequences if caught abusing drugs.
- In developing a drug abuse program consideration should be given to including all impacted groups in the program development phase, including the police union.
- Police executives who permit employees with drug abuse problems to perform law enforcement duties could subject their municipality to extraordinary liability costs.

II.

INTRODUCTION

This report is intended to meet the need for a full discussion of the important issues raised by the impact of drug abuse in the future police workforce. The economic damage of drug abuse in the employee workforce, in terms of lost productivity and medical expenditures, is enormous and estimated to be more than \$100 billion annually.¹ Revelations have come to light about the incidence of drug abuse among employees who are in positions of public trust. In a recent survey 40 percent of responding doctors under the age of 40 admitted to using cocaine or marijuana,² while it was disclosed that more than a third of young Americans have used marijuana and over a quarter have tried cocaine.³ Although the number of police officers using drugs is not known, some top police executives say the use of illegal drugs by law enforcement officers is the biggest problem facing the law enforcement profession today.⁴ As a consequence of these and other alarming statistics the National Institute on Drug Abuse (NIDA) has predicted that within five years drug testing of employees could be a routine feature of the nation's work life.⁵ Moreover Carlton Turner, M.D., the White House adviser on drugs, reported that administrative studies show that between 12 and 23 percent of the nation's workforce has a problem with drug abuse, with the same studies indicating that 67 percent of the drug abusers in the workplace will stop if they are faced with possible detection.⁶

The experience in the United States Navy supports this statement. In July 1981, the Navy stepped up its random urinalysis to test for

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marijuana use by military personnel to once every six months after the crash of a military aircraft on the carrier Nimitz showed that a number of those killed had drugs in their blood. As a consequence the incidence of marijuana detected in the urine of enlisted personnel dropped from 47 percent in 1980 to 17 percent in 1982, and in 1985 this was reduced even further, to 6.5 percent. For personnel who test positive, less than an honorable discharge occurs after the second positive test.⁷

The shocking statistics released by the Armed Forces shortly after the adoption of the mandatory drug testing program in the late 1970's left little doubt that the United States has a serious drug problem. Private industry and government soon realized what the military had quickly discovered, which is that a reduction in drug abuse among employees causes an increase in productivity and a corresponding decrease in absenteeism, turnover and industrial accidents. The use of drugs in the workplace is not a remote or isolated phenomenon; rather, it reflects national drug use patterns and trends. Because of the ease of availability and widespread use of illegal drugs, it should not be expected that police agencies would escape this problem. The fact that police officers charged with enforcing drug control laws may themselves violate these statutes only exacerbates the problem.⁸

Surveys in the private sector show that 30 percent of Fortune 500 corporations engage in drug abuse detection programs, with more companies expected to participate in the future.⁹ A recent publication reported the spread of acceptability of cocaine among a large segment of the population.

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Cocaine is becoming the drug of choice, and the most significant sociological fact about cocaine today is that it is rapidly attaining unofficial respectability. It is accepted as a relatively innocuous stimulant, casually used by those who can afford it to brighten the day or evening. Use of cocaine is gradually spreading in the upper middle class. College students, young professional men and women, and middle class have begun to experiment with it.¹⁰

A drug prevention program at the University of Southern California (USC) directed at student-athletes had results similar to the military. Drug abuse violation penalties are progressive, with third-time violators being suspended from their team for one year, and subjected to cancellation of financial aid. Student-athletes report that the possibility of being subjected to a drug test gives them a reason to resist the peer pressure to use drugs. In this environment, according to Mike McGee, USC Athlete Director, there is no question that testing is an important deterrent to drug use among student-athletes.¹¹

On the national law enforcement scene Benjamin Ward, New York City Police Commissioner, strongly favors unannounced drug testing for all officers as a means of preventing corruption and impaired ability, stating that the young officers who have joined the force over the past few years are more likely to use drugs than their older counterparts. New York City statistics show that 13 officers have been arrested on drug charges in the past 18 months, and 100 more have tested positive in urinalysis tests.¹² And, an F.B.I. agent pleaded guilty last year to charges that he accepted \$850,000 in bribes and payoffs from a drug ring and had stolen 90 pounds of cocaine from a shipment seized by his agency.¹³ Although this incident is unrelated to drug usage, it may indicate a change in the

private attitudes of law enforcement personnel. Similarly Dick Kienast, Sheriff, Pitkin County, Colorado, refused recently to force a cocaine addicted deputy in his agency to reveal his drug sources or to prosecute him. Kienast, who will permit the deputy to remain on the force after he seeks treatment for cocaine addiction, said that police departments across the country have officers with similar problems.¹⁴ This situation subscribes to the policy option of treatment rather than negative discipline.

A review of the literature disclosed that employee drug abuse has affected many occupations, including air line pilots, bus drivers, postal workers, oil company employees, Silicon Valley computer employees, stock brokers, nuclear power plant security employees, Department of Justice employees, truck drivers, ambulance drivers, medical personnel, politicians, and members of numerous police agencies throughout the country. In fact in the Chicago Police Department alone there presently is a backlog of 200 cases involving drug abuse by officers. The Chicago Police Department Superintendent, Fred Rice, categorized the problem as being "More serious than we had thought. We didn't know we had such a large problem."¹⁵

The significance of today's employee drug abuse problem is one of concern for the responsible police manager, and this concern can loom larger if a recent survey reasonably predicts the not-to-distant future. The survey, taken in 1986 by the South Pasadena Unified School District of future high school graduates, disclosed that most of these students were exposed to drug use in the fourth grade, and that exposure and use increased dramatically from the fourth to seventh grades. Half of those surveyed have used illegal

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drugs, with marijuana and cocaine being the drugs of choice.¹⁶

A similar study conducted in 1985 by Rodney Skager, associate dean of the UCLA Graduate School of Education, indicated that 10.7 percent of the 7,379 seventh graders surveyed reported using illegal drugs at least once. Among the same number of ninth-graders, 35.7 percent said they had tried drugs. The statistics were even more dramatic among the Eleventh-graders surveyed, with 51.4 percent reported trying drugs while one out of 13 students in this age-group said they used marijuana every day. In a few short years some of these students may wish to become police officers.¹⁷

Because of the special place held by the law enforcement community in our society, the effects of drug abuse by any officer or official are magnified. In addition to the obvious physical injuries which might stem from drug abuse, illegal drug use by law enforcement officers would create a disrespect for law enforcement and diminish public trust in our system of government. Just as everyone would object to an airline pilot flying under the influence of drugs, so too will they refuse to tolerate drug abuse by police officers. What will be or should be the role of law enforcement in this issue? The challenge for law enforcement is to prevent the disintegration of public trust and respect for law enforcement and to develop a viable mechanism to identify and deal with those officers who abuse drugs.¹⁸

III.

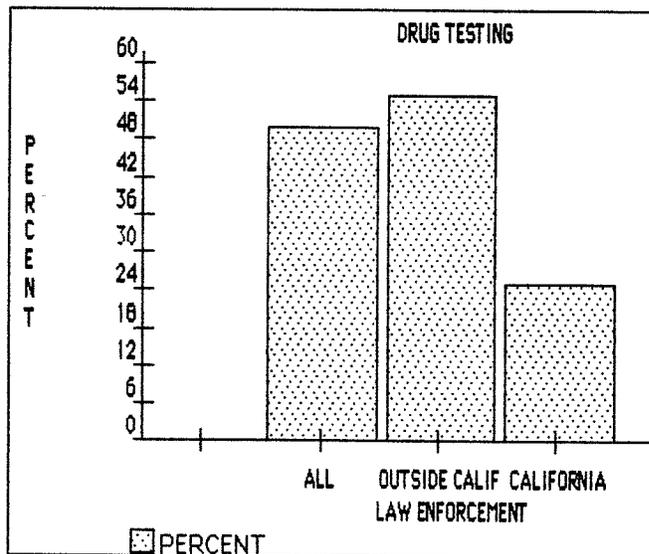
METHODOLOGY

A comprehensive review of the literature was conducted as the initial means of obtaining information on the issue of drug abuse in the law enforcement workforce. Newspapers, studies, special reports, articles from journals and other periodicals, and textbooks were targeted in the literature search. The literature search was followed up with a survey of many of the larger law enforcement agencies in the country to assess current and contemplated practices relative to employee drug abuse, and by a survey of recruit officers undergoing training to become police officers to assess personal attitudes relative to drug usage. Finally, brainstorming, Nominal Group Technique and Cross Impact Analysis were selected as the primary means for forecasting and evaluating the data. Since a synopsis of the literature search was previously presented in the Introduction Section, it will not be repeated in Methodology except as it applies to the drug abuser profile.

A. LAW ENFORCEMENT SURVEY

Fifty of the larger law enforcement agencies in the United States, including eight large California police agencies, were mailed a survey instrument (appendix 1) requesting information relative to whether the agency has or is contemplating instituting a drug testing program. It was believed that this information would present a contemporary view of whether law enforcement executives believed a drug abuse problem exists within the police employee workforce. As the chart indicates, fifty percent of all responding agencies presently participate in some form of employee

drug testing program. Correspondingly, only twenty-five percent of responding California agencies have similar programs in place. (Appendix 2) This may indicate drug abuse problems are not presently as significant among California law enforcement agencies, or the problem is simply less detectable to California police management. The paper does not pursue this



issue, but it is believed to be a significant issue. If fifty-five percent of non-California police agencies are presently engaged in some form of employee drug testing compared to twenty-five percent of California agencies, this may indicate the polled agencies in California are more tolerant, officers are less open in drug use or perhaps education is a factor.

B. RECRUIT OFFICER SURVEY

Finally, in order to assess attitudes and experiences of young adults relative to drug usage, a survey poll was taken of 50 police recruit officers of a large California city (appendix 3). The recruit officers were polled anonymously to increase truthfulness and polling reliability. They were informed that no negative consequences would result from their answers. The survey showed that 62 percent of the polled recruit officers admitted to prior use of marijuana, while 94 percent admitted being present when a friend or relative used marijuana. Further, in question ten, thirty-eight

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percent of responding recruit officers admitted they had no obligation to report a fellow officer's misconduct. Unfortunately this discloses the lack of a personal obligation on the part of these young officers to engage in self-policing. These results indicate that the drug abuse pattern of young adults who eventually become police officers is similar to that of all young Americans. Police recruit officers, based on this survey, are no more drug-free than the graduates of a typical high school class, and are not predisposed to being less inclined to use illegal drugs. A most significant concern to police managers must be the response to question 10. If drug abuse is or becomes a serious problem among law enforcement personnel, then police management cannot rely on the police workforce to bring this problem to the attention of management since the overwhelming majority of officers (thirty-eight) do not believe they are obligated to do so.

