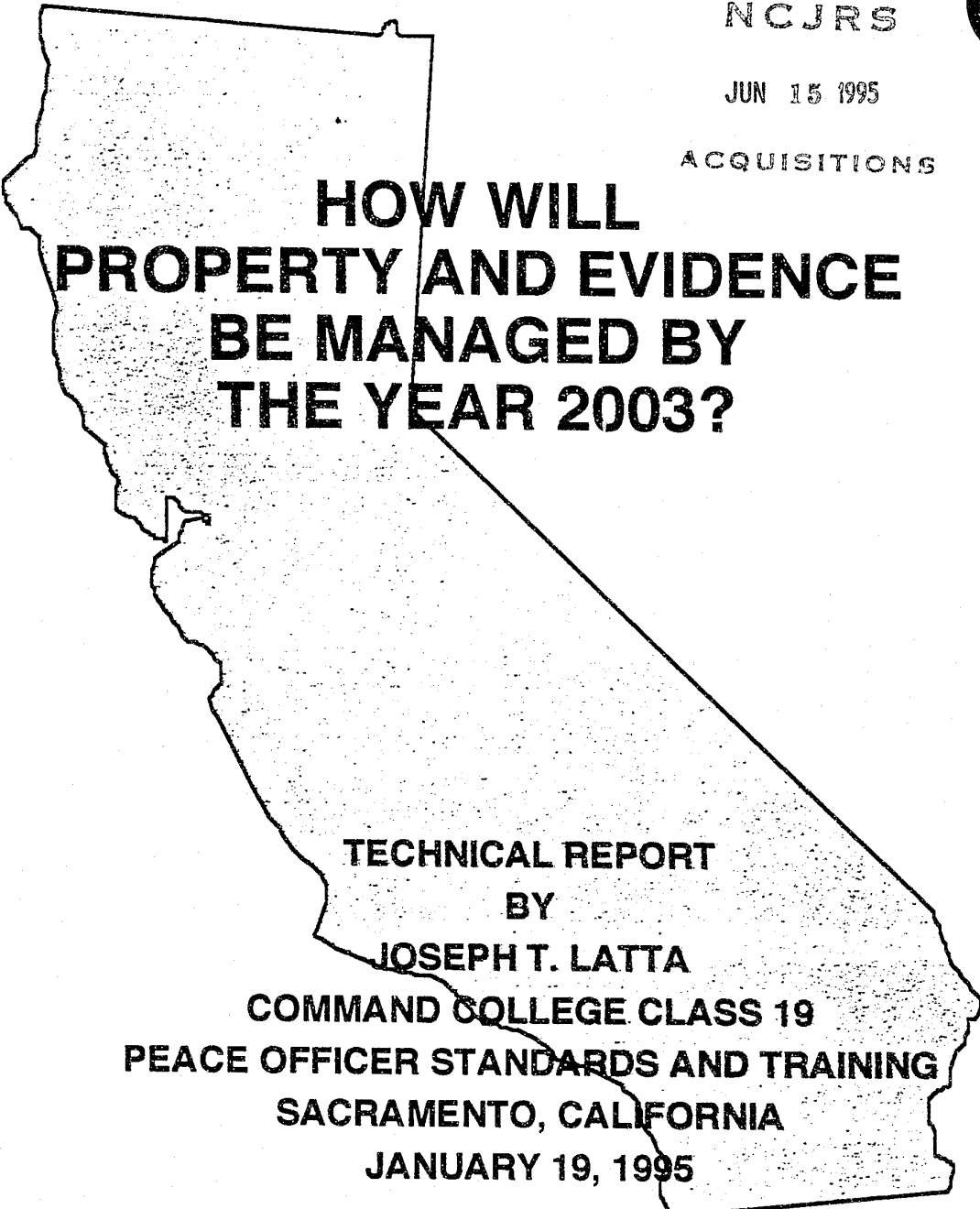


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**HOW WILL
PROPERTY AND EVIDENCE
BE MANAGED BY
THE YEAR 2003?**

TECHNICAL REPORT

BY

JOSEPH T. LATTA

COMMAND COLLEGE CLASS 19

PEACE OFFICER STANDARDS AND TRAINING

SACRAMENTO, CALIFORNIA

JANUARY 19, 1995

19-0387

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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Once more, I am indebted to my wife, Nancy for her patience and support during the last two years along with my daughter Amanda who's dad wasn't always around for her when requirements of the program overshadowed our lives. "Thank you" does not begin to repay your many acts of kindness and consideration.

I would also like to also thank Police Chief David P. Newsham and former Chief Glenn Bell for giving me the opportunity to participate in a once in a lifetime experience.

I will always be especially grateful for my best friend Captain Gordon Bowers (Class 9) for his inspiration for attending Command College and his continued support and assistance in helping me through the process.

I will always be thankful to those employees of the Burbank Police Department and Glendale Police Department that assisted with various surveys and panels.

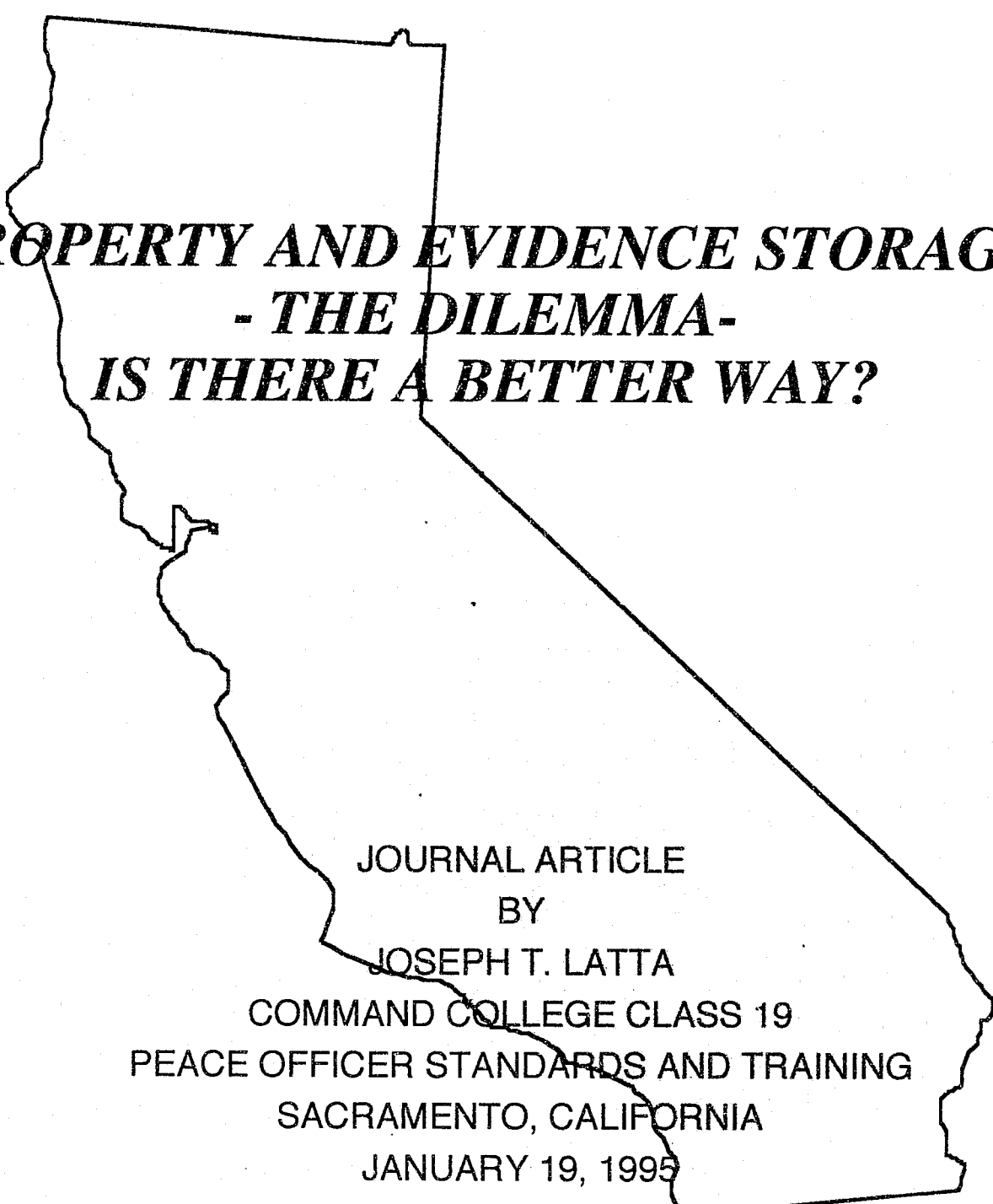
Whatever small success may come of my experience at Command College will be, to a great extent, the result of other people's efforts and support, My sincere thanks to all!

HOW WILL PROPERTY AND EVIDENCE BE MANAGED BY THE YEAR 2003?

J.LATTA. Sponsoring Agency: California Commission on Peace Officer Standards and Training. 153 pp. Availability: Commission on POST, Center for Leadership Development, 1601 Alhambra Blvd., Sacramento, California 95816-7053. Single copies free; order number 19-0387. National Institute of Justice/NCJRS Microfiche number NCJ_____.

ABSTRACT

The future of the property/evidence storage function is examined to identify a myriad of operational and historic problems that have plagued the property function for years. The research encompasses a futures study of possible solutions and strategies to eliminate and or reduce unnecessary inventories and place accountability for the management of the property room. A model strategic plan is presented so that law enforcement may direct its resources towards a common goal of professionalizing and standardizing the operation. Significant trends and projected events are analyzed that would impact the management of today's property rooms, along with future states scenarios are proposed that include strategic models, and transition management plans that may be required. The author offer strategies that may be adopted for any law enforcement agency that is interested in solving traditional property room concerns. An appendix includes graphs, charts, illustrations, and a bibliography.

A large, simple black outline of the state of California is centered on the page. The title and author information are placed within the outline of the state.

***PROPERTY AND EVIDENCE STORAGE
- THE DILEMMA -
IS THERE A BETTER WAY?***

JOURNAL ARTICLE
BY
JOSEPH T. LATTA
COMMAND COLLEGE CLASS 19
PEACE OFFICER STANDARDS AND TRAINING
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INTRODUCTION

"It is among the historic cases that have been likened because of their sensational nature to the case of Simpson, accused of the slayings June 12, 1994 of his ex-wife Nicole Brown Simpson and her friend, Ronald Goldman."¹ Shortly after O.J. Simpson's arrest, almost every facet of the media stories, focused on the mishandling of case, including, searches, interviews, the collection of evidence, packaging, labeling, the corners handling of the autopsy and the subsequent burglary of the alleged vehicle driven by O.J. Simpson.² This particular case has focused on the importance of properly collecting, packaging and storing evidence and how the alleged mishandling has had a profound effect on the reputations of the Los Angeles Police Department, Los Angeles County Coroners Office and the Los Angeles County District Attorney's Office.

In 1992 the FBI's Uniform Crime Reporting (UCR) Program reported an estimated 14.9 million offenses across the United States.³ In 1993 violent crimes such as assaults and robberies increased more than three times faster than crime overall.⁴ Regardless of the type of crime, most all of these incidents had a common denominator - "physical evidence." In almost every criminal offense, evidence is a crucial element for a successful prosecution. The plethora of evidence located at crime scenes, found in the suspect's possession, abandoned during flight, or detected in a suspect's system during routine chemical tests are almost incalculable.

During the same time, law enforcement made an estimated 14.2 million arrests for criminal infractions other than traffic violation. The highest numbers of arrests were for driving under the influence (1.8 million), larceny-theft (1.6 million) and drug abuse violations (1 million each). Driving under the influence, theft and drug abuse violations are probably the best examples of relative uncomplicated cases to investigate. However, there is no doubt that the vast majority of these incidents had related evidence tied to their prosecutions.⁵

DUI cases might very well have blood, breath, or urine samples, audio tapes, video tapes or open containers of alcohol booked as evidence. Generally speaking, larceny cases would have

stolen or embezzled merchandise and or instruments to conceal the contraband. Typically, drug cases would include evidence such as narcotics and paraphernalia, firearms, residency documents, pagers cellular phones and in some cases large caches of currency. These items typify the types of physical evidence that is currently inundating the evidence lockers of police facilities throughout the nation. In addition to the evidence collected in routine criminal cases, more than \$2.5 billion of assets have been seized by federal authorities alone since 1985.⁶

The storage of property and evidence has changed little since the Metropolitan Police Act of 1829 in England when Robert Peel and Charles Rowan brought order and the military model to policing⁷ Property has always been an ancillary function of law enforcement that has lacked any substantive effort to keep it in line with the progress of other law enforcement programs and technological advances. Property and evidence has traditionally been "buried in the basement", ignored and in some cases the "victim of benign neglect."⁸ Because the property function is not a visible function of police departments, it generally operates quietly in the background until some crisis occurs, such as a major loss of narcotics, weapons or currency as documented in New York's "French Connection", the Miami River Boys" and several recent other highly publicized narcotics and currency thefts by on-duty Los Angeles County Sheriffs Department employees and Los Angeles Police Department narcotic task force officers.⁹

After such a disappearance, police managers are often queried on how they could have let it happen. As the internal investigations culminates, the findings generally are that proper controls, procedures, audits and inventories had never been developed.¹⁰

The vast majority of California's laws pertaining to the handling and disposition of seized property were written in the late 1800's, and in some cases they have never been updated. Unfortunately, the statues leave a great deal to be desired, as they only address certain categories of property and rarely discuss the vast majority of items that traditionally find their way into the confines of evidence lockers. Currently there are minimal guidelines or legislation that regulate how long property / evidence must be kept.

