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WHAT METHOD(S) WILL BE USED TO FUND FORENSIC SCIENCE
LABORATORIES BY THE YEAR 2002?

by

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COMMAND COLLEGE CLASS 16

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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Whatever small success may come of my endeavors at Command College will be, to a great extent, the result of other people's efforts. My thanks to all of you.

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INTRODUCTION

PURPOSE OF THIS STUDY

This study is intended to determine if there is a need to identify a viable alternative(s) to local government, single agency funding of forensic science laboratories. At present, California's Department of Justice Laboratory system does not serve all jurisdictions in California.¹ Those jurisdictions not served by the state, primarily in southern California, are served by local police and Sheriff's laboratories generally without compensation.

THE PRIMARY ISSUE AND SUB-ISSUES

If this report answers the primary issue: **What Methods will be Used to Fund Forensic Science Laboratories by the Year 2002?**, then law enforcement executives can attempt to preserve or improve the level of forensic science service in California by implementing policies and, perhaps, initiating legislation to drive the law enforcement community toward a desired future. The methodology presented in this paper may serve as a model for forensic science systems in the United States. Just as important, law enforcement executives can begin to plan for funding the ever expanding adaptation of new technology to the forensic sciences, i.e., the newest extension of serology: DNA, which can offer virtual identification and, more important, unequivocal elimination of suspects in some cases.² A second example of new technology adaptations within the forensic sciences is the FBI's

automated firearms identification system. That system supports officers who investigate gang, drug-related and other types of serial shooting investigations. It is called DRUGFIRE.³

Three sub-issues were originally identified and accepted as a command college assignment. The original sub-issues were the product of the author's reasoning based upon experience, scanning and professional contacts. The Nominal Group Technique (NGT) applied to this study further refined those sub-issues. As a result of reasoning based upon experience, scanning, examination of NGT data and discussions with Professor Anthony Longhetti (California State University Los Angeles), Laboratory Director P. M. Kellett (San Bernardino Sheriff's Department) and Mr. Jerrold Kulm (Director of Computer Services, San Bernardino Sheriff's Department), the author constructed a relevancy tree (see Appendix H) to assist in the final identification of the following sub-issues.

1. Will general fund revenues/appropriations be available to support forensic science laboratories by the year 2002?
2. Are user-fees a viable alternative to general fund budgets for forensic science laboratories?
3. Should multiple jurisdictions create forensic science service regions based upon user-fees?

Answers to these sub-issues will help create a methodology and model to fund forensic laboratories.

DEFINITIONS

"Forensic science is the application of the natural sciences to matters of law...[it includes a variety of specialities

commonly known as criminalistics]."⁴ Simply stated, criminalistics is that subset of the forensic sciences that is used to recognize, evaluate, individualize, and identify physical evidence in courts of law.⁵ For the purpose of this paper the terms forensic science and criminalistics are synonymous.

WHY ARE FORENSIC SCIENCE LABORATORIES IMPORTANT?

The first forensic science laboratory (crime lab) in the United States was established by Chief August Vollmer, Los Angeles Police Department, 1928.⁶ By 1937, Dr. Paul L. Kirk offered the first courses in criminalistics at the University of California, Berkeley.⁷ The growth of crime labs was relatively slow until three key legal decisions thrust them into the mainstream.⁸ *Gideon v. Wainwright*, 372 U.S. 335 (1963), *Escobedo v. Illinois*, 378 U.S. 478 (1964) and *Miranda v. Arizona*, 384 U.S. 436 (1966),⁹ progressively insured the rights of suspects against self-incrimination and created a trend of fewer admissible confessions. Criminalistics filled the void created by fewer admissible confessions and forensic science laboratories became integrally meshed into the legal process.

WHY ARE CRIMINALISTICS LABORATORIES AT RISK?

Although the courts and legal community, in general, view the admission of criminalistics testimony as essential,¹⁰ no level of government or agency is tasked with the responsibility to provide

those services.¹¹ Their funding, therefore, becomes discretionary. Criminalistics is a scarce resource. It is much too valuable to exist at the discretion of any police administrator.

There has been a steady erosion of California's infrastructure beginning with the passage of the Jarvis-Gann Initiative (1978) and subsequent spending limitations imposed upon government.¹² During the 1980s, the full impact of the Jarvis-Gann initiative was delayed because of significant population increases and subsequent economic growth. The most recent recession (1990's), however, has created a prolonged economic downturn¹³ and law enforcement executives are now revisiting the issues of discretionary spending.¹⁴

The most critical emerging issue for California's law enforcement executives today is reduced public-sector general fund budgets. California's budget crisis was the most important legislative issue in 1992. The projected state budget deficit [1993-94] does not indicate financial relief.¹⁵ Sacramento Bee columnist Dan Walter's reports:

...The Capitol's [Sacramento's] budget battles are not over. More likely they will continue for the rest of the decade [1990s] as population growth and other factors create spending pressures and the economy remains, at best, stagnant for years to come.¹⁶

Dan Walter's opinions on California's long-range economic forecast are supported by the Kiplinger Editors in their November 18, 1992 special report, "The Inland Empire." The Kiplinger Editors indicate California's Inland Empire (San Bernardino and Riverside Counties) will be slow to recover from the most recent recession [1990-1993]

citing loss of industry, military installation closures, and significant losses in aerospace and related hi-tech industries.¹⁷

FOCAL POINT, SCOPE AND LIMITS OF STUDY

As noted by the Kiplinger Editors in their special report, "The Inland Empire," (November 1992), few areas in California have been more negatively impacted by the most recent (1990 to 1993) recession than the Inland Empire. For the purpose of this paper, the writer will focus on the Inland Empire as a barometer for economic change in California's law enforcement and forensic science communities. It is noted, however, that the forensic sciences are part of a global community. Therefore, information pertinent to this topic will be assimilated from any part of that community. A brief recapitulation of the recessions impact on the Inland Empire follows:

Federal employees and hi-tech manufacturing represent 4.2 percent of all Inland Empire employment. From October 1990 to October 1992, the closure (reduction in force) of military installations in this area resulted in 4,500 permanent civilian job losses. That loss represents 16.1 percent of the 27,900 jobs lost in the Inland Empire during that period.¹⁸

During that same period (October 1990-92), state and local government employees increased in the Inland Empire at the rate of 2.9 percent (3,900 positions). Fifteen employment sectors were tracked from October 1990-92 and reported in the December 1992 Inland Empire Quarterly Economic Report.¹⁹ Only four sectors showed an increased growth rate: state and local government (2.9%), finance (1.4%), agriculture and mining (1.0%) and retail trade (.5%). The other eleven sectors showed decreases in employment²⁰ (see Table No. 1).

TABLE NO. 1 - WHAT HAS CAUSED THE INLAND EMPIRE ECONOMIC DOWNTURN?

SECTOR	OCT-90	OCT-92	% OF JOBS	GAIN (LOSS)	% GROWTH	LOSING SECTORS	CAUSE OF LOSS?
Services	181,500	181,400	24.7%	(100)	-0.1%	(100)	-0.4%
Retail Trade	154,200	154,900	21.1%	700	0.5%	NA	0.0%
State/Local Govt.	133,300	137,200	18.7%	3,900	2.9%	NA	0.0%
Public Utilities	14,700	14,200	1.9%	(500)	-3.4%	(500)	-1.8%
Finance	14,700	14,900	2.0%	200	1.4%	NA	0.0%
Population-Related	498,400	502,600	68.5%	4,200	0.8%	(600)	-2.2%
Other Durable Manuf.	29,200	27,100	3.7%	(2,100)	-7.2%	(2,100)	-7.5%
Non-Durable Manuf.	27,300	26,300	3.6%	(1,000)	-3.7%	(1,000)	-3.6%
Wholesale Trade	33,800	31,800	4.3%	(2,000)	-5.9%	(2,000)	-7.2%
Transportation	20,900	20,700	2.8%	(200)	-1.0%	(200)	-0.7%
Agri & Mining	20,500	20,700	2.8%	200	1.0%	NA	
U.S. Econ Conditions	131,700	126,600	17.3%	(5,100)	-3.9%	(5,300)	-19.0%
Construction	57,000	42,500	5.8%	(14,500)	-25.4%	(14,500)	-52.0%
Const.-Related Manuf.	17,200	15,500	2.1%	(1,700)	-9.9%	(1,700)	-6.1%
Insurance, Real Estate	17,100	15,800	2.2%	(1,300)	-7.6%	(1,300)	-4.7%
Housing & Construction	91,300	73,800	10.1%	(17,500)	-19.2%	(17,500)	-62.7%
Hi-Tech Manuf.	14,400	11,500	1.6%	(2,900)	-20.1%	(2,900)	-10.4%
Federal Govt.	20,600	19,000	2.6%	(1,600)	-7.8%	(1,600)	-5.7%
Defense Build-Down	35,000	30,500	4.2%	(4,500)	-12.9%	(4,500)	-16.1%
TOTAL EMPLOYMENT	756,400	733,500	100.0%	(22,900)	-3.0%	(27,900)	-100.0%

Public sector employment cannot continue to grow during prolonged periods of economic recession. In fact, a significant reduction in the public sector work force is likely in the Inland Empire.²¹ If reductions in force occur, the question is raised: What functions (personnel) will be sacrificed? Those that are discretionary are at risk.

When law enforcement agencies are required to cut discretionary services, forensic science laboratories can be at risk. On February 8, 1993, Sheriff Dick Williams addressed the San Bernardino County Board of Supervisors. Faced with an additional \$13 million loss of general funds, Sheriff Williams told the County Supervisors he would eliminate 257 positions and dismantle the crime lab.²² This posture is not unusual. In fact, forensic science personnel cuts have occurred and are occurring now (1993) in the California State Department of Justice Laboratory System²³ and at the local level.²⁴ The reason is simple. There is no mandate to supply these services.

STUDY METHODOLOGY

A nominal group technique, subsequent consensus discussions, a literature review, and interviews with experts who work in or through criminalistics laboratories, have shown that the forensic sciences are integrally woven into California's legal system. They provide vital support services to victims and suspects alike. That same process shows criminalists and criminalistics are at

risk in an uncertain financial climate. Forensic scientists cannot continue to assimilate new technology without dedicated funding.

It is ironic that a literature review is replete with documentation of expensive new technology transfers to the forensic science community at the same moment in time that the financial base is in decline. More important, there is a dearth of written material on criminalistic laboratory management and, in particular, funding mechanisms for laboratories. Therefore, a futures study on the issue of methods of funding forensic laboratories significantly adds to an important and timely, but limited, body of knowledge.

SECTION ONE: FUTURES STUDY

FUTURES STUDY

This futures study is an attempt to develop and offer a desired alternative future by answering the primary study issue: **What Methods will be Used to Fund Forensic Science Laboratories by the Year 2002?** A relevancy tree (see Appendix H) was used in conjunction with library research and interviews to identify the following sub-issues: (1) Will general fund revenues/appropriations be available to support forensic science laboratories by the year 2002? (2) Are user-fees a viable alternative to general fund budgets for forensic science laboratories? (3) Should multiple jurisdictions create forensic science service regions based upon user-fees?

A series of trends and events that could have significant impacts on the issue and sub-issues were identified using a Nominal Group Technique (NGT). These trends and events were pared by that panel until five key trends and events remained. Those key trends and events were compared, each to the other, in a cross-impact matrix. The information gleaned from that matrix coupled with personal knowledge, interviews and a literature review was used to write three futures scenarios: nominal, normative and hypothetical.

The literature review included index searches at the following libraries/library systems: (1) the National Criminal Justice Reference Service, (2) the Federal Bureau of Investigation Academy library, (3) the POST library, (4) California's Department

of Justice, Bureau of Forensic Services (CCI) library, (5) the San Bernardino Sheriff's Scientific Investigation Division's library and (6) the California State University and College system libraries. In addition to the library searches, current written material relevant to the primary and sub-issues of this study in the form of reviews, periodicals, correspondence, magazines and newspapers were scanned.

The literature review identified several articles relevant to the general topics of regionalization, consolidation, alternate revenue strategies for public entities, relevant economic information, new adaptations of technology to the forensic sciences and important collateral issues. Few articles, however, dealt with the economics of managing a crime laboratory and fewer still were found that dealt specifically with alternate funding strategies for crime laboratories. In fact, scanning and the literature review showed no significant or imaginative alternative funding mechanisms, other than fee-based, had been explored in the United States. In addition to the NGT and literature review, interviews (see Appendix A) were conducted with law enforcement and forensic science administrators as well as scientists, educators and attorneys. In one case (see Appendix B), a site-visit was conducted.

NOMINAL GROUP TECHNIQUE (NGT)

A panel of seven professionals from law enforcement, finance and forensic science backgrounds was used for the Nominal Group

Technique (NGT) exercise. In addition, a deputy district attorney, a professor from the California State University at Los Angeles and an automated systems manager were used at subsequent consensus meetings. The following is a list of the NGT and consensus panel membership:

1. Philip M. Kellett, M.S.
Forensic Science Laboratory Director
Past President-California Association of Crime
Laboratory Directors
2. Gary Eisenbeisz, B.A.
Sheriff's Sergeant
Director Automated Fingerprint Identification
System
3. Patricia S. Lough, M.S.
Criminalist/Serologist
Member-American Academy of Forensic Sciences
4. Robert Tremain, B.A.
Contract Analyst/Fiscal Controller
5. Daniel Gregonis, B.S.
Criminalist/Serologist (DNA)
Member-American Academy of Forensic Sciences
6. Lewis Corns, Supervisor
Latent Fingerprints
Member-International Association for Identification
7. Leta Holoher, Forensic Specialist
Latent Fingerprint Examiner
- *8. Anthony Longhetti, M.A.
Professor California State University Los Angeles
Past President-American Academy of Forensic
Sciences
Past President-California Association of
Criminalists
Charter Member-American Association of Crime
Laboratory Directors
- *9. David Whitney, Attorney-at-Law
Deputy District Attorney
Career Criminal Division

*10. Jerrold Kulm, M.A.
Computer/Automated Systems Manager

*Denotes a consultant who did not sit with the Nominal Group Panel, but was used in consensus meetings subsequent to the Nominal Group Technique.

Each NGT panel member was familiar with the primary and sub-issues from the beginning of the exercise. The NGT panel identified 25 trends and 20 events (Appendix C) by combining related trends and related events from a much larger (original), but not succinctly defined, grouping. The NGT panel then selected from the final grouping their perception of the five most important trends and events for further study. The five selected trends and events were then discussed by the author with consensus panel members to confirm relevancy.

TRENDS FOR THIS STUDY

The following are the five key trends identified by the NGT panel:

1. Changes in availability of public sector supplemental funds, i.e., penalty assessments, grants, et al.
2. Impact of the availability of general fund revenues in the future.
3. Demand for forensic science services.
4. New forensic science technology operating costs.
5. Impact of state mandated (unfunded) programs.

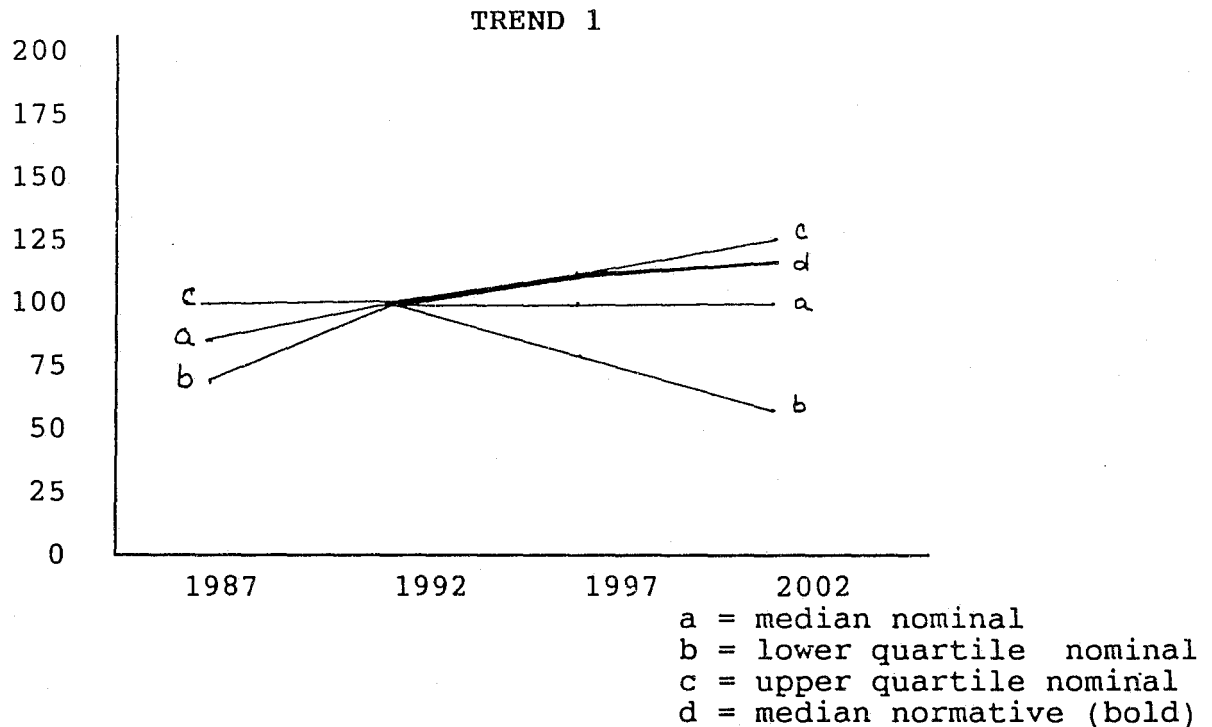
EVENTS FOR THIS STUDY

The following are the five key events identified by the NGT panel:

1. Sheriff declines to provide free forensic science service to local police.
2. California Department of Justice (DOJ) Laboratory at Riverside closes.
3. Effects of welfare reform.
4. California Department of Justice (DOJ) Laboratory at Riverside becomes fee-based.
5. San Bernardino-Mojave County split.

The following graphs of trends one through five show the nominal (expected) and normative (desired) changes of each trend over time. In addition, the following graphs of events one through five show the number of years until each event has a 30 percent probability of occurring. A trend and event evaluation table follows each respective series of graphs. Finally, the information gleaned from the analysis of the trends and events is collected in a cross-impact matrix, interpreted and explained.

CHANGES IN AVAILABILITY OF PUBLIC SECTOR SUPPLEMENTAL FUNDS,
I.E., PENALTY ASSESSMENTS, GRANTS, ET AL.

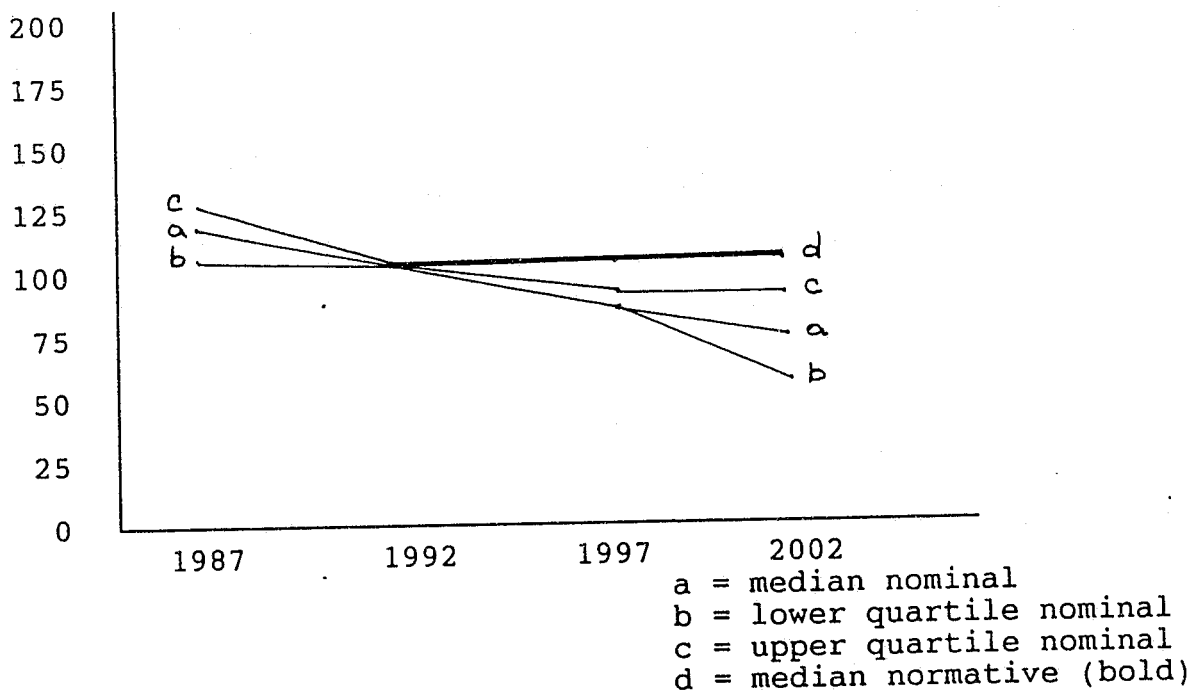


T-1 Changes in Availability of Public Sector Supplemental Funds, i.e., Penalty Assessments, Grants, et al.: Although there is some divergence of opinion regarding this trend, the median nominal forecast shows it continuing on at its present level for 10 years. The median normative forecast, however, shows that the panel would like to see an increase in this type of funding over the next 10 years. The difference between their expectations and what they want to occur would be a 20 percent increase over a 10 year period. Without this increase, new technology will not be acquired.