C. DRUG ABUSER PROFILE

The impairing characteristics of drug abuse are well known. The odds are that one or more officers in every law enforcement agency has a substance abuse problem. The profile of the affected employee includes one or more of the following characteristics: excessive sick time, late to work habits, decreased productivity, increased accidents, increased personnel complaints, loss of weight, family problems, health problems, hanging out with new friends, talking too fast and changing subjects in mid sentence, unable to sleep, and working a part time job.¹⁹

The risks in having a drug abuser in the police work force are great. In *Turner v. Fraternal Order of Police*, the court described the peril this way:

Without a doubt, drug abuse can have an adverse impact upon a police officer's ability to execute his duties. Given the nature of the work and the fact that not only life, but the lives of the public rest upon his alertness, the necessity of rational action and a clear head unbedazzled by narcotics becomes self-evident. Thus, the use of controlled substances by police officers creates a situation fraught with serious consequences to the public.²⁰

The risks involved by municipal government in having a drug abuser employed in a law enforcement agency are substantial, and can be summarized as belonging to the following categories: public safety, public trust and integrity, corruption, presentation of credible testimony, morale and safety in the workplace, loss of productivity, and civil liability.²¹

D. FIVE TRENDS TO MONITOR

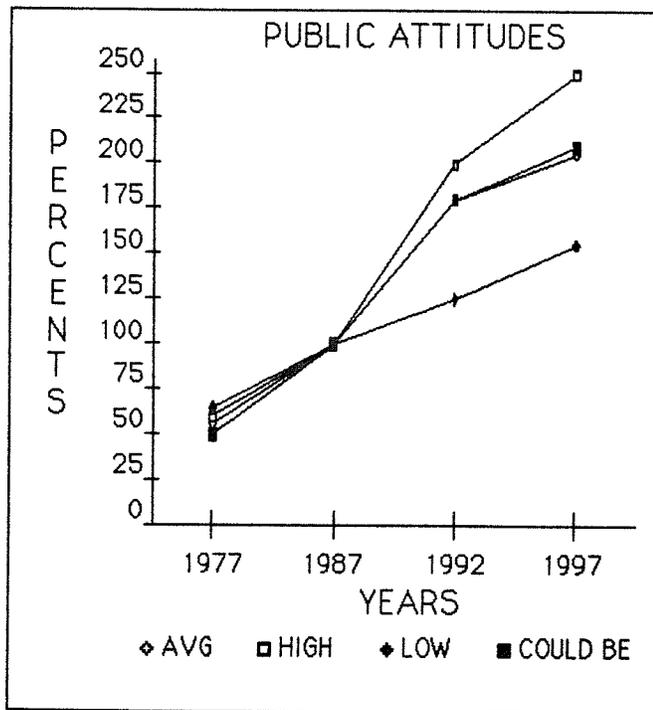
A group of experts (appendix 4) was assembled to discuss and evaluate the emerging issue of drug abuse in the law enforcement workforce. In the group was an elementary school teacher, a management representative of a major municipal water and power department, a security representative of a public transportation company, a lieutenant and captain assigned to internal affairs duties in a large police agency, a captain assigned as a station commander in a large police agency, and a management representative of a smaller police agency. Prior to exchanging perspectives an overview was presented which essentially outlined the issue chronologically. Next, because considerable research had already been conducted a series of trends to monitor was listed. Finally, the issue was opened for discussion and the inclusion of additional trends. (Appendix 5)

The panel, using the Nominal Group Technique (NGT), distilled the trends down to a more manageable group consisting of five. The 5 emerging as the most dominant were determined to be the trends which should be monitored and forecasted. They are as follows:

1. Public attitude against drug use
2. Availability of drugs
3. Decrease in productivity
4. Increase in workplace corruption
5. Increase in workplace drug testing

TREND ONE: PUBLIC ATTITUDE AGAINST DRUG ABUSE

There is going to be a significant increase in the negative attitudes of the public against law enforcement substance abuse. The rationale is clear. The public has high expectations of the police. Reports of drug abuse by members of the law enforcement profession seemingly always receive widespread publicity, all



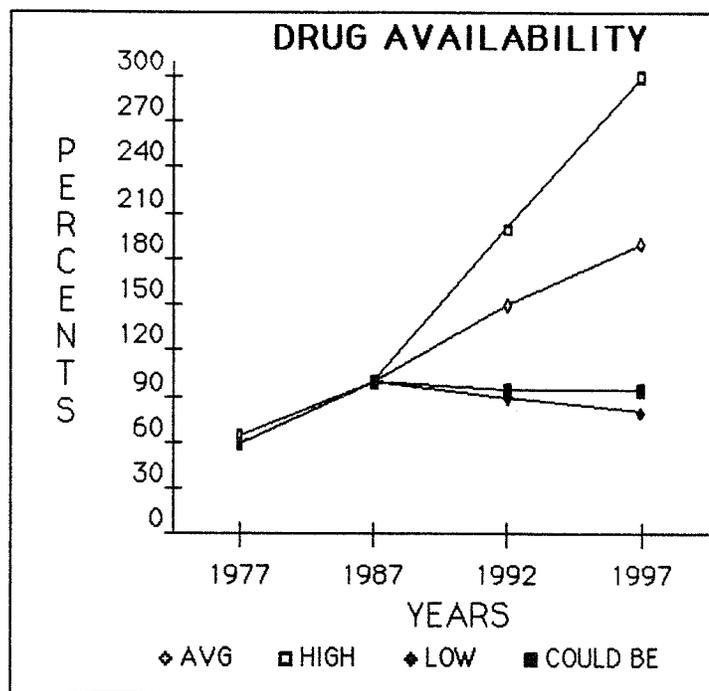
of it negative, and this reflects on every member of the profession.

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The public is not surprised when it learns that criminals are also abusing drugs, but it is not expecting that police officers would also be so inclined. This is unacceptable behavior and it seems clear the public will never accept it.

TREND TWO: AVAILABILITY OF DRUGS

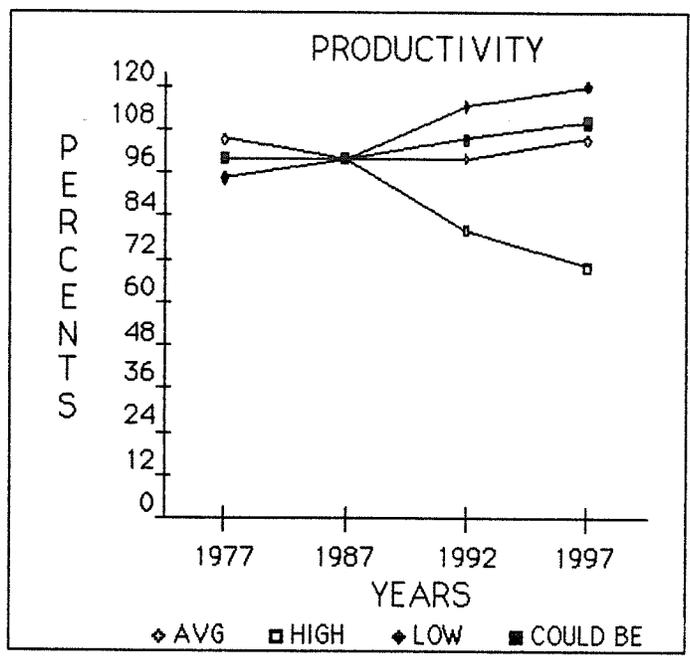
The chart indicates a wide divergence of opinion. The perception by some of the members of the NGT group is that California will continue to be the focal point through which much of the Nation's drugs will be funneled. This situation will lead to



an increasing number of incidents where law enforcement personnel will be caught up in a web of intrigue where they succumb to the use of drugs or the opportunity to obtain riches through distribution of drugs. A more conservative faction of the NGT group, however, believed that drug and law enforcement authorities could be successful in curtailing the burgeoning increase in narcotics trafficking through California, thus eliminating many opportunities for drug usage and distribution.

TREND THREE: DECREASE IN PRODUCTIVITY

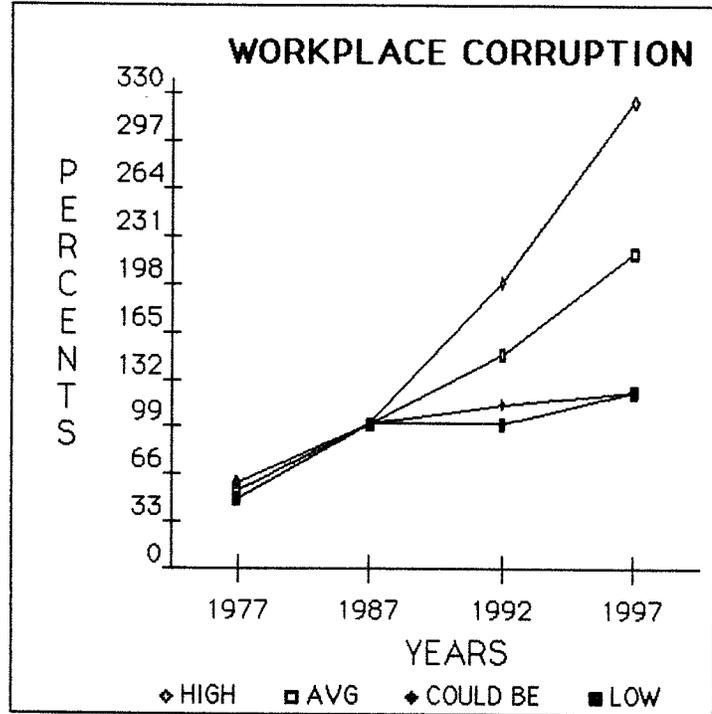
As the chart reflects, drug abuse will have a dramatic effect on productivity in the workplace. Unless employee attitudes are resolved against abuse, or methods and procedures are found to keep drug abuse out of the workplace, then productivity will suffer



sharply. Law enforcement personnel who are abusing drugs will not be concerned with maintaining acceptable measures of effectiveness. Instead, they will be preoccupied with the psychological and or physical urgency to maintain an abuse habit rather than respond to performance based objectives. The reversal on productivity also needs comment. Part of the NGT group predicted that the use of drugs would have an increasingly greater negative impact on the law enforcement work force, which would be manifested in a reduction of productivity. The steady decrease in productivity to the year 1997 would be a reflection of the habits of police officers who are overly occupied with the use of drugs.

TREND FOUR: INCREASE IN WORKPLACE CORRUPTION

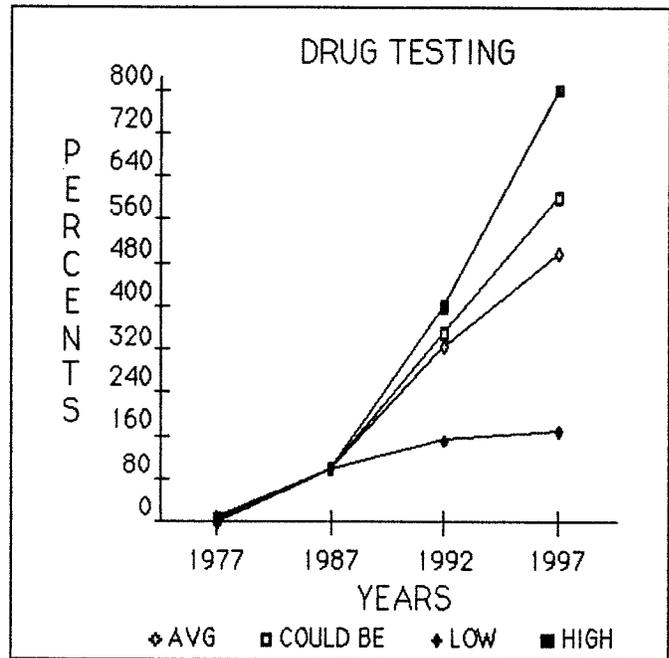
The chart depicts a surprisingly dismal outlook for California law enforcement agencies in the years ahead. It is apparent that corruption as it relates to employee drug abuse was relatively minor only a few short years ago. The intervening years



have witnessed major increases in law enforcement drug abuse corruption. The NGT group members are all in agreement that workforce corruption is double that of 10 years ago; and, it will potentially triple over the next 10 years in California law enforcement agencies. Corruption is seemingly minor now, with incidents of drug thefts, drug usage and thefts of other forms of property being the primary objects of interest. However, a minority member of the NGT group envisions a tripling of this dilemma over the next 10 years.