In 1984 POST Commission on Peace Officer Standards and Training published the first comprehensive guideline for the handling of property and evidence that provides a cursory framework on the retention of evidence.¹¹ Even though POST provided direction in 1984, some departments are still retaining worthless evidence for five, ten, or fifteen years, and in some cases forever! A recent informal survey of 25 small to medium sized police agencies throughout the state indicates that written guidelines covering retention of property and evidence is almost non-existent along with the fact that only about two percent of collected evidence is ever introduced as court evidence.¹²

As crime increases, so does the ever increasing amount of evidence, with no long term solution other than adding more satellite space, converting closets, and renting storage lockers at local storage facilities. Some agencies, however, are currently implementing bar code systems, relational data bases and pro-active policies to attempt to control the mounting inventories across the state.

Law enforcement leaders need to take immediate steps to re-think the importance of their property rooms and to begin planning for the future. This research paper will evaluate a number of issues that effect the management and storage of property/evidence, and will give managers an insight into the future of property and evidence management.

FORECASTING

It is from a "design", using a tested methodology, that individuals are more likely to outline their desired objectives. Futures study is one such methodology that can identify and articulate alternatives through a process that includes forecasting. Forecasting is a tool for decision making in the present and, thus, offers a planner reasonable control of his/her destiny.¹³

The research components included: identification of the project issue and sub-issue with potential relevant events and trends, distillation of events and trends determined to be most relevant to the issue, forecasting of the identified events and trends, cross impact analysis of the events and trends, and the creation of scenarios that ultimately contributed to the policies intended to provide direction for a strategic plan.

ISSUE DEVELOPMENT

This research focused on a myriad of concerns and issues facing the management of all property and evidence storage rooms statewide, with prospect of finding realistic solutions to the overwhelming problems that have plagued the function for decades. Because of the momentous impact that evidence can have on law enforcement, and due of the tremendous liability to a police organization when it is mismanaged, the following issue and sub-issues were developed:

ISSUE QUESTION

How Will Law Enforcement Agencies Manage Property and Evidence By The Year 2003?

SUB-ISSUES

How Will Crime Trends Effect the Handling and Storage of Property and Evidence?

What Legal Changes Will Be Required for the Management of Property and Evidence?

How Will Reduced Budgets Effect the Storage of Property and Evidence?

How will Technology Facilitate the Management and Storage of Evidence?

FUTURE STUDY

This author has been involved in the field of property and evidence management for the past thirteen years. As a result, a great deal of insight into the problems, issues and concerns for law enforcement administrators has been gained that will provide a fundamental outline for this research.

The issue and sub-issues were developed and examined from a variety of sources, including reading from periodical, a literature review of emerging concerns, discussion with property room managers and technicians and teaching Property Room Management across the country. The issues and sub-issues were examined to see what impact they would have on the management or the property function during the next ten years. Ten relevant events and trends were identified using a nominal group techniques (NGT), with law enforcement managers, investigators, city prosecutors, a defense attorneys, a computers programmer, a budget director, and property room personnel.

Forty-seven events and thirty-three trends were identified during the process. Using a voting process, the group narrowed the list down to the ten most important events and ten most important trends. The events were then graphed to show their probability of occurring over a ten year period of time (1993-2003). Graphs and charts were also created for the trends to show forecast of the trend

over a ten year period of time, as well as a reflection of the five previous years. The window of examination for then ten trends covers fifteen years. (1988 - 2003).

An endless number of societal trends will surely impact the management of property and evidence, such as the differing categories of evidence related to new crime trends, environmental concerns associated with hazardous materials entering the property room and an the potential for an influx of designer drugs . Political issues linked to gun lobbying, abortion demonstrations, the immigration dilemma and terrorism, along with legalizing drugs and other crime trends that may evolve, will bring many challenges to the property room manager.

Dependent upon economic trends, regionalization of services and or the privatization of the property function the management of property could easily be reshaped in the near future The property room may provide additional sources of revenue for department's that are willing to share their facilities or charge storage fees to owners of the property. This is currently being tested and evaluated in several communities in Northern California.

TREND IDENTIFICATION

The following step in the process was to identify specific trends and events that would likely frame the future of the primary issue. The issue of property room management was viewed from the broadest of considerations with a STEEP model being used to provide social, technological, environmental, economical and political perspectives.

Through the expertise and assistance of the selected panel members, a comprehensive list of trends and events were selected through the use of a Nominal Group Technique (NGT). Prior to the panel's input, a discussion ensued to ensure each listed trend was framed within the context of it being a "*a series of events by which change is measured over time.*" After the preliminary rounds of trend development, the group voted utilizing a silent voting technique to select and prioritize the **top ten** trends for further discussion. The trends identified were:

Trend 1 - Regionalization Of The Property Function -

The willingness of city police departments to share resources with other local municipalities, creating a multi-jurisdictional function. Examples of REGIONALIZATION may currently be seen in crime labs, aerial support units, canine programs, gangs details and jails.

Trend 2 - Impact Of Toxic Evidence In Property Rooms -

The mandates of regulatory agencies to safeguard employees from health risks due to exposure to toxic material, such as hallucinogenic drugs, hazmat samples, etc.

Trend 3 - Volume Of Seized Property -

The actual quantity of property seized by number and/or volume, dictating minimum storage space requirements for the storage of property and evidence.

Trend 4 - Property And Evidence Disposal Costs -

The economic impact of space, fees, permits, etc., for storage, disposal, return and sale of property and evidence.

Trend 5 - Level Of Internal Thefts From Evidence Vault -

The number of unauthorized intrusions into secure property storage locations which compromise criminal cases, embarrass the department or involve criminal activity, such as theft.

Trend 6 - Criminal Appeal Process (Time)-

The average length of time until a criminal conviction is final and evidence need no longer be maintained, as affected by the number of lawsuits and appeals permitted.

Trend 7- Level Of Law Enforcement Funding -

The amount of economic support to municipal police agencies from local, state and federal sources.

Trend 8 - California Crime Rate -

The level of reported Part I crimes in the state, which correlates to the amount of evidence collected.

Trend 9 - Level Of Privatization Of Property And Evidence Rooms -

The number of police property functions that will be performed by outside vendors on contract.

Trend 10 - Level Of Computer Digital Technology Utilization -

The willingness of police management to utilize the latest technological advance in the management of property and evidence.

EVENT IDENTIFICATION

Through the expertise and assistance of the selected panel members a comprehensive list of events were selected through the use of a Nominal Group Technique (NGT). A discussion ensued to ensure each listed event was framed within the context of it being a "discrete, one-time occurrence," which could be verified as having happened. After the preliminary rounds the group voted and prioritized the ten events for further discussion. The following events represent those event

Event 1 - Hologram Introduced As Evidence As Best Evidence In Lieu Of Original Evidence -

Holography would be utilized in-lieu of photographs or video. The perspective of this technology would allow the detective, judge or jury to examine a hologram of the collected evidence in the courtroom, and the original evidence could be disposed of from storage early in the investigation once a hologram was made for court purposes. This could easily reduce the necessary size of property rooms in the future.

Event 2 - First County Wide Property Room For Municipal Police Departments

County sheriffs open satellite warehouses for storing, cataloguing, and maintaining property and evidence. This project could easily eliminate the need for thousands of square feet of space from local police facilities that could better be used for other law enforcement responsibilities.

Event 3 - Marijuana And Heroin Legalized -

After years of debate and reduced budgets, the decision is made to legalize certain drugs and narcotics. Whether completely legalized, or whether an attempt is made to regulate them through civil law or tariff, removing the criminal element of narcotics usage would tremendously reduce the need for law enforcement evidence storage.

Event 4 - First Fully Automated Property/Evidence Storage Room Available To Municipal Law Enforcement Agencies -

Robotics are developed to package, transport and store property and evidence in warehouses similar to those in the grocery industry where robots do all the work.

Event 5 - Substance Analysis Computer Developed For Property Rooms -

Computer technology would be able to analyze any substance collected, provide the necessary documentation and eliminate the need for the evidence to be transported to the county crime lab or Department of Justice lab.

Event 6 - Evidence Retention Waiver Accepted By Court -

Few statutes govern how long evidence is stored. An Evidence Retention Waiver would allow the prosecution and defense to stipulate to the collected evidence. The waiver would allow immediate destruction or disposal of the collected property and evidence, thus reducing storage facilities

Event 7 - First Private Contract Property Room -

A private vendor contracts to a local police department to provide the first off-site property room completely operated by non-police personnel.

Event 8 - All Police Personnel Carry Personal Recorders

Law enacted that requires all uniformed officer while on patrol have both audio and video recorders (in vehicle) to monitor both officers and citizens conduct. Storage of the tapes would require tremendous storage space and documentation.

Event 9- Disaster Destroys All Evidence In Property Room In Medium Sized Police Agency -

Major disaster destroys property room, causing the loss of all pending court evidence.

Event 10 -Photo Evidence Rejected By Courts Due To Susceptibility To Tampering -

New technology allows any photo or video to be digitally altered so that the alteration was undetectable, resulting in the inadmissibility of photographic evidence. This would decrease the amount of stored photos obviously, but may greatly increase the actual amount of physical evidence necessary to be stored.

STRATEGIC PLANNING

Examination of possible future trends and events provides the basis for developing a strategic plan to answer the question of "How Will Law Enforcement Agencies Manage Property and Evidence By The Year 2003?" A strategic plan has been developed to underscore property room concerns, along with several strategies that will streamline procedures statewide and initiate legislative change for the retention of property and evidence.

MISSION STATEMENT

The Burbank Police Department developed the following mission statements. The mission statement (Macro) will be used to guide the organization to the required future state, while the (Micro) statement will impel the Burbank Police Department's Property room.

Macro- - "The mission of the Burbank Police Department, through both preventative and enforcement efforts, is to maintain social order, minimize crime and traffic problems, and provide police services to the community in a courteous, caring and efficient manner."

Micro- - "The mission of the Burbank Police Department's Property and Evidence Unit is to support successful prosecution of criminals and to insure the proper management of all property that comes into the jurisdiction of the department by cooperative, creative and professional collection, documenting, packaging, auditing, purging, and disposing of all property in compliance with all legal and policy guidelines."

STRATEGIC MANAGEMENT PLAN

The purpose of a Strategic Management Plan was to develop a strategic plan that could be used by any law enforcement agency that is interested in finding pro-active solutions for the storage, retention and timely disposal of property and evidence. The plan provides a situational analysis of the environment, evaluate strengths and weaknesses of the model organization, identifies stakeholders, recognizes and defines policy considerations and guide the implementation process. For successful implementation, an internal and external audit was completed.

The results of the audit showed potential opportunities and threats of the external environment as well as the internal strengths and weaknesses of the Burbank Police Department. The identified opportunities, threats, strengths and weaknesses are observed as to the input that each will have on the issue of property room management in the year 2003.

Opportunities, and strengths would provide the justification for the necessary changes to the property function statewide. Threats and weaknesses would prevent or hinder the any meaningful changes to the property function.

The **external opportunities** that would support changes to law enforcement's handling of property and evidence would be legislated standards that would provide guidance and statutory protection in the retention of property and evidence, while the constitutional rights of the accused are safeguarded. In addition, rising crime rates, higher incarceration rates and increased courts appeals could in fact be the impetus for legislative relief.

External threats that would preclude any proactive solutions to the innumerable dilemma facing property technicians would be that of court appeals filed by defense attorney's and court decisions that would prohibit any modifications to new statutes or regulations developed by POST or other organizations. Increased levels of youth violence, gang membership, drug usage, and increased quantities of firearms in the community will provide significant demands and mandates for the police department's property room. The cost of technology could prevent local police agencies from acquiring the needed tools to provide the most cost effective programs possible. The

importance of technological advances in other areas of law enforcement could overshadow the need within the property function, since it generally is a lower priority than others.

Internal strengths of the Burbank Police Department's would be assessed as its professional reputation, proactive management, technological leadership, including a model property room, community support would insure the necessary support for creating changes to the property room stateside.