The reason for the divergence in upper and lower quartile forecasts probably reflects the diversity in life experience of the nominal group panel. That panel was a blend of sworn officers, scientists and finance personnel.

IMPACT OF THE AVAILABILITY OF
GENERAL FUND REVENUES IN THE FUTURE

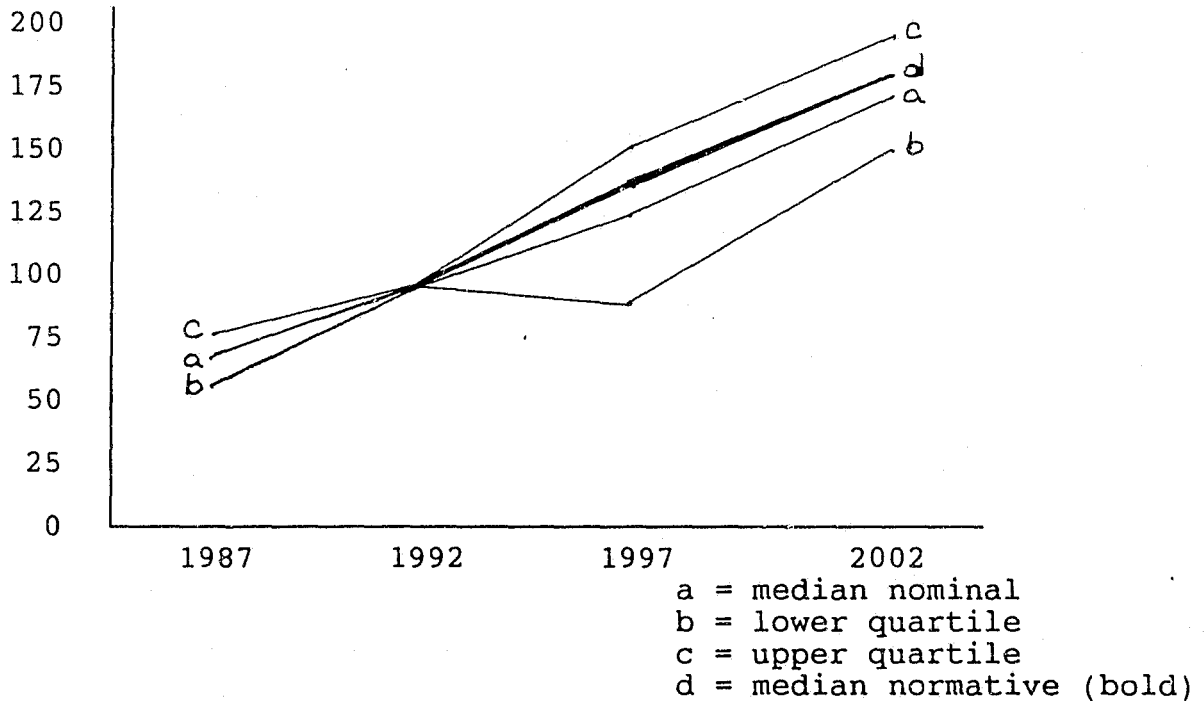
TREND 2



T-2 Impact of the Availability of General Fund Revenues Per Capita in the Future: Based upon the median nominal forecast, there will be a gradual, but steady, decrease in the availability of general fund public sector money. That decrease will be 20 percent over the next 10 years. Unless policies creating strategies to counteract this forecast are implemented, the available discretionary funds for police administrators will diminish and crime laboratories, et al., funded by discretionary money will be at risk.

DEMAND FOR FORENSIC SCIENCE SERVICES

TREND 3

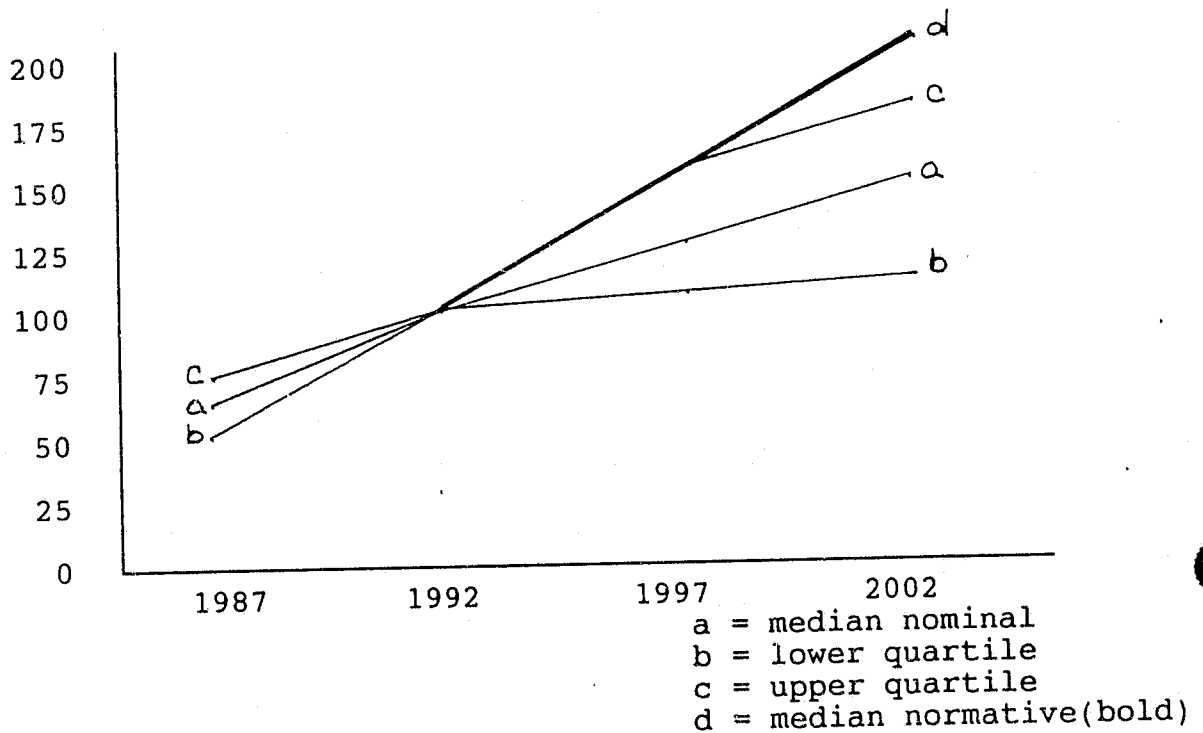


T-3 Demand for Forensic Science Services: Based upon the median nominal forecast, there will be a dramatic increase (70 percent) in the demand for forensic science services over the next 10 years. Some divergence is shown between the upper and lower quartile projections for this forecast. Undoubtedly, the expectation is that this trend will be driven by: (1) dramatic increases in violent crimes as the population continues to grow, (2) increasingly strained relations between ethnic communities, the police and the wider society over time, and (3) the even greater dependence society will place on science and technology to derive "the truth."

NEW FORENSIC SCIENCE TECHNOLOGY

OPERATING COSTS

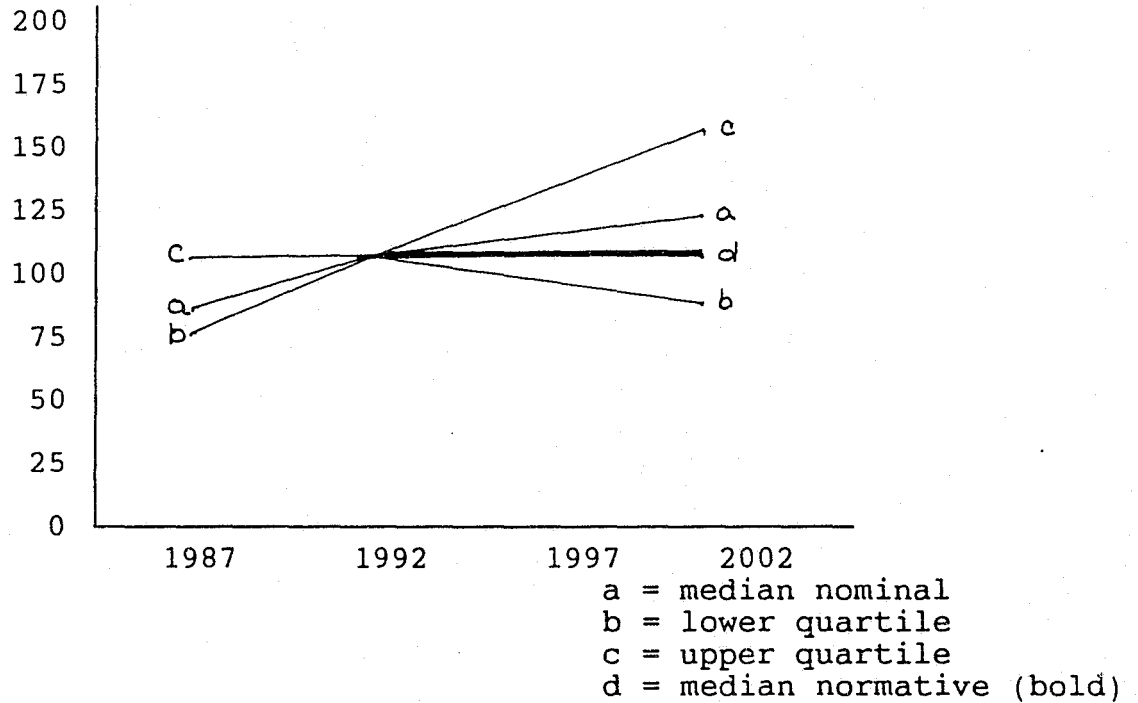
TREND 4



T-4 New Forensic Science Technologies Operating Costs: The median nominal forecast shows a 40 percent increase in the cost of technology adoption and acquisition over the next 10 years. This is another strong indication that the forensic sciences will require a strong financial base to operate effectively in the future.

IMPACT OF STATE MANDATED (UNFUNDED) PROGRAMS

TREND 5



T-5 Impact of State Mandated, But Unfunded Programs: The median nominal forecast for this trend is slow growth (about one percent per year) for the next 10 years, whereas the median normative forecast shows a desire for no growth. If policies can be implemented that inhibit growth, then the level of available local government discretionary funds will not be reduced by this trend over the next 10 years.

TABLE NO. 2

TREND EVALUATION TABLE

	T - 5 yrs.			*T	T + 5 yrs.			T + 10 yrs.		
Trend No.	L	M	U	M	L	M	U	L	M	U
1	70	85	100	100	80	100	110	60	100	125
2	100	110	120	100	80	90	90	75	80	90
3	60	70	75	100	90	125	150	150	170	200
4	50	60	70	100	105	120	150	110	140	160
5	75	80	100	100	90	105	120	80	110	150

* Whereas, T = 1992

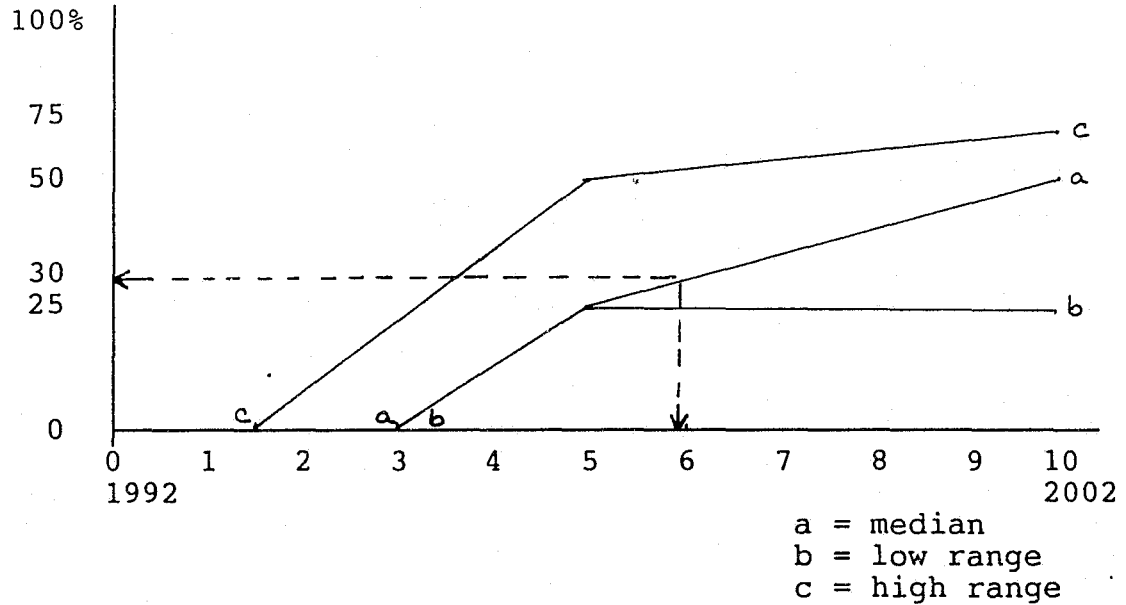
LEGEND

- T-1 = Changes in Availability of Public Sector Supplemental Funds, i.e., Penalty Assessment, et al.
- T-2 = Impact of the Availability of General Fund Revenues in the Future
- T-3 = Demand for Forensic Science Services
- T-4 = New Forensic Science Technology Operating Costs
- T-5 = Impact of State Mandated (Unfunded) Programs

This table was used to plot the nominal forecast and the upper and lower quartiles for each of the five trends.

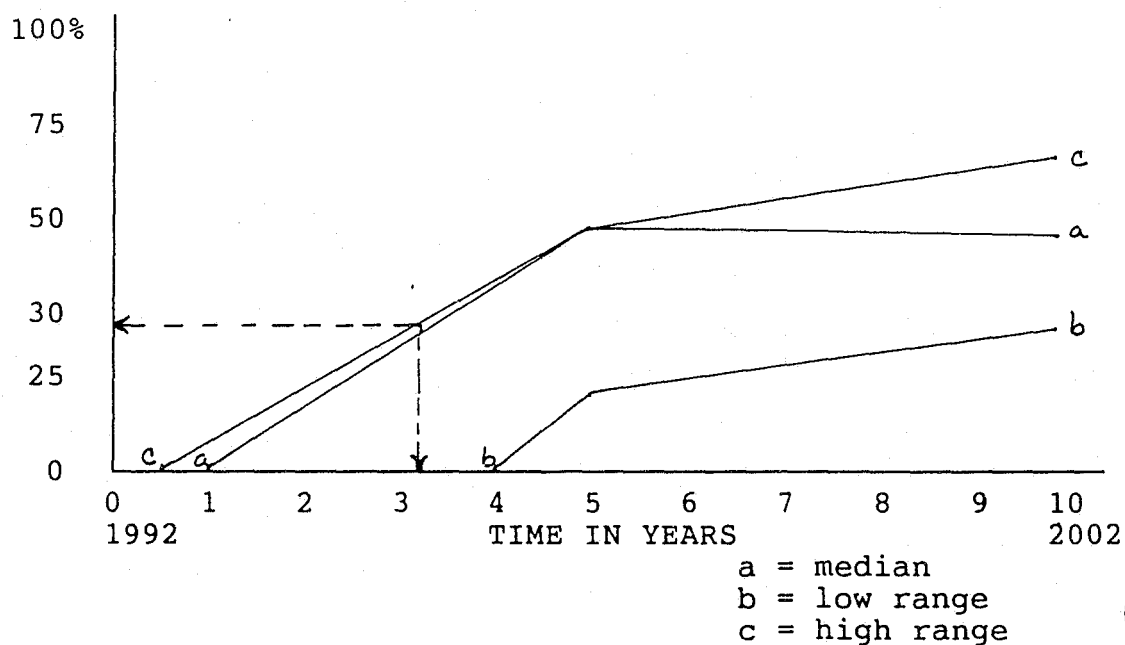
EVENT EVALUATION NO. 1

SHERIFF DECLINES TO PROVIDE FREE FORENSIC SCIENCE
SERVICES TO LOCAL POLICE



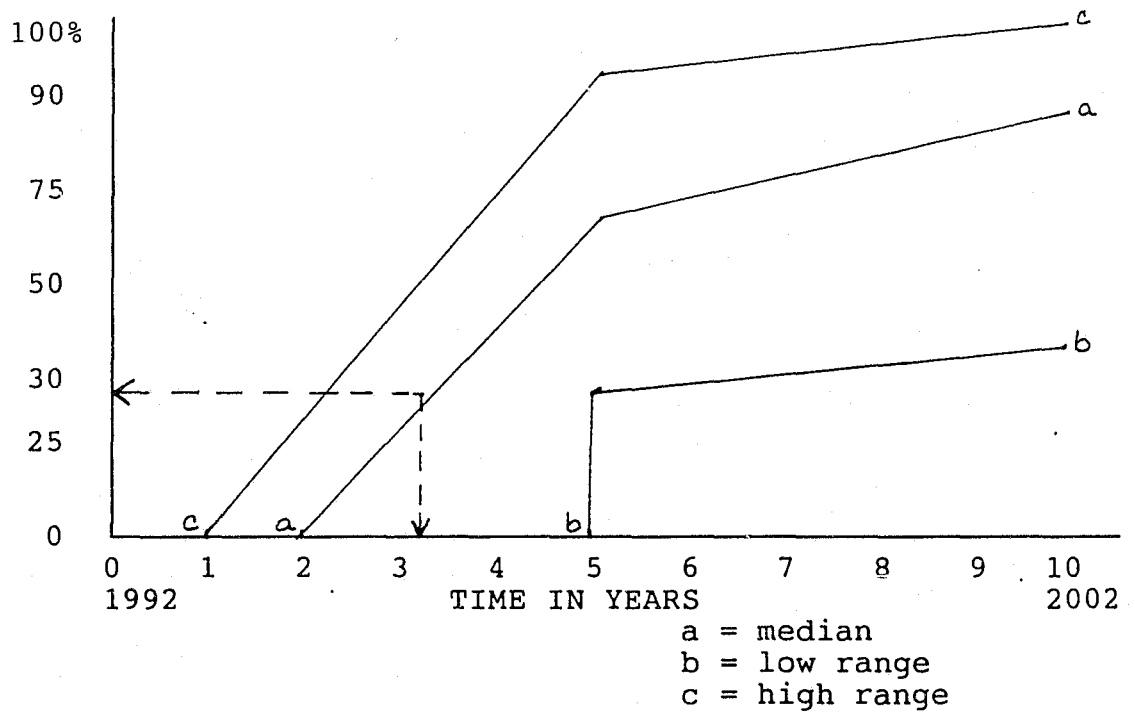
E-1 The Sheriff of San Bernardino County Declines to Provide Free Forensic Science Services to Local Police: Using the generally accepted value of 30 percent, this event is likely to occur in the sixth year. The probability increases to 50 percent at 10 years. The impact of the occurrence of this event would be costly for incorporated cities (police departments) within the Sheriff's jurisdiction. At the present time (1993), general criminalistics services for San Bernardino County cost the Sheriff \$1.5 million per year.²⁵ The present statistical breakout for forensic science services provided to all law enforcement agencies in San Bernardino County is: (1) police departments--30 percent, (2) contract cities--40 percent and (3) county operations--30 percent.²⁶