TREND FIVE: INCREASE IN WORKPLACE DRUG TESTING

The chart is clear in its representation that law enforcement drug testing was virtually unheard of 10 years ago. Concomitantly, excluding the low score, law enforcement employee drug testing is predicted to skyrocket over the next 10 years. What is interesting is that the NGT group members were amazed that employee drug



testing was so common in out-of-state law enforcement agencies California is recognized World-wide for its advanced law enforcement technology, procedures and thinking. Yet by and large law enforcement in California has not begun to delve into actual or potential problems of employee drug abuse. It is crystal clear that testing programs will appear on the horizon for California law enforcement very soon.

E. FIVE EVENTS TO MONITOR

Again, using the NGT method, the group first generated a list of critical events (appendix 6) to watch for that could affect the trends. It was perceived that if the events were to occur in the future, then it followed that significant impact would result on the impact of drug abuse in the future police work force. After selecting the larger list the group then selected the five most

important critical events and determined the probability of their occurrence by the year 1997.

In order of priority, the five most dominant events which emerged were determined to be:

1. Random drug testing
2. Americans rebel against drug abuse
3. Epidemic spreads among drug abusers
4. Drug abuse detection becomes simple
5. Drugs become legalized

Five most important events

1997 Probability

- | | |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----|
| 1. <u>Random Drug Testing</u> - Experts and authorities in the field of substance abuse report that the chance of having one's drug abuse practices discovered by an employer is so frightening to the abuser that many will simply give up the habit rather than risk being found out. | 65% |
| 2. <u>Rebellion Against Drug Abuse</u> - Public opinion polls indicate that Americans are increasingly against drug abuse. It is not as acceptable or "right" to be a user of illegal substances as it was a few years ago. If this public opinion continues to build then a clash of some sort is inevitable. | 55% |

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3. Drug Abuser Epidemic Spreads - Devastating 45%
illnesses have been publicized during the past few years. If a severe disease which attacks the immune system were to affect those who engage in substance abuse, than catastrophic results could occur resulting in drug abstinence. This kind of disease could ultimately prevail by causing abusers to voluntarily curtail habits which threaten health and well-being.

 4. Drug Abuse Detection Becomes Simple - Science 65%
and technology are making inroads in this area. It is now possible for hair follicles to give evidence of prior drug usage, and research is continuing to seek answers. A litmus-type test can be on the market in a few short years which satisfies the concerns about privacy and testing reliability. Concerns about contact highs and false positive results have already been resolved by reputable scientific laboratories.

 5. Drugs Become Legalized - Although the majority 25%
of people are not now ready for this, there is an undercurrent of effort being exerted to legalize drugs. Oregon had a measure on the November, 1986 ballot to legalize some drugs, which failed, but the possibility looms that future actions can legalize drugs that are currently illegal to possess, sell, grow or digest.

F. CROSS IMPACT ANALYSIS

The NGT group members then used the cross impact analysis technique to determine interrelationships among trends and events. The following are the results in chart form, followed by individual analysis:

1. EVENTS ON EVENTS - CHART

EVENT STATEMENT	1997 PROBA- BILITY	PROBABILITY FACTOR CHANGE				
		Event No. 1	Event No. 2	Event No. 3	Event No. 4	Event No. 5
1. Random Drug Testing	65%		10%	0%	10%	-15%
2. Rebellion Against Drug Abuse	55%	5%		0%	5%	-15%
3. Drug Abuser Epidemic	45%	10%	15%		5%	-15%
4. Drug Abuse Detection Becomes Simple	65%	5%	5%	0%		0%
5. Drugs Become Legalized	25%	5%	5%	0%	0%	

2. EVENTS ON EVENTS - NARRATIVE

1. If Random Drug Testing were to be approved by the U.S. Supreme Court, The probability of

Rebellion Against Drug Abuse

55% increases to 65%

Drug Abuser Epidemic

45% no change

Drug Abuse Detection Becomes Simple

65% increases to 75%

Drugs Become Legalized 25% decreases to 10%

This is a critical event in curtailing drug abuse in the police employee workforce. Based on the cross impact evaluation it appears that random drug testing by itself can have a tremendous impact on drug abuse.

2. If a Grassroots Rebellion Against Drug Abuse were to occur, The probability of

Random Drug Testing	65% increases to 70%
Drug Abuse Epidemic	45% no change
Drug Abuse Detection Becomes Simple	65% increases to 70%
Drugs Become Legalized	25% decreases to 10%

Again, this event also appears to be a critical factor. Law enforcement can exert influence in this area by being informed and reporting honestly on the hazards of drug abuse in the employee work force and also the general population with which it has contact.

3. If a Drug Abuser Epidemic were to spread, The probability of

Random Drug Testing	65% increases to 75%
Rebellion Against Drug Abuse	55% increases to 70%
Drug Abuse Detection Becomes Simple	65% increases to 70%
Drugs Become Legalized	25% decreases to 10%

This is a critical event but one in which the police can have

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very little impact. A catastrophic epidemic can definitely change the attitudes relative to drug abuse, but the loss in lives and suffering will be devastating.

4. If Drug Abuse Detection Becomes Simple,
The probability of

Random Drug Testing	65% increase to 70%
Rebellion Against Drug Abuse	55% increases to 60%
Drug Abuser Epidemic	45% no change
Drugs Become Legalized	25% no change

This is an obviously an important factor in safely eliminating drug abuse in the employee work force. The police are capable of urging and should encourage science to develop new technology in this area.

5. If Drugs Become Legalized, then
The probability of

Random Drug Testing	65% decreases to 45%
Rebellion Against Drug Abuse	55% decreases to 50%
Drug Abuser Epidemic	45% no change
Drug Abuse Detection Becomes Simple	65% decreases to 40%

This event is without a doubt the antithesis of what the NGT group members predict and desire, but it is also an event which could have a dramatic outcome and therefore it became an important event. As one can observe, it has a major impact on almost all other events. Law enforcement should discourage its

eventuality.

3. EVENTS ON TRENDS - CHART

EVENT STATEMENT	1997 Proba- bility	PROBABILITY FACTOR CHANGE				
		Trend No. 1	Trend No. 2	Trend No. 3	Trend No. 4	Trend No. 5
1. Random Drug Testing	65%	150%	-25%	-45%	-145%	200%
2. Rebellion Against Drug Abuse	55%	250%	-20%	30%	-80%	200%
3. Drug Abuse Epidemic	45%	300%	-20%	40%	-55%	150%
4. Drug Abuse Detection Becomes Simple	65%	50%	-30%	15%	-110%	300%
5. Drugs Become Legalized	25%	0%	105%	140%	195%	-530%

4. EVENTS ON TRENDS - NARRATIVE

1. If the U.S. Supreme Court were to approve
Random Drug Testing, The probability of

Public Attitude Against Drug Use	200% increase to 350%
Availability Of Drugs	95% decrease to 70%
Decrease In Productivity	110% decrease to 65%
Increase In Workplace Corruption	205% decrease to 60%
Increase In Workplace Drug Testing	600% increase to 800%

2. If a Grassroots Rebellion Against Drug Abuse were to occur, The probability of

Public Attitude Against Drug Use	200% increases to 450%
Availability Of Drugs	95% decrease to 75%
Productivity	110% increase to 140%
Increase In Workplace Corruption	205% decrease to 125%
Increase In Workplace Drug Testing	600% increase to 800%

3. If a Drug Abuser Epidemic were to spread, The probability of

Public Attitude Against Drug Use	200% increase to 500%
Availability Of Drugs	95% decrease to 75%
Decrease In Productivity	110% increase to 150%
Increase In Workplace Corruption	205% decrease to 150%
Increase In Workplace Drug Testing	600% increase to 750%

4. If Drug Abuse Detection Becomes Simple, then, The probability of

Public Attitude Against Drug Use	200% increases to 250%
Availability Of Drugs	95% decreases to 65%
Productivity	110% increases to 125%
Increase In Workplace Corruption	205% decreases to 95%
Increase In Workplace Drug Testing	600% increases to 900%

5. If Drugs Become Legalized, then The probability of

Public Attitude Against Drug Use	200% no change
Availability Of Drugs	95% increases to 200%
Decrease In Productivity	110% increases to 250%
Increase In Workplace Corruption	205% increases to 400%
Increase In Workplace Drug Testing	600% decreases to 70%

Narrative Analysis: After analyzing the impact of the Cross Impact Analysis on interrelationships of events on events and events on trends it seem apparent that the events "Random drug testing" and "Drug abuse detection becomes simple" have the most volatility. More dramatic changes occur with respect to eliminating employee drug abuse with these two events than any other event.

In stark contrast to this, however, is the event "Drugs become legalized." This event clearly points out that if drugs ever do become legalized than negative impacts will seriously and overwhelmingly impact on workplace corruption and productivity. The issue will then center around productivity and employee behavior. Neither public agencies nor private industry can afford this kind of situation. Further, if public agencies and private industry want to be proactive about insuring against the probability of this situation, then their concerns should be voiced toward the acceptability and appropriate management of drug testing and detection efforts.

IV.

SCENARIOS

Based upon the trends and events discussed and their interrelationships, and considering the forecasts, probability factors and other most important considerations, three scenarios were developed to describe the circumstances surrounding the topic of whether employee drug abuse in the future police work force would be a significant topic of concern.

A. SCENARIO NUMBER 1 - PREFERRED

The year is 1997 in the city of Township, California which is nestled among the hills next to the Pacific Ocean in Southern California. The Police Chief has been grappling with the issue of substance abuse in the City's work force since his appointment to chief seven years ago. It is an important issue and one in which everyone seems to have an opinion. Township, like most other cities in California, is seemingly overrun with the drug trafficking trade. Huge amounts of cocaine and marijuana are brought into California from Mexico by car, airplane or boat. And, as with other municipalities some of the drugs trickle into Township. The Chief and his Department have had a full time job in just controlling the conspicuous drug trade. There have been big drug seizures and numerous arrests over the years. The Chief has had a problem, however, with drugs being stolen from the evidence locker. There has also been a sharp increase in on-duty traffic accidents, and workers compensation related incidents have skyrocketed over the past 5 years. The Chief has heard the stories and rumors about his officers. There are some who believe about 20 percent of the force are regular users of cocaine and marijuana. He has heard the

stories of the wild cop parties, where drugs are freely passed around. He has seen the gold chains and assorted jewelry worn by some of the officers, and the expensive imported sports cars driven by some of the officers on the graveyard shift. Productivity on that shift is 40 percent below what it was two years ago, and personnel complaints have significantly increased. Seven officers have been discharged for drug-related offenses during the past 3 years.