Internal weaknesses that would hinder any changes within the property room function would be that of some managers unwilling to make changes, why tamper with it if its not broken. In addition there are a number of more pressing issues within any law enforcement agency that could easily take precedent over the property function.

STAKEHOLDER ANALYSIS

Stakeholders are those people or groups who are concerned about some segment of the issue. Fifteen stakeholders were identified as having the greatest impact on the property room function. The stakeholders identified as being most critical to the issue were the Police Chief, City Prosecutor, Property Clerks (statewide), CAPE (California Association for Property and Evidence), Defense Attorney's, Police Investigators, criminal defendants, and POST staff and commissioners (POST - Commission on Peace Officer Standards and Training).

DEVELOPING ALTERNATIVE STRATEGIES

In order to generate and analyze alternate strategies capable of achieving the macro and micro mission statements, four alternated strategies were developed. The four strategies were:

Alternative One - Legislative Change

Initiate legislation that would reduce the length of time property and evidence is held by police departments.

Alternative Two - Accreditation Process

Develop operational procedures that would set standards for accreditation and provide a model for all police agencies with special emphasis directed at audits and inventories.

Alternative Three - Privatization

Interface with the private sector to develop standards and specifications to utilize private vendors (privatization) to manage the property and evidence function.

Alternative Four - Regional Property Room

Initiate local interest to develop a regional property room to be shared between geographically bound municipalities.

The three strategies which best matched the criteria were selected for a more detailed analysis. Advantages and disadvantages (pros and cons) then were gleaned from oral polling and brainstorming.

PREFERRED STRATEGY

After assessing all strategies in light of their potential for acceptance and implementation, **Strategy One - Legislative Change** was determined to have been the strategy that would have produced the greatest impact on the property function. However, after critical analysis it was realized that this course of action can only be solved on a state level, because of the necessity for legislative action. Saying that one police department can coordinate such action is presumptuous. Just as a small catalyst can initiate a huge chemical reaction, however, one agency can be the seed for legislative action. POST is the agency that needs to prompt, assist and coordinate legislative action, and that is outside the scope of the research. The action of one agency, however, can be the seminal effort to develop, test, promote and propose statewide action through an agency such as POST, therefore that local department action will be the focus of this project.

The preferred strategy selected was **Strategy Two - Accreditation Standards** which could be designed to be the stimulus the for future legislative change if POST chose to support the issue. This strategy will provide both POST and law enforcement agencies a comprehensive guide for the operation of property rooms statewide, with special attention directed at property retention , inventory control and auditing. The preferred strategy will have four components which are listed at the conclusion of this paragraph and will be discussed individually.

- Develop retention schedule (review times) for all property and evidence.
- Quantify need for legislation reform.
- Develop guidelines above minimum accreditation standards.
- Secure support of local District Attorney and City Attorney.

Develop Retention Schedule For All Property And Evidence.

Develop criteria with CAPE for suggested time retention (review times) for all stored property and evidence that would be acceptable to police department's statewide. These time limits may be directly related to statutes of limitation or shorter periods of time that would be agreeable. The mandated review times place the accountability of property / evidence retention on the assigned investigating officer, which in turn closely controls needed evidence and eliminates the unnecessary stockpiling of valueless evidence. Mandated reviews also require articulated reasons for the continued retention of older property and evidence.

Quantify Need For Legislation Reform.

With the assistance of CAPE (California Association for Property and Evidence) and POST, survey police and sheriff's department's statewide to quantify and document the need for legislative change related to property retention, inventory control and audits. Empirical data is necessary to evaluate the amount of evidence be retained versus the amount going to court, the amount of time evidence is retained after the case is suspended or closed, categories of evidence that never go to court, categories of evidence where photographs would be acceptable, categories of evidence where oral testimony may be allowed in lieu of physical evidence and alternatives being utilized in other police agencies.

Develop Guidelines Above Minimum Accreditation Standards.

Initiate accreditation procedures with the assistance of POST for the operations of the property function statewide. Standards should be developed beyond any minimal standards that may be acceptable for an routine accreditation process. These standards should provide interested departments with operational guidance, recommended policies and procedures, technological standards and specifications, employee standards, security recommendations

including architectural design, packaging requirements, environmental regulations, procedures for purging and destroying, inventory and audit controls and training. These would form the basis of the guidelines that POST would hopefully use as support material in recommending legislative remedy to the larger issue of evidence retention.

Secure Support Of Local District Attorney And City Attorney.

Present findings and concerns to District Attorney's Association for comments and recommendations. Presenting the issue to the DA's will educate prosecutors to the critical nature of the problem and how the ever increasing inventories are in fact a liability to successful prosecutions. (less than two percent of seized property is introduced into court is evidence). For one local agency to secure local District Attorney backing would encourage POST to seek similar backing on a statewide level from District Attorney Associations and the Department of Justice.

IMPLEMENTATION PLAN

The strategy will be implemented through a four step plan discussed in the previous section. It will be necessary for this author with assistance from the Board of Directors of CAPE to promote the need for legislative change by continued development of an organization (property room) that can be utilized as a model statewide. The ultimate goal of this implementation would be statutory relief for the property function.

It will be necessary to market the model organization in order to educate the law enforcement community, POST's staff and commissioners for the need to provide the property function better statutory guidelines for the storage, release and destruction of property and evidence. The education process is necessary since so few administrators have had any first hand experience understanding the myriad of problems and issues plaguing the property function of law enforcement.

It is anticipated that the major obstacle facing any enabling legislation would be from the legal community who have historically and philosophically been opposed to the premature release of any evidence or property. This mind-set must be transformed through education providing statistical data supporting this issue and providing legislative relief to law enforcement agencies.

While enabling legislation is being debated, law enforcement will be required to establish statewide standards that meet the needs of the function, while insuring that the legal community has a permanent record of the purged evidence. These standards must be employed to insure that all law enforcement agencies follow the same policies and procedures in the management of evidence in the property room.

In order to evaluate the proposed strategy, several departments of various sizes should act as models to evaluate and test the implications of a enhanced purging system (review systems) that may generate initial court challenges to the system. In the event the procedures are successful and supported by court decisions, then the program could be expanded to all law enforcement agencies.

TRANSITION MANAGEMENT

A Transition Plan will be needed to ensure that the "Preferred Strategies" are part of the overall plan. It is believed that the key component to the plan is the necessity to change current legislation to allow the early release / disposal of non-essential property and evidence. However, this strategy must be deferred, while a model organization(s) utilizes a modified review schedule that is acceptable to the CAPE Board of Directors and local prosecutors. In concert with these review standards would be extensive polices and procedures that govern the management of the property function.. These standards would be beyond any minimum accreditation standards recommended by POST or CALEA (Commission on Accreditation for Law Enforcement Agencies, Inc.) Acceptance of these standard would later be codified to insure that the law enforcement community was accountable for there inventories, along with the proper tools to control inventories.

Other Preferred Strategies such as privatization and or regionalization are secondary to the overall goals and objectives of the property function. Controlling inventories are paramount to reducing expenditures and designing efficient systems that are supportive of the law enforcement mission. Accreditation and privatization are those options that will further enhance the orderly management of property and evidence.

The decision to implement a successful strategic plan is predicated upon the design of the transition management plan. The transition management plan consists of four components. They are

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 structure (organization) to facilitate the desired change; (3) the tools, technology and methods that will be used to reduce tension, friction, organizational confusion and uncertainty, and (4) the development of an applicable timetable.

Since the desired future has been identified and described in prior sections, and since a strategic plan has been prepared with policies which will increase the likelihood of that normative future becoming reality, it is now necessary to establish a structure to manage the transition from the present to the future. To do so, necessary and appropriate changes will be implemented in a planned manner, with appropriate feedback to see that they remain entirely under control. Generally speaking the fear of change creates much consternation, and the pace of change grows increasingly frightening to some people. Strategies will be developed to mitigate organizational resistance to those changes.

CRITICAL MASS

To insure successful transition from the present to the desired future requires the commitment of a number of key players referred to as the "critical mass". The critical mass is the smallest number of individuals or groups whose support is necessary for successful change to take place and whose opposition will likely lead to failure.¹⁴

Ordinarily, the critical mass is comprised of key stakeholders, but can include others who do not have a specific interest in the outcome of the recommended change. Many of the remaining groups or persons can be influenced or even completely controlled by a very small percentage of their members. In order to implement the strategy most efficiently, it will be necessary to reduce the huge mass of stakeholders to the smallest possible number of people whose support is sufficient to ensure the approval of the stakeholders groups.

If organizational leaders hope to implement the strategic plan, it is important that they identify the critical mass and formulate strategies to influence the necessary commitment.

The following groups or individual were identified as critical mass players:

1. Police Chief
2. City Attorney - City of Burbank (Prosecutor's Office)
3. District Attorney (Los Angeles County - Glendale Office)
4. California Association for Property and Evidence - Board of Directors (CAPE)
5. Commission on Peace Officer Standards and Training (POST)

SUPPORT AND ADMINISTRATION

Considering the magnitude of changes that may be implemented statewide, the project manager should be given the flexibility to appoint a committee to assist him/her in the necessary studies and polls to determine the dimension of the problem and formulate strategies to distribute the necessary information to those POST managers that can effect the passage of any legislative change. Any committee should include a cross representation of those individuals or groups who have any relationships to the collection and storage of evidence and property. This would include police officers, property clerks / managers, detectives, prosecutors, fiscal planners, budget personnel, and appropriate representation from the defense community. Inclusion of experts from the private sector should also be considered in order to review new technologies for the storage a retrieval of collected property and evidence.

SUPPORTING TECHNOLOGIES

"Effective change effort often requires new ways of approaching problems; existing mechanisms may be inappropriate or ineffective in such situations."¹⁵ Any effort to restructure a program or system which has roots decades old will face a certain amount of resistance. Several techniques and technologies are available to diminish or abate anxiety, and to manage the change effectively. Through the use of these techniques, those charged with the required change will have the appropriate information to communicate the necessary data to the stakeholders to implement the change. The following techniques will be selected for use in supporting technologies:

Communicating The Vision - Successful leaders are those who have the capability to foresee the future and plan for it accordingly. They are capable of understanding the

organization they lead and how the environment affects their decision making abilities. There must be a close relationship between both the organization and the surrounding environment. If transition managers ever hope to reduce the ever increasing inventories of non essential property and evidence they must communicate the vision so others have an idea of where the property function is headed and the reason for the changes.

Milestone Recognition - Milestones will be instituted within the plan for such events as implementation dates and deadlines for certain legislative actions that must be adhered to for congressional action. As the milestones are accomplished they should be published and celebrated by all who participated.

Team Building - Through a series of team building workshops the transition team should develop a crystal-clear understanding of the concept and develop a pledge to making the plan a success.

Evaluation And Feedback - Monitoring feedback from a long-term project is difficult. Although shortcomings may be readily apparent, successes may be obscure in the short term. Because of the feedback lag time, it is imperative that time be spent on a regular basis evaluating the importance of the strategy as well as the skill of the implementation.

Consistent with the need to establish goals is the need to determine how effectively each policy of the strategic plan is achieving its stated objectives. Questions such as these need to be asked and answered: To what measurable degree having inventories been reduced? Has there been an adverse reaction to the evidence not being retained? Have the new standards placed a new awareness to the importance of property room management. Have operations costs be reduced with the lessening of inventories? Finally, a system for generating feedback should also be established and should operate throughout the life of the program which will include annual inventories. The project manager and staff should periodically solicit feedback from each other and various stakeholders during and after implementation.

Problem Finding - Each committee in the transition team will detect problems inherent to their area of responsibility. Often time these problems will extend over into another area of the project. Again, a sequence of team building workshops may be conducted to resolve these issues.

Responsibility Charting - All too frequently, good projects fail because of a lack of accountability and/or understanding as to who had responsibility for a particular effort. In order to avoid this pitfall, the "responsibility charting tool will be employed. Responsibility Charting is a technique that identifies the tasks and roles that must be accomplished to meet specified goals. "Responsibility charting clarifies behavior that is required to implement important change tasks, actions or decisions."¹⁶

TRANSITION MANAGEMENT TEAM

In order for a transition plan to be effective, all aspects of the plan must be carefully charted, showing critical events that must occur for the project to continue. It will be necessary to insure the myriad of issues and complexities of the property function are carefully defined in order that the proper goals and objectives are met. In order for new accreditation standards to be developed and legislative change adopted, both the model agency, CAPE and POST will need to work together to build consensus and market the changes to the law enforcement community.

CONCLUSIONS

The issue question, "How Will Law Enforcement Agencies Effectively Manage Property and Evidence By The Year 2003?" has a direct relationship with crime rates, economic issues, technology and legislative change. Insight to the main issue can be found by answering the following four sub issue questions:

SUB-ISSUE ONE

How Will Crime Trends Effect the Handling and Storage of Property and Evidence?