EVENT EVALUATION NO. 2
CALIFORNIA DEPARTMENT OF JUSTICE (DOJ) LABORATORY
AT RIVERSIDE CLOSES



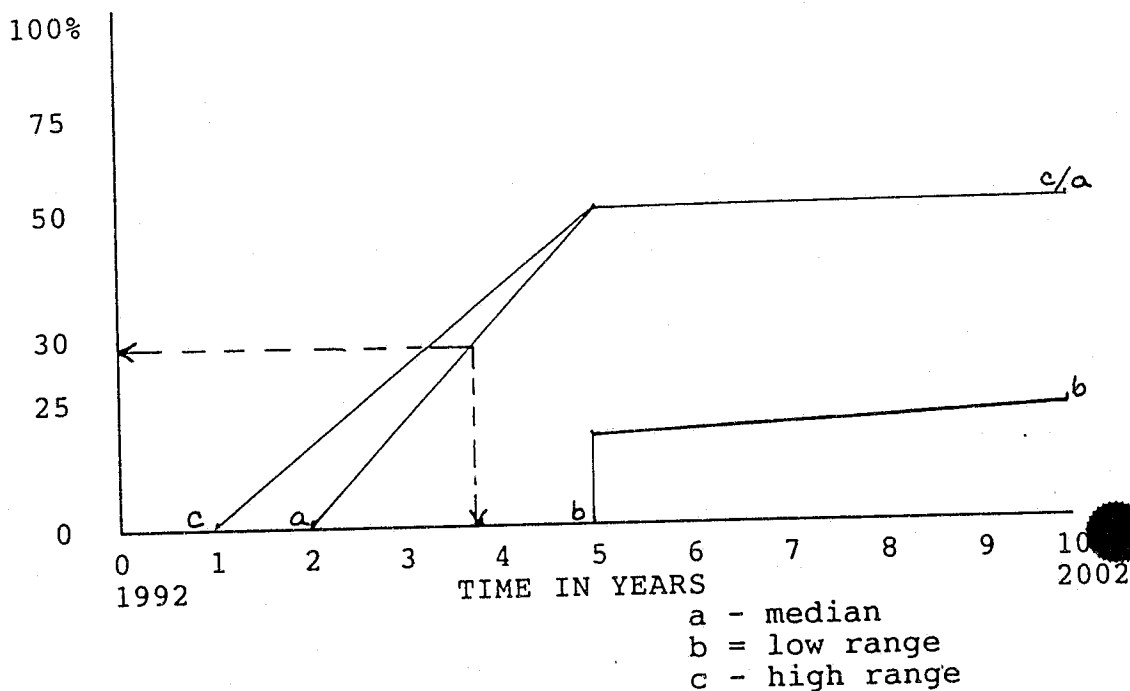
E-2 The California Laboratory at Riverside Closes: Based on the median nominal forecast, this event is likely to happen at 3.2 years when the projection reaches a 30 percent probability. The probability of this event reaches 50 percent at 5 years. If this event happened, police agencies in Riverside County (a part of the Inland Empire) would turn to the Sheriff of San Bernardino County for assistance. This single event would probably cause the Sheriff of San Bernardino County to provide forensic science services only upon payment of a fee or through some other reimbursement mechanism.

EVENT EVALUATION NO. 3
EFFECTS OF WELFARE REFORM



E-3 Effects of Welfare Reform: Changes in welfare reform are likely to occur three years into the timeline based upon the median nominal projection. That probability increases to 90 percent at 10 years. Changes in welfare reform impact law enforcement's demands for service. If welfare benefits increase, but the tax base does not, then there will be a decrease in law enforcement discretionary spending. If welfare benefits decrease, there will be additional public revenue available.

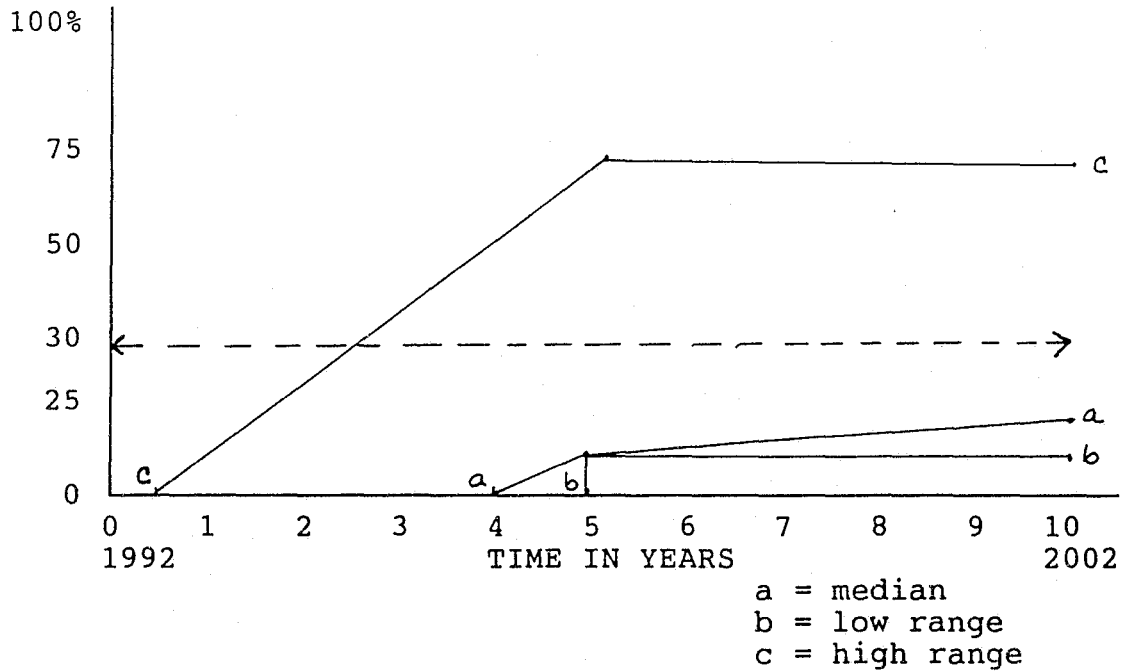
EVENT EVALUATION NO. 4
 CALIFORNIA DEPARTMENT OF JUSTICE (DOJ) LABORATORY
 AT RIVERSIDE BECOMES FEE BASED



E-4 California Department of Justice (DOJ) Laboratory at Riverside Becomes Fee-Based: The median nominal forecast indicates this event is likely to happen at 3.8 years. That probability increases in 1.2 years (5 years total) to 50 percent. The Legislative Analyst (California) recommended this change in 1992 and 1993. This single event would cause the Sheriff of San Bernardino County to implement some type of fee-based or reimbursed laboratory system for the same reasons articulated in E-2 of this study.

EVENT EVALUATION NO. 5

SAN BERNARDINO - MOJAVE COUNTY SPLIT



E-5 San Bernardino - Mojave County Split: A political faction within San Bernardino County advocates splitting the county into two separate jurisdictions: San Bernardino and Mojave Counties. Based on the median nominal forecast, this event will not occur in the 10 year time frame used for this forecast. If it did occur, it could have a significant impact on the laboratory both in terms of staffing and funding. There is a minority opinion that this event might occur in 5 years. This topic is a hotly contested political issue and this minority opinion is from one panel member with strong pro-split feelings. Although the study shows this event will not happen in the 10-year window, if it did occur, its effects would be significant.

TABLE NO. 3

EVENT EVALUATION TABLE
Expected Value At
5 Years

Event #	Avg. Impact Medians X Probability				Yrs. Until > 0			T + 5 yrs.			T + 10 yrs.			Pos.			Negative		
	+	-	+	-	L	M	U	L	M	U	L	M	U	L	M	U	L	M	U
1	1.0	1.5	2.0	2.5	1.5	3	3	25	25	50	25	50	60	3	4	8	5	5	8
2	1.5	3.5	1.5	3.5	0.5	1	4	20	50	50	30	50	70	0	3	5	2	7	8
3	1.4	4.9	1.8	6.3	1.0	2	5	30	70	95	40	90	100	0	2	3	0	7	8
4	2.5	2.0	2.5	2.0	1.0	2	5	20	50	50	25	50	50	3	5	8	1	4	5
5	0.4	0.6	0.8	1.2	0.5	4	5	10	10	75	10	20	75	3	4	5	5	6	8

Whereas, T = 1992

LEGEND

- E-1 = Sheriff Declines to Provide Free Forensic Science Services to Local Police
- E-2 = California Department of Justice (DOJ) Laboratory at Riverside Closes
- E-3 = Effects of Welfare Reform
- E-4 = California Department of Justice (DOJ) Laboratory at Riverside Becomes fee based
- E-5 = San Bernardino - Mojave Counties Split

TABLE NO. 4

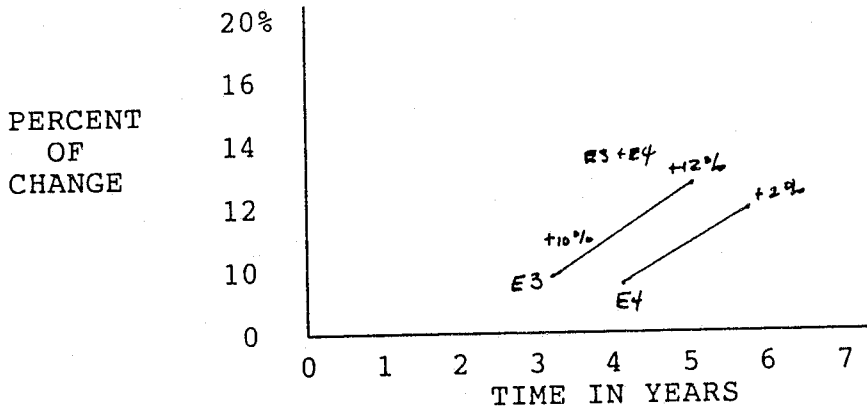
ENHANCED CROSS - IMPACT EVALUATION MATRIX

% of change years to max. % of change years to max.

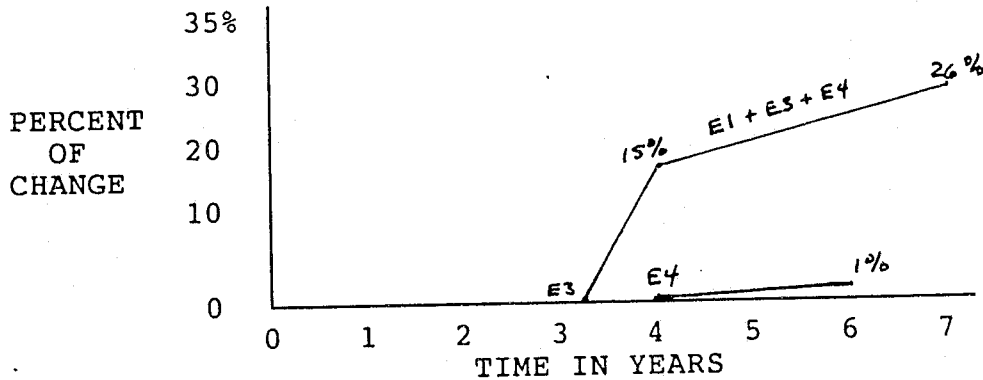
IMPACTING EVENT	IMPACTED EVENT					IMPACTED TRENDS					TREND SUMMARY
	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	
E1: declines to provide free forensic service	X	0	0	0	0	0	$\frac{+10\%}{2}$	$\frac{-10\%}{2}$	0	0	2
E2: adjacent forensic lab closes	$\frac{+25\%}{1}$	X	0	0	0	0	0	$\frac{+90\%}{1}$	0	0	2
E3: effects of welfare reform	$\frac{+50\%}{2}$	0	X	0	0	$\frac{+10\%}{1}$	$\frac{+15\%}{1}$	$\frac{+20\%}{1}$	0	0	4
E4: DOJ lab system becomes fee-based	$\frac{+100\%}{1}$	0	0	X	0	$\frac{+2\%}{2}$	$\frac{+1\%}{2}$	0	0	0	3
E5: San Bernardino/Mojave split	$\frac{+50\%}{1}$	0	0	0	X	$\frac{-50\%}{5}$	$\frac{-50\%}{5}$	$\frac{-50\%}{5}$	0	0	4
P1: Allow out of county	+100%	+75%	0	0	0	0	0	+100%	0	0	0
P2: Per capita assessment	+100%	+100%	0	0	0	0	0	+100%	0	0	0
P3: Board of Directors	+75%	+75%	0	0	0	0	0	+75%	+50%	0	0
Event Summary											
E Hits	4	0	0	0	0	3	4	4	0	0	0

Whereas, E=Event; T=Trend; and, P=Policy

CROSS IMPACT OF EVENTS ON
TREND NO. 1 OVER TIME



CUMULATIVE PERCENT CHANGE OF
TREND NO. 2 V. EVENTS OVER TIME



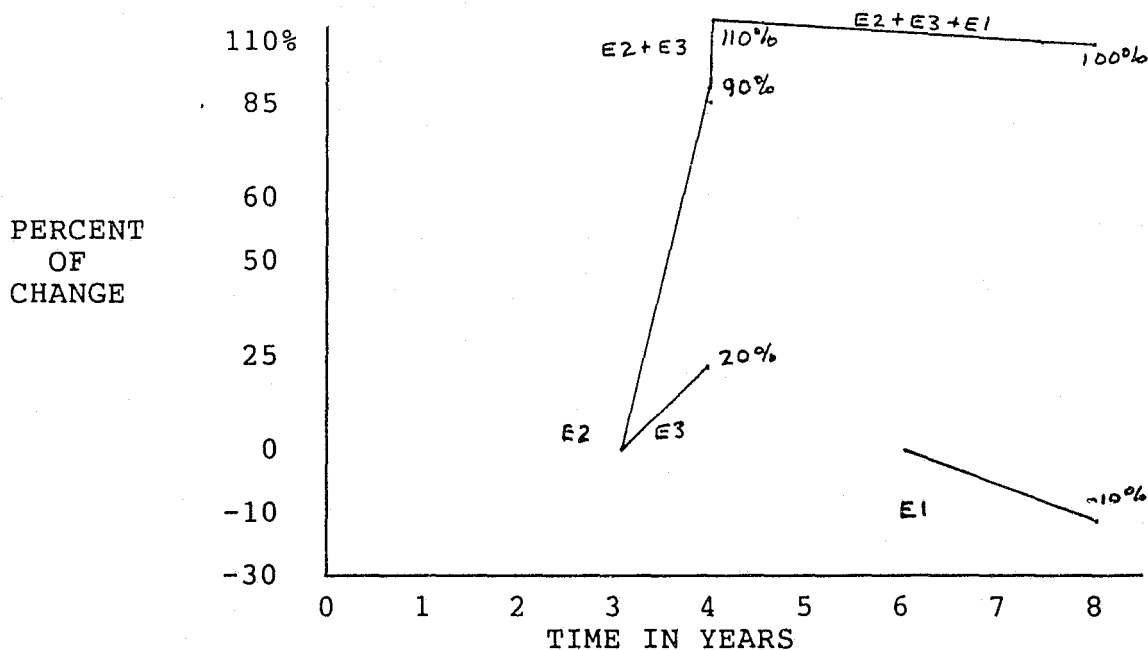
INTERPRETATION OF TREND NO. 1 (OVER TIME)

Slight impact on Trend No. 1 (Availability of Public Sector Supplemental) at three years and beyond if Event No. 3 (Welfare Reform) or Event No. 4 (DOJ Lab Riverside Becomes Fee-based) occur.

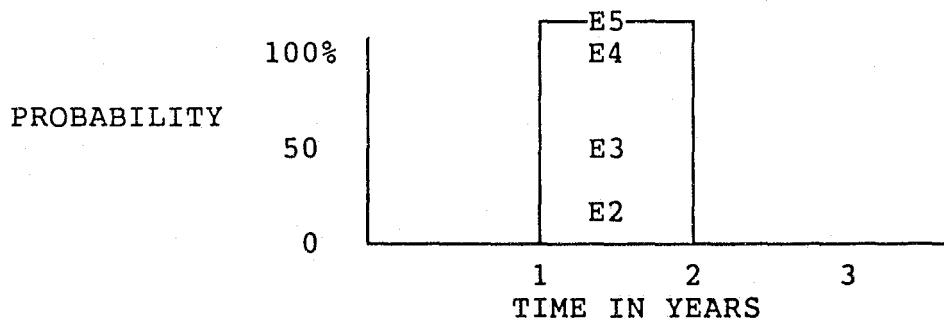
INTERPRETATION OF TREND NO. 2 (OVER TIME)

Trend No. 2 (Availability of General Fund Revenues) increases to +26% change if Trend No. 1 (Sheriff Declines to Provide Free Forensic Science Services), Trend No. 3 (Welfare Reform) and Trend No. 4 (DOJ Lab Riverside Becomes Fee-based) happen.

CUMULATIVE CHANGE OF
TREND NO. 3 v. EVENTS OVER TIME



CUMULATIVE PROBABILITY OF CROSS-IMPACT OF
EVENT NO. 1 v. OTHER EVENTS OVER TIME



INTERPRETATION OF TREND NO. 3 (OVER TIME)

Trend No. 3 (Demand for Forensic Science Services) is almost certain if Events No. 2 (DOJ Forensic Science Laboratory Riverside Closes) and No. 3 (Welfare Reform) happen in year three.

INTERPRETATION OF EVENT NO. 1 (OVER TIME)

This stacked bar graph shows that if Events No. 2 through No. 5 happen, then Event No. 1 is a virtual certainty.

CROSS-IMPACT ANALYSIS

The cross-impact analysis for this study was performed by a panel composed of Laboratory Director P. M. Kellett, Automated Systems Manager Jerrold Kulm, and the author. This panel assumed all of the events (including E-5, which is a snail-darter) occurred and compared them each with the others and with the five trends. Event five is considered a snail-darter because this study shows it will not happen in the next ten years. Still, if it did occur, it would have a tremendous financial impact on both counties.

SUMMARY OF CROSS-IMPACT RESULTS

Event one (E-1: Sheriff Declines to Provide Free Forensic Science Services to Local Police) is a virtual certainty if E-2 (California DOJ Riverside Forensic Science Lab Closes), E-3 (Effects of Welfare Reform), E-4 (California DOJ Laboratory System Becomes Fee-based), and E-5 (Mojave County Split) occur. In fact, E-1 is almost certain if any one of those events (E-2 through E-5) occurs.

Trend three (T-3: Demand for forensic science services) would be significantly increased if E-2 (California DOJ Lab at Riverside closes) occurs. Reason: other than the private sector wherein limited resources/services are available, the police agencies of Riverside County would request help from the San Bernardino Sheriff's Laboratory. Furthermore, the demand

for forensic science services would increase if welfare reform (E-3) caused an increase in the number of recipients or decreased their benefits. In contrast, if the unlikely San Bernardino-Mojave County²⁶ split (E-5) occurred, there would be a reduced demand for forensic science services in San Bernardino County because of the reduction in population and area unless Mojave County elected to contract with San Bernardino County for forensic science services.

If event five (E-5: San Bernardino-Mojave County split) occurs, it would have a direct impact (decrease) on trend one (T-1: Changes in the availability of public sector supplemental funds, i.e. penalty assessments, et al.). It would also decrease the amount of general fund revenue in San Bernardino County (T-2).

If event one (E-1: Sheriff declines to provide free forensic science services to police departments) occurs, the amount of available general fund revenue (T-2) for discretionary spending will increase. It would, however, have a slight decremental effect on T-3 (demand for forensic science service) because some police departments could not afford to pay for these services.