Three years ago, in 1994, the chief directed his staff to research the feasibility of instituting urinalysis testing in the Department. The most difficult part had been negotiating with the officers' union. Although random drug testing for public safety employees had been approved by the U.S. Supreme Court in 1989, this was a quantum leap for Township. Finally, effective this coming fiscal year when the new Memorandum of Understanding for police becomes effective, an agreement providing for urinalysis for cause will go into effect. A committee of union and management representatives is studying the issue to identify possible areas of cause which justify a request for urinalysis, and when this is completed the list will be published. Further the Chief, with approval of the City Manager, is intending to implement a random drug testing program unilaterally if ultimate agreement with the union cannot be reached. The police union is aware of this and may agree to its implementation regardlessly since the majority of officers do not object.

The Chief has also been meeting with the chiefs of police of the surrounding area and has spearheaded a movement to create a special task force composed of members of each agency. The task

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force, set up to investigate allegations of drug distribution or substance abuse against members of the participating agencies, will be involved in conducting undercover and surveillance investigations.

The Township Chief of Police had recognized the signs of serious drug abuse in his force and decided to take a leadership role in dealing with it.

B. SCENARIO NUMBER 2

The year is 1997 in the City of Freedom, Northern California, and drugs derived from plants were legalized through a state-wide election four years ago. Cocaine and marijuana are now legal. The leaders of the election campaign in 1993 maintained that if drugs were legal all the problems would be solved. By legalizing the drugs the problems caused by illegal transportation and sales would end, and corruption of public officials and police officers would cease. This was too tempting to the voters. No more rock houses. No more street sellers controlling neighborhoods. Cocaine and marijuana are available for purchase from the liquor store to anyone over 21, moderately priced so that users do not have to steal to buy it.

Afterall, the campaign ads said, when did anyone last hear of an alcoholic committing a robbery to buy liquor. Advertising of cocaine and marijuana and name brands are forbidden. The drugs are simply sold as U.S.D.A. Cocaine or marijuana, with accompanying instructions for use, clear warnings against overdosing, an 800 telephone number of a helpline for people who wish to stop using, and a clear and medically accurate warning of the dangers

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associated with the use of drugs. It was thought that with legalization of the drugs, the likelihood of their use would not expand, and the State would have less of a problem with the elimination of the crime associated with the illegal distribution of the drugs. It was also represented that the only reason people robbed was to obtain money to buy high-priced drugs. By legalizing drugs, crime was supposed to plummet. It didn't!

As the Chief reported last week, law suits are bankrupting the City as every police action is suspected of being caused by a drugged cop. The Chief's work force is under the influence of more than a mild stimulant. Legal drugs are affecting the body, mind and soul, and the work force is in disarray. The results are employee passivity, poor work performance and impaired health. Since drugs are legal, the Chief is unable to prohibit their use by the members of his force. Although being under the influence is not permitted while on duty, only the most egregious on-duty incidents are dealt with since the Police Union and civil liberties groups are quick to rally to the defense of possible violators. Besides, the Chief's Department cannot afford to enroll any more officers in a drug rehabilitation program. The costs are bankrupting the City quicker than are the lawsuits. The Chief, clearly, is gun shy. If he wasn't planning to retire in a few years, he would probably take a stronger position. However, he does believe he is following the wishes of the electorate. Its just the way things are everywhere.

C. SCENARIO NUMBER 3

The year is 1997 in Blindfoldsville County, California. The Sheriff has been in office since the early 1980's and he is a gruff but popular

vote getter. As with elsewhere in California narcotics use and drug trafficking seem to be everywhere. Although drug abuse is common throughout the County, the Sheriff has told anyone who would ask that he does not permit his employees to use illegal drugs. He is confident, even boastful, that his is a drug-free Department. It seems so simple to have a drug-free work force, just don't permit employees to use drugs. The Sheriff hasn't even had to publish a policy position on the subject. But he figures if he had a problem he would have someone write a policy position for him.

There have been signs and indications that his employees are involved in drug abuse, such as arrests of two deputies for being in possession of 2 kilos of cocaine over in Alersville. But his deputies denied knowledge of the cocaine and they've got a sharp attorney. They probably will not be found guilty, so the Sheriff would like to get them back to work as soon as possible. The Assistant Sheriff has been carrying on about what he has heard and seen lately. He thinks about 10-15 percent of the Department is sniffing dope because of thefts out of the Evidence Room and other assorted incidents. But the Assistant Sheriff has a suspicious nature and tends to exaggerate everything anyway. He might have to be removed if he doesn't quiet down. The Sheriff stopped in to talk to Alersville's night watch crew last week. Half the deputies were late to work. In fact two of his deputies who have reputations for being real aggressive didn't even show up for work. This team always has the highest recap for drug related arrests and the Sheriff was going to ask them if they know anything about drug abuse problems on the Department. Since these callous deputies didn't show up for work, they must have had a good reason.

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In the last couple of years there has been an increase in complaints of beatings of prisoners in the County Jail. This kind of misconduct has always been tantamount to a capital offense, and 6 deputies and jailers have been fired in the last year alone for this. Three of them were subsequently arrested in adjoining cities for drug trafficking. The Sheriff has heard of the Random Drug Testing program over in Cayuse County. There must be drug abuse problems in that Sheriff Department. But the Sheriff doesn't have a drug abuse problem in his Department.

The County Administrative Officer had been talking to the Sheriff recently to get him to address the employee drug abuse problem. As the Sheriff said, if he had a problem he would fight it head on until it was licked. But he doesn't have a drug abuse problem in the Sheriff's Department. If he did it would make a meaty political issue in next year's election. As he has said so many times, he does not allow any of employees to abuse drugs. Its plain and simple, everyone should be able to understand it.

V. PLAN OF ACTION

This part of the report will delve into the mechanics of developing strategy and a management transition plan to cause the desired future as depicted in Scenario Number 1 to result. Although Scenarios 2 and 3 appear at first to be far fetched, the probability of their occurrence is not distantly remote since the NGT group forecasted a possibility of their occurrence. This objective is twofold: to systematically eliminate any possibility of Scenarios 2 or 3 from occurring while approaching or paralleling the situation as

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forecasted in Scenario Number One. This segment will assist California law enforcement management personnel in establishing Scenario 1 as a desired future.

VI. STRATEGIC PLAN

A. TRENDS AND IMPACTS

The five dominant trends forecasted by the NGT group were analyzed in terms of the impacts created by their existence. It was considered important to identify the trend impacts since it was believed this would aid in developing a strategic plan. The trend impacts are as follows:

1. Public attitude against drug use
 - a) The public is increasingly up-in-arms about drug abuse in public safety occupations
 - b) Congress has expressed support for random drug testing in certain public safety occupations
 - c) 98 percent of Police executives polled believe that police drug abusers should be discharged
2. Availability of drugs
 - a) Illegal drugs are readily available on grammar school campuses
 - b) California is increasingly becoming a nationwide drug distribution center
 - c) Cocaine seizures increased 413 percent in Los Angeles in 1986 compared to 1985

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3. Decrease in productivity
 - a) Fortune 500 companies report workplace productivity decreases when drug abuse increases
 - b) Fortune500 companies report productivity increases when workplace drug testing is implemented
 - c) Studies show that workplace accidents and sickness increase among drug abusing employees
 4. Increase in workplace corruption
 - a) Miami police officers involved in drug abuse are arrested on murder and corruption charges
 - b) Los Angeles officer arrested on drug abuse charge admits stealing drugs from arrestees
 - c) California officer suspected of station house thefts arrested on drug abuse charge
 5. Increase in workplace drug testing
 - a) 25 % of California agencies polled participate in some form of workplace drug testing
 - b) 37 % additional California agencies polled are considering some form of workplace drug testing program

B. CAPABILITIES SURVEY - WOTS UP

In an effort to assess, evaluate and articulate the capability of my organization, the Los Angeles Police Department (LAPD), to positively intercede in the scenarios presented, a WOTS-UP (weaknesses, opportunities, threats and strengths) analysis was conducted to determine the ability of LAPD to deal with the related

environment.

OPPORTUNITIES

maintain police leadership
reduce employee corruption
emphasize integrity issue
improve scientific capability
improve public attitudes
remove drug abusing officers
create safe work environment
quash drug trafficking

THREATS

negative media attention
negative political attention
possible collision with union
exposure of "employee" problem
overburden discipline system
employee overreaction

STRENGTHS

large agency
flexible leadership
quality of personnel
leadership of chief
management competence
dedicated personnel

WEAKNESSES

long range planning
reliance on mayor for funding
policy established by appointees
unknown significance of problem
relationship with council

Analysis of WOTS-UP matrix: The impression received after completing this analysis is that the LAPD is a large organization composed of many competent and outstanding personnel, but the organization is also fairly traditional for a municipal law enforcement agency in that it does not over-extend itself in the areas of futures research or strategic planning. Moreover, despite the obvious competence of an overwhelming number of individuals in the organization, the Department's relationship with the City's political structure is not solid. Its influence over the mayor and council is weak, and programs needing their support are acted upon independently rather than being automatically accepted. Reduced municipal funding subsequent to the passage of Proposition 13 in 1978 is partially responsible for this. In the final analysis, it is probable that a program dealing with employee drug abuse will have to be absorbed within existing resources.

C. STAKEHOLDER DEMANDS AND ASSUMPTIONS

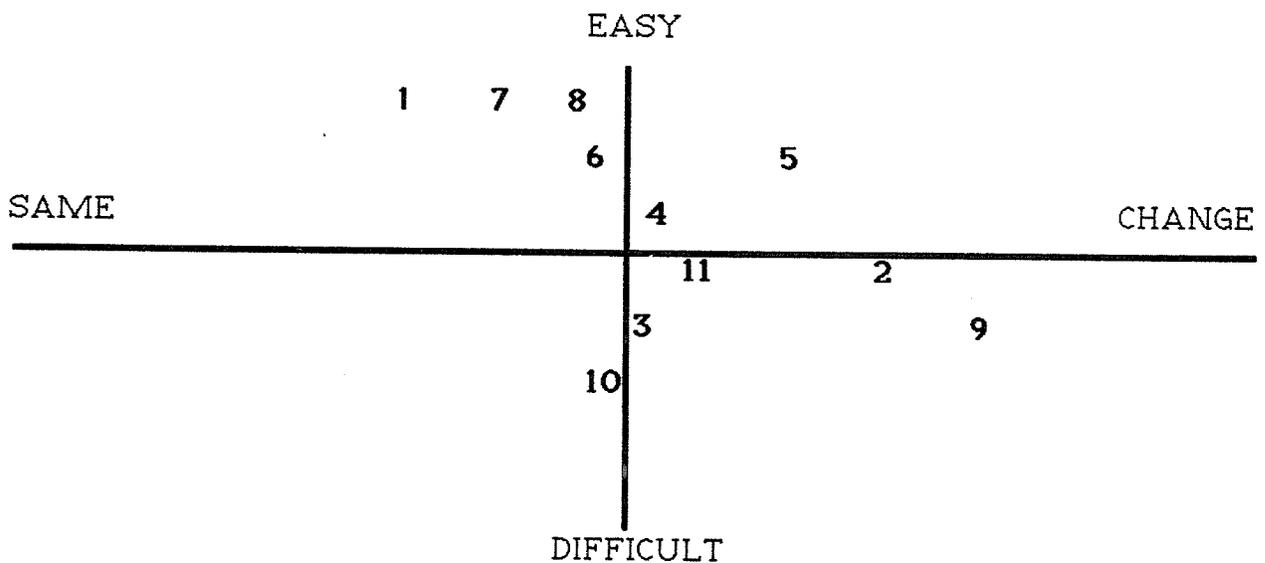
Next, an analysis was made to identify the top major stakeholders who would be involved or could have an impact in creating a law enforcement employee drug abuse program and their related assumptions.