It is difficult to assess what crime patterns lie in the future. Between 1982 and 1991 violent crime rose 64% in Los Angeles County. Since the beginning of 1994 there has been an overall 7% decline in violent crime in Los Angeles County which may be related to "Three

Strikes and You Out" legislation enacted in March of 1994. In the event crime rates escalate, it is an absolute certainty that the collection of property and evidence will increase proportionally. However, if crime rates decline due to stiffer penalties, evidence storage problem may still increase over the near term as the appeal process will inherently cause a negative relationship as evidence will be retained much longer.

SUB-ISSUE TWO

What Legal Changes Will Be Required for the Management of Evidence?

Examination of the literature showed that most of the statutory requirements related to property and evidence were authored in the late 1800's. Over the past 100 years few changes have done anything to streamline property room operations. A substantial portion of the California Penal Code that is applicable to property and evidence is directly related to the seizure and storage of "stolen" and "embezzled" property. Unfortunately, "stolen" and "embezzled" items are not the culprits inundating the confines of property rooms. Legislation will need to be drafted addressing alternatives to the storage of property, statutes that would mandate destruction or return before the item(s) become antiques, and that legislation that would provide retention guidelines for the release of property along with statutory protection to property personnel for release or destruction of property.

SUB-ISSUE THREE

How Will Reduced Budgets Effect the Storage of Property and Evidence?

A literature scan indicated that the economic conditions of California for the next 10 years is difficult to forecast. Based on unemployment rates, housing starts, the migration of certain businesses from California, the downsized defense industry, the short term economic conditions in California appears to be very gloomy. With funding for government services continually being reduced, it is unlikely that any financing for new programs or technology would-be appropriated. However, the limited financial resources may force administrators to investigate privatization, regionalization, partnerships, legislative relief, and or existing private sector technology directed to the law enforcement arena.

SUB-ISSUE FOUR

How will Technology Facilitate the Management and Storage of Evidence?

An analysis of the available literature, site visits, consulting, teaching and interviewing experts in the field indicate that technology within the property function has been extremely slow in design and implementation. Technology to track, store, package, secure and transport various products has been available for years. However, the property function has traditionally been low on law enforcement's priority list and has fallen behind in the technological revolution. Utilization of existing technologies such as bar coding, digital imaging, robotics, video and CD ROM's, the property room could easily be transformed into a "state of the art" function and provide substantial cost saving and efficiencies.

The complexity of changing or adopting new legislation or modify accreditation standards must be orchestrated from within several different law enforcement organizations, such as the Cal Chiefs, (CPOA) California Peace Officers Association, (CAPE) California Association for Property and Evidence and (POST) Commission on Peace Officers Standards and Training

The property function has deep rooted values, traditions, and norms. For decades the function has been managed by administrators who have upheld these values, beliefs and have been resistant to change. Any hint of change is generally met with resistance. Moving law enforcement from the present to the planned future will, therefore, be a very demanding and trying experience for managers. If property rooms within the law enforcement community are perceived as performing satisfactorily, individual managers (including administrators) inside and outside the respective organization(s) resist, as they see little need for change. This is especially true in the property / evidence arena since so few managers have experienced the opportunity of having to work in this specific area. Police managers and administrators must take this opportunity to re-evaluate their perceptions and beliefs about the importance of the property room and move to find proactive solutions to the myriad of problems facing today's property rooms.

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SECTION I: INTRODUCTION

INTRODUCTION

In 1992 the FBI's Uniform Crime Reporting (UCR) Program reported an estimated 14.9 million offenses across the United States.¹ Regardless of the type of crime, most all of these incidents had a common denominator - "physical evidence." In almost every criminal offense, evidence is a crucial element for a successful prosecution. The plethora of evidence located at crime scenes, found in the suspect's possession, abandoned during flight, or detected in a suspect's system during routine chemical tests are almost incalculable.

During the same time, law enforcement made an estimated 14.2 million arrests for criminal infractions other than traffic violation. The highest numbers of arrests were for driving under the influence (1.8 million), larceny-theft (1.6 million) and drug abuse violations (1 million each). Driving under the influence, theft and drug abuse violations are probably the best examples of relative uncomplicated cases to investigate. However, there is no doubt that the vast majority of these incidents had related evidence tied to their prosecutions.²

DUI cases might very well have blood, breath, or urine samples, audio tapes, video tapes or open containers of alcohol booked as evidence. Generally speaking, larceny cases would have evidence stolen or embezzled merchandise and or instruments to conceal the contraband. Typically, drug cases would include evidence such as narcotics and paraphernalia, firearms, residency documents, pagers cellular phones and in some cases large caches of currency. These items typify the types of physical evidence that are currently inundating the evidence lockers of police facilities throughout the nation. In addition to the evidence collected in routine criminal cases, more than \$2.5 billion of assets have been seized by federal authorities alone since 1985.³

The storage of property and evidence has changed little since the Metropolitan Police Act of 1829 in England when Robert Peel and Charles Rowan brought order and the military model to

¹ Crime in the United States - 1992, Uniform Crime Report, Federal Bureau of Investigation, Washington DC.

² FBI Law Enforcement Bulletin; *Crime in the United States*; (Nov. 1992):p8

³ "Family's Car Seized at Border", Daily News, September 4, 1993: pA1

policing⁴. Property has always been an ancillary function of law enforcement that has lacked any substantive effort to keep it in line with the progress of other law enforcement programs and technological advances. Property and evidence has traditionally been "buried in the basement", ignored and in some cases the "victim of benign neglect."⁵ Because the property function is not a visible function of police departments, it generally operates quietly in the background until some crisis occurs, such as a major loss of narcotics, weapons or currency as documented in New York's "French Connection", the Miami River Boys" and several recent other highly publicized narcotics and currency thefts by on-duty Los Angeles County Sheriffs Department employees and Los Angeles Police Department narcotic task force officers.⁶ After such a disappearance, police managers are often queried on how they could have let it happen. As the internal investigations culminates, the findings generally are that proper controls, procedures, audits and inventories had never been developed.

The vast majority of California's laws pertaining to the handling and disposition of seized property were written in the late 1800's, and in some cases they have never been updated. Unfortunately, the statues leave a great deal to be desired, as they only address certain categories of property and rarely discuss the vast majority of items that traditionally find their way into the confines of evidence lockers. Currently there are minimal guidelines or legislation that regulate how long property / evidence must be kept. In 1984 the POST - Commission on Peace Officer Standards and Training published the first comprehensive guideline for the handling of property and evidence that provides a cursory framework on the retention of evidence.⁷ Even with POST recommended guidelines, some departments are retaining worthless evidence for five, ten, or fifteen years, and in some cases forever! A recent informal survey of 25 small to medium sized police agencies throughout the state indicates that written guidelines covering retention of property

⁴ William L Tafoya, "The Future of Policing," FBI Law Enforcement Bulletin, (Jan 1990): p15

⁵ John A. Lee, and Rile, William P., "Property Room Procedures," Law and Order, Sept. 1985: P6,7

⁶ "3 More Ex-Deputies Are Found Guilty in Drug Investigation," Los Angeles Times, Aug. 30, 1994: B9

⁷ Managing Property in Law Enforcement Agencies, POST, 1984: p16-17.

and evidence is almost non-existent along with the fact that only about two percent of collected evidence is ever introduced as court evidence.⁸

As crime increases, so does the ever increasing amount of evidence, with no long term solution other than adding more satellite space, converting closets, and renting storage lockers at local storage facilities. Some agencies, however, are currently implementing bar code systems, relational data bases and pro-active policies to attempt to control the mounting inventories across the state.

Scanning The Environment

A literature scan was conducted for well over a year. Sources included magazines, books, journals, research projects from previous Command College classes, technical journals, newspapers, newsletters, government statistical references, on-line computers services and professional seminar material. The literature review revealed minimal data directly associated with the issue of property and evidence management. During the past ten years less than a half a dozen articles have been published that discuss property room management. Most of these articles address security concerns, the significance of audits and inventories, and how property rooms need to be a more integral part of every organization.

A plethora of papers have been written about police use of computer technology, bar coding, and imaging. Unfortunately, few authors expand such technology utilization to the property function, and it remains an ancillary function that only instills interest when a problem emerges.

The literature search further found that almost every crime trend known to law enforcement affects the property function. Whether computer crimes escalate, carjackings decline or drug usage is legalized, evidence storage requirements are impacted. Even the mere increase or decrease of the numbers of a particular crime directly influences the amount of evidence handled by law enforcement. Recently several communities in California banned street vendors and authorized the seizure of the food carts.⁹ The simple adoption of such a local municipal code will dramatically

⁸ Joseph Latta, "Auditing The Property Room", California Association for Property and Evidence Annual Conference (Guest Speaker), Ontario, 19, March 1990.

⁹ "Family's Car Seized at Border", Daily News, September 4, 1993: pA1.

affect the jurisdiction's evidence storage requirements, and will require creative measures to secure this new form of evidence, including the seized perishable food. It is certain that forensic criminology and trace evidence collection advances will force law enforcement to find new and innovative methods of storing seized evidence.

Professional Experience

Many observations in this project result from the author's extensive experience directly related to the central issue. He has twenty-three years personal experience as a police officer, including thirteen years experience as a supervisor / manager with management responsibilities for property and evidence. Prior to a career in law enforcement he had seven years management experience in the retail grocery industry. For the past ten years he has taught Property and Evidence Management classes for the (IACP) International Associations of Chief of Police, the Criminal Justice Program of California State University at San Jose, and for California Peace Officer Standards and Training courses presented at Kellogg West. For the past seven years he has provided private consulting services to law enforcement agencies in property room management, and he has been a guest speaker for the California Association of Property and Evidence (CAPE) on a number of occasion.

Site Visits

Over the past thirteen years the author has conducted numerous site visits, personal interviews and discussion with property experts across the country. During these site visits, the various methods that law enforcement agencies utilize to secure, collect, package, catalog, document, store, review, dispose, audit, inventory and automate the records of the property function were observed. Over the past thirteen years, the following departments have be visited for site visits, teaching, or consulting:

Albuquerque (NM) Police Department	Nashville (TN) Police Department
Alhambra Police Department	Novato (CA) Police Department
Anchorage (AK) Police Department	Newark (CA) Police Department
Antioch (CA) Police Department	New Orleans (LA) Police Department
Anchorage (AK) Police Department	Orange (CA) Police Department
Arlington (VA) Police Department	Orlando (FL) Police Department
Aurora (CO) Police Department	Ontario (CA) Police Department
Beverton (OR) Police Department	Palm Springs (CA) Police Department
Beverly Hills (CA) Police Department	Pasadena (CA) Police Department
Carlsbad (CA) Police Department	Pleasant Hill (CA) Police Department
Costa Mesa (CA) Police Department	Redwood City (CA) Police Department
Charleston (SC) Police Department	Sacramento (CA) Police Department
Chicago (IL) Police Department	San Bernardino County (CA) Sheriffs
Downey (CA) Police Department	San Diego (CA) Police Department
Fontana (CA) Police Department	San Fernando (CA) Police Department
Glendale (CA) Police Department	San Rosa (CA) Police Department
Irvine (CA) Police Department	Simi Valley (CA) Police Department
Knoxville (TN) Police Department	St. Louis (MO) Police Department
Laconian (NH) Police Department	Suffolk County (NY) Police
La Mesa (CA) Police Department	Tustin Police Department
Largo (FL) Police Department	Ventura County (CA) Sheriffs
Los Angeles County (CA) Sheriffs	Ventura (CA) Police Department
Los Angeles (CA) Police Department	Walnut Creek (CA) Police Department
National City (CA) Police Department	Washington DC Police Department
Newport Beach (CA) Department	Winston-Salem (NC) Police Depart.

As part of the research for this project, a visit to Digital Equipment Company (DEC) law enforcement research center in Marlboro, Massachusetts, was conducted to investigate the latest technologies that might be adapted to property room management, including imaging technologies. DEC is currently developing a law enforcement computer system that will store digitally the entire contents of a criminal investigation, including crime report, follow-up reports, mug shots, crime scene photographs, fingerprints, and both audio and video tapes. The data in the Optical Storage

Management System can be giving the investigator direct access from a work station in his or her office to all of the known data on the case. At the present time, systems are being marketed that store as much as 85.5 gigabytes of information, which is equivalent to over 11 million typed pages.

As is typical of property management's position at the bottom of the law enforcement totem pole, DEC had never considered a module of that system to incorporate imaging of property and evidence collected and stored in association with the investigation. Couldn't law enforcement store images of collected property and evidence with the case file, thus allowing investigators immediate access to it, while also reducing both storage requirements and the frequency in which the actual property would need to be accessed by investigators? The concept of storing property and evidence images digitally in the system was received with great interest by the engineers at DEC, and very well may be considered in future systems.