It is safe to predict that some agencies cannot or will not pay for forensic science services they have received free in the past. The New York State laboratory system and the Home Office Forensic Laboratory (London) have already experienced this phenomenon.²⁷ Therefore, the net impact would be

reductions in the number of cases submitted. More important, the concept of equal justice under the law would not be afforded to all victims and suspects of crimes because forensic evidence submitted to laboratories would be based on the availability of funds. These facts raise ethics issues regarding the implementation of fee-based forensic science systems.

FUTURE SCENARIOS

Scenario writing allows one to envision different emerging futures pertaining to an issue. Scenarios are used to incorporate variables, i.e., policies, administrative decisions, et al., to modify identified trends and events that shape the future of an issue. In normative scenarios one can plan to enhance the probability of a desired future or mitigate a feared future. Future scenarios emerge in the nominal (most likely), normative (can be) and hypothetical (what if) modes.

The nominal mode scenario is a future wherein trends and events occur without being impacted by outside variables. This future holds no surprises. The normative mode scenario describes a future where implemented variables drive the trends and events of an issue toward a desired future or away from a feared future. This scenario allows one to plan for the future by implementing the policies and procedures that enable an organization to change direction to achieve a desired future. The hypothetical mode is a future's scenario that describes impacts of forecasted trends and events in a "what if" scenario.

The hard data used in the following three scenarios was developed from the previously described futures study including: issue and sub-issue development, NGT to identify trends and events, and the cross-impact matrix. The soft data was gathered from selected scanning of articles, a literature review, lectures, seminars, interviews and personal experience.

SCENARIO NO. 1

NOMINAL MODE: HEADLINES 1993 TO 2002

The following three future headlines set the stage for the nominal scenario:

- o "S.B. Co. Voters Say NO to Cops: Refuse 1/2 Cent Sales Tax Increase. Sheriff to Dismantle Crime Lab." (June 1993)
- o "State of California Sued: S.B. Co. Cites No Equal Protection Under the Law from State Crime Lab System" (November 1996)
- o "State Supreme Court Overturns Lower Courts: State of California Will Provide Forensic Science Service to All Californians." (June 2002)

DATELINE: 2002

During the past ten years, Californians have witnessed a steady erosion of their once powerful economy and infrastructure. The recession of 1990 has lingered into the 21st Century in the Golden State driven by military base closures, the collapse of the military-industrial complex, and a continued exodus of hi-tech industries that have abandoned the state in search of clean air, less crime and a more hospitable business climate. At the same

time, the state's population continued to rise. That increase was fueled by legal and illegal immigrants and the underclass from the remaining states who sought better social welfare benefits.²⁹ Many of those benefits were mandated by the state without any designated funding source other than "local government."

The net result of the '90s was an overall reduction in general fund revenues (per capita) and stagnant supplemental funds. Crime is now rampant, not only in the high density, inner city areas where gangs rule the turf along ethnic lines, but also in suburban areas. The demand for professional law enforcement supported by science and technology has increased because of an elevated violent crime rate fueled by population increases, strife along ethnic lines and a greater dependence placed on science by society to determine "truth." The diminishing public revenue sources, however, have not allowed the purchase of new hi-tech adaptations in the forensic sciences and without those acquisitions many demands for service have gone unanswered.

In 1993, Sheriff Williams downsized the San Bernardino Crime Lab until the staff could meet only the needs of his department. Early attempts to create a fee-based forensic science laboratory failed because cities cited lack of discretionary funds. County government was not the only level of government to feel the bite of discretionary spending. In 1996, the California State DOJ laboratory at Riverside and other satellite facilities throughout the state closed. In their place, a centralized state laboratory emerged. That centralized state laboratory, located in Sacramento, was user-fee based.

In 1993, (then) Governor Pete Wilson's attempts to reform the state's welfare system failed. Subsequent administrative acts and legislation have suffered a similar fate to and including the present day (2002). The cost of welfare and other social programs has broken the back of the once powerful giant, California. The closure of all local and satellite state forensic science laboratories in 1996 is only a symptom of lack of appropriate futures-directed policy by the government. In retrospect, one must ask: "Where did government fail?" Was it a lack of strategic planning? Was California's government so concerned with the rights of individuals that it failed to ensure the rights of society?

SCENARIO NO. 2

NORMATIVE MODE: HEADLINES 1993 TO 2002

The following three future headlines set the stage for the normative scenario. Variables, i.e., political action, new policies, new procedures, and legislation are used to drive this normative scenario toward a desired future.

- o "S.B. Co. Voters Say YES to Cops and Yes to 1/2 Cent Sales Tax Increase: Crime Lab Still Serves Us." (November 1993)
- o Elected Officials Install RAN Board to Govern New Regional Laboratory: Per Capita Assessments Approved by All Jurisdictions." (October 1997)
- o "RAN Board Urges S.B. Co.: Merge Your Regional Laboratory With DOJ System." (January 2001)

DATELINE: 2002

The recession of 1990 lingered until the year 2000. It is vivid in the minds of Californians. Retired Sheriff Dick Williams applauds the character of San Bernardino County voters for passing the 1/2 cent sales tax in June 1993 (political action). That tax increase allowed the local forensic laboratory and any other vital support functions to survive economic crises by increasing general fund revenues in the face of stagnant supplemental funding. It is the people, however, who owe Sheriff Williams their gratitude because he looked to the future. He foresaw increased demands for forensic science services and adaptations of new forensic science technology that no single local agency could afford when coupled with new state mandated, but unfunded services in areas such as: (1) mental health, (2) adult protective services, and (3) substance abuse services.³⁰

In 1995, to offset these future costs, the Sheriff declined to provide free forensic science services to police agencies within his jurisdiction (policy issue). Rather than assess direct fees for service which would drive some users away, he assisted in the creation of a San Bernardino County regional laboratory funded by per capita assessment (policy and procedure change). He relinquished his authority over that laboratory and assisted in the installation (policy and procedures issues) of a regional board for policy, direction, and issues of control and funding.

By breaking the territorial barriers that create a me-mine attitude, the Sheriff provided the first step in the transition to

statewide regionalized forensic science services; a form of service that helps to provide equal justice under the law. In 1997, Sheriff Williams began to encourage legislation that would merge all existing local laboratories in California with the state system. After years of lobbying and discussion among California's Sheriffs and Chiefs of Police, that dream has become a reality with the passage of Assembly Bill "Crime Lab" (ABCRMLAB) on November 2, 2002 (created and implemented a new law).

SCENARIO NO. 3

HYPOTHETICAL MODE: HEADLINES 1993 TO 2002

For the purpose of this hypothetical mode scenario, one will presume that event five (San Bernardino-Mojave County split identified by the NGT panel) does occur. Therefore, the minority opinion (high range) plotted on the E-5 graph will act as a snail-darter (an unlikely or unanticipated event with great potential impact) in the event the likelihood of this potentially powerful event was miscalculated. To create an economic climate where the "split" is not only feasible, but likely, the following headlines are presented from the future, i.e., 1993 and 1995, to document a wartime "boom" economy:

- o "Iraq and Iran Back Moslem Factions in Former Soviet Block Countries: California Re-tools for War." (December 1993)
- o "California's Economy Booms in the Wake of Continued Holy War." (January, 1995)
- o "Mojave County Proponents Demand San Bernardino County Split: Cite Increased Population and Wealth But Lack of Service in the Desert." (January 1996)

DATELINE: 2002

The boom period of the mid to late 1990s "has gone bust." The war that fueled California's economy in that period is over. The Middle East and former Soviet block countries are in ruins. Deficit spending in the United States has bankrupted that nation. In fact, most countries in the world are in economic and social chaos. Social programs such as welfare and medical care are non-existent. "The old order of the first, second and third worlds is fast collapsing, while at the same time the reassertion of cultural traditions and ethnic rights is forcing a political assessment of nationhood."³¹ All national and international news is focused on opposing factions separated by ethnicity and religion. The world is being divided into the haves and have nots.

In Southern California the breakaway of Mojave County from San Bernardino County occurred in a special election on November 3, 1997. The economic and population boom of the mid to late '90s caused by the war provided Mojave County proponents sufficient money and political resources to break away. Mojave and San Bernardino Counties are now (2002) struggling to provide basic public services: water, sanitation and police protection. The "fear that technological genetic interference with the reproductive process of human beings and the subsequent disassociation of human subspecies becoming increasingly alien and incomprehensible to each other"³² has been replaced by fear and hatred along more traditional biblical lines.

Changes in the criminal law in 1999 focusing on greater

individual freedoms precluded all confessions and most eyewitness testimony. Technology adapted to the forensic sciences must now support all prosecuted crimes. Amid the struggle for economic survival and the struggle to preserve some semblance of social order, Mojave and San Bernardino Counties disbanded their Sheriff's Departments: organizations that only three years before had assumed all police duties throughout both jurisdictions under a concept of consolidation and regionalization through contract law enforcement.³³ Both counties have now agreed to launch a joint venture. This agreement has been reached in a desperate mutual attempt to best use the little wealth that remains.

The San Bernardino - Mojave County unified win-win strategy is to contract with a private firm for law enforcement and forensic science services. This service is limited to the most violent crimes. Crimes against property are handled as civil matters. It is anticipated the specific terms of the elaboration process to define the scope of their joint venture will take [at least] two years.³⁴ In the meantime, the two counties have agreed upon a basic service plan addressing both law enforcement and forensic science services.

Unlike private law enforcement enterprises of the past, i.e.,

- o the Pinkerton Agency (1885), and
- o the Burns International Detective Agency (1909)

private police are not being used in this instance to fill the gap between new manifestations of crime and slow police response.³⁵ In this instance, driven by economics, the private corporation is the police force and forensic science provider.

SECTION TWO: STRATEGIC MANAGEMENT

OBJECTIVE OF STRATEGIC MANAGEMENT

The normative scenario (Scenario No. 2) presented in the previous section incorporated hard data from the NGT and cross-impact matrix, soft data from the literature review and interviews, and briefly offered the use of policies, procedural changes and legislation to encourage the opportunity for a desired future. This section of the study will use the normative scenario to develop an action plan that includes a strategic plan. This will be accomplished by conducting an: (1) internal and external environmental assessment, (2) a critical identified stakeholder analysis, (3) presenting a macro and micro mission statement, (4) creating a strategic assumption map, and (5) by developing policy alternatives that influence future state negotiating strategies and the structure of a strategic plan. This section will answer the question: "What are we going to do about the desired future?"

SCOPE AND FOCUS OF THE ACTION PLAN

The San Bernardino Sheriff's Department is the model for the strategic plan that follows. Specifically, this study will focus upon the forensic science laboratory which is a portion of the Sheriff's Scientific Investigations Division (SID). That portion of SID dedicated to criminalistics costs the county about \$1.5 million per year. The laboratory serves the total county population (1.5 million persons, see Appendix D) and every law enforcement agency in the county. The Sheriff has provided free

forensic science services to all law enforcement agencies in this jurisdiction since the inception of the crime laboratory.

HISTORICAL PERSPECTIVE

The San Bernardino Sheriff's forensic science laboratory was established in 1957, but did not begin to grow significantly until the late 1960's, re: Miranda, Escobedo, et al., as previously discussed in the introduction to this paper. In 1971, in response to the Omnibus Crime Control and Safe Streets Act of 1968, the Law Enforcement Assistance Administration (L.E.A.A.) provided block grant funds to various states for the purpose of enhancing the profession of law enforcement.³⁶ The State of California elected to create a statewide forensic science laboratory system.³⁷ The difficulty was that California already had some of the finest criminalistic laboratories in the United States. They were funded by local police departments in the San Francisco Bay area and in southern California.

There was reluctance on the part of existing crime labs and their host departments, to become part of a separate entity at a higher level (state) of government.³⁸ The reasons varied, but most turned on issues of local control and response to service requests. At one point, there was significant discussion about using 70 percent of the available funds to build state satellite laboratories in rural (primarily northern) areas and using 30 percent of the funding to upgrade existing full-service police and Sheriff's crime labs throughout the state (primarily in

Southern California).³⁹ The funding split did not occur. Instead, local laboratories were given the opportunity to be part of the state system or remain independent local operations--unfunded by the state.⁴⁰ In the 1970's, fiscal management issues were not paramount and 12 of California's 58 counties elected to retain their own crime laboratories. These counties included: San Diego, Orange, Los Angeles, San Bernardino, Kern, Ventura, Fresno, Santa Clara, San Francisco, Alameda, Contra Costa and Sacramento. They were occasionally referred to as the twelve forbidden counties⁴¹ because, generally, the California Department of Justice did not provide forensic science services to them. San Bernardino County hosted one of those laboratories.

MICRO-MISSION STATEMENT

The following micro-mission statement was prepared by the author for the San Bernardino Sheriff's Scientific Investigations Division. It is a mutual pledge by scientists, technical and support staff and Sheriff's administration.

The forensic scientists, support staff and resources of the San Bernardino Sheriff's Scientific Investigations Division are dedicated to providing timely and accurate opinions and testimony that will serve as evidence to assist in the resolution of legal matters. They pledge to be responsive to the needs of the criminal justice system while holding fast to scientific principles and ethical standards.

The Sheriff's Executive Staff will provide strategic planning and direction to:

- o Identify and implement funding mechanisms to support the forensic science staff.

- o Constantly be open to the acquisition of new technology to assist in the resolution of matters of law through science.
- o Promote the growth of forensic science services through a concept that goes beyond jurisdictional boundaries and embraces regional service.
- o Promote an advocacy for the truth through consistent applications of forensic science.

By striving to meet the obligations to support forensic science services, the Sheriff's staff will, in part, meet their social obligation to the communities served by providing equal justice under the law and meeting their "dedicated to your safety" commitment. They commit themselves and pledge their resources to this quest for excellence.

MISSION STATEMENT

The San Bernardino Sheriff's mission statement that enables the staff to fulfill the micro-mission statement in this paper is: "[We are] dedicated to your safety."

SITUATIONAL ANALYSIS

A "WOTS-UP Analysis"--identification and assessment of weaknesses, opportunities, threats, and strengths for planning policy and organizational change--was conducted by a panel of three Sheriff's employees: a supervisor, a manager and a member of command staff. These panel members were part of the Nominal Group Technique process. In addition, a Strategic Assumption Surfacing Technique (SAST) was used to identify persons or classifications of people who are stakeholders in, and may have significant impact on, the strategic plan addressing the issue and sub-issue questions of this study.

WOTS-UP ANALYSIS: INTERNAL AND EXTERNAL ANALYSIS

(EXTERNAL) OPPORTUNITIES

The citizens of San Bernardino County are intolerant of the rising crime rate. They are supportive of local law enforcement as is the District Attorney. Furthermore, local forensic scientists are respected and requested by the courts. These factors combine to allow local law enforcement leaders to encourage local elected officials to place a 1/2 cent sales tax initiative on the ballot designated for law enforcement use.

The Sheriff's laboratory is aggressively acquiring new technology, i.e., deoxyribonucleic acid (DNA) et al., at the same time California's Department of Justice, Bureau of Forensic Services, is beginning to solicit input from local agencies. San Bernardino has a Remote Access Network (RAN) Board that governs and funds the regional Automated Fingerprint Identification System (AFIS) in the Inland Empire (Riverside-San Bernardino region). That board could serve as a model for consolidation/regionalization of forensic science services in any region.

(EXTERNAL) THREATS

Per capita fund revenues and supplemental funds, i.e. penalty assessments, et al., in San Bernardino County are in decline. The financial resources of the state of California are suffering a similar downturn and the potential for additional state mandated, but unfunded, programs directed to local government is significant. The rising crime rate will increase the demand for forensic science services at the same time there is a loss of middle income jobs,

flight of the middle class and increased requests for financial public assistance. Simply stated, the discretionary portion of the San Bernardino Sheriff's budget that supports the crime laboratory could be redirected out necessity. Whereupon, the State of California, Department of Justice (DOJ), Bureau of Forensic Services (BFS) would be expected to provide forensic science service to San Bernardino County. DOJ-BFS however, has insufficient funds to assimilate any new user-agencies.⁴²

(INTERNAL) STRENGTHS

The San Bernardino Sheriff's Executive Staff is sensitive to community needs, flexible and motivated. They have aggressively sought and adopted new technology. The Department enjoys a positive community image because of many new community-based programs, i.e., cross-cultural training, et al. In addition, the department enjoys good inter-agency communication partially because of its willingness to share power and responsibility, i.e., RAN Board, Inland Regional Narcotic Enforcement Team (IRNET) et al.

(INTERNAL) WEAKNESSES

The potential exists for a reduction in force, including the dismantling of the crime lab in the face of decreasing budget/discretionary spending. This potentially could stop the acquisition of new technology, even if the laboratory survives. Therefore, a strategic plan must be implemented. San Bernardino County government has not revealed an overall strategic plan to manage the deficit. Instead, an "across the board loss" position is driving the county budget process. Hard decisions about the future of non-public safety agencies have been deferred.

The information developed in the preceding "WOTS-UP" analysis (internal and external assessment) is shown below:

WOTS-UP ANALYSIS

External Threats	External Opportunities
<ul style="list-style-type: none"> o Declining economy o State legislated unfunded, mandates for local gov. o Rising crime rate o Greater demand for forensic crim. services o Discretionary funding being re-examined. o Flight of middle class o Loss of high income jobs o Burgeoning welfare, i.e. immigrants o DOJ-BFS cannot assimilate any new user agency 	<ul style="list-style-type: none"> o Propose new county tax- 1/2 cent o R.A.N. Board already manages Riv. - San Ber. AFIS region o Increased support for cost recovery (D.A.) o Citizens intolerant of crime o Bad economy makes CAL DOJ-BFS more approachable o New technology, i.e. DNA, Drugfire, et al. o Courts recognize need for forensic science services
Internal Weakness	Internal Strengths
<ul style="list-style-type: none"> o Less discretionary funds o Potential for reduction in force o Decreasing general fund o Potentially unable to afford new technology o No strategic plan in place (county) o Territorial mentality county budget process 	<ul style="list-style-type: none"> o Motivated, sensitive executive staff o Staff not reluctant to use new technology o Positive community image o Good inter-agency (police) communication o Willingness to share power/responsibility, i.e. R.A.N. IRNET, et al. o Service oriented

ORGANIZATIONAL CAPABILITY ANALYSIS

The organizational strengths, weaknesses and flexibility (reception to change) were assessed by a panel using organizational capability analysis. The panel included: Laboratory Director P. M. Kellett, San Bernardino Sheriff's Department, and the author. The results provided input for the WOTS-UP analysis. They appear in Appendixes E and F.

STRATEGIC ASSUMPTION SURFACING TECHNIQUE

The Strategic Assumption Surfacing Technique was used to identify persons and classifications of persons who are affected by the issue and sub-issues of this study. That list was pared to ten persons/classifications who, by virtue of their position or influence, could significantly impact the success or failure of the implementation of the preferred strategic plan. These "key" persons/classifications were designated "stakeholders." In addition, two potential "snail-darters" (political figures and special interest groups) were identified and discussed.

STAKEHOLDERS

1. The superior and municipal courts of San Bernardino County.
2. The attorneys who practice in San Bernardino criminal courts.
3. Forensic scientists.
4. The police in San Bernardino County.

5. Private forensic laboratories/entrepreneurs.
6. The California State DOJ laboratory system.
7. The Sheriff of San Bernardino County.
8. All Chiefs of Police in San Bernardino County.
9. The County Administrative Officer (CAO).
10. Forensic science graduate schools, i.e., California State University Los Angeles and the University of California at Berkeley.

Assumptions were made regarding each stakeholder and their influence on the preferred strategic plan. These assumptions appear below as statements. Each statement is followed by an alpha-numeric number. That number was used to locate the position of each assumption on a stakeholders assumption map.

THE SUPERIOR AND MUNICIPAL COURTS OF SAN BERNARDINO COUNTY (1)

The courts assume that forensic science services will be available to assist in the resolution of matters of law (1A). Value is placed on forensic science services and the expectation that the level of service will continue or increase to meet the demands of the courts and to assimilate new technology is clear (2A).

THE ATTORNEYS WHO PRACTICE IN SAN BERNARDINO CRIMINAL COURTS (2)

The level of proof to make a valid arrest is less than that required to successfully prosecute a criminal offender. Deputy district attorneys often require arresting/investigating officers to obtain and submit physical evidence for forensic examination to support criminal cases before they will file those cases (2A).