1. Chief of Police
 - a. can create drug-free workforce
 - b. reduce internal corruption
 - c. be a leader in a significant problem area
 - d. supports random drug testing
2. Police Union
 - a. passive supporter
 - b. obligated to defend drug abuse offenders
 - c. Department must negotiate with them
3. Police Commission
 - a. wary of over extending resources
 - b. concerned with Constitutionality
 - c. concerned about employee drug abuse problem
4. Mayor
 - a. concerned about employee drug abuse problem
 - b. wants program to deal with problem
 - c. may not allocate additional funds
5. City Council
 - a. aware of employee drug abuse problem
 - b. prefer departments to deal with own problems
 - c. may not approve additional funding
6. Los Angeles Business and Residential Community
 - a. LAPD employees should be drug-free

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- b. drug abuse is an integrity issue
 - c. isolated instances tarnish entire Department
7. LAPD Command and Staff Personnel
- a. employee drug problem is significant
 - b. immediate action is needed
8. LAPD Officers
- a. most support drug detection program
 - b. little sympathy for drug abusers
 - c. want assurances that partners are drug free
9. Smaller Group of LAPD Officers
- a. any program is violative of Constitution
 - b. some are abusers of illegal drugs
 - c. some are sincere in their beliefs
10. Courts
- a. concerned about 4th Amendment issues
 - b. concerned about public safety
11. Media
- a. see the issue as newsworthy
 - b. eager to report on drug abuse problems

D. DIFFICULTY/CHANGE MATRIX

Finally, the top 11 major stakeholders identified were plotted on a difficulty/change matrix. The chart presents a visual picture of the perceived present position of the stakeholders along two connecting continuums.



Difficulty/change matrix analysis: It is significant to note at this juncture that any change required is achievable. The key stakeholders are in apparent agreement with the need to address the problem of employee drug abuse. Although a few stakeholders are in the difficult to change category, most are on the fringe and in philosophical agreement that the problem must be addressed. There is only one key stakeholder solidly entrenched in the difficult to change category, identified as Smaller Group of LAPD Officers, and this stakeholder should be unable to muster the support or clout to overcome a thoughtfully drafted program.

E. MISSION

Macro Level: The broad macro-level mission of law enforcement is to provide for the safety and security of the community through effective and efficient law enforcement. This is often achieved in concert with the various communities for maximum effectiveness. Police agencies have a duty to remain responsive to local government as well as the communities which they serve. Toward this end, the police have a responsibility to inquire into all issues which impact on the quality of service provided by safety personnel. Employee drug abuse problems negatively impacts on quality of service while creating liability issues.

Micro Level: In order to accomplish the goal of eliminating employee drug abuse problems in law enforcement agencies police leaders must institute programs which systematically deal with agency problems. This is achieved through the implementation of a drug testing program which reasonably addresses three general issues: a) justification for the program; b) likelihood of employee impairment while on the job and c) reliability of the tests and procedural safeguards.

F. EXECUTION

In order to begin development of a method to implement an employee drug abuse program in the department a group of LAPD command and supervisory personnel and a chief officer from another agency were assembled to assist in the formulation of a strategic plan. Through presentation of the research data,

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brainstorming techniques and discussion, a list of possible alternative courses of action was developed for consideration. Following further review and discussion and voting by group members, three possible strategies were selected as the most likely courses of action. Those possible strategies are:

1. **BUDGET FOR THE PROGRAM.** Make a direct approach to the political leadership of the city for necessary funding and policy commitments to implement an employee drug abuse detection program. Be prepared to justify the requests on the basis of an identified employee drug abuse problem and related liability costs. Resistance can be expected to this plan due to the usual fiscal conservatism of municipal government.

2. **REACH AN AGREEMENT WITH THE POLICE UNION.** Make a direct approach to the leadership of the police union for implementation of a random drug testing program. Since research has shown that a program of this nature can dramatically reduce the incidence of drug abuse in an employee work group, efforts should be expended to employ such a program in every agency having a drug abuse problem. The practical side of this strategy, however, reveals that not one police union in the country has accepted a random drug testing program for its membership. Without such an agreement, the legal and political barriers to the unilateral imposition of a random drug testing program have thus far been insurmountable in a law enforcement agency. Notwithstanding these pitfalls a program of this magnitude, if implemented, will address the problem effectively and

efficiently.

3. **DEVELOP A BROAD BASE OF SUPPORT** for a responsible employee drug abuse detection program by recognizing whether a problem exists and, where it is, seeking the support and concurrence of all affected parties in the development of a program. This process is time consuming and requires considerable skills and effort in coordinating the activities of everyone concerned. The focus should be on achieving agreements as to when, what, who, where, why, and how of an employee drug testing program. Once achieved, a comprehensive program is in place.

G. RECOMMENDED STRATEGY

The selection of the recommended strategy was based on a concurrence of the most feasible and reasonable strategy obtainable. A strategy of Budgeting is not reasonable in today's economic climate, and it is not guaranteed to work since it merely earmarks money for a specific program without regard for results. The second strategy, Random Drug Testing, is an efficient strategy but it is not judicially permissible at this time. The recommended strategy, consequently, is the Broad Based Strategy which forces a department to critically analyze its employee drug abuse problem and develop a comprehensive program based on the strength and weakness of the organization. In one sense this strategy is also the most reasonable since it leaves the responsibility for developing and implementing a program almost entirely to department management and employee groups. Political and judicial intrusions

are kept to a minimum. Moreover, this strategy provides an opportunity for the key stakeholders to join together in an effort which will accrue numerous direct and indirect benefits in a win-win situation.

The following implementation elements comprise the outline of a broad based strategy program. The elements were developed by the NGT members in a brainstorming session.

Establish Need - Determine whether a need exists in the department for a drug testing program. This can be accomplished by thoughtfully reflecting on how employee drug abuse has manifested itself in the organization and then determining what is hoped to be accomplished by instituting such a program. It may be that a department can simply rely on traditional methods of securing evidence, such as search warrants or consent, or that a comprehensive urinalysis drug testing program is required to prevent the loss of public trust and to insure the ability of the department to fulfill its investigatory and enforcement responsibilities.

Formulate a Department Policy - The department should formulate a policy about drug abuse that spells out why it is unacceptable and how it will be addressed. Most departments surveyed on this subject considered termination to be the only acceptable alternative to employee drug abuse. The policy should demonstrate the need for drug testing in the department and document a relationship between job performance and drug abuse. The policy must be developed in consultation with all parts of the organization that may be affected, including union representatives,

personnel managers, legal advisors and top managers. Further if the policy will impact on other city departments, such as Personnel Department in the event pre-entry uninalysis testing of police applicants will be part of the program, then representatives of those should be afforded the opportunity to participate.

Communicate That Policy - The department must communicate its policy on drug abuse to all employees, and they must know in advance what the penalties will be. The policy must also be in writing. The Chief of Police must personally communicate this policy in the most dramatic possible manner so as to ensure that each and every employee is fully aware of it. All command and staff officers should be required to discuss the policy as frequently as possible at supervisory meetings, roll calls, training functions, and in-service seminars. The policy should be integrated into the training curriculum of all department-sponsored training activities.

Memoranda of Understanding - Employee MOUs' must be modified to reflect agreements reached. Although most employee unions are reluctant to take the lead in establishing employee drug abuse detection programs, they are not reticent about agreeing to employee drug testing programs based on cause if procedural safeguards are in place.

Training of Supervisors - Train all department supervisors as to the employee drug abuse profile, agency policy and testing procedures. Supervisors should be trained about what constitutes sufficient cause to believe an employee has ingested drugs. In concert with this an employee drug abuse profile would

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be helpful in identifying possible violators. Department management should encourage and support supervisors in the active identification of problem employees, and a drug abuse audit tool should be developed to assist in identifying employees who may be involved in drugs.

Test for Results Carefully- A certified private lab or approved public lab should conduct the urinalysis. The testing cut off level should conform to the manufacturers's instructions and confirmation tests must be conducted to eliminate false positive results. Only qualified technicians should perform laboratory analyses, while using approved chain-of-custody procedures in handling urine samples and other evidence involved in employee drug abuse cases. Urinalysis results must remain confidential, and a portion of the urine sample should remain available for urinalysis by a laboratory of the employee's selection.

Enforcement Action - Employees who test positive in confirmed tests must be subjected to the disciplinary process. An opportunity for contesting positive results must be provided, including providing the employee with a sample of the urine specimen for analysis by the lab of his choice. In departments where drug abuse is more than an isolated incident, thought must be given to establishing an organizational unit whose sole responsibility is to investigate employee drug abuse cases. Surveillance of suspected employee drug abusers, both on and off duty, should be considered as a means to investigate allegations of drug abuse by law enforcement personnel. Every allegation must be carefully investigated.

Drug Abuse Hotline - A drug abuse telephone hotline should be considered for use by employees to report incidents of suspected drug abuse. Information received should be kept confidential, and callers should not be required to identify themselves.

Drug Abuse Audit Tool - A drug abuse audit tool should be developed to assist supervisors in identifying employees who may be involved in drugs. The audit tool should encourage supervisory audits which examine the following:

- * inordinate sick time usage
- * inordinate tardyness
- * reduced performance
- * objective symptoms of drug abuse
- * unexplained financial problems
- * sudden peer or partner problems
- * sudden marital or family problems
- * sudden change of behavior
- * deteriorating appearance and grooming standards
- * and don't forget to audit
 - a) arrests involving narcotics
 - b) narcotic evidence

State Legislation - Legislation should be considered to establish or enhance criminal penalties for crimes involving the theft of drugs or other property by law enforcement employees.

Local Legislation - Municipal or county ordinances should be considered which prohibit appointment to public safety positions of individuals who have used hard narcotics or experimented with

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marijuana more than a few times.

Candidate Testing - All candidates for public safety positions should be subjected to urinalysis testing, and those who test positive should be permanently barred from competing for police officer positions.

H. ADMINISTRATION AND LOGISTICS

The successful outcome of these strategies requires a committed Chief of Police who is willing to engage in local political interactions and intradepartmental infighting. The infighting will be primarily surrounding department efforts to maneuver with the police union over mutually acceptable drug abuse testing agreements. However, the Chief of Police also recognizes that political interactions and criticisms, if it does occur, goes with the job of being chief. His primary goal is to create as near as possible in the City of Los Angeles a crime-free environment. Toward this end, the perception of integrity within the department is a key ingredient. The public must have confidence in their police department, and this trust is eroded when problems of employee drug abuse become known.

In order to ensure the success of this plan, the Chief of Police must appoint a staff officer to be responsible for the day-to-day management of the plan and its eventual implementation. The staff officer will be designated as the Department Employee Drug Abuse Coordinator, and it will be his responsibility to coordinate the plan's development and implementation while assuming the following additional tasks:

- a) Advise the COP and general staff on employee drug abuse issues.
- b) Provide related training at department schools.
- c) Establish liaison with the medical and psychological communities to obtain information on current trends and related issues.
- d) Chair a committee composed of representatives from Internal Affairs, Narcotics, Personnel, Behavioral Sciences, and Training Divisions for the purpose of researching and proposing related recommendations to the Department.
- e) Work toward improving new-hire drug standards used for the Department. An effort should be made to correlate the drug backgrounds of employees found to be using drugs.