Law enforcement leaders need to take immediate steps to re-think the importance of their property rooms and to begin planning for the future. This research paper will evaluate a number of issues that effect the management and storage of property/evidence, and will give managers an insight into the future of property and evidence management.

SECTION II: FORECASTING

FUTURES STUDY

This section describes the process by which the future of the issue was forecast. Several techniques were used; trends and events were developed and studied; cross-impacts of trends and events were forecast; scenarios developed; and policy formulated. The Future Study provide the basis for the effort described in the subsequent sections of this project; the Strategic Plan and the Transition Management Plan.

IDENTIFICATION OF ISSUES AND SUB-ISSUES

This author has been lecturing, teaching and consulting in the field of property and evidence management for the past thirteen years. As a result, a great deal of insight into the problems, issues and concerns for law enforcement administrators has been gained that will provide a fundamental outline for this research. The issue and sub-issues were developed from a variety of sources, including reading from periodical, a literature review of emerging concerns, discussion with property room managers and technicians and teaching Property Room Management for the past 10 years.

ISSUE QUESTION

Because of the momentous impact that property and evidence can have on law enforcement, and due of the tremendous liability to a police organization when it is mismanaged, the following issue and sub-issues were developed for this project:

How Will Law Enforcement Agencies Manage Property and EvidenceBy The Year 2003?

In conjunction with the specific issue, over forty sub-issues were formulated by evaluating 13 years of experience related to the property function, the personal interviews with practitioners, consulting and property room audits. In addition, the combined efforts of three colleagues formed a focus group to assist in identifying the sub-issues that would impact the issue of property room management most directly.

The three members of the focus group were:

Gordon Bowers, Captain, Burbank Police Department

Robert Gilès, Lieutenant, Burbank Police Department

Steve Berdrow, Police Office - Property Officer , Burbank Police Department

Futures Wheel

The purpose of the Futures wheel is to illustrate the relationship between the sub-issues and the general issue of property room management. The following illustration shows the Futures Wheels developed by the focus group.

The forty plus sub-issues were subsequently narrowed to the four sub-issues that are more than likely to have the greatest impact on the property function during the next 10 years. The Future's Wheel (Illustration 1) represents those issues that were considered before the following listed sub-issues were selected:

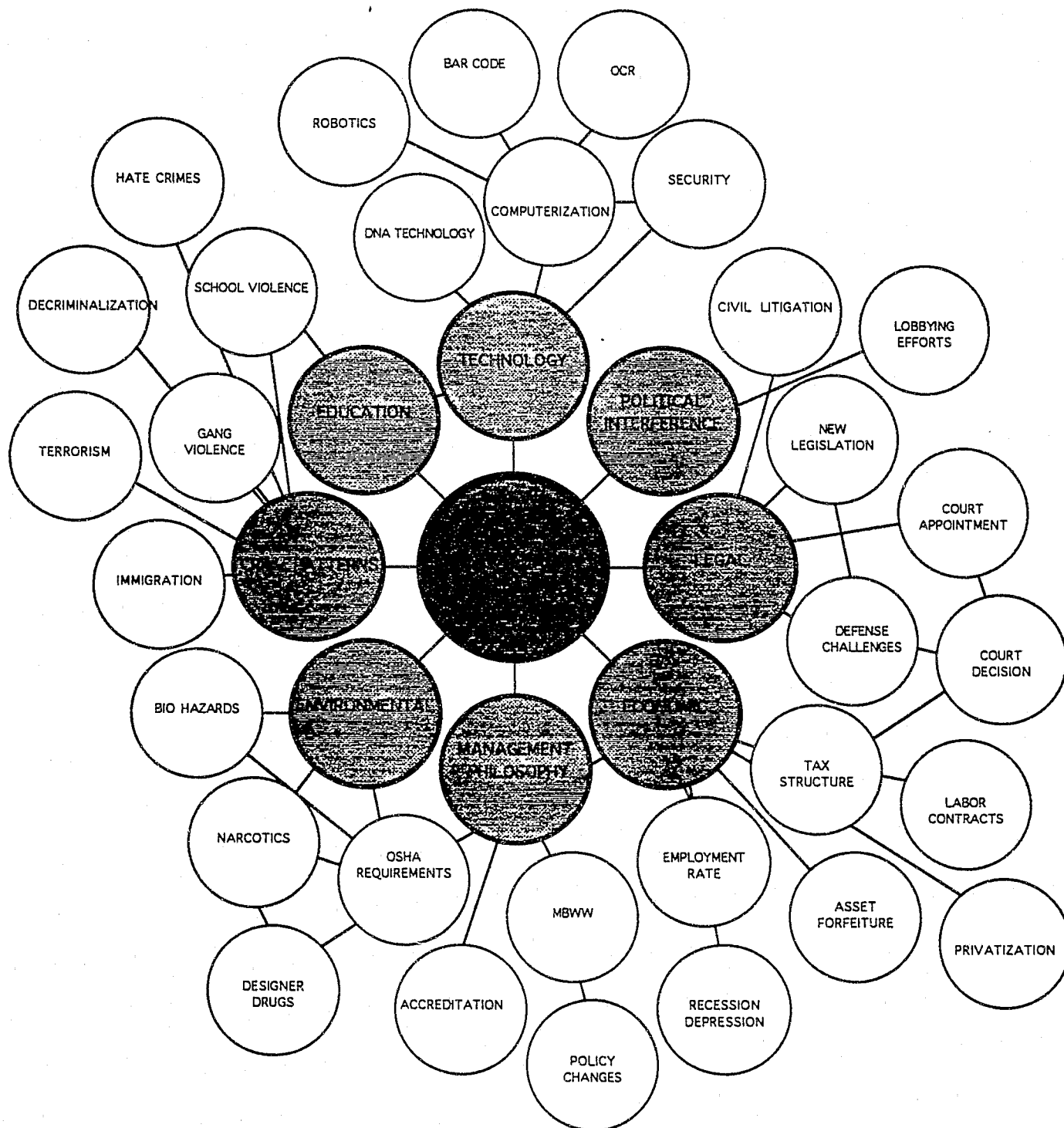
- How Will Crime Trends Effect the Handling and Storage of Property and Evidence?
- What Legal Changes Will Be Required for the Management of Property and Evidence?
- How Will Reduced Budgets Effect the Storage of Property and Evidence?
- How will Technology Facilitate the Management and Storage of Evidence?

An endless number of societal trends will surely impact the management of property and evidence, such as the differing categories of evidence related to new crime trends, environmental concerns associated with hazardous materials entering the property room and an the potential for an influx of designer drugs . Political issues linked to gun lobbying, abortion demonstrations, the immigration dilemma and terrorism, along with legalizing drugs and other crime trends that may evolve, will bring many challenges to the property room manager.

Dependent upon economic trends, regionalization of services and or the privatization of the property function the management of property could easily be reshaped in the near future The property room may provide additional sources of revenue for department's that are willing to share their facilities or charge storage fees to owners of the property. This is currently being tested and evaluated in several communities in Northern California.

FUTURE WHEEL

Illustration 1



Sub-Issue One - Crime Trends

How Will Crime Trends Effect the Handling and Storage of Property and Evidence?

As law enforcement moves into the Twenty-First Century a number of societal issues will continuously face decision-makers that will inevitably effect the quantity, type and management of property and evidence. In the past, white males comprised the one dominant, visible ethnic majority and Blacks, Asians and Hispanics made up the visible ethnic minority groups.

Today many cultural groups are represented throughout society.¹⁰ This mixture of cultural and value differences has created a number of concerns related to illegal immigration which many believe has created an increase in hate crimes, terrorism, and street crimes in the inner city. A recent report shows there are over 15,000 undocumented aliens in the prisons and jails of California as of September of 1993, all of which can impact the property function.¹¹

In 1992; Los Angeles County hate crime rose nearly 11 percent from the previous year. The reported hate crimes included religious, sexual orientation, racial and gender based hate crimes.¹² Unfortunately, whether police respond on a domestic violence call, a hate crime or robbery, evidence in one fashion or another is generally collected, packaged and stored. The storage of evidence adds another dimension to law enforcement, as it must be managed in a skilled and professional manner. As a result of the recent "O.J. Simpson" case in Los Angeles, police agencies across the country are seeing significant increases in domestic violence cases being presented to them, many that include a myriad of weapons and other evidence.

Sub-Issue Two - Legal Changes

What Legal Changes Will Be Required for the Management of Property and Evidence?

The laws governing the handling and storage of property and evidence are delineated in the Civil Code, Government Code, Penal Code, Welfare and Institutions Code, Vehicle Code,

¹⁰ David Jamison; *Managing Workforce 2000* (California: Josey Bass Limited, 1991): p55

¹¹ "Impact of Immigration Plan Debated", *Daily News*, September 6, 1993: pA1

¹² Los Angeles County on Human Relations- *Hate Crimes in Los Angeles County 1992* (Mar 1992): p1

Evidence Code, local municipal codes, and case law. The most difficult legal issues concerning the storage, retention and disposal of evidence are the variety of interpretations held by individual District and City Attorney's throughout the state, along with police managers not being familiar with the issues. The processing, handling, storage, retention and release procedures are the same in any two law enforcement agencies in the state.

In the past several years California Association for Property and Evidence (CAPE) has been lobbying in Sacramento to attempt to bring consistency into this area of law enforcement.

Any new legislation involving the storage and retention of property, however, must be carefully analyzed, in hopes of minimizing the time that property / evidence must be retained. At the present time police managers have minimal guidelines in maintaining and retaining property, which creates a situation where everyone in the chain of evidence is apprehensive about disposing of, or releasing, any property. This, in turn, creates tremendous backlogs of property and evidence which increases both storage and operational costs exponentially. The mere fact that state legislators modify and write new legislation should be a major concern to property managers. As an example, in 1989 the California State Legislature reduced the alcohol blood content for presumption of under the influence in DUI arrests, from .10 to .08. This modest change in the law increased the number of DUI arrests statewide from 336,059 to 366,834 a year; that translates to a 8% increase in arrests.¹³ Each of these cases was likely to have involved evidence. Recently an Assembly committee approved a bill to sharply reduce the number of rounds that a firearm's ammunition clip may legally hold.¹⁴ This type of legislative change may dramatically impact the quantity of firearms seized and upon disposition requirements for every confiscated firearm in the state.

Police administrators must be actively involved in the legislative process to insure that new legislation or modifications to current law will insure that the property / evidence function is a integral part of the decision making process. Continuous lobbying from special interest groups

¹³ California Highway Patrol - Public Information Office, (August 1993)

¹⁴ "Assembly Panel Approves Bill to Limit Firearm Clips", *Los Angeles Times*, September 2, 1993:

will set the stage for future legislative requirements of the property room if law enforcement doesn't guide the process.

After the legislative arguments are finished one must always take into consideration the possibility a civil lawsuit from the ACLU or other politically active group that may provide challenges to any legislation. These challenges may increase the time a department must retain evidence or how evidence is stored, as was decided in the infamous Nations case. (People vs. Nations (1980) 26 Cal. 3d, 169.) In March of 1994, Governor Pete Wilson signed a "Three Strikes and You're Out" legislative package.¹⁵ This change in the law will surely impact the appeal process causing police agencies to retain evidence for longer periods of time.

Sub-Issue Three - Economic Issues

How Will Reduced Budgets Effect the Storage of Property and Evidence?

The state of California's economy over the past three years has created serious financial concerns in almost every governmental agency statewide. As local government downsizes, demotes and in some cases, lays off employees, management must re-evaluate past procedures and practices. The property function is a critical element of that review.

Action must be taken to identify new sources of income, create a new vision to utilize the lobbying process to change laws, and apply new technology to increase the efficiency of property rooms. Management is going to have review a number of costly issues that are going to severely impact the cost of doing business. The following concerns are among those that will need to be continually monitored in order to manage the property function in the Twenty-First Century:

Dwindling Resources	Escalating Operational Costs
Cost For New Facilities	Packaging Requirements
Regionalization / Privatization	Transportation / Disposal Asset Forfeitures LawsOff
Site Storage	OSHA / SCAQMD Requirements
Cost Of Technology	Refrigeration Requirements
Escalating Operational Costs	Protective Clothing
Private vs. Public Auctions	

¹⁵ "Wilson Signs 3 Strikes, You're Out Bill", *Daily News*, March 8, 1994, pN1

Sub-Issue Four - Technology

How Will Technology Facilitate the Management and Storage of Evidence?