The antithesis of that action is the defense attorney's need for independent expert witnesses to evaluate the state's findings or, in some cases, offer new evidence not presented by the prosecutor(s) (2B). The availability of forensic scientists to appear as experts in courts of law adds to the atmosphere of advocacy among attorneys. It provides an excellent opportunity for attorneys to demonstrate their command of the trial court setting.

FORENSIC SCIENTISTS (3)

Forensic scientists understand the vital role they play in the legal system. They see themselves as advocates for truth (their opinion) and a neutral party in an otherwise adversarial proceeding (3A). Unlike police administrators, they generally do not see themselves as vulnerable in today's economic environment because they see themselves as an indispensable cog in the justice process (3B).

THE POLICE IN SAN BERNARDINO COUNTY (4)

The "police" have a "mixed bag" of assumptions about forensic science services. Uniformed patrol officers, particularly relatively inexperienced officers, may not see a clear need for the level of forensic science services that exists (4A). More experienced officers, particularly detectives, see an inextricable tie between their work and the forensic scientist (4B). Sensitive investigations that are shocking to the public's conscience, such as: murder, rape, assault with injuries, mayhem and crimes of violence against children, simply cannot be

effectively, or in many cases successfully, prosecuted in court without forensic science support (4C).

PRIVATE FORENSIC LABORATORIES/ENTREPRENEURS (5)

The employment opportunities for forensic science entrepreneurs in California have never been greater (5A). They will have a keen interest in the economics of managing and funding forensic laboratories in the future (5B). There are opportunities for private forensic consultants working from their private residence or storefronts to provide what may be an acceptable level of service in many forensic disciplines (5C).

THE CALIFORNIA STATE (DOJ) LABORATORY SYSTEM (6)

Conversations with "bench level" California DOJ criminalists (forensic scientists) indicate most believe they will survive the current economic crises (1990-1993) (6A). There are some indications from a management perspective that are also optimistic.⁴³ Critical decisions, however, must be made that will determine the level and nature of forensic science services that will be provided by the State of California to local law enforcement agencies (6B). For the second consecutive year, the California Legislative Analyst's Office has recommended general fund support (\$7.5 million annually) be withdrawn from the Bureau of Forensic Services (state lab system).⁴⁴ In its place, a fee system would emerge. Questions that require examination include:

- o Will the DOJ laboratories become self-sustaining?
- o Will DOJ close satellite laboratories and become a centralized operation based in Sacramento?
- o Will DOJ limit forensic science services?
- o Will DOJ disband the California Criminalistics Institute (CCI), its research and training branch?

THE SHERIFF OF SAN BERNARDINO COUNTY (7)

Any Sheriff with a full-service forensic science laboratory would desire to provide the services of the laboratory to all police agencies within the jurisdiction free of charge (7A). When factors exist, i.e. economic, reorganization, management assessment, etc., that cause a Sheriff to evaluate current methods of funding auxiliary functions, strong thought must be given to regionalizing those functions (7B). A management board composed of user-agencies is one equitable method to share responsibility, control and cost (7C).

ALL CHIEFS OF POLICE IN SAN BERNARDINO COUNTY (8)

Police Chiefs must have access to forensic science services (8A). If state and local crime laboratories become fee-based, Chiefs of Police will be at a decision point. Is it more appropriate for their department to pay fees for service; or, is it more desirable to be a part of the decision making process in addition to financially supporting the laboratory? This could occur in a regional laboratory setting (8B).

THE COUNTY ADMINISTRATIVE OFFICER (CAO) (9)

The CAO has fiscal responsibility for the county. A CAO will want any auxiliary function that can become self-sustaining to become self-sustaining (9A). CAO's will probably support regionalization of critical programs that cannot be abolished if they are funded through user-fees, per capita assessments, etc. (9B).

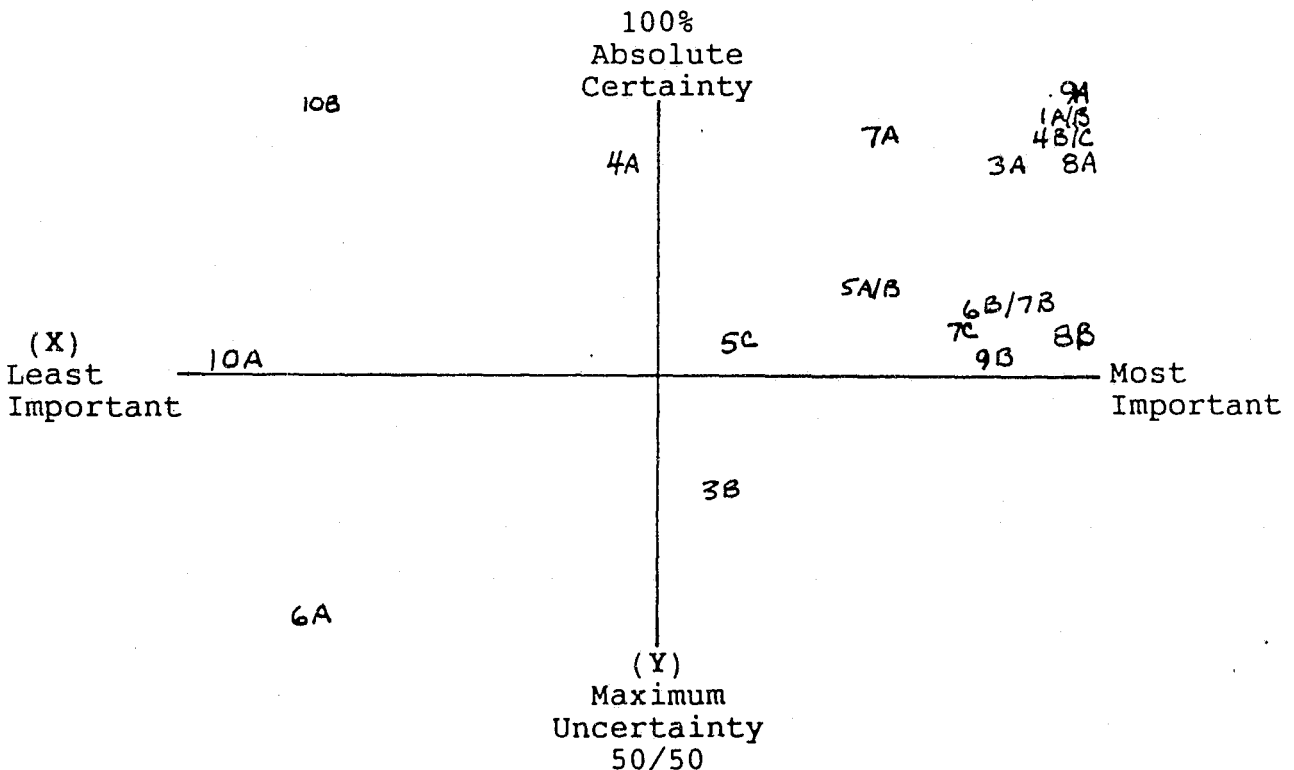
FORENSIC SCIENCE GRADUATE SCHOOLS (10)

Two institutions in California grant graduate degrees in Criminalistics: the California State University at Los Angeles and the University of California at Berkeley. Both programs are prestigious, but little known outside academic circles (10A). It is very unlikely either institution will play any leadership role in the future of forensic science laboratory funding in California (10B).

The following Stakeholder Assumption Map plots the results of the Strategic Assumption Surfacing Technique:

STAKEHOLDER ASSUMPTION MAP

(Consensus - Informal Consultation)



Legend follows on next page

Legend

"X" axis-- Importance of the Assumption's Stakeholder to the Organization's Management of the Issue

"Y" axis-- Certainty/Uncertainty Regarding the Stakeholder's Assumption

1A-Maintain support (Sheriff's Staff)	1B-Maintain and show need (Sheriff)
2A-Maintain support (Sheriff's Staff)	2B-Maintain, lends balance (Staff)
3A-Maintain support (Lab Management)	3B-Educate, but support (Lab Management)
4A-Educate/train (Lab Staff)	4B-Maintain support (Lab Management/staff)
	4C-Maintain support (Lab Management/staff)
5A-Strengthen system (Courts)	5B-Strengthens system (Courts)
	5C-Encourage quality control (D.A., Courts)
6A-Push for privatization? (For. Science Community)	6B-Change needed, must make critical decisions (DOJ Lab Executive Staff)
7A-Appropriate position	7B-Change needed, must make critical decisions (Sheriff)
	7C-Change needed, must make critical decisions (Sheriff)
8A-But, no cost (Chiefs of Police)	8B-Change needed, must make critical decision (Chiefs of Police)
9A-Wants cost reduction (CAO)	9B-Educate, needs movement (CAO/Sheriff)
10A-Academic curiosity (no action)	10B-Academic curiosity (no action)

POTENTIAL SNAIL-DARTERS

POLITICAL FIGURES

Political figures have ties and obligations to those who support them. Their expressed opinions can be an odd mixture of personal conviction, fact, political expediency and the public's opinion of what is "politically correct." These factors combine to create a situation rife for "snail-darters."

SPECIAL INTEREST GROUPS

Special interest groups create a power-base for narrow issues. Concerns over toxins and carcinogens polluting the air and water have created some absurd administrative and legal decisions with direct costs to forensic science laboratories. One example is the ban on the destruction (burning) of cocaine in 1991.⁴⁵

Whatever problems or benefits stem from the input of political figures or special interest groups may be unrelated to fact. That is precisely what makes these two groups "snail-darters."

DEVELOPING STRATEGIC POLICY ALTERNATIVES

A consensus group comprised of former NGT panel members P. M. Kellett, G. E. Eisenbeisz, Lewis Corns, and the author, was used to evaluate proposed policies from the information presented in the WOTS-UP and Stakeholder analyses. Three policies were

identified to assist in the implementation of the strategic plan. They are as follows:

STRATEGIC POLICY NUMBER ONE

Delete or reassign all non-essential forensic science services.

It is necessary to assess the criminalistic services provided to police agencies. Some services may be reduced and others may be eliminated or transferred to a more appropriate level in the department(s), i.e., training crimes against persons investigators or crime scene technicians (rather than criminalists) to interpret blood splatter patterns.

Advantages

- o Reduced workload, i.e., potential to manage manpower reductions or reallocate manpower to address increased demands for service without a manpower increase.
- o Time to assess new technology applications, i.e., work smarter, faster, more accurately, etc.
- o Potential to reduce operating costs.
- o Addresses only actual needs and creates the appropriate atmosphere, mind set, for doing more with less.
- o Facilitates long range planning.

Disadvantages

- o Criminalists will complain that some perceived scientific applications are being performed by layman, i.e., will cite ethics issues.
- o Specialized investigators, i.e., homicide, crimes against children, et al., would fear this change and resist it.

- o Morale would be affected.
- o If downsizing occurs, you may lose some of your best scientists if they have less tenure than entrenched average performers, re: civil service rules.

STRATEGIC POLICY NUMBER TWO

Actively seek and acquire new technology.

Advantages

- o Opportunities to automate some processes and reduce personnel, or reassign to new duties, i.e., still video mugs (on-line) and "live scan" (on-line computers) for rolled fingerprints at booking facilities.
- o Replace property tags with barcoding system. This change reduces access and retrieval time. The potential exists to reduce personnel or reassign them to new duties.
- o Integrating technologies, i.e., the polymerase chain reaction (PCR) method of DNA analysis is significantly faster than the restriction fragment length polymorphism (RFLP) procedure. This adaptation will increase productivity.

Disadvantages

- o Adequate time must be invested to preclude acquisition of promising technology that doesn't work.
- o If downsizing occurs as a result of technology acquisition, morale suffers.
- o Many new technologies have short life expectancies, i.e., become obsolete and must be replaced or upgraded.
- o New technology, acquisitions often require a great expenditure of time and money, re: learning curve.

STRATEGIC POLICY NUMBER THREE

Regionalization of criminalistics services.

This could be done within a county or several counties. In time, it could include the entire State of California. The concept is to share the costs and management responsibilities through a regional board model.

Advantages

- o Regionalization shares cost and responsibility for services provided.
- o It builds positive relationships between diverse agencies/jurisdictions.
- o It improves communication regarding criminal activity, i.e.,
DNA profiling in serial crimes of violence, DRUGFIRE for combining crimes involving firearms in multiple jurisdictions, identification of white collar crimes in multiple jurisdictions, re: handwriting, et al.
- o The users are part of the management team, not merely paying a fee for services.

Disadvantages

- o Political resistance may occur, i.e., elected and appointed police administrators must be willing to share power and cost of operation.
- o Competition may arise for scarce resources at a given time. This must be managed by case acceptance protocols to avoid petty grievances or charges of preferential treatment.

DEVELOPING ALTERNATIVE STRATEGIES

A Modified Delphi Process was used to identify, evaluate and rank alternative strategies to accomplish the mission statement. In that process, three strategies were identified to accomplish the mission. One was selected as the preferred strategy. The two that were excluded were as follow: (1) A regional laboratory funded by user-fees. This strategy was excluded because it has been used in the State of New York, et al., and proved unsuccessful.⁴⁶ (2) Privatization of forensic laboratories. This strategy was excluded because police management controls are severely diminished, flexibility and communication within the law enforcement community is diminished, and the selection of physical evidence submitted for laboratory examination is dependent more on the availability of funding rather than the potential significance of the evidence which causes an ethical dilemma.

PREFERRED STRATEGY

San Bernardino County should be identified as a forensic science region. The funding of a regional laboratory could be accomplished by per capita assessment. San Bernardino County is home to 1.5 million people⁴⁷ living in 25 jurisdictions.⁴⁸

The existing level of forensic science service satisfies the needs of the police agencies in San Bernardino County. That service costs about \$1.5 million per year. A simple mathematical calculation (operating cost divided by number of people served)

allows one to estimate the annual baseline per capita assessment at one dollar.

A governing board of elected and appointed officials from throughout the region should be created. That board would include: the District Attorney, Sheriff, a member of the Board of Supervisors, a mayor and a mutually agreed-upon number of police chiefs. This board would meet regularly to discuss and determine policy, administrative procedures, goal assessment, technology acquisitions, review audits and approve funding. The management staff of the laboratory would be responsive to the needs of the board.

Advantages

- o Per capita assessment is equitable (most would agree).
- o Chiefs of Police (representatives) would be part of the administrative-management process.
- o This regional concept could be extended to other counties.
- o Communication of criminal information in re: physical evidence, would be greatly enhanced.
- o In time, the "me-mine" attitudes that have precluded a regional state laboratory system may be eliminated and the state could become "the region" subject to board input from the local level statewide; or,
- o In time, a voucher system, re: per capita assessment, may be implemented to link local and state facilities.⁴⁹

Disadvantages

- o Bedroom communities with a low crime index may complain about the per capita assessment.

- o The Sheriff must share power, management and fiscal responsibility with other elected or appointed executives in the law and justice community. Note: this may also be viewed as an advantage.
- o Chiefs of Police would have to convince city managers and city council members to support a regionalized laboratory in tough economic times.
- o The citizens of each affected jurisdiction would have to accept another fee assessment.

STAKEHOLDER PERCEPTIONS

THE SUPERIOR AND MUNICIPAL COURTS OF SAN BERNARDINO COUNTY

The courts would welcome any funding mechanism that would provide them with an acceptable level of forensic science service.

THE ATTORNEYS WHO PRACTICE IN SAN BERNARDINO CRIMINAL COURTS

Attorneys would welcome any funding mechanism that would provide them with an acceptable level of forensic science services. Public defenders may insist on equal access to those services by becoming contributing members. This could present potential conflict of interest issues, but that is unlikely.

FORENSIC SCIENTISTS

If their employment is secure, as well as their profession, forensic scientists will pay little attention to how they are

funded. There is, however, an exception to this general statement. If a regional laboratory system restructured (lowered) their salaries or benefits, the affected forensic scientists would become advocates for status quo, in re: their compensation.

THE POLICE IN SAN BERNADINO COUNTY

The police would welcome this funding mechanism if it provides them with an acceptable level of forensic science service. They would enjoy the enhanced communication.

PRIVATE FORENSIC LABORATORIES/ENTREPRENEURS

The private sector forensic scientists will see the creation of a regional laboratory funded by a per capita assessment as an opportunity to present private, entrepreneurial forensic services to police agencies at competitive (lower) costs.

THE CALIFORNIA STATE (DOJ) LABORATORY SYSTEM

Regionalization of San Bernardino County's forensic science laboratory may cause some police agencies in that county to seek free forensic science services from the DOJ laboratory in Riverside. Historically, DOJ has served Riverside and Imperial Counties while the San Bernardino Sheriff's Department has served San Bernardino County at no cost to the state. If the DOJ laboratory at Riverside declined to serve San Bernardino County police agencies, there could be an allegation of discriminatory practice, i.e., no equal representation under the law. DOJ does not have sufficient funds to accept new clients at this time.⁵⁰

THE SHERIFF OF SAN BERNARDINO COUNTY

The Sheriff is elected by the public "at large." He wants to provide the best forensic science service available to all citizens in his jurisdiction. That includes all incorporated areas. He will consider any appropriate means that facilitates that goal.

ALL CHIEFS OF POLICE IN SAN BERNARDINO COUNTY

Chiefs of Police will want complete forensic science services at the best price--free, if possible. If they had to decide whether to contract with the state or be part of the management team of a regional forensic science laboratory system, they would probably opt for the choice giving them local control.

THE COUNTY ADMINISTRATIVE OFFICER (CAO)

People in this position would generally support any reasonable action/program that would generate revenue and defer expense.

FORENSIC SCIENCE GRADUATE SCHOOLS

They will have little or no "hands-on" involvement. They may look at this process as an interesting academic exercise.

IMPLEMENTATION PLAN

The framework for the implementation of a regionalized forensic science laboratory is already in place in San Bernardino County. Riverside and San Bernardino Counties (Inland Empire) presently have a shared Automated Fingerprint Identification System

(AFIS) and DNA laboratory. These functions are governed by two respective local and one regional RAN Board. The board sets policy, determines goals, develops programs and sets the level of funding. The funding mechanisms for this regional system are per capita assessments and penalty assessments. The population statistics are taken from California's Department of Finance by mutual agreement.

The Sheriff of San Bernardino County should direct the implementation process of a regional forensic science laboratory because:

- o He is elected at large to serve all of the people in San Bernardino County.
- o He has served as the chairman of the RAN Board.
- o He has a staff experienced in contract law enforcement.
- o The existing forensic science laboratory in San Bernardino County has always been a Sheriff's operation.
- o He serves on numerous committees and is involved in numerous organizations that tie the law and justice community in San Bernardino County together.

The Sheriff is a key figure in the law and justice community. He has the powerbase and credibility to bring the necessary resources together to accomplish this task. Essentially, the creation of a regional forensic science laboratory in San Bernardino County would require the cooperation of the Chiefs of Police, city managers, elected city officials, the District Attorney, courts, the CAO and the members of the Board of Supervisors.

By consensus, a contract could be developed to allow the local San Bernardino County RAN Board to govern the regional forensic science laboratory. The only requirement remaining would be to identify the actual initial per capita assessment and break out the cost by public entity. In time legislation should be introduced to provide identified funding for forensic science services. That legislation could also be used to specify the level of government responsible to provide forensic science services.

SECTION THREE: TRANSITION MANAGEMENT

TRANSITION MANAGEMENT

The goal of transition management is to control that period between the decision to implement a written strategic plan and the final completion of the project. It is an implementation process. This phase of the project is critical because it is at this point the change agents of the transition management plan begin to "touch" the people within the organization. The primary objective is to manage the change with the least amount of work interruptions and with the lowest possible level of added tension placed upon the people.

The decision to implement a successful strategic plan is predicated upon the design of the transition management plan. The transition management plan consists of three components. They are: (1) the identification of a "critical mass" of "key," but not all, stakeholders--those who are defined as necessary to implement the strategic plan; (2) the identification of a transition management structure (organization) to facilitate the desired change; and, (3) the tools, technology and methods that will be used to reduce tension, friction, organizational confusion and uncertainty about the change.