The Department Drug Abuse Coordinator will be charged with the responsibility of more fully developing the subgoals, missions, and strategies for the various components of the long-range strategic plan. As part of his staff, the coordinator will include the capability of researching for preparation of necessary budget requests. However, the plan does not require new budget positions.

Secondly, within the Department the Drug Abuse Coordinator will begin to determine the planning and direction needed to focus on logistical needs of the Department in achieving the implementation of the drug abuse program. Toward this end the Drug Abuse Coordinator would be assigned the task of researching, monitoring

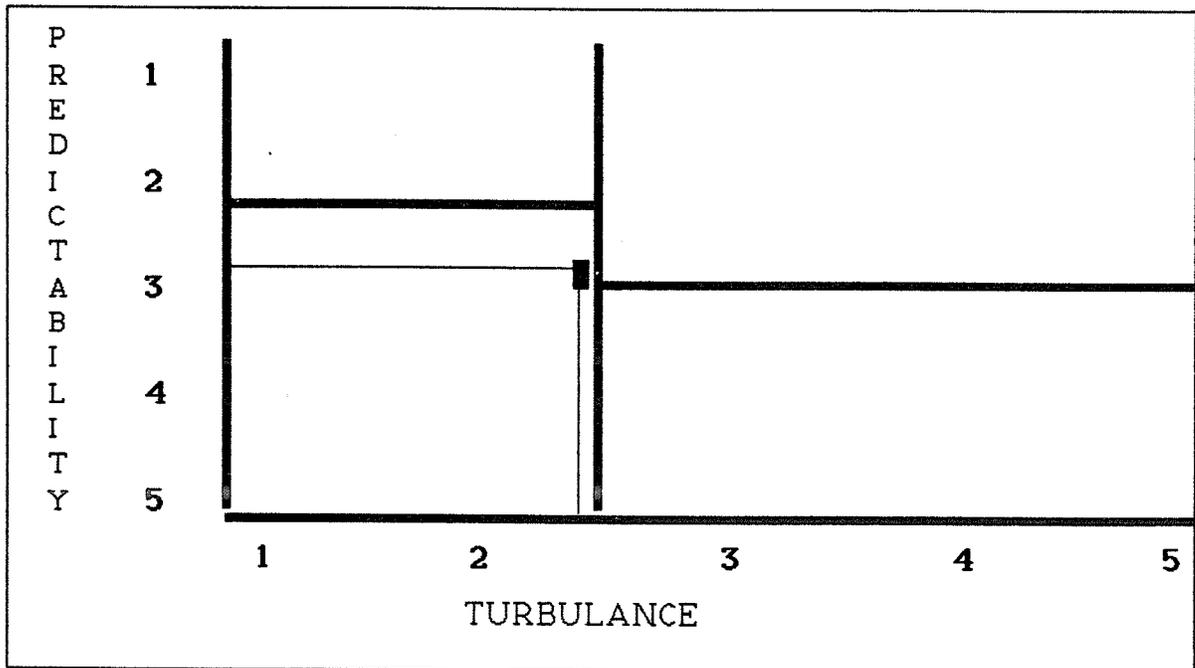
and recommending appropriate steps to the Chief of Police and keeping the Department informed of what is occurring through some sort of newsletter or other form of communication. Logistical requirements will necessarily include equipment for conducting urinalysis testing and the gathering and storage of urine samples. The Department's Scientific Investigation Division is presently capable of providing urinalysis. Their laboratory equipment can perform preliminary evaluations and detailed supplemental chemical analysis of blood and urine samples. This equipment is capable of identifying specific drug classifications found in blood or urine and can provide a complete qualitative and quantitative analysis.

I. PLANNING SYSTEM

The long range planning committee for this plan will be supervised by the Chief of Police. The long range planning committee itself will be chaired by the Drug Abuse Coordinator, an officer of staff rank assigned by the Chief of Police to this position. The committee itself will be comprised of members of Internal Affairs Division, Personnel Division, Training Division, Employee Relations Section, Behavioral Sciences Section and field officers at the rank of police officer personally selected by the Chairman. The committee will meet as required with representatives of the various employee unions, City Personnel Department and City Legislative Analyst. The committee will meet monthly to review and report on progress, and to revise or alter 5, 10 and 15 year plans as necessary.

J. DIMENSIONS OF ENVIRONMENT MATRIX

This chart presents a perception of the department relative to environmental factors of turbulence and predictability. The mid points along each axis of 2.5 are considered average.



Dimensions of Environment Matrix interpretation: This chart seemingly depicts an environment which is predictable, but also one filled with threats as well as opportunities. Changes are not common but they do occur on a regular to occasional basis. Based on this analysis the Department, or any organization in a similar situation, should have a good opportunity to identify the goals it wants to achieve and have a reasonable chance of attaining them.

VII.

IMPLEMENTATION PLAN

An analysis of the foregoing parts of this report was conducted to identify as precisely as possible the strategic points delineated in the EXECUTION and RECOMMENDED STRATEGY Sections which merit defending, and those which are not perceived to be as vital to the plan's overall success. This analysis was conducted independently, without assistance or support of the previously involved groups or individuals.

A. NEGOTIABLE ISSUES

The strategic points perceived as Willing To Give On were as follows:

* Budget For The Program. It is not essential to fund a drug abuse detection program through the creation of earmarked positions and programs in the budget. If a program were dependent on new budget authorities it would probably never get off the ground. The Chief of Police can develop a program from within existing resources.

* Random Drug Testing. Although the Chief believes that random drug testing, in and of itself, is sufficient to address the problem of employee drug abuse there are too many roadblocks preventing its implementation. He would be willing to forego this step until those barriers are eliminated.

B. NON-NEGOTIABLE ISSUES

The strategic points perceived as Not Willing To Give On were as

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follows:

* Broad Based Program. The Chief of Police believes that a comprehensive program using existing resources and personnel is the best method of addressing the problem of employee drug abuse. An individualized program of this nature cannot be mirrored in each and every agency since employee drug abuse problems differ from agency to agency. The commonalities of the problem itself may be many, but agency personality and the political and community environment are unique to each municipality.

1. Nonetheless an individualized, comprehensive program must contain the following elements:
 - a) The need for a program must be established
 - b) Formal policy must reflect that need and
 1. Be in writing
 2. Communicated to all personnel
 3. Incorporated in MOU
 - c) Training of all levels of supervision in the organization in
 1. Their responsibility
 2. Drug abuse profile and signs
 - d) Confirmation of positive urinalysis results
 1. Confidentiality of results
 - e) Penalties for abuse must be known in advance
 1. Discharge is only acceptable consequence
 - f) Education of all members of the organization in
 1. Health, family and personal pitfalls

associated with drug use

2. An individualized, comprehensive employee drug abuse program may contain the following elements. These elements may be crucial to the success of a program in certain agencies, but considered discretionary for others:

- a) Employee drug abuse hotline
- b) Drug abuse audit tool
- c) Surveillance of suspected employee drug abusers
- d) Legislation to overcome local or State barriers
- e) Mandatory testing of law enforcement candidates

C. STAKEHOLDERS POINTS OF NEGOTIATION

The three stakeholders selected for negotiation analysis are the mayor, police chief and president of the police union. They are analyzed in that order.

1. Mayor - The mayor is concerned about issues of drug abuse in the City's workforce. Any media publicity in this area tends to negatively reflect on his leadership ability. He jealously protects the image he projects. The mayor is also apprehensive about programs initiated by the LAPD. The Mayor, therefore, can be expected to agree to LAPD requests on the following issues.

- * The need for a drug-free employee workforce
- * The need for a written program which specifies the parameters to be included.

- * The need for LAPD involvement with employee groups to reach peaceful agreements.

- * The need for training and education of the workforce on the hazards of drug abuse.

The Mayor can be expected to not negotiate the following points of the plan.

- * He will probably not approve new funding for the program.

- * Because of turmoil surrounding random drug testing he will probably not approve its implementation

2. Chief of Police - The head of the LAPD is genuinely concerned with eliminating drug abuse in the employee workforce. His overall goal is to have a crime-free city. This cannot be accomplished as long as narcotics is such a contributing factor in the incidence of crime and corruption. The Chief of Police is creative and intelligent and has a comprehensive understanding of City operations. Because of his knowledge and influence, the Chief of Police is usually successful in obtaining what he wants. He can be expected to agree to LAPD requests on the following issues:

- * The need to establish a comprehensive employee drug abuse program.

- * The need to discharge employees who abuse drugs.

- * The need to train and educate all employees on the hazards of drug abuse.

- * The need to initiate a surveillance capability to energetically investigate all allegations of employee drug

abuse.

* The need to seek cooperation from all involved parties, including the police union, in establishing agreements and understanding.

* The need to put Department policy in writing.

The Chief of Police can be expected to not agree on the following points of the plan.

* The need to budget for additional resources.

* The need to immediately implement random drug testing.

* Any agreement that will compromise the integrity or reputation of the department.

3. President of the Police Union - The President of the Police Protective League (PPL) is presently a police lieutenant. Approximately 97 percent of the 6900 eligible LAPD officers belong to this employee organization. The PPL has a reputation for being a strident employee organization, not hesitant about taking on the Chief of Police or Mayor over employee rights issues. The PPL does not hesitate to spend money litigating management practices or defending officers accused of criminal acts or administrative wrongdoing. Even though the PPL has vigorously defended several officers accused of drug abuse, a contingent of vocal LAPD officers has let it be known that they do not countenance employee drug abuse. The PPL, therefore, can be expected to agree to LAPD requests on the following issues.

* The need to postpone any action on random drug

testing. They oppose this concept.

- * The need to work with management to cooperatively develop a policy on employee drug abuse.
- * The need to include agreements in the MOU.
- * The need to inform employees that drug abuse will not be tolerated in the workforce.

The PPL can be expected to not agree to the following issues:

- * Implementation of random drug testing.
- * Management's unilateral implementation of a program which affects terms and conditions of employment.

D. NEGOTIATION STRATEGY

The plan is now ready to be implemented. The assumptions of the three key stakeholders have been probed and analyzed and there now is an understanding of their needs and viewpoints. In negotiating with each of the three stakeholders the techniques of strategy and tactics will be employed to explain and convincingly sell the plan in positive terms. The purpose of the negotiations is clearly to explain and sell the plan. In doing this the benefits of the plan as they are related to the individual stakeholder will be emphasized. Long-term benefits accrue to the Mayor, Chief of Police and Police Union and basically involve a drug-free public safety workforce which respectively correlates to integrity in the City workforce, an improved crime picture and peaceful labor-management relations.

1. Mayor - The negotiation strategy to be used with the

mayor will be that of participation and crossroads. The participation strategy will involve the aid of other individuals such as city council members, Chief of Police, and key police officials who will privately intercede with the mayor to discuss the merits of the plan and seek his cooperation. The crossroads strategy will be employed by introducing all the needed ingredients of the plan, such as budgeting and random drug testing, but a concession can later be made by withdrawing these program elements. In this way the Mayor will perceive himself to be authority figure around whom the success of the plan will depend. Once the plan is explained to the mayor he will recognize its merits and begin to support it. This will be a "win" for him because of his perceptiveness in recognizing the lack of essential need for random drug testing and a "win" for LAPD because of the plan's approval. Ultimately, the mayor's support is essential since he can apply political pressure on the president of the PPL to agree to the plan.