Historically the private sector has always been years ahead in the use of technology. "Police agencies nationwide have traditionally been slow to embrace emerging computer technology".¹⁶ In September of 1988, during a presentation given at the International Police Exhibition Conference in London, England, Matt Rodriguez, Deputy Superintendent of the Chicago, Ill. Police Department stated... "*police agencies through-out the world are entering an era in which high technology is not only desirable, but necessary in order to combat crime effectively.*"¹⁷

As one observes property rooms throughout the United States, one finds that technology is seriously lacking. In fact, it is almost non-existent, as indicated by a recent survey of property rooms in California. The research indicated that only 19% of the departments were actually using any type of bar coding computer to track evidence.¹⁸

During the late 1980's several law enforcement agencies implemented bar coding systems similar to those used in supermarkets, libraries, blood collection and an endless number of other warehousing operations since the mid 1960's.¹⁹ Considering that law enforcement generally follows the private sector when utilizing technology, it must look at today's present (private sector) technology and envision its application in five to ten years. What lies ahead in the property room in the year 2003 is more than likely already in use today. Relational data bases, bar coding, robotics and new technologies must be pursued.

Recently "imaging technology" has begun to be used for storing text at data such as crime reports and fingerprints. As imaging systems are simplified and costs are reduced, it should be considered as a technology to store images of collected evidence. Using this technology, law

¹⁶ William L Tafoya: *The Future of Policing*, FBI Law Enforcement Bulletin, (Jan. 1990): p15

¹⁷ Matt L Rodriguez; *The Acquisition of High Technology Systems by Law Enforcement*; FBI Law Enforcement Bulletin; (Dec. 1988): p10

¹⁸ Behind Closed Doors(CAPE Newsletter), 1992, Vol. 92, No. 2: p11.

¹⁹ Roger C. Palmer, *The Bar Code Book* (New Hampshire: Helmers Publishing, Inc., 1991): p27

enforcement can significantly reduce the amount of physical space required for archival storage, and thereby reduce overhead costs.

Twelve-inch optical discs which store as much as 6 gigabytes of information (about 800,000 pages), are currently available, as are 14-inch disks, each of which can store about 7 gigabytes of information. The optical disc used by most imaging systems is the write once, read many (WORM) disc. Imaging technology is being utilized to store mug shots, personnel photos, crime reports, traffic citations, new forms, fingerprints, medical records, inmate photos, identification cards and a myriad of other data.²⁰ Will this technology provide law enforcement a new technology to store images of stored property and evidence? If images of the millions of pieces of evidence could be digitally stored and easily retrieved in the detective's office or in a court room through a computer, would this not dramatically reduce the size of property rooms? Imagine storing just images in-lieu of mountains of real property and evidence! It should also be acknowledged that most of our courts have property rooms that are more antiquated than those of law enforcement. Courts may readily endorse this technology, as it could ease their storage concerns.

This research will target societal, legal, economic and technological issues that will directly impact the direction of the property function in the future and formalize some of the current thoughts and projections related to property and evidence management. In addition the paper will identify events and trends that will provide insight into potential problems that may affect the issue. After reviewing the events and trends the author will develop a Strategic Management Plan and Transition Plan to provide direction for administrators to manage the function in the future. The property function is so significant to law enforcement it must be consciously audited and evaluated to insure that it doesn't fall irretrievably behind other movements to professionalize law enforcement. The law enforcement community has an obligation to insure that the property function moves into the Twenty-First Century along with other visible functions.

²⁰ Kim Ann Zimmerman, "More Collars Per Dollar: How The Police Use Imaging," Imaging Magazine, December 1992: p58.

DESIGN OF NOMINAL GROUP TECHNIQUE AND RESEARCH

The author has utilized an environmental scanning process, professional experience and site visits to more fully understand the issue at hand. Following issue clarification, the Nominal Group Technique (NGT) was used to identify ten events and ten trends that would significantly affect the issue of property room management by the year 2003.

Nominal Group Technique Design

The nominal group technique takes advantage of group thinking to cross pollinate the backgrounds of various subject matter experts. It is used to develop candidate trends and events which would impact the central issue and sub-issues, and to assess their impact upon each other. The NGT group members included four police administrators (two of which were Command College graduates), a city prosecutor, a criminal defense attorney, a financial analyst, a computer programmer specializing in bar coding for law enforcement, a police detective, an evidence technician, and a police commissioner. The members of the NGT panel were:

- William Smith - City of Burbank Police Commissioner
- Alvin Holliman - Financial Services Director, City of Burbank
- Captain Gordon Bowers, Services Division Captain, Burbank Police Department
(Command College, Class 9)
- Captain Thomas Hoefel, Uniform Division Captain, Burbank Police Department
(Command College, Class 16)
- Lieutenant Robert Giles, Uniform Division Lieutenant, Burbank Police Department
- Steven Monet, Assistant City Prosecutor, City of Burbank
- Donald Sowers, Attorney at law - (criminal defense attorney)
- Sarina Smith, President, California Association of Property and Evidence Officers
(Ventura Police Department)
- Arlene Currie, Evidence Technician, Burbank Police Department
- Roger Mason, Robbery/Homicide Detective, Burbank Police Department
- Jeffrey Dole, Computer Programmer Specializing in Bar Code Applications

The Nominal Group Technique (NGT) is a small group process for achieving agreement on the answer to a single, usually complex, question by alternating private work and open discussion. It is used to identify and define all significant trends and events on the issue and then to rank order them. It is followed by a Forecasting Panel process.²¹

Panelists were selected due to the diversity of their backgrounds and professional experiences. Telephone phone calls were made to each member inviting them to attend, and a confirmation letter included an overview of the process (Appendix E). Letter of appreciation were sent to participant at the conclusion of the NGT process (Appendix F).

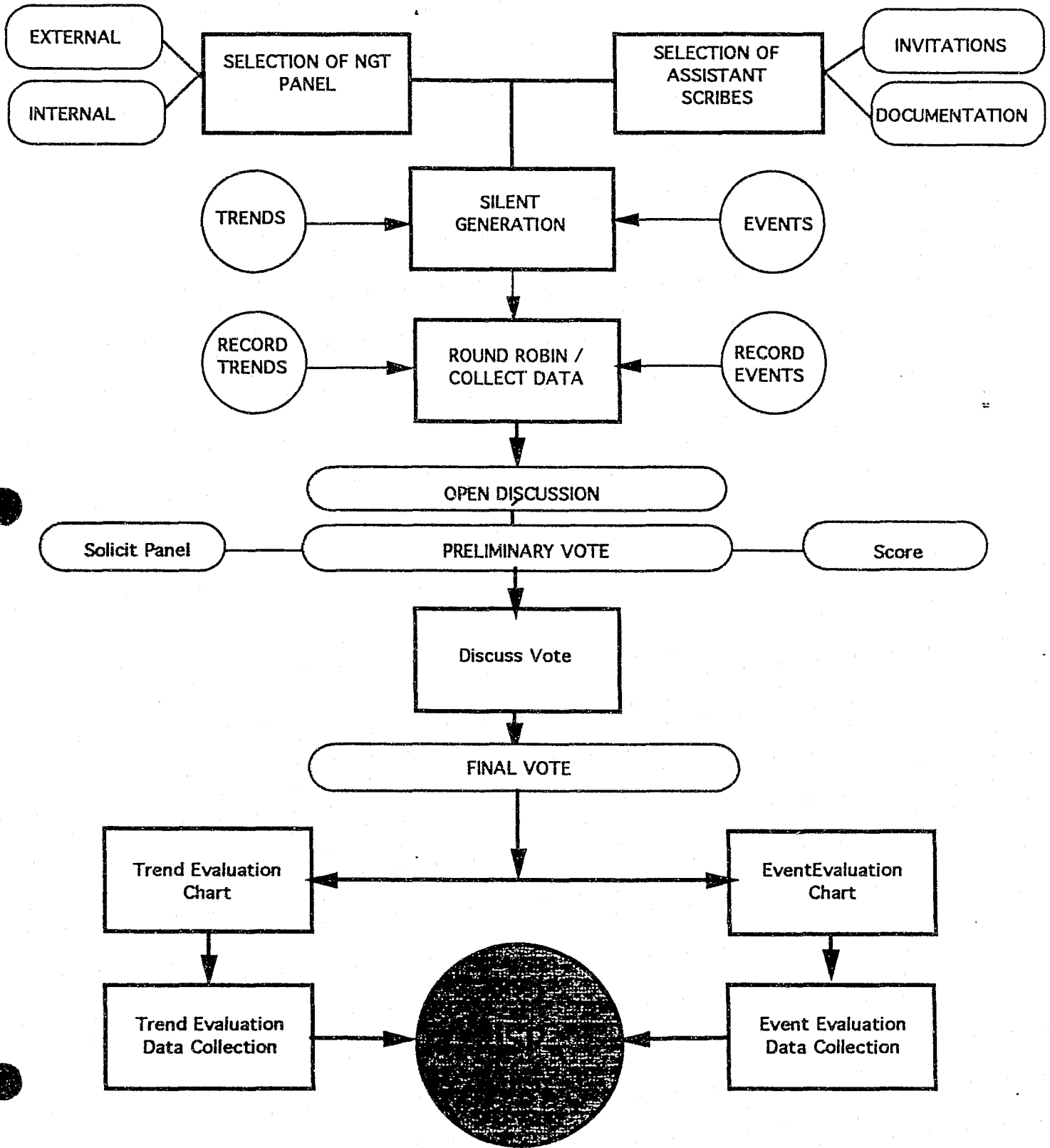
On November 24, 1993, the eleven panelists participating in the Nominal Group Technique spent half a day together at the Burbank Fire Training Center to develop a listing of significantly related trends and events that could impact the central issue and related sub-issues being studied.

An explanation of the NGT process was given, using a Flow Chart (Illustration 2) which had been developed for that purpose. An agenda and schedule was posted (Appendix A). The panel was briefly shown the Futures Wheel (Illustration 1), to provide a structural concept of the type of information which would be developed during the process, and a scribe (Lt. Don MacNeil, Glendale Police Department) was utilized to assist in documenting the idea development on flip chart pages, which were posted around the room as they were completed, and later used in the balloting process. The panel subsequently produced lists of 37 candidate trends (Appendix B) and 47 candidate events (Appendix C) through a silent voting process. The lists were later pared down to a manageable size, with a list of the ten most significant trends (Table 1), and a list of the ten events which were most likely to occur and/or would have the greatest impact on the trends (Table 3).

²¹. Command College Independent Study Project (Class Notebook), July 19, 1994: p5.

Nominal Group Design Flow Chart

Illustration 2



TREND RESULTS

Trend Identification

Through the expertise and assistance of the selected panel members, a comprehensive list of trends and events were selected through the use of a Nominal Group Technique (NGT). Prior to the panel's input, a discussion ensued to ensure each listed trend was framed within the context of it being a "*a series of events by which change is measured over time.*" After the preliminary rounds of trend development, the group voted utilizing a silent voting technique to select and prioritize the top ten trends for further discussion. The trends were:

- T1 REGIONALIZATION OF THE PROPERTY FUNCTION** - The willingness of city police departments to share resources with other local municipalities, creating a multi-jurisdictional function. Examples of REGIONALIZATION may currently be seen in crime labs, aerial support units, canine programs, gangs details and jails.
- T2 IMPACT OF TOXIC EVIDENCE IN PROPERTY ROOMS (STORAGE/SECURITY)** - The mandates of regulatory agencies to safeguard employees from health risks due to exposure to toxic material, such as hallucinogenic drugs, hazmat samples, etc.
- T3 VOLUME OF SEIZED PROPERTY** - The actual quantity of property seized by number and/or volume, dictating minimum storage space requirements for the storage of property and evidence.
- T4 PROPERTY AND EVIDENCE DISPOSAL COSTS** - The economic impact of space, fees, permits, etc., for storage, disposal, return and sale of property and evidence.
- T5 LEVEL OF INTERNAL THEFTS FROM EVIDENCE VAULT** - The number of unauthorized intrusions into secure property storage locations which compromise criminal cases, embarrass the department or involve criminal activity, such as theft.
- T6 CRIMINAL APPEAL PROCESS (TIME)** - The average length of time until a criminal conviction is final and evidence need no longer be maintained, as affected by the number of lawsuits and appeals permitted.
- T7 LEVEL OF LAW ENFORCEMENT FUNDING** - The amount of economic support to municipal police agencies from local, state and federal sources.
- T8 CALIFORNIA CRIME RATE** - The level of reported Part I crimes in the state, which correlates to the amount of evidence collected.
- T9 LEVEL OF PRIVATIZATION OF PROPERTY AND EVIDENCE ROOMS** - The number of police property functions that will be performed by outside vendors on contract.

T10 LEVEL OF COMPUTER DIGITAL TECHNOLOGY UTILIZATION - The willingness of police management to utilize the latest technological advance in the management of property and evidence.