CRITICAL MASS

Six "key" stakeholders were selected by the author from the stakeholders identified in section two (Strategic Plan) of this paper. They are: (1) the Sheriff, (2) the CAO, (3) the Presiding

Judge of the Courts, (4) the District Attorney, (5) a representative from the Chief's of Police Council, and (6) a representative from the City Manager's Association. These six stakeholders form the critical mass. If they support the preferred strategy, it is likely to succeed. If they do not support it, it will fail.

The Sheriff is the principal "change agent" in this critical mass. The power of the critical mass members lies not only in their roles as decision and policy makers, but also in their ability to influence other power brokers who can impact the preferred strategy. Therefore, it is imperative to estimate and document their current individual levels of commitment to moving the preferred strategic plan forward. Once identified, strategies may be developed to move individual members of the critical mass to a commitment level sufficient to implement the preferred strategy.

DESIRED CRITICAL MASS POSITIONS

SHERIFF

The Sheriff has historically provided free forensic science services to all law enforcement agencies in San Bernardino County. He would prefer to continue this practice, but, absent increased general fund appropriations, he cannot do so. He is presently considering a number of ways to decrease departmental expenditures and maintain or increase service. One methodology he is considering is the regionalization of various aspects of his

operation. Regionalization of forensic science services is one equitable way to reduce Sheriff's Department cost and, yet, maintain quality service to all users. The Sheriff is committed to explore such alternatives.

COUNTY ADMINISTRATIVE OFFICER (CAO)

The CAO is a critical factor in this organizational change. As CAO, he will represent not only the fiscal arm of the county, but the members of the Board of Supervisors. His concerns will be fiscal and management issues, i.e., personnel and contract issues, and some political concerns.

PRESIDING JUDGE

The Presiding Judge represents the judiciary in San Bernardino County. Although the judiciary will not be involved directly in funding or appropriations, their support of this change will significantly impact decision makers in the law and justice community. The main focus of the judiciary will be qualitative and quantitative in addition to seeking clarification regarding timeliness of examinations and responsiveness to special court requests.

THE DISTRICT ATTORNEY

The District Attorney's role will be similar to that of the Presiding Judge. He will influence the inclination of the Chiefs of Police and City Managers to support or block this change.

CHIEFS OF POLICE (REPRESENTATIVE)

The Chiefs of Police in San Bernardino County have formed a council that meets regularly. It is imperative that a representative be selected from this group to be a part of the

critical mass. This representative should be respected by his peers and capable of representing the group.

CITY MANAGERS (REPRESENTATIVE)

A representative from the City Managers Association must be selected by that body to represent them in the same manner as the Chief's of Police representative.

CRITICAL MASS COMMITMENT CHART

The following chart is a visual representation of the level of commitment of each member of the "Critical Mass" to the preferred strategy plan. Each "X" represents the current level of commitment a given member has on this issue. Each "0" represents the level of commitment required to implement the preferred strategic plan. The arrow pointing from the "X" to the "0" shows the direction and distance each member must travel to accomplish the task.

<u>Critical Mass</u>	<u>Block Change</u>	<u>No Commitment</u>	<u>Let Change Happen</u>	<u>Help Change Happen</u>	<u>Make Change Happen</u>
Sheriff*			X----->	0	
CAO*		X----->			0
D.A.		X----->			0
Presiding Judge		X----->			0
Chief of Police Rep.	X----->				0
City Mgrs.* Rep.	X----->				0

* Critical member-- if they block change, plan will fail.

REASONABLE ACTIONS PROPOSED TO BRING CRITICAL MASS TO ACTION

The Sheriff is the proximate catalyst that will bring this critical mass to action. His decision to propose (help it happen) a regional laboratory funded by per capita assessments will occur when one of three following conditions (previously identified as trends and events) are met:

- o The State of California, Department of Justice Laboratory in Riverside becomes user-fee based
- o Further significant economic cuts are made to San Bernardino County general fund revenues. The CAO may require decreases in some services.
- o New programs are identified that are necessary to provide adequate law enforcement service or protection to the people of San Bernardino County that can not be funded without taking resources from established, existing programs.

Upon reaching the decision point, the Sheriff will conduct meetings with the CAO, Presiding Judge and District Attorney to encourage their support. The meetings will probably occur in the form of presentations by the Administrative Support Bureau Deputy Chief and the Laboratory Commander. Those presentations will focus on:

- o Cost savings to the county.
- o Improved communications among law and justice agencies within the county (region).

- o A stronger, broader funding base that could support new technologies desired by prosecutors and the courts to resolve/explain legal issues pertaining to physical evidence.
- o Retention of local control, i.e., not using state or federal laboratories, re: "turn-around time".
- o Retention of forensic expertise at the local level.
- o Promoting greater flexibility and control (timeliness/time management issues) when addressing local physical evidence issues.

The above stated focal points will be presented in the form of a staff report. That report will identify future tax revenues (requires CAO's assistance), projected shifts in the population and demographics, and how the projected crime index will be impacted by those changes. Most important, an ethics argument for per capita assessment in opposition to fee-based systems in the public or private sector will be presented.

The economic and statistical data presented will move the CAO in conjunction with the Sheriff in the desired direction ("help change happen") to bring about the preferred strategic management plan. The CAO and Sheriff will demonstrate to the District Attorney and Presiding Judge, absent a one-half cent sales tax increase, the county will not be able to support a crime laboratory to serve all agencies. Instead, the staff will be reduced to serve only county operations. The most important part of the presentation to the District Attorney and Presiding Judge will be the ethics argument (explained below). It will cause the

Sheriff, CAO, DA, and Presiding Judge to move to the "help change happen" mode.

The Chiefs of Police and City Managers will initially block this change. All of the facts, reports and reasoned arguments put forth to and by other critical mass members will not be rebutted by their representatives. Still, they will not move. Their arguments will turn on two issues: (1) the Sheriff has a duty to provide service to the public at large and (2) the cities are no better prepared to pay for these services than the county.

The first argument (Sheriff's duty to provide) has some basis in fact. The Sheriff is mandated by law to provide certain services; corrections is the most widely recognized. Forensic science services, however, are not mandated at any level of government. If California's Attorney General provided no forensic science services, there could be no foreseeable relief to this complaint; but, he does provide such services in 46 of the 58 counties in California. He has a duty to provide equal justice under the law.

The State of California has insufficient funds to accept any additional users of its forensic science services. The best case scenario, even if the courts ordered the state to accept work from police agencies formerly served by a dismantled local crime lab, is case prioritization upon receipt, tremendous backlogs and turn-around time.⁵¹

The second argument (cities no better prepared) is true. Still, there is a critical need for these services. The ethics issue still applies. Chiefs of Police faced with the

responsibility to pay private forensic science facilities or fee-based public laboratories to examine physical evidence and provide testimony would do so without guidance in most cases. Few Chiefs of Police have sufficient forensic science background to determine the relevance and importance of many forms of physical evidence, i.e., hairs, fibers, trace evidence, etc. Most important, the decision to seek forensic science services could be driven by economics rather than the needs of the case. This is the ethical dilemma: should a rapist go free, or more important, an innocent man be convicted of rape because a police administrator could not afford serological tests, including DNA. These are the ethical issues facing Chiefs of Police, city administrators and the criminal justice system, in general.

It is difficult to move Chiefs of Police and City Managers from a "block change" mode to a "make change happen" mode, but it must be done. To do less, flies in the face of the basic responsibility to provide equal justice under the law for all men. Compromised ethics are the real price of user-fee systems.⁵²

With the support of the CAO, Presiding Judge and District Attorney, the Sheriff, accompanied by the Administrative Support Bureau Deputy Chief and Laboratory Commander, will make presentations to the police council and the local City Managers Association. Favorable reviews from those organizations will allow the Sheriff to create a transition management team and structure with the assistance of all the key players in the critical mass.

TRANSITION MANAGEMENT STRUCTURE

PROJECT MANAGER

The Sheriff will select a project manager format for his change-management structure. This has consistently been his choice of change-agent options in the past. It is a choice all of his executive staff, deputy chiefs and command staff are familiar with. It has worked very efficiently in the past.

A Sheriff's Commander (a Captain) will be appointed the project manager. This commander must have successfully managed grants, supervised a Sheriff's contract law enforcement operation, worked as the operations officer (second-in-command) of the Sheriff's business office or a contract patrol station. Extensive experience as a journeyman forensic scientist is desired, but not required. A good working relationship with key figures in the District Attorney's office and the courts will be required. He must be familiar and comfortable with the working relationships of city councils and city managers as well as Chiefs of Police.

EXECUTIVE/ADMINISTRATIVE SUPPORT

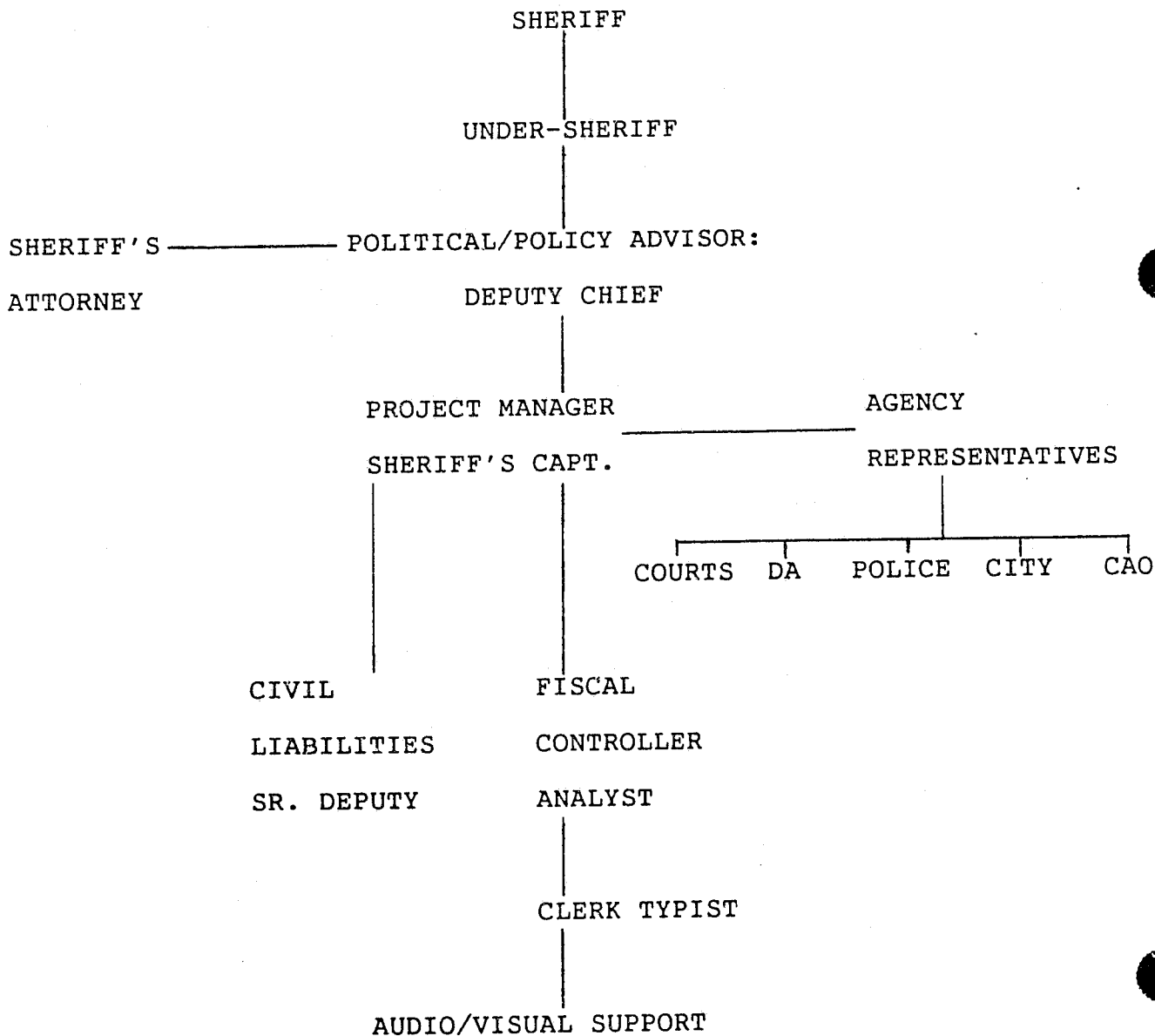
The Sheriff will appoint the Deputy Chief of his Administrative Support Services Bureau to guide the project manager in policy and political matters. In addition, the department's legal counsel (attorney) and civil liabilities officer will be placed at his disposal.

TRANSITION TEAM

The project manager will lead the transition team. The transition team will be staffed by a fiscal officer, a contract

analyst-fiscal controller from the business office, audio-visual support (as needed) and a clerk typist. Agency representatives from the following critical mass players will complete the team: the CAO, the Presiding Judge, the District Attorney, police agency representative(s) and city manager's representative(s). The following is a transition management organizational chart:

TRANSITION MANAGEMENT ORGANIZATION CHART



CONTRACT ANALYST/FISCAL CONTROLLER

The contract analyst/fiscal controller would work with his counterparts in the various user agencies via the agency representatives. A suggested per capita assessment would be determined by the analyst based upon the current cost of laboratory operation, planned increases for required laboratory service expansion (if any) and the total number of users in the combined jurisdictions. Individual jurisdictions should accept population figures based upon the current figure provided by the California Department of Finance (see Appendix D).

The fiscal controller would work with the Sheriff's attorney and contract unit to integrate the per capita assessment into the existing RAN Board assessments. The San Bernardino County local RAN Board would be designated the provisional governing board for the regional forensic science laboratory, in addition to the Automated Fingerprint Identification System (AFIS) and DNA laboratory which are already located in the Scientific Investigations Division--the parent division of the forensic laboratory.

REMOTE ACCESS NETWORK BOARD (RAN)

The RAN Board membership includes: the Sheriff, the District Attorney, a representative from the County Board of Supervisors and CAO's office, a member of city government (a mayor) and three Chiefs of Police. Unless a consensus of agency representatives from the transition team want to amend the present local RAN Board membership, it should remain unchanged and the status of "provisional governing board" should be changed to "governing board."

IMPLEMENTATION TECHNIQUE/READINESS CAPABILITY

In this case, a model implementation tool is already in place and functioning to the satisfaction of all police agencies (cities) in San Bernardino County. The RAN Board presently governs and directs the activity of the regional AFIS and DNA programs in San Bernardino and Riverside Counties. Not coincidentally, both those operations are located in the Scientific Investigations Division, which is also "home" to the forensic laboratory.

Creating a regional forensic science laboratory in San Bernardino County or expanding to include Riverside County (the Inland Empire), funded by per capita assessment, can be handled as an additional duty for RAN Board members. The significant difference between this approach and fee-based systems is the police agencies are not customers, they are co-participants in the administration and management of the laboratory via representation on the RAN Board. Absent the "ownership factor," police agencies paying fees for a service are reduced to "customer" status.

TOOLS, TECHNOLOGIES, AND METHODS

The implementation of a preferred strategic plan means change for an organization. To be successful, the change must be structured through the transition, to completion and beyond. A timeline (see Appendix 3) should be set with achievable goals and objectives. Flexibility must be considered in any timeline.

The most difficult issues in strategic plan implementation revolve around change and the subsequent uncertainty, stress, anxiety, and fear that is associated with transitions. The following technologies would assist in the transition process by clarifying uncertainty, managing stress and reducing anxiety and fear.

COMMUNICATION AND TEAM BUILDING

Open communication and team building should occur first at the decision/policy making level of the impacted organizations and then proceed down the chain of command through management, supervision and line levels of the organization. These meetings should include the statement of goals, objectives and limited alternate possibilities on a timeline. Most important provisions must be provided for feedback during and after team building sessions. Implementation of a tape-recorded 1-800 line and preprinted feedback forms should serve this function. Support groups and counseling may be provided if necessary.

SHARED VISION

Failure to create a shared vision of the future (defined future state) is the single greatest threat to the successful implementation of a preferred strategic plan. If all involved parties do not understand their roles in the future state of the organization, they will be under stress, anxious and perhaps fearful. The emotions associated with this state of mind are counterproductive to successful change. Clear goals must be identified and explained. Each member of the organization must clearly understand his/her role in the change process. A shared

vision and clearly defined and understood goals and individual missions allow the project manager and staff to deal with problems, not symptoms, during the transition.⁵³

RECOGNITION AND SUPPORT OF PERSONNEL

Monthly or quarterly reports should be provided to all involved parties during the transition period. These reports allow all participants to see individual and organizational growth and success.

RESPONSIBILITY CHARTING

This technique identifies the tasks that must be accomplished to meet identified goals, the individuals who impact those tasks and the level of involvement necessary from each individual to accomplish those tasks. A responsibility chart, displayed on the following page, lists those persons responsible for:

- o An action.
- o Those persons who approve an action.
- o Those who must be informed of an action taken.
- o Those who play no relevant role in the implementation of an identified decision or task.

RESPONSIBILITY (RASI) CHART

Decision/Task	Sheriff	Project Director/Team	CAO	Chief's Rep.	City Mgr. Rep.
Gain Consensus Critical Mass	R				
Policy Formulation	A	R	S	S	S
Strategic Plan	A	R	A	A	A
Appt. Trans. Mgr.	R	S	I	I	I
Select Trans. Team	A	R	I	I	I
Assess Resources	I	R	I	I	I
Cost Analysis	A	R	A	A	A
Implement R.A.N. Board Concept	R	S	A	A	A
Monitor Project	I	R	I	I	I
Report to R.A.N. Board	I	R	I	I	I

Legend:

R = Responsibility for action (but not necessarily authority)

A = Approval (power to approve or veto)

S = Support (provides resources, does not have to agree)

I = Inform (must be informed, cannot veto)

Blank = Irrelevant to task

CLOSING COMMENTS

The primary issue question: "What method(s) will be used to fund forensic science laboratories by the year 2002?" is relevant and timely in California's present and anticipated future economy. This opinion is based, in part, on the answers to the following sub-issue questions developed in this study. They are as follow:

SUB-ISSUE ONE

Will general fund revenues/appropriations be available to support forensic science laboratories by the year 2002?

ANSWER

The futures study and literature review, et al., depict a bleak financial future for the state of California and specifically the Inland Empire. The San Bernardino County Sheriff cannot continue to depend upon general fund revenue to support the forensic science laboratory. In fact, if a one-half cent sales tax initiative on the local ballot (June 1993) fails, Sheriff Williams may have to dismantle the criminalistics laboratory,⁵⁴ among other downsizing measures.

SUB-ISSUE TWO

Are user-fees a viable alternative to general fund budgets for forensic science laboratories?

ANSWER

No. Fee-based forensic science systems in the United States, i.e., New York State,⁵⁵ et al., and abroad, i.e., England,⁵⁶ have failed or have created a "whipsaw" effect on budgeting and staffing crime laboratories. Briefly, under the fee-based system

police agencies flood forensic science facilities with casework at the beginning of the fiscal year. As funds are depleted, case submission drops markedly.⁵⁷ This creates an ethical dilemma regarding the basic tenet of equal justice under the law previously noted in this paper.

SUB-ISSUE THREE

Should multiple-jurisdictions create forensic science service regions based upon user fees?

ANSWER

The research shows that fee-based systems do not work very well and can create ethical dilemmas. The weakness of this methodology turns not only on funding limitations, but also on a lack of "ownership" and accountability. When police administrators pay a fee for forensic science services, they become "customers." If, however, forensic science services are regionalized in terms of management and financial support, then the affected police administrators become the "owners" of that forensic science system.

The Inland Empire (San Bernardino-Riverside Counties) has a working model of regionalized law enforcement applications of technology and science managed and funded by every law enforcement agency in the region. The administrative body is the Remote Access Network (RAN) Board. Membership on that board is representative and it rotates. The funding is based on per capita assessment by jurisdiction. This is one alternative method to general fund support of forensic science services that works.

ENDNOTES

1. Personal interview by author with Jay Mark, Criminalist Manager, State of California, Department of Justice, Bureau of Forensic Services, Sacramento, California, January 14, 1993.