2. Chief of Police - The negotiation strategy to be used with the Chief of Police will be that of association and forbearance. The association strategy will involve pointing out to the Chief the cities throughout the nation presently employing employee drug abuse programs. The Chief will be approached when complete information is available from those cities describing the details of their programs. The strategy of forbearance will consist of presenting the details of the plan to the Chief while avoiding a direct conflict with him over parts of the plan. For instance, he may view random drug testing as both unachievable and unrealistic. He will also recognize the slim chances of obtaining resources through the budget process, notwithstanding his leverage. The Chief, however, can be expected to readily accept the overall plan as it will impact

on department integrity and the public's perception of the department. The Chief of Police, however, will not be satisfied until a comprehensive plan is approved which can be implemented. This plan, for the Chief of Police, becomes a "win-win" situation.

3. Police Union - The negotiation strategy to be used with the PPL will be that of collaboration. The specific tactic to be used will be to outline the areas of mutual concern and mutual benefit derived from entering into an employee drug abuse program. The PPL will not be the leader in these negotiations and it is not expected they will offer new ideas or give in to department ideas willingly. However, the PPL will not want to be perceived by its membership as a safe house or haven for employees with drug abuse problems either, or the PPL leadership will have a union walkout on its hands and the likely prospects of a recall election. The union will agree, consequently, to a comprehensive drug abuse program based on cause. This will create a "win-win" situation for both the department and PPL.

YIII. TRANSITION MANAGEMENT PLAN

Those entities whose policies and procedures may in some way be affected by the strategic plan have been identified and evaluated in Chapter VI of this report. This section identifies and assesses the critical mass and makes recommendations on how to achieve the desired objectives mentioned in this report.

A. CRITICAL MASS

The critical mass are those individuals who could make or break this plan. In Los Angeles the critical mass are identified as follows:

- * Chief of Police
- * President, Police Protective League
- * President, Board of Police Commissioners
- * Mayor, City of Los Angeles
- * President, LAPD Command Association
- * General Counsel, Police Protective League
- * Commander, Employee Relations

The chart below assesses the current level of commitment of each of these critical mass entities toward the plan to develop and implement a comprehensive drug abuse program in LAPD. The chart also indicates the desired commitment of each individual to make the plan work.

COMMITMENT ANALYSIS

Critical Mass Entities	BLOCK the Change	LET change Happen	HELP change Happen	MAKE change Happen
CHIEF			X ——— O	
LEAGUE		XO		
COMMISSION		X ——— O		
MAYOR		XO		
COMMAND			XO	
PPL COUNSEL		XO		
EMP. REL.		X ——— O		

X = Present Position O = Desired Position

B. CRITICAL MASS NARRATIVE ASSESSMENT

CHIEF OF POLICE: The present chief has been the Chief of Police of LAPD for the past 9 years. He is a positive, energetic and sometimes forceful leader who has widespread community support. He has demonstrated the capacity to win tough political support on controversial issues. He is a leader and supporter of programs directed at drug trafficking. He has

seen a number of officers' careers destroyed during the past two years over the use of illegal drugs. He is a proponent of Random Drug Testing, and is dismayed about the negative impact narcotics is having in our society. The chief's natural position lies in the HELP Change Happen category. He can be moved to the MAKE Change Happen category if a properly prepared program is presented to him. This will be the strategy in LAPD. As an aggressive opponent of drug use and police misconduct he will be a strong leader in this proposed program.

LEAGUE: The present president of the League has been a Director on the Police Protective League (PPL) for the past 6 years and its President for the past three. He is the union leader of approximately 7000 officers, the majority of whom are disinterested members, many of whom are vocal and discontented over any labor-related issue, and a few who are, in fact, drug abusers. The PPL does not condone drug abuse in the police workforce but does believe it is obligated to provide representation to any officer requesting it. Concomitantly, numerous officers have submitted petitions criticizing the PPL for its support of officers involved in drug abuse. Consequently, the PPL's level of commitment is in the LET Change Happen category. Politically it cannot take any other position without risking the wrath of union members. The key here is to ensure the PPL remains in this category. This can be accomplished by avoiding Random Drug Testing and developing a reasonable, comprehensive drug abuse program in cooperation with the PPL.

COMMISSION: The President of the Board of Police Commissioners

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is an attorney, has been a member of the Board of Police Commissioners (BPC) for the past 4 years and its President for the past year. The BPC is the head of the Department and consequently must approve any policy or program relative to drug abuse before it can be implemented within the Department. The BPC will not accept any program which has a risk of being legally unacceptable in the courts. He is in the LET Change Happen category, and can be moved to the HELP Change Happen category if he is certain the program is legally sound and not objectionable to most officers. The exclusion of Random Drug Testing as a component of the plan will do this, and the PPL will not protest to the BPC if a fair program is designed since the PPL must walk a tight rope on this issue.

MAYOR: The incumbent has been the mayor of Los Angeles for the past 13 years. He is the key politician who must be included in the critical mass. Since the Police Commissioners serve at his pleasure, he even has control over them on major issues. If the mayor is supportive of this program, then it is believed his influence could overcome political resistance from elsewhere within government. The mayor has already gone on record as being a proponent of a drug abuse program. He is, consequently, in the LET Change Happen category, and if his support is truly needed he could be moved to the HELP Change Happen category. However, his vigorous support of the plan would also tend to galvanize his opponents into opposing the plan. His political opponents may not be necessarily against the proposed plan. The key here, then, is to neutralize the mayor by not

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soliciting his support. This will keep him in the LET Change Happen category.

COMMAND: A police captain is the present President of the bargaining unit which represents all captains, commanders, and deputy chiefs. He does not condone employee drug abuse and he has some influence over the PPL, which represents all lieutenants and below. He is a gregarious, friendly individual who seemingly does not have any enemies. He is in the HELP Change Happen category because of his strong beliefs against drug abuse by officers. He is part of the critical mass because he is one of the few persons in the command ranks who has influence in the PPL. His abilities will be employed to neutralize those members in the PPL who are strongly opposed.

COUNSEL: An Attorney is the Chief Counsel for the PPL. He is a former police officer who does not support officer drug abuse, but he is now a labor lawyer who represents the PPL and its members when they are in trouble with LAPD management. He has previously represented officers who have had drug problems. He is articulate and polished. By the very nature of his position he is in the LET Change Happen category. He must stay in this category and not be moved to the BLOCK Change category. His slide to the BLOCK Change category can be prevented by keeping the PPL in a neutral position, which will be accomplished through intervention skills and by involving the PPL in the formulation of the drug abuse program.

EMPLOYEE RELATIONS: A Commander is presently the head of

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the LAPD's Employee Relations Section. He is LAPD's chief labor negotiator and has the on going task of meeting and conferring with the PPL over items relating to terms and conditions of employment. He is part of the critical mass since he will be the one who actually presents LAPD's plan to the PPL and hammers out any concessions. He is in the HELP Change Category since his negotiating acumen will be put to the test in coming to an agreement on a drug abuse program acceptable to both the PPL and LAPD.

C. TRANSITION MANAGEMENT STRUCTURE

The appropriate management structure through which to manage this change is to assign a project manager whose responsibility it will be to coordinate the implementation of a drug abuse program which will fit into the LAPD organization. The project manager will be a police commander personally selected by the Chief of Police, who will assume this task as a primary responsibility. The Drug Abuse Program Coordinator will report directly to the Chief of Police on all matters concerning this program. The program coordinator will be assisted on the team by other department members selected on the basis of a *diagonal slice* through the organization. The diagonal slice will include a representative from the police union.

The program coordinator will appoint members of the task force with the concurrence of the Chief of Police. The group will include both sworn and non-sworn employees who will be representative of all ranks and functions of the department. In addition to the

police union, representation should include members of Internal Affairs Division, Scientific Investigation Division, and Training Division since these divisions are responsible for investigating allegations of drug abuse, urinalysis testing and educating.

Technologies will be used to assign individual responsibilities to members of the task force. However, the program coordinator will resolve most issues relating to this plan, with the Chief of Police giving final approval over all decisions. Regular meetings, on at least a weekly basis, and progress reports will be forwarded to the Chief of Police to ensure proper administrative communication is maintained.

D. TECHNOLOGY DESCRIPTION

To achieve progressive movement from the present state of development to a future state involving a comprehensive drug abuse program it will be necessary to identify supporting technologies that will permit a comprehensive program to be implemented and instituted cooperatively and smoothly. Three exercises will be conducted to support and facilitate the transition.

1. Exercise One. A one-day conference will be conducted with members of the task force. An outside facilitator with expertise in employee drug abuse programs will be utilized to prepare the members for the tasks which lie ahead. This exercise will have the following general purposes.

- * Members will participate in exercises designed to make them aware of features of successful and unsuccessful programs. They will learn to comprehend the components which might prove successful in LAPD.

- * Members will spend some time reviewing actual case studies of LAPD and other law enforcement drug abuse problems.

- * Members will spend some time describing the desired future. They will fine-tune the focus and scope of the strategic plan.

- * Members will establish agendas, schedules and assign task force members to lead intergroup meetings.

2. Exercise Two. Following the conference workshop meeting a series of intergroup meetings will be conducted. Because of the size of LAPD it is anticipated at least 50 meetings will be needed to enable every interested employee an opportunity to participate. The meetings will allow the stakeholders a chance to hear proposals and ideas and be heard on the subject. The purposes of these intergroup meetings are as follows:

- * Employees will learn the extent of the employee drug abuse problem.

- * Employees will be given some indication of what the proposed program will look like.

* Feedback will be received relative to the program's form and shape. The meetings will be used to also muster support for the program.

* Task force members will be alert in these meetings to identify additional ideas and resources helpful to the program. The scope of the plan is such that every available idea, method and resource must be considered.

3. Exercise Three. Task force members will gather again after the intergroup meetings for a second conference workshop. This exercise will employ the same facilitator used in the first exercise. The purposes of this exercise are as follows:

* Members will share their experiences in the intergroup meetings. All ideas developed from the intergroup meetings will be carefully considered.

* The task force will establish procedures and a timetable for executing the strategic plan.

* They will brainstorm possible threats and conflicts which might prevent completion of the plan. Strategies and resolutions will be developed to counteract each threat which could delay or prevent the plan from being implemented.

* The task force will clarify the roles of its members

and the roles of other important players in the execution of the plan. To accomplish this, the group will go through the process of charting the responsibility of each important decision and action in the plan. A Responsibility Chart will be drawn after the roles of each of the players have been determined.

* The task force will review all procedures, methods and roles to assure that the action plan is still consistent with the desired future or with the objectives which will bring about that desired future.

* As a final task, the group will establish a review and evaluation procedure. This is to provide a vehicle for monitoring the plan for a scheduled period of time. Procedures will include a means to assure the Chief of Police that required actions are being accomplished and to inform him regarding the results of these actions.