Trend Forecasting

A ratio scale was used by each panelist of the NGT to forecast the direction and rate of each trend. A value of 100% was assigned to the level of the trend "today." - (1993). Estimates were then made for what the level of the trend was five years ago, relative to the 1993 value. The same method was used to forecast the level of the trend at a point five years in the future (1998), and at a point ten years away (2003). Numerical values assigned to each of the forecasts using the 100% level of 1993 as a baseline. The forecasts, then, represent the median estimate of the level of change from the past to the present, and the change expected by two points in the future. Results of the panel's efforts are shown in Table 1.

Charts 2.01 - 2.10 in the Trend Charts graphically represent the low interpretation section that are representative of the low, median, and high scores for each trend.

TREND EVALUATION

Table 1

Trend Statement		Level of The Trend ** (Today =100)			
		1988	1993	1998	2003
T1	Regionalization Of The Property Function	95%	100%	110%	130%
T2	Impact of Toxic Evidence (Storage/Security)	80%	100%	120%	150%
T3	Volume of Seized Property	90%	100%	110%	110%
T4	Property and Evidence Disposal Costs	90%	100%	110%	110%
T5	Level of Internal Thefts From Evidence Vaults	80%	100%	125%	150%
T6	Criminal Appeal Process (Time)	100%	100%	100%	90%
T7	Level Of Law Enforcement Funding	110%	100%	105%	120%
T8	California Crime Rate	90%	100%	110%	125%
T9	Level Of Privatization For Property and Evidence Rooms	90%	100%	110%	120%
T10	Level Of Computer Technology	80%	100%	130%	170%

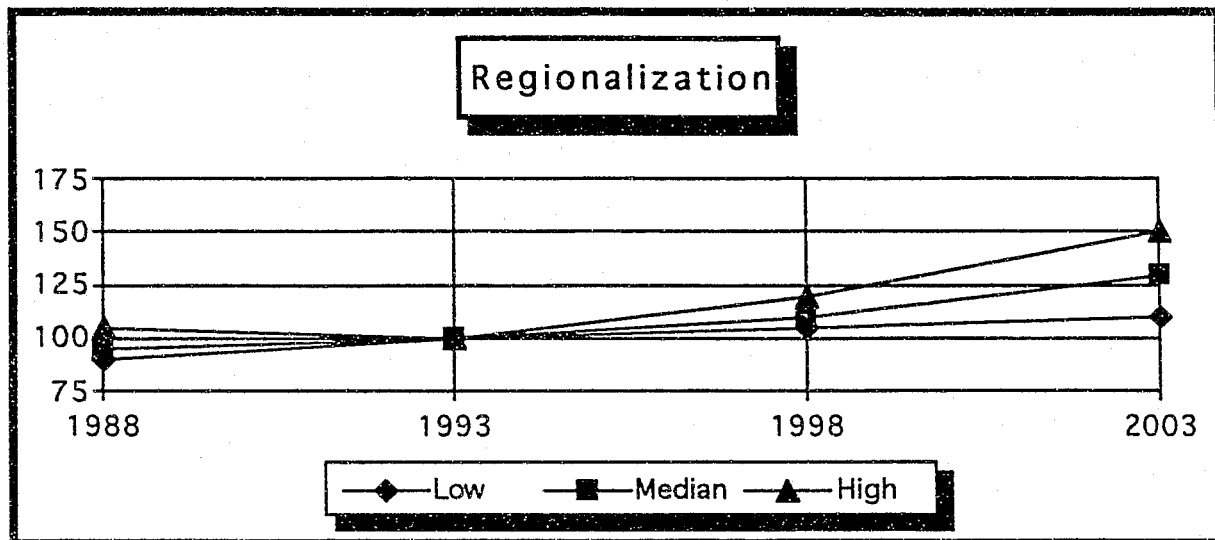
Appendix G provides complete NGT data collected related to Table 1

N = 11

TREND CHARTS

Trend One - Regionalization Of The Property Function

Chart 2.01



<i>Year</i>	<i>1988</i>	<i>1993</i>	<i>1998</i>	<i>2003</i>
Low	90	100	105	110
Median	95	100	110	130
High	105	100	120	150

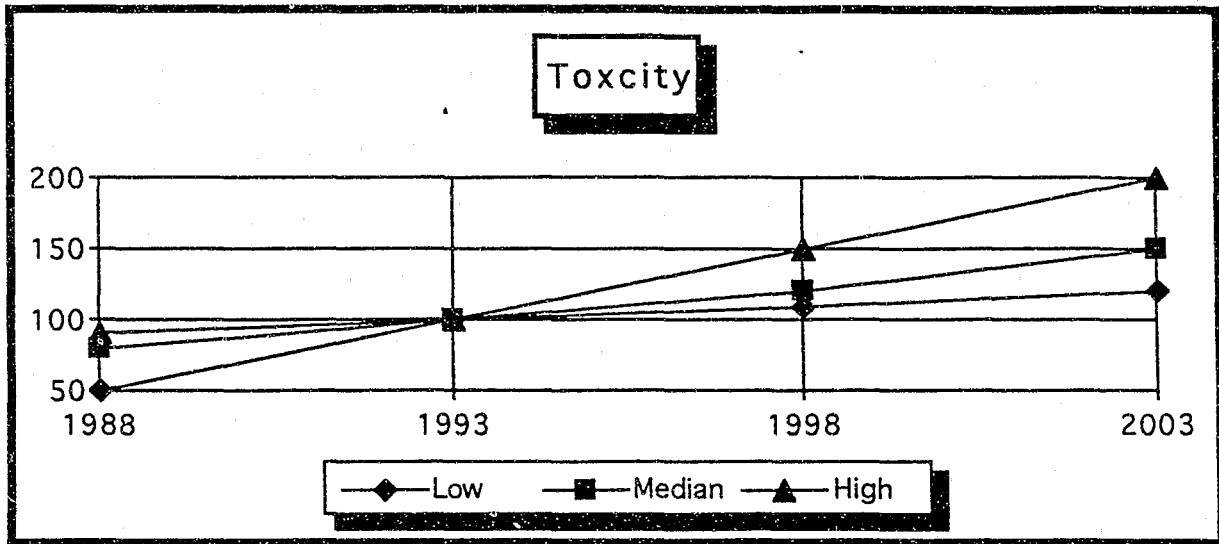
Trend One -

The forecast is that Regionalization will increase by 10% in the next five years and by 30% by the year 2003. The panel felt that local government revenues are shrinking in most communities, and that state and local governments will have to contract out specific ancillary functions in order to reduce budgetary costs.

The panel showed moderate concern over transportation costs, security, and the likelihood that the "chain of evidence" would be continuously challenged in court if custody of property and evidence was maintained by a private entity at satellite locations. TOXICITY

Trend Two - Impact of Toxic Evidence In Property Rooms (Storage)

Chart 2.02



Year	1988	1993	1998	2003
Low	50	100	110	120
Median	80	100	120	150
High	90	100	150	200

Trend Two -

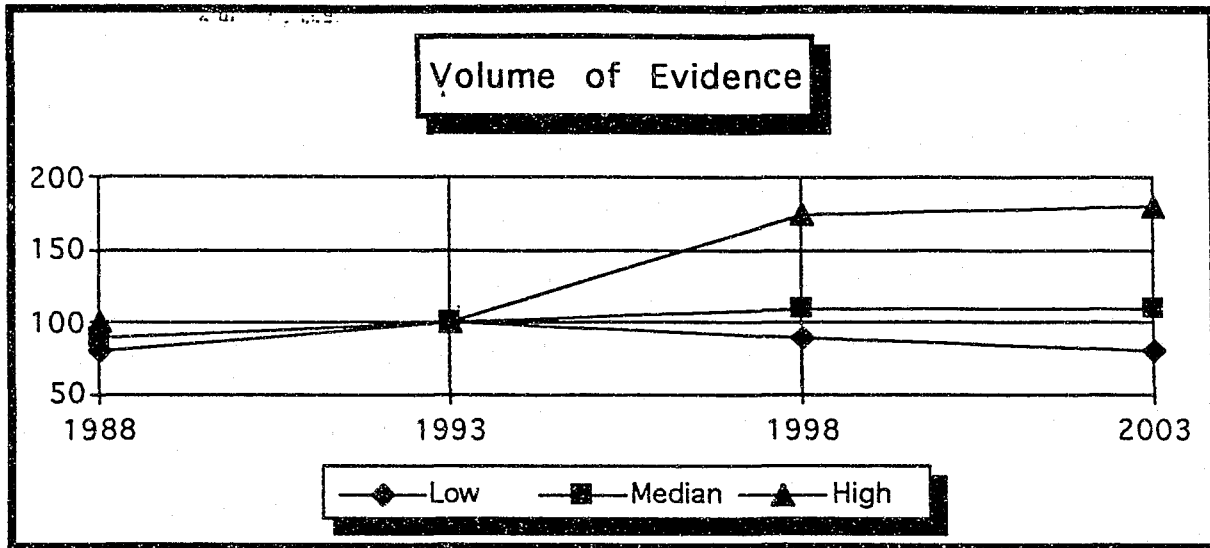
The forecast shows great concern for the issues as indicated by the 50% increase from the median vote and 100% on the high end. It was suggested by the panel that continued environmental mandates associated with hazardous and toxic materials will provide many challenges to property rooms of the future. Since 1991, law enforcement officials throughout the state of have been encumbered with controls set by the Department of Toxic Substance Control (CalEPA) that disallowed the unregulated destruction of all drugs and narcotics²² CalEPA had adopted emergency regulations that required law enforcement officials to handle narcotics as hazardous waste, which banned the established procedures for destruction of drugs and narcotics. Even though the regulations have recently been modified to give narcotics a designation of "conditionally controlled substances," which modifies the earlier regulations and allows destruction, the panel felt the impact of this type of legislation will again create problems for law enforcement in the future.²³

²² Title 22, Code of Regulations, Sections 66261.2 and 66261.4).

²³ Barclays California Code of Regulations, Register 93, No 42, October 15, 1993

Trend Three - Volume Of Seized Property

Chart 2.03



<i>Year</i>	<i>1988</i>	<i>1993</i>	<i>1998</i>	<i>2003</i>
Low	80	100	90	80
Median	90	100	110	110
High	110	100	175	180

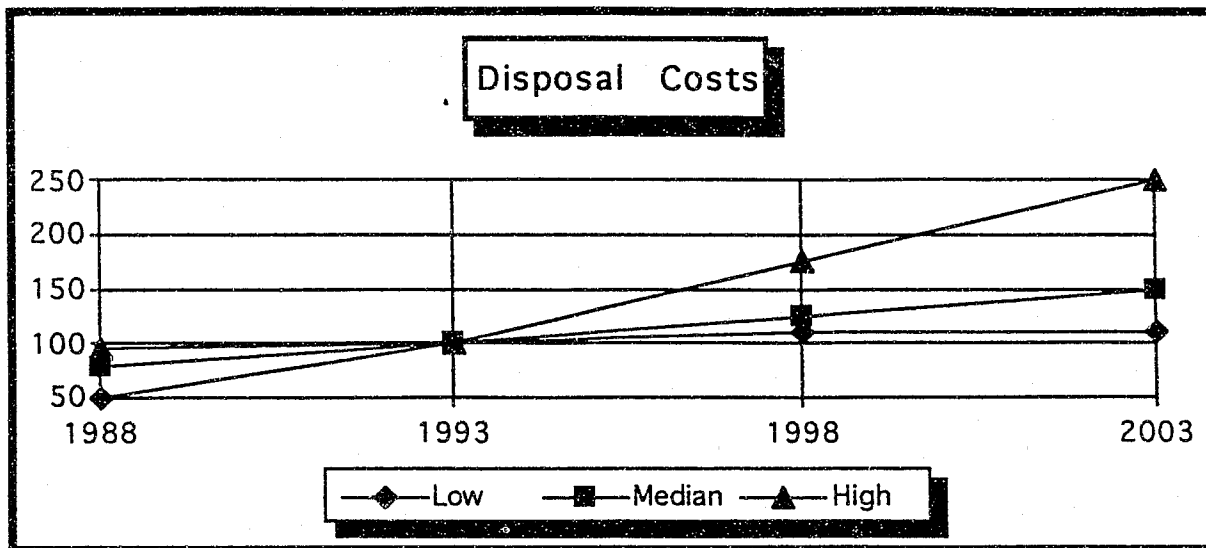
Trend Three -

The panel view of this issue was quite diverse, as represented by the above trend chart. The median forecast indicates that evidence volume will increase by approximately 10% in the next five years and then will remain constant until 2003. The panel members that projected 175% after five years and 180% after 10 years implied that property would continue to remain a low priority within the judicial system and inventories would continue to rise in parallel with crime and police calls for service.

Historical crime trends throughout California would indicate that the increases might be substantially higher than the median score when comparing with the California Crime Index which has shown a 24% between 1982 to 1981.