2. Personal interview by author with Dan Gregonis, Criminalist/Serologist (DNA), San Bernardino Sheriff's Criminalistics Laboratory, January 15, 1993.

3. FBI, DRUGFIRE Project. Documentation provided by FBI Laboratory staff at Los Angeles Field Office, 11000 Wilshire Blvd., Los Angeles, California, December, 1992.

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12. Moilan, John E., Developing Alternative Revenues for Small California Law Enforcement Agencies by the Year 2002, Commission on Peace Officer Standards and Training, Sacramento, California, 1992, p. 1. and William Tafoya, Ph.D., "The Future of Policing," FBI Law Enforcement Bulletin, January 1990, p. 14.

13. Personal interview by author with Deputy Chief L. Ray Harper, San Bernardino Sheriff's Business Office, February 18, 1993.

14. Personal interview by author with Sheriff Dick Williams, San Bernardino County, February 2, 1993 and address to command staff by Sheriff Dick Williams, San Bernardino, California, February, 19, 1993.

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22. Ibid.

23. Personal interview by author with Jay A. Mark, Criminalist Manager, State of California, Department of Justice, Bureau of Forensic Services, Sacramento, California, January 14, 1993.

24. Personal interview by author with Peter Vincie, former Criminalist, Alameda County Sheriff's Department, March 2, 1993.

25. Captain David A. Bellomy, Commander Scientific Investigations Division, San Bernardino Sheriff's Department, S.I.D. Fiscal Review, January, 1993.

26. Laboratory Director P. M. Kellett, Scientific Investigations Division, San Bernardino Sheriff's Department, S.I.D Workload Study, November, 1992.

27. Captain Mark Dale, New York State Police Crime Lab, presentation, "Operating Under Fiscal Crises," 20th ASCLD Symposium, FBI Academy, Quantico, Virginia, September 23, 1992.

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30. Legislative Analyst's Office, California State Association of Counties, Legislative Bulletin, Vol. 93, No. 8, March 1, 1993, p. 2.

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49. Telephone interview by author with an official of the California Department of Justice, Bureau of Forensic Services Sacramento, California, March 1993 (confidentiality requested).

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54. Williams, D., Sheriff, San Bernardino County, San Bernardino, California, "Public Address to the San Bernardino County Board of Supervisors" [videotaped], February 8, 1993.

55. Captain Mark Dale, New York State Police Crime Laboratory, presentation: "Operating Under Fiscal Crisis," 20th ASCLD Symposium, FBI Academy, Quantico, Virginia, September 23, 1992, and telephone interview by author with Robert W. Horn, New York State Police Crime Laboratory, Albany, New York, March 10, 1993.

56. Personal interview by author with Victor Reeve, Criminalist Manager, State of California, Department of Justice, Bureau of Forensic Services, Sacramento, California, January 14, 1993 and telephone interview April 15, 1993.

57. Ibid.

APPENDIX A

INTERVIEWS

The following is a list of interviews conducted during the course of this study.

California Department of Justice, Bureau of Forensic Services Sacramento, California: (1) Personal interview by D. Bellomy, re: Jay A. Mark, Criminalist Manager, North Coast Region, January 14, 1993. (2) Personal interview by D. Bellomy, re: Victor Reeve, Criminalist Manager, DOJ Sacramento, January 14, 1993. (3) Telephone interview by D. Bellomy, re: Michael White, Assistant Bureau Chief, Bureau of Forensic Services, March 3, 1993. (4) Telephone interview by D. Bellomy, re: Jack Scheidegger, AFIS, February 22, 1993.

California Department of Justice Bureau of Forensic Services, Riverside Regional Laboratory: Personal interviews by SBCO Laboratory Director P.M. Kellett, re: Art Young, Laboratory Director (Riverside), 1992-1993.

San Bernardino Sheriff's Department: (1) Personal interviews by D. Bellomy, re: Laboratory Director P.M. Kellett, 1991-1993. (2) Personal interview by D. Bellomy, re: L. Ray Harper, Deputy Chief, Administrative Services Bureau, February 18, 1993. (3) Personal interview by D. Bellomy, re: Donna Larson, Fiscal Controller, February 18, 1993. (4) Personal interview by D. Bellomy, re: Woody Williams, Sheriff's Executive Officer, February 19, 1993. (5) Personal interview by D. Bellomy, re: Mr. Daniel Gregonis, Criminalist II/Serology (DNA), January 15, 1993. (6) Personal interview by D. Bellomy, re: Dick Williams, Sheriff, February 2, 1993. (7) Personal interview by D. Bellomy, re: Mr. Pete Vincie, Criminalist, March 2, 1993. (8) Personal interview by D. Bellomy, re: Sergeant Paul Curry, SBSB Legislative Liaison, March 4, 1993.

California State University at Los Angeles: Personal interview by D. Bellomy, re: Professor Anthony Longhetti, graduate level criminalistics program, November 10, 1992.

New York State Police Crime Laboratory System: Telephone interview by D. Bellomy, re: Dr. Robert W. Horn, Director, N.Y. State Police Crime Labs, Albany, N.Y., March 10, 1993.

Allegheny County Crime Laboratory, Pittsburgh, Pennsylvania: Telephone interview by D. Bellomy, re: Dr. Charles L. Winek, Director, March 11, 1993.

Northern Illinois Police Crime Laboratory, Chicago, Illinois: Personal interview/tour by SBCO Laboratory Director P.M. Kellett, re: Charles Principe, Director, Northern Illinois Police Crime Laboratory reported by memo to D. Bellomy, September 28, 1992.

Arizona Department of Public Safety: Telephone interview by D. Bellomy, re: Todd Griffith, Director, Eastern Region, Mesa, Arizona, January, 1993.

Alabama Department of Forensic Science: Telephone interview by D. Bellomy, re: Lauden Yates, Laboratory Director, Birmingham, Alabama, January, 1993.

Los Angeles Sheriff's Department: Personal interview by D. Bellomy, re: Barry Fisher, Director at ASCLD Quantico, Virginia, September 24, 1992.

San Bernardino County District Attorney: Personal interview by D. Bellomy, re: David Whitney, Deputy District Attorney, Career Criminal Division, September, 1992.

APPENDIX B

SAN BERNARDINO COUNTY SHERIFF'S DEPARTMENT
SCIENTIFIC INVESTIGATIONS DIVISION

I N T E R O F F I C E M E M O

DATE: SEPTEMBER 28, 1992 PHONE: 387-8849
FROM: PHILIP M. KELLETT, LAB DIRECTOR
SCIENTIFIC INVESTIGATIONS DIVISION *PKK 9/29/92*
TO: DAVID A. BELLOMY, CAPTAIN
SCIENTIFIC INVESTIGATIONS DIVISION

SUBJECT: TOUR - NORTHERN ILLINOIS POLICE CRIME LABORATORY

On September 17 and 18, 1992, I visited the Northern Illinois Police Laboratory. My host was Charles R. Principe who had just been appointed Acting Director. The Founding Director, Andrew Principe, has submitted his resignation effective November 1.

This organization is a corporation founded in 1968. Members of the corporation are cities and counties in Northern Illinois. The total population served by this facility is approximately 625,000 (+). Members contribute to the overall budget based upon the population served by the member agency. The facility is in Highland Park Police Department. Employees provide crime scene services, training of evidence technicians and the following services:

- o automated fingerprint (2 currently vacant)
- o questioned documents/latent prints (1)
- o blood alcohol/toxicology (1)
- o firearms/toolmarks (1)
- o serology/trace (3)
- o narcotics, arson, paint, etc. (1)

In addition, one technical position is currently vacant, an Assistant Director position is vacant and one clerical position is filled.

David A. Bellomy, Captain
Page 2

Laboratory equipment includes:

- o GC-MS (H-P)
- o FTIR (Nicolet)
- o Abbott (ADX or TDX)
- o numerous microscopes
- o computer systems
- o clerical equipment

Computer systems are heavily used to bar code evidence, track cases and prepare management reports and analytical reports. The laboratory stores only biological evidence and returns other evidence to the submitting agency.

The organization is governed by a Board of Directors that is elected from the Board of Trustees. The Board of Trustees is comprised of two representatives from each member agency and meets monthly. By-laws describing the corporation and the selection of its officers exist.

The Laboratory Director effectively controls staffing, etc., by submitting an annual budget to the Board of Directors.

Since the laboratory is a private corporation, payroll (contracted to bookkeeping service), health benefits and bill paying are the responsibility of the Laboratory Director. Employees of the corporation serve "at will" and are subject to dismissal by the Laboratory Director. Employees do not have an employment contract.

The Laboratory Director can and does:

- o determine pay step within a classification
- o grant discretionary days-off with pay
- o recommend to the Board of Directors promotion of an employee to a higher classification

The Laboratory Director can suspend or terminate (i.e. discipline) employees for cause. Employees are given the opportunity to correct deficiencies prior to dismissal for cause. Prior to such disciplines, the Laboratory Director consults with the corporate attorney.

PMK/llb

APPENDIX C

NOMINAL GROUP TECHNIQUE (PANEL) TRENDS AND EVENTS

An explanation and examples of trends and events were given to the panel members to assist them in their primary task: the identification of trends and events that could impact the primary issue (question). A list of 25 trends and 20 events was generated. The panel then ranked the trends and events in order of priority. The top five trends and events were selected for comparison and cross impact analysis in section one of this study.

Trends

1. Changes in available public sector supplemental funds, i.e. assessments, et. al.
2. Impact of availability of general fund revenues.
3. Changes in demands for forensic science services.
4. Impact of new forensic science technology on operating costs.
5. State mandated, but unfunded, programs.
6. Impact of privatization.
7. Reaction of labor groups to changing economy.
8. Impact of property tax changes (if any).
9. Impact of legal immigration.
10. Impact of illegal immigration.
11. Job availability for skilled workers.
12. Job availability for unskilled workers.
13. Impact of a down-sized military presence.
14. Impact of multi-lingual, multi-cultural students in public schools.
15. Foreign investments in California real estate.
16. Impact of economic gap of haves and have nots.
17. Cities charge fee for some public service.

18. Recruitment of staff.
19. Public demands for financial assistance.
20. Regionalization of support functions.
21. Impact of moral majority.
22. Impact of senior citizens demand for services.
23. Effects of multi-cultured issues.
24. Impact of hate crimes.
25. Impact of crimes of violence.

Events

1. Sheriff declines to provide for forensic science services.
2. California Department of Justice DOJ Laboratory at Riverside closes.
3. Welfare reform reduction.
4. California DOJ, Bureau of Forensic Science becomes user fee based.
5. San Bernardino and Mojave County split.
6. Major earthquake in San Bernardino.
7. Water rationing becomes reality in San Bernardino.
8. Negative media coverage from the "King" case.
9. Crips unite with Bloods.
10. State of California goes bankrupt.
11. Democrats win presidency in 1992.
12. Holy war erupts in Middle East.
13. Terrorists attack California.
14. Alcohol is criminalized while driving at .02%.
15. Asians and blacks have race war in L.A.

16. Proposition 13 overturned by U.S. Supreme Court.
17. All police functions in San Bernardino County are contracted from the Sheriff.
18. San Bernardino County declares bankruptcy.
19. City of San Bernardino declares bankruptcy.
20. County loses major lawsuit.

POPULATION ESTIMATES OF CALIFORNIA
CITIES AND COUNTIES

REPORT 92 E-1

JANUARY 1, 1991

AND

JANUARY 1, 1992

OFFICIAL STATE ESTIMATES

State of California
Pete Wilson, Governor

Department of Finance
Thomas W. Hayes, Director

Demographic Research Unit
915 L Street
Sacramento, CA 95814
(916) 322-4651

May 1992

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COUNTY CITY	TOTAL POPULATION			COUNTY CITY	TOTAL POPULATION		
	1-1-91	1-1-92	PERCENT CHANGE		1-1-91	1-1-92	PERCENT CHANGE
RIVERSIDE (CONT.)				SAN BERNARDINO (CONT.)			
INDIO	38,500	40,400	4.9	UPLAND	64,100	65,600	2.3
LAKE ELSINORE	19,450	22,100	13.6	VICTORVILLE	44,550	48,350	8.5
LA QUINTA	13,050	14,850	13.8	YUCAIPA	34,350	35,400	3.1
MORENO VALLEY	127,600	131,900	3.4	UNINCORPORATED	336,000	352,000	4.8
NORCO	23,650	23,850	0.8	SAN DIEGO	2,546,800	2,602,200	2.2
PALM DESERT	24,000	24,800	3.3	CARLSBAD	64,200	65,700	2.3
PALM SPRINGS	41,150	42,050	2.2	CHULA VISTA	138,700	141,800	2.2
PERRIS	24,300	27,300	12.3	CORONADO	26,700	26,700	0.0
RANCHO MIRAGE	10,100	10,450	3.5	DEL MAR	4,920	4,980	1.2
RIVERSIDE	231,200	238,100	3.0	EL CAJON	89,200	90,200	1.1
SAN JACINTO	17,950	20,900	16.4	ENCINITAS	55,900	56,500	1.1
TEMECULA	27,600	31,600	14.5	ESCONDIDO	110,600	112,900	2.1
UNINCORPORATED	389,300	392,500	0.8	IMPERIAL BEACH	26,650	27,150	1.9
SACRAMENTO	1,070,100	1,099,100	2.7	LA MESA	53,200	54,000	1.5
FOLSOM	33,450	36,500	9.1	LEMON GROVE	24,250	24,650	1.6
GALT	9,525	11,050	16.0	NATIONAL CITY	55,700	58,600	5.2
ISLETON	850	850	0.0	OCEANSIDE	133,800	138,500	3.5
SACRAMENTO	375,900	385,100	2.4	POWAY	44,350	45,400	2.4
UNINCORPORATED	650,300	665,500	2.3	SAN DIEGO	1,128,500	1,149,600	1.9
SAN BENITO	37,250	38,150	2.4	SAN MARCOS	40,400	42,800	5.9
HOLLISTER	19,750	20,300	2.8	SANTEE	53,100	53,900	1.5
SAN JUAN BAUTISTA	1,560	1,580	1.3	SOLANA BEACH	13,000	13,200	1.5
UNINCORPORATED	15,950	16,250	1.9	VISTA	73,900	75,800	2.6
SAN BERNARDINO	1,475,100	1,530,600	3.8	UNINCORPORATED	409,700	420,000	2.5
ADELANTO	8,725	9,850	12.9	SAN FRANCISCO	724,200	728,700	0.6
APPLE VALLEY	48,650	51,000	4.8	SAN FRANCISCO	724,200	728,700	0.6
BARSTOW	21,850	22,000	0.7	SAN JOAQUIN	490,300	502,000	2.4
BIG BEAR LAKE	5,400	5,600	3.7	ESCALON	4,700	4,910	4.5
CHINO	60,400	60,400	0.0	LATHROP	7,025	7,050	0.4
COLTON	41,400	42,100	1.7	LODI	52,700	53,200	0.9
FONTANA	91,400	97,500	6.7	MANTECA	41,650	42,150	1.2
GRAND TERRACE	12,650	13,000	2.8	RIPON	7,925	8,200	3.5
HESPERIA	53,300	56,100	5.3	STOCKTON	214,500	221,600	3.3
HIGHLAND	35,700	37,100	3.9	TRACY	35,850	37,900	5.7
LOMA LINDA	19,200	19,950	3.9	UNINCORPORATED	126,000	127,100	0.9
MONTCLAIR	28,850	29,450	2.1	SAN LUIS OBISPO	219,900	221,900	0.9
NEEDLES	5,325	5,500	3.3	ARROYO GRANDE	14,500	14,550	0.3
ONTARIO	135,900	138,800	2.1	ATASCADERO	23,150	23,400	1.1
RANCHO CUCAMONGA	105,000	110,500	5.2	EL PASO DE ROBLES	19,850	20,150	1.5
REDLANDS	63,300	64,500	1.9	GROVER CITY	11,750	11,900	1.3
RIALTO	75,200	77,300	2.8	MORRO BAY	9,675	9,725	0.5
SAN BERNARDINO	171,800	175,800	2.3	PISMO BEACH	7,675	7,700	0.3
TWENTYNINE PALMS	11,950	12,850	7.5				

AUTOMATED FINGERPRINT ID SYSTEM (CAL-ID)

CITY	1/1/93 POPULATION	ALLOCATION
ADELANTO	9,850	6,009
APPLE VALLEY	51,000	31,110
BARSTOW	22,000	13,420
BIG BEAR LAKE	5,600	3,416
CHINO	60,400	36,844
CHINO HILLS CITY	42,000	25,620
COLTON	42,100	25,681
FONTANA	97,500	59,475
GRAND TERRACE	13,000	7,930
HESPERIA	56,100	34,221
HIGHLAND	37,100	22,631
LOMA LINDA	19,950	12,170
MONTCLAIR	29,450	17,964
NEEDLES	5,500	3,355
ONTARIO	138,800	84,668
RANCHO CUCAMONGA	110,500	67,405
REDLANDS	64,500	39,345
RIALTO	77,300	47,153
SAN BERNARDINO	175,800	107,238
TWENTYNINE PALMS	12,850	7,838
UPLAND	65,600	40,000
VICTORVILLE	48,350	29,400
YUCAIPA	35,400	21,594
YUCCA VALLEY CITY	25,550	15,586
SAN BERNARDINO COUNTY	<u>284,400</u>	<u>173,484</u>
 TOTAL POPULATION & BILLINGS	 1,530,600	 \$933,666

APPENDIX E

ORGANIZATIONAL CAPABILITY ANALYSIS

Three San Bernardino Sheriff's Department personnel (former NGT panelists) attended a consensus meeting to determine organizational strategic needs and reception to change. The following tables provided input for the WOTS-UP analysis.