Following these three exercises members of the task force and other key players will be well equipped to execute the plan. Each will have a thorough understanding of the plan's objectives. They will know what part they play in the plan and how that part interrelates with others.

IX. POLICY CONSIDERATIONS

After analyzing the trends, events and scenarios, and strategic, implementation and transition management plans, it is apparent

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that certain policies relative to an employee drug abuse program should be delineated by law enforcement to assure that it will be prepared for the eventuality of drug abuse in the future law enforcement workforce. The following policies are submitted for consideration:

1. P.O.S.T. will be solicited and encouraged to establish State-wide standards and guidelines relative to drug use in the police workforce.
2. Every agency should determine its policy relative to employee drug abuse.
3. The employee drug abuse policy must be in writing.
4. Every employee must be informed of the agency's policy.
5. Penalties for violation of the policy must be clearly spelled out.
6. Consideration of whether the penalty for drug abuse by a law enforcement officer must be discharge.
7. Every agency must develop a comprehensive training program which educates and informs employees about drug abuse.
8. Every allegation of employee drug abuse must be thoroughly investigated.

9. Situations which require testing of urine samples for drug abuse must be identified.

10. Employee Memoranda of Understanding should include agency policy on drug abuse and specify situations which authorize the taking of a urine sample.

11. Employees who test positive for drug abuse must be removed from active police duty pending a final determination.

12. Agencies must change local policies which permit hiring of law enforcement candidates who have demonstrated excessive drug abuse habits.

X. CONCLUSION

The foregoing parts of this report identified several issues relative to employee drug abuse which call for immediate and urgent action. The Introduction outlined the results of several studies which are consistent in the representation that illegal drugs are becoming more common in the nation's work force. This dilemma has not escaped the law enforcement profession. Law enforcement, too, has a problem with employee drug abuse, and this problem is much larger than many police executives believed. As indicated in this report, even though the sample is too small to be academically valid, it appears that a significantly smaller percent of police agencies in California have employee drug abuse programs than do those outside the state. One reason for this may be that

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police executives in California are unsure or unaware of the extent of drug abuse in their workforce. Why this is so is unknown, but this remains an issue in need of further research.

To combat this situation, police executives must develop policies and procedures for their agency which are aimed at exposing employee drug violators. This must be done vigorously. Carlton Turner, M. D., the White House adviser on drugs, reported that sixty-seven percent of the drug abusers in the workforce will stop if they are faced with possible detection. Police executives must create the impetus in their agency to develop a strategy which exposes all employee drug users without trampling on employee rights. The foregoing chapters describes in detail how this can be accomplished.

ENDNOTES

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8. Jack Katz, "Constitutional Issues in Employee Drug Screening Programs," Speech before National Institute of Municipal Law Enforcement Officers, Philadelphia, Pennsylvania, October 17, 1985.
9. J. Michael Walsh and Richard L. Hawks, "Employee Drug Screening: Detection of Drug Use by Urinalysis," United States Department of Health and Human Services, Publication NO. (ADM) 86-1442.
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LOS ANGELES POLICE DEPARTMENT



DARYL F. GATES
Chief of Police

P. O. Box 30158
Los Angeles, Calif. 90030
Telephone:
(213) 485-4151
Ref#: 1.4.3

TOM BRADLEY
Mayor

July 7, 1986

*Sample Letter
Format*

Colonel James B. Adams
Director
Texas Department of Public Safety
5805 North Lamar Boulevard
Post Office Box 4087
Austin, Texas 78773

Dear Colonel Adams:

The Los Angeles Police Department is currently conducting a study concerning the methods of our Internal Affairs Division relative to matters involving the investigation, procedures, adjudication and processing of personnel complaints.

We respectfully request your assistance in this endeavor by completing the attached questionnaire and returning it to the Commanding Officer, Internal Affairs Division, Los Angeles Police Department, 150 North Los Angeles Street, Room 534, Los Angeles, California, 90012.

The information that you provide will be a valuable tool in our assessment of current disciplinary processes within the Los Angeles Police Department. If you have any questions concerning this request, please contact Lieutenant Larry Goebel, Officer-In-Charge, Administrative Section, Internal Affairs Division, at telephone (213) 485-4151.

Your assistance in this study is greatly appreciated and please be assured of our cooperation in matters of mutual concern.

Very truly yours,

DARYL F. GATES
Chief of Police

T. Dymant
T. DYMENT, Captain
Commanding Officer
Internal Affairs Division

Attachment

QUESTIONNAIRE
LOS ANGELES POLICE DEPARTMENT

Agency Name: _____

1. Total number of sworn personnel in agency. _____

2. Total number of civilian personnel in agency. _____

3. Does your agency have an Internal Affairs Section (Bureau)? _____

(If yes, answer the following:)

a. Number of personnel in section _____

b. Number of sworn _____

c. Number of civilian _____

(If not, who investigates allegations of misconduct against your personnel?)

4. Average number of personnel complaints (involving misconduct) handled by your agency on a yearly basis. _____

5. Average number of personnel complaints (involving misconduct) handled by your internal affairs section on a yearly basis?: _____

6. Percentage of personnel complaints that are "sustained". _____

7. Does a civilian or sworn review authority oversee the activities of your specialized section? _____

8. Average amount of time spent (including interview) investigating and adjudicating personnel complaints. _____

9. Does your internal affairs section have a policy denoting when your section is responsible for investigating a censurable act of misconduct? _____

If yes, please describe.

10. Is specialized training, expertise or experience required for assignment or placement in your specialized section?

If yes, describe expertise/experience required.

11. Does your internal affairs section utilize a bifurcated system for investigating combined administrative/criminal acts of misconduct?

If yes, please describe briefly.

12. Has your department contemplated instituting a drug testing program for your sworn and/or civilian ranks?

If so, please explain.

13. Describe the method(s) your Department uses to adjudicate serious acts of misconduct.

PLEASE INCLUDE ANY FORMS AND EXEMPLARS OF YOUR PERSONNEL COMPLAINT REPORTING FORMAT.

TESTING	ALL	CALIFORNIA	TESTING	ALL	CALIFORNIA
YES	CHP	CHP	YES	METRODADE	
YES	KANSAS CITY		NO	LONG BEACH	LONG BEACH
YES	NYC				
YES	DETROIT		TOTALS	48	8
NO	ORANGE CNTY	ORANGE CNTY	PERCENT	100	17
YES	RALEIGH				
YES	LAUDERDALE				
NO	SEATTLE				
NO	TEXAS DPS				
YES	ST LOUIS				
YES	ST PAUL				
YES	BALTIMORE				
YES	BOSTON				
YES	PHOENIX				
CONSIDERATION	JACKSON				
CONSIDERATION	BOISE				
CONSIDERATION	KERN CNTY	KERN CNTY			
CONSIDERATION	OAKLAND	OAKLAND			
NO	SAN DIEGO SO	SAN DIEGO SO			
NO	JEFFERSON				
CONSIDERATION	SPOKANE				
YES	DALLAS				
CONSIDERATION	COLUMBUS				
NO	DENVER				
NO	LAS VEGAS				
NO	TAMPA				
YES	MIAMI				
CONSIDERATION	HONOLULU				
YES	ALBUQUERQUE				
CONSIDERATION	SAN DIEGO PD	SAN DIEGO PD			
YES	CHICAGO				
YES	HONOLULU PD				
YES	ORLANDO				
CONSIDERATION	MEMPHIS				
CONSIDERATION	MIAMI BEACH				
NO	NEW ORLEANS				
YES	TUCSON				
YES	WASH DC				
YES	HOUSTON				
YES	NY STATE				
YES	SACTO	SACTO			
YES	LANSING				
CONSIDERATION	ATLANTA				
CONSIDERATION	AUSTIN				
NO	ANCHORAGE				

N = 50

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RECRUIT SURVEY

- 1. Have you ever smoked marijuana? Yes 31 No 19
- 2. Have you ever illegally injected a narcotic or controlled substance? If so, was the substance
 - a. heroin
 - b. cocaine
 - c. amphetamine
 - d. barbiturate
 - e. hallucinogenic (PCP, LSD)
 - f. other (indicate type)
 Yes 1 No 49
- 3. Have you ever been present when a friend or relative has smoked marijuana? Yes 47 No 3
- 4. Have you ever been present when a friend or relative has illegally injected a narcotic or controlled substance? If yes, was the substance:
 - a. heroin
 - b. cocaine 9
 - c. amphetamine 4
 - d. barbiturate 4
 - e. hallucinogenic (PCP, LSD) 1
 - f. other (indicate type) 1
 Yes 6 No 34
- 5. Should the Department examine an officer's off-duty conduct? Yes 40 No 10
- 6. Should an officer be disciplined for smoking marijuana? If yes, should the discipline be:
 - a. verbal admonishment 3
 - b. suspension 22
 - c. termination 18
 Yes 50 No 0
- 7. Should an officer be disciplined for being present when a relative or friend smokes marijuana or illegally injects a narcotic or controlled substance? If yes, should the discipline be:
 - a. verbal admonishment 16
 - b. suspension 19
 - c. termination 3
 Yes 42 No 8
- 8. Is it proper for an officer while on duty to accept a half-price meal? If not, should the discipline be:
 - a. verbal admonishment 19
 - b. suspension
 - c. termination
 Yes 29 No 20 (1 NO ANSWER)
- 9. Should an officer be held to a higher standard of personal conduct than the average citizen? Yes 47 No 3
- 10. Does an officer have an obligation to report a fellow officer's misconduct? Yes 31 No 19

Members of Nominal Group Technique (NGT)

- Elementary school teacher; Mary Dymment
- Municipal Water & Power Company; Jack Harris
- Public Transportation Company; Ernest Munoz
- Internal Affairs Division Captain; Carlo Cudio
- Internal Affairs Division Lieutenant; Larry Goebel
- Station Commander; Robert Gil
- Small Agency Police Chief; Gerald Lipson

NGT TRENDS

The following trends were identified by the group and determined to be significant:

1. Increased public attitude against drug use
2. Increased availability of drugs
3. Increased affordability of drugs
4. Increased acceptability of drug usage
5. Increase in employee thefts
6. Increase in medical expenses
7. Decrease in productivity
8. Increase in industrial accidents
9. Increase in traffic accidents
10. Decreased interest in job responsibility
11. Increase in negative family interactions
12. Increase in negative job-related interactions
13. Decrease in self esteem
14. Management pressure to reduce drug use
15. Increased perception as a "Recreational" activity
16. Increased media attention on drug use
17. Decrease in officer safety
18. Increase in random drug testing
19. Decrease in public's perception of agency integrity
20. Increase in workplace corruption
21. Decrease in law enforcement's public image
22. Decrease in workplace morale
23. Decrease in safety in the workplace
24. Increase in municipal government liability
25. Increase in workplace drug testing

NGT EVENTS

The following events were identified by the group and determined to be significant.

1. Random drug testing
2. Severe economic depression or recession
3. Major natural disaster in South America
4. Drugs become legalized
5. International poisoning of drug crops
6. Epidemic spreads among drug abusers
7. Closing of United States borders
8. Public attitude overwhelms against drug users
9. DARE type training takes effect
10. Americans rebel against drug abuse
11. Vigilante groups systematically kill drug abusers
12. New research proves drugs are safe
13. New research makes drug abuse detection simple
14. Nationwide frequent drug testing
15. Significant judicial support to fight drug abuse