STRATEGIC NEEDS

Rating Guide:

1. Superior
2. Better than average
3. Average (acceptable)
4. Must improve
5. Real problems

<u>Category</u>	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>
Staffing		X			
Technology	X				
Equipment	X				
Facility		X			
Funding		X			
Case submission			X		
Supplies			X		
<hr/>					
Management skills		X			
Supervisor skills			X		
Technical skills		X			
User perceptions		X			
Image		X			
<hr/>					
County			X		
Sheriff's Support		X			
Specialist V. generalists (flex)		X			
Management flexibility		X			
Sworn to civilian ratio					X too many sworn
<hr/>					
Pay scale		X			
Benefits		X			
Turnover		X			
Community support/complaints		X			
Sick leave		X			
Morale		X			

APPENDIX F

ORGANIZATIONAL CAPABILITY ANALYSIS

RECEPTION TO CHANGE

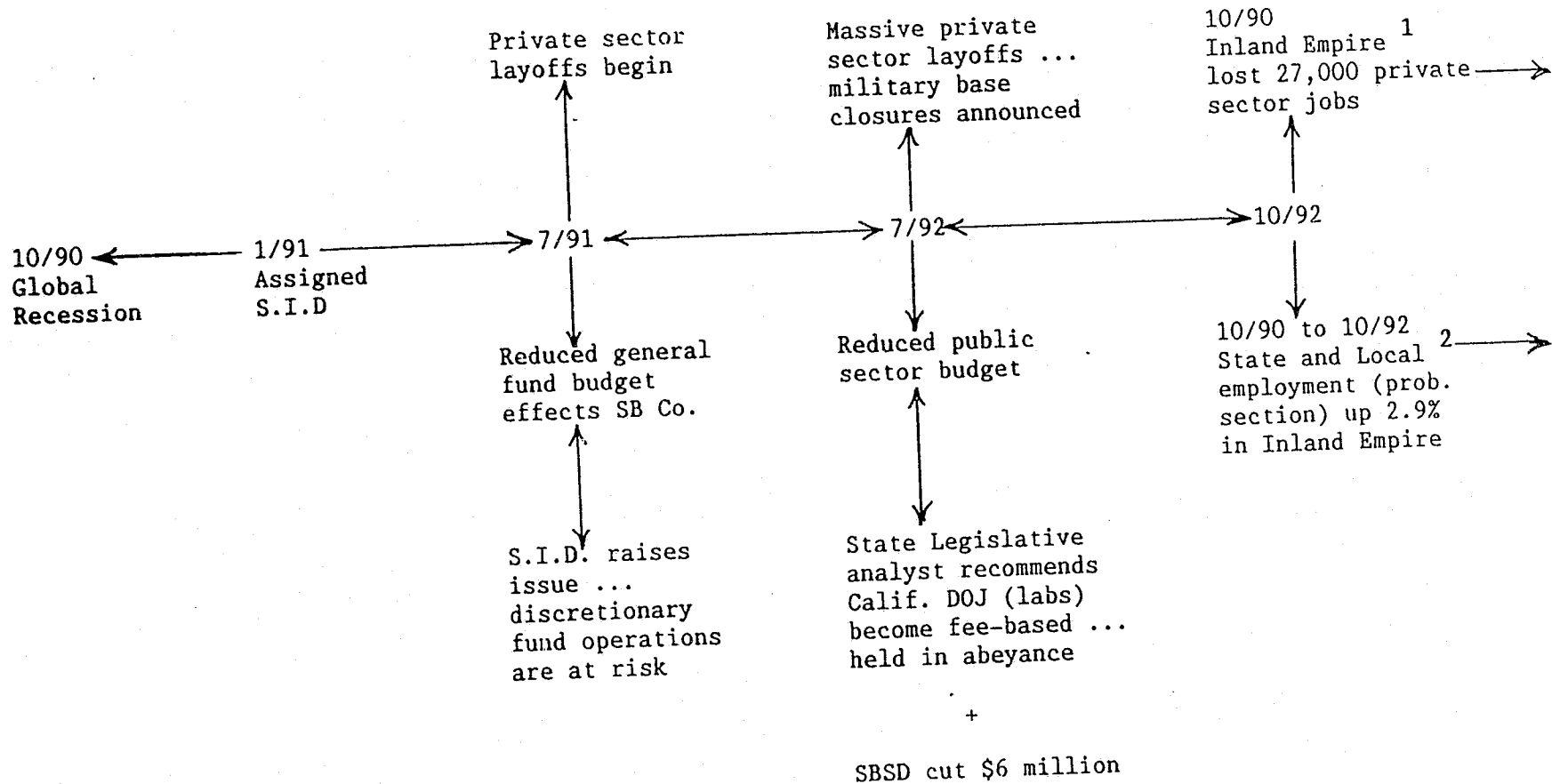
Rating Guide:

1. Rejects change
2. Adapts to minimum change
3. Seeks familiar change
4. Seeks related change
5. Seeks novel change

<u>Category</u>	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>
Executive Staff:					
Mentality				X	
Skills/talents			X		
Knowledge/education				X	
<hr/>					
S.I.D. Managers:					
Mentality				X	
Skills/talents			X		
Knowledge/education				X	
<hr/>					
Organizational Climate:					
Culture/norms				X	
Rewards/incentives				X	
Power structure				X	
<hr/>					
Organizational Competence:					
Supervisor				X	
Middle Management				X	
Line Personnel				X	

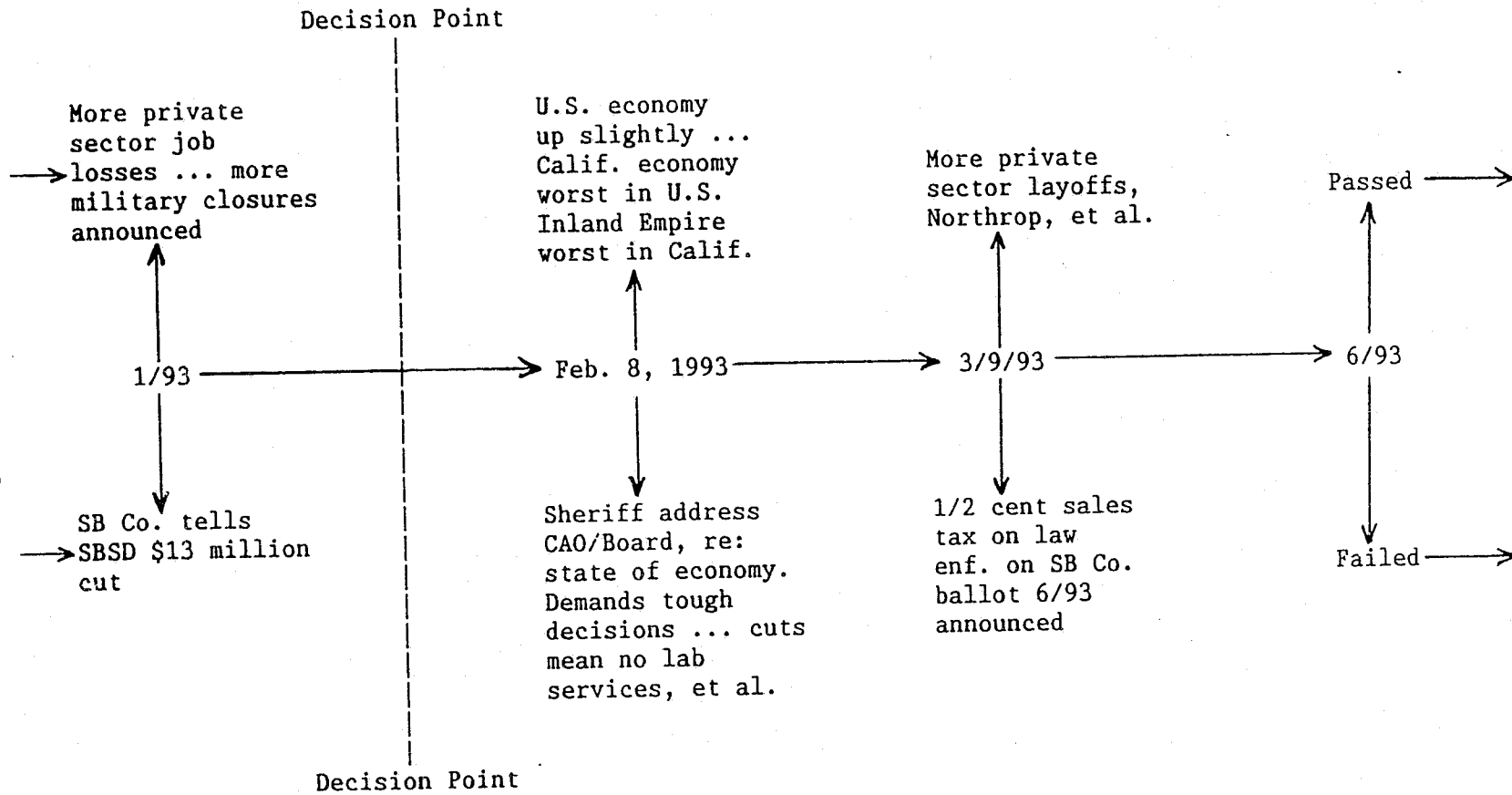
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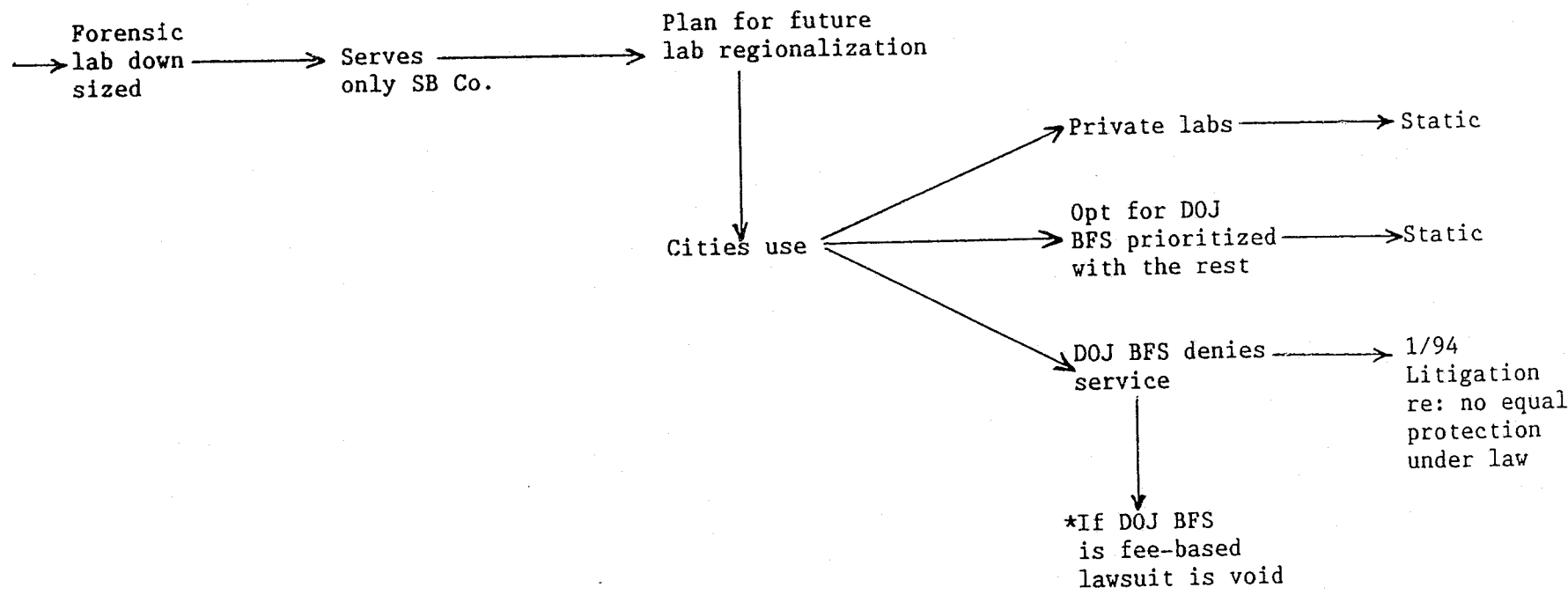
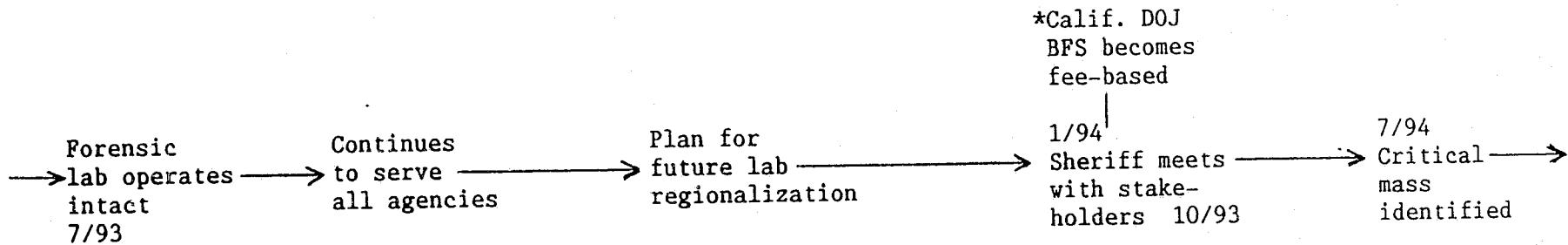
T I M E L I N E



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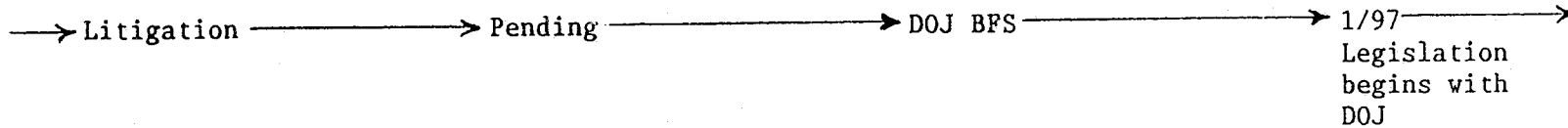
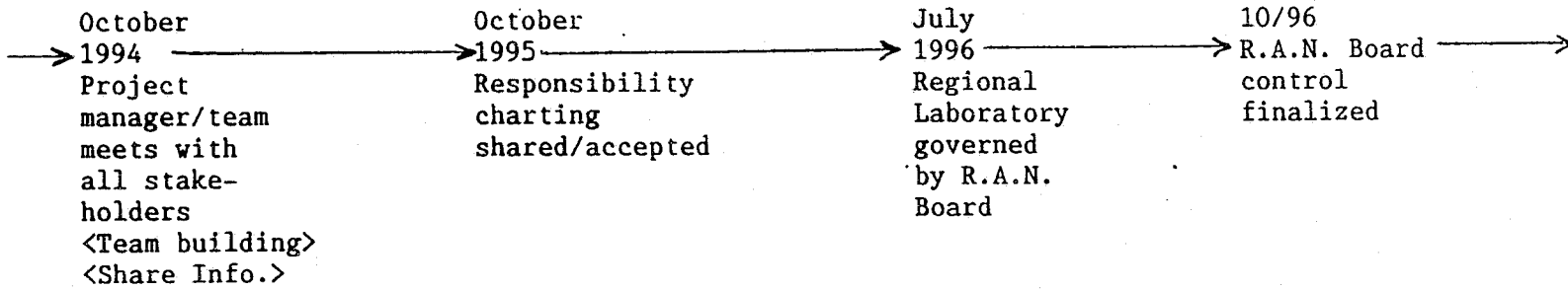
¹ Inland Empire Quarterly Economic Report, Vol. 5, No. 1, Jan. 1993
² Ibid

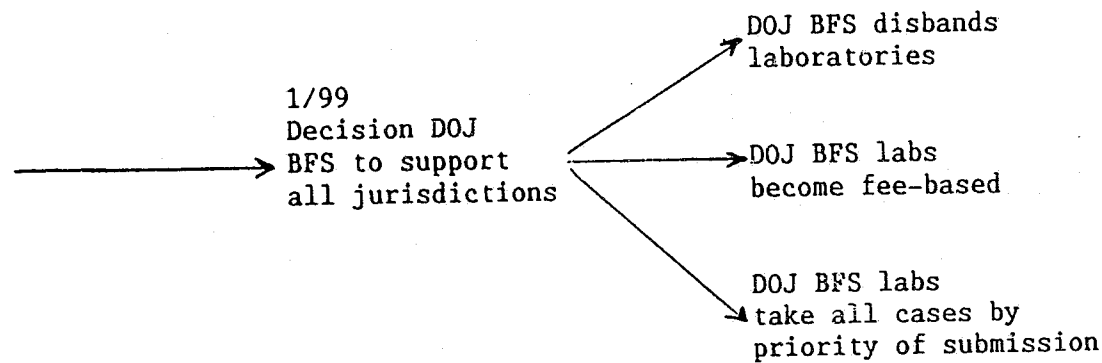
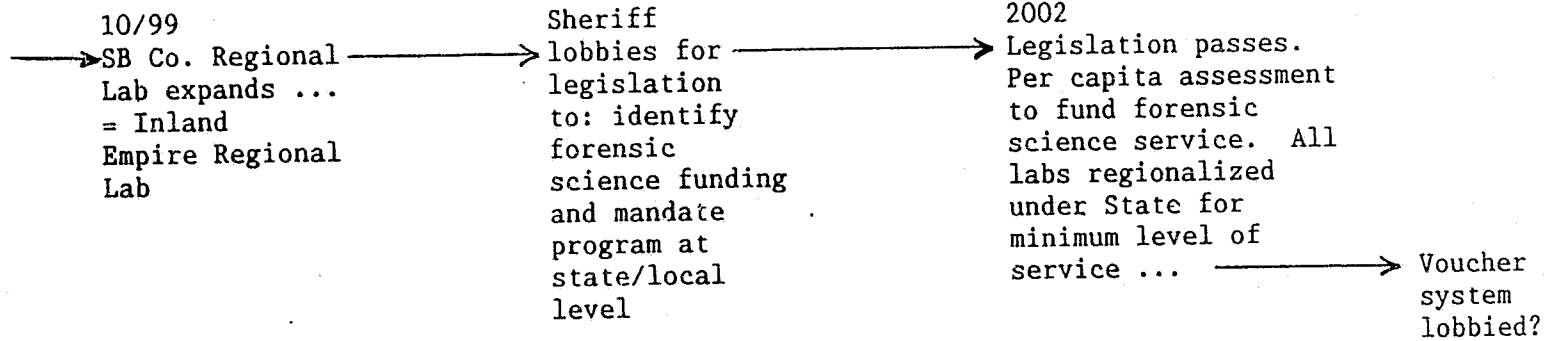


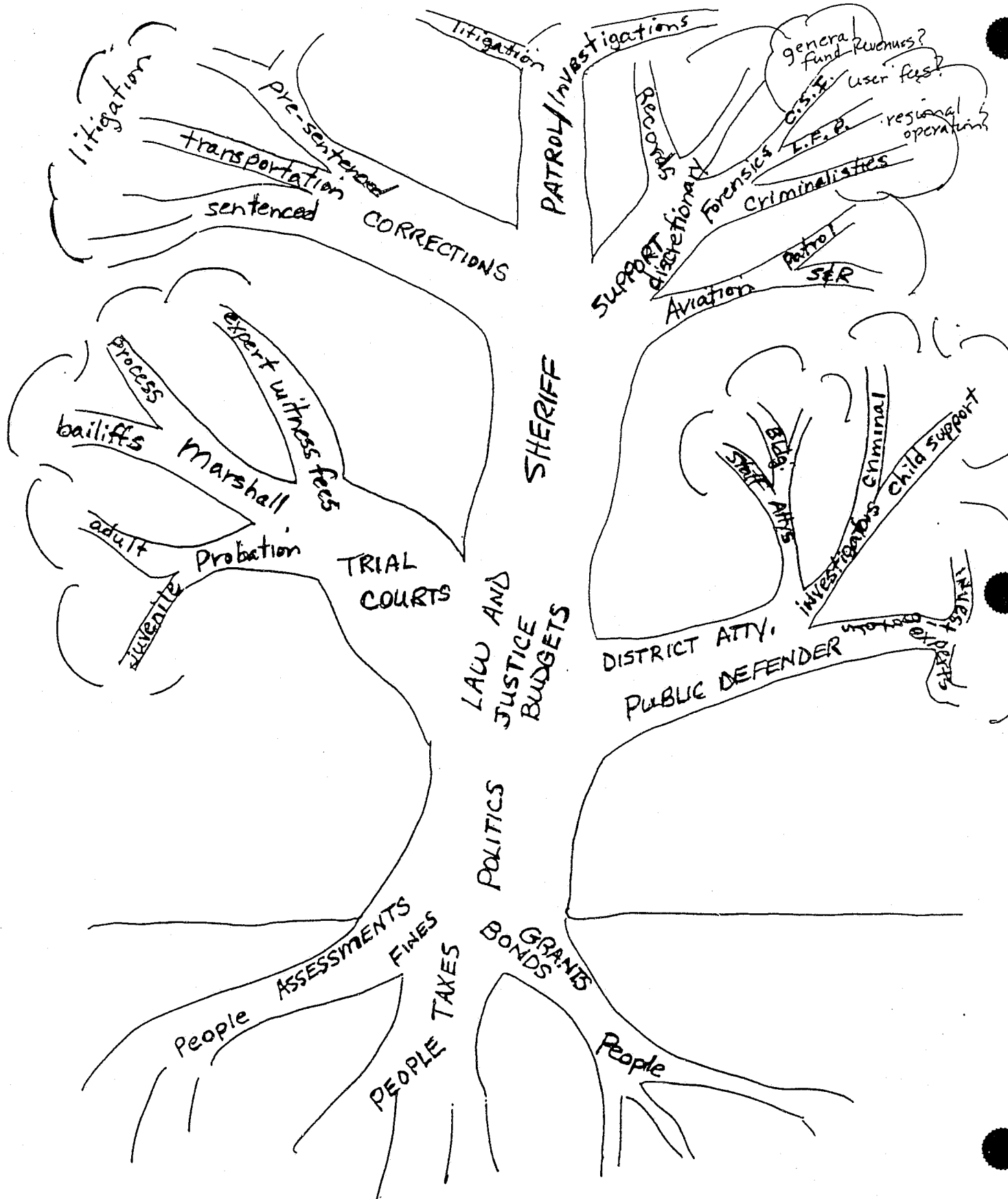


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* Potential occurrence based on second year recommendation by Legislative Analysts Office to become fee based.







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