Trend Four - Property and Evidence Disposal Costs

Chart 2.04



<i>Year</i>	<i>1988</i>	<i>1993</i>	<i>1998</i>	<i>2003</i>
Low	50	100	110	110
Median	80	100	125	150
High	95	100	175	250

Trend Four -

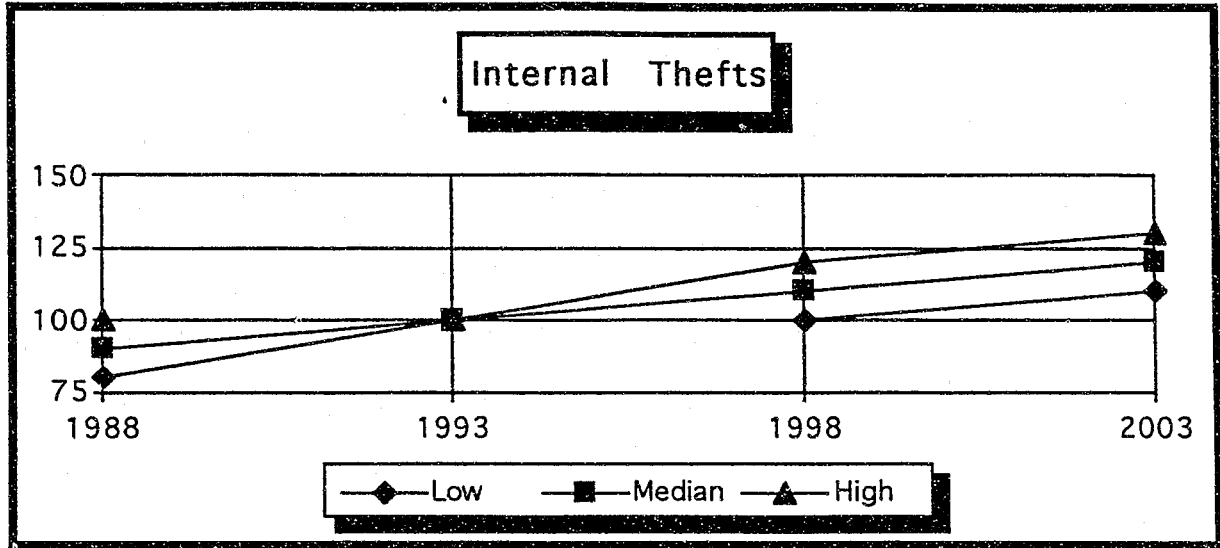
Again the panel directed its attention to state and federal mandates related to the environment as they impact the cost of disposing of any hazardous material, including drugs and narcotics. Disposal costs were projects as high as 150% of today's rate, and a median range of 50%. Not only was there concern with the cost of handling hazardous materials including narcotics, paints, blood samples, urine specimens, and bio-hazardous materials, but also with the cost of storing valueless evidence for years.

As evidenced by a recent DEA publication, the seizure of clandestine laboratories nationwide has increased five fold, from 184 labs in 1981, to 1000 in 1989.²⁴ This clearly points out how increased crime and environmental statutes have significantly escalated the cost of seizing, storing and disposing of contraband.

²⁴. Guidelines for the Cleanup of Clandestine Drug Laboratories, March 1990: p1.

Trend Five - Level Of Internal Thefts From Evidence Vaults

Chart 2.05



<i>Year</i>	<i>1988</i>	<i>1993</i>	<i>1998</i>	<i>2003</i>
Low	80	100	100	110
Median	90	100	110	120
High	100	100	120	130

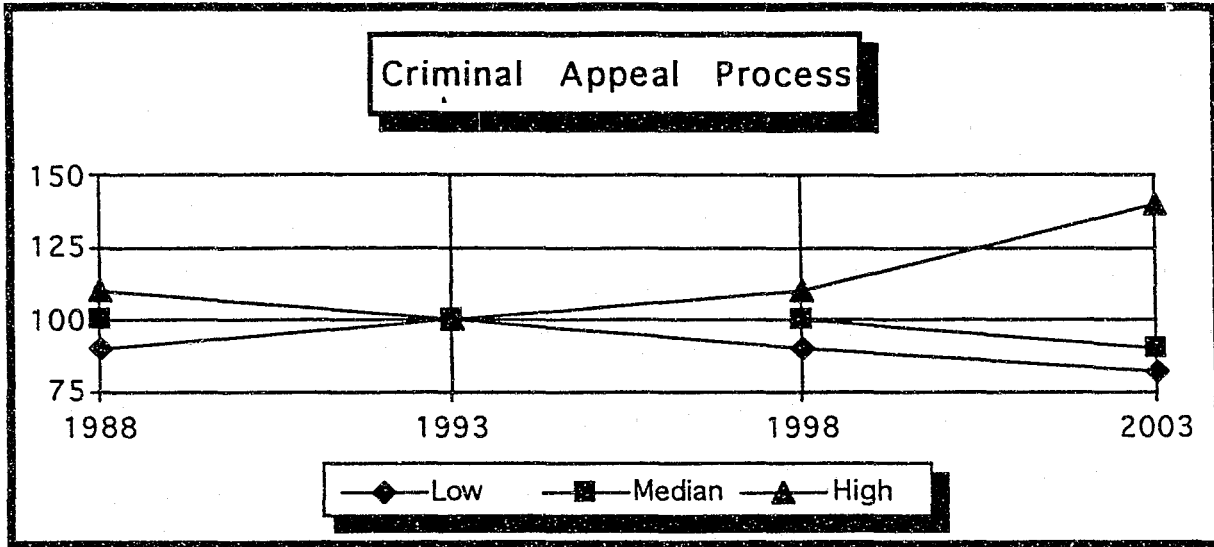
Trend Five -

This was one trend that the entire group agreed upon which is a sad commentary for law enforcement. There was a minimal spread between the high (30 percent), median (20 percent), and the low (10 percent) estimates of the increase in this trend over the next 10 years. The panel agreed that the property function is susceptible to thefts, both internally and externally.

The members also indicated a need for additional funding for security, and a necessity for management to assign those employees with the highest integrity and moral character in the property function.

Trend Six - Criminal Appeal Process (Time)

Chart 2.06



<i>Year</i>	<i>1988</i>	<i>1993</i>	<i>1998</i>	<i>2003</i>
Low	90	100	90	82
Median	100	100	100	90
High	110	100	110	140

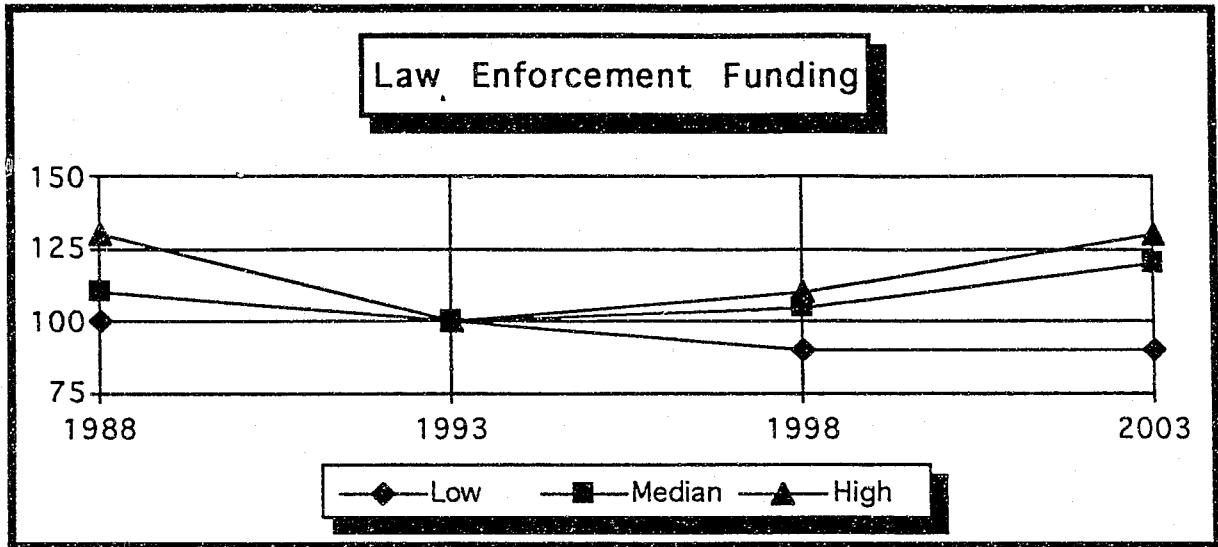
Trend Six -

The panel indicated that the criminal appeal process will more than likely continue to slow the property disposition process down at about the current rate over the next ten years. The group's median reading was 90%, with a high of 140%.

At the other end of the spectrum was the belief that legislation or the Supreme Court would rule on the issue in the near future, which could increase the number of appeals one might file and the time would increase by 40%. The low side felt that the appeal time would decrease by 18% by the year 2003 which could reduce inventories by a measurable amount.

Trend Seven - Level Of Law Enforcement Funding

Chart 2.07



<i>Year</i>	<i>1988</i>	<i>1993</i>	<i>1998</i>	<i>2003</i>
Low	100	100	90	90
Median	110	100	105	120
High	130	100	110	130

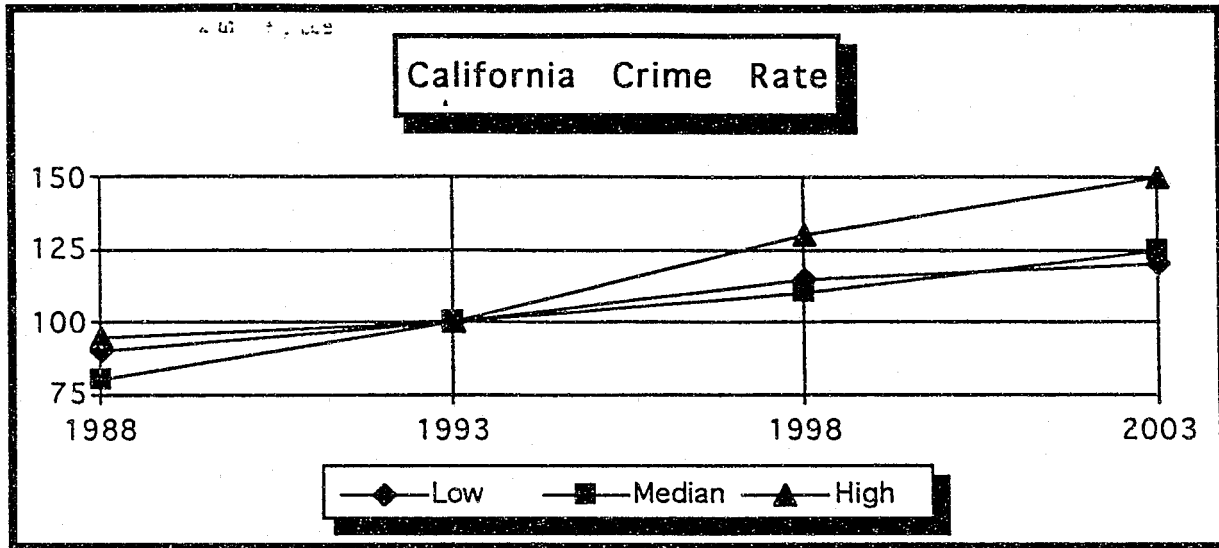
Trend Seven -

This trend appears to have the strongest consensus of all those reviewed. All panelists agreed that both state and local economic support will essentially remain static during the next 10 years, as compared to five years ago. The high estimate was 130%, while the median was 120%. The panel's perception (median) was that law enforcement funding had been reduced by 10% in the last five years, but in fact spending for law enforcement has increased 51% statewide from four billion dollars to almost six and a half billion since 1987.²⁵

²⁵ State of California - Crime and Delinquency 1992: p165

Trend Eight - California Crime Rate

Chart 2.08



<i>Year</i>	<i>1988</i>	<i>1993</i>	<i>1998</i>	<i>2003</i>
Low	80	100	115	120
Median	90	100	110	125
High	95	100	130	150

Trend Eight -

The incidents of crime in California was another trend that the panel identified as having a significant impact on the property function. The panel's forecast projected crime would increase by 15 percent in five years and 20 percent in 10 years. The range of the forecasts is also significant, considering the lowest forecast still projected a 20 percent increase with ten years. This closely correlates to the California Crime Index showing a 24% increase²⁶ in crime since 1982 and 19.24% increase nationwide as reported by the FBI.²⁷ The mere change in crime trends, such as carjacking or domestic violence, can dramatically effect property rooms. In Los Angeles County alone, gang violence has risen by 122%, and

²⁶ Profile - California Criminal Justice - Supplement: p 5

²⁷ Crime in the United States 1992 Uniform Crime Report: p58.

gang homicides by 116%, both of which translate to additional long term stored evidence.²⁸ It is not unusual for homicide evidence to have a retention of 99 years.

Another example of how crime trends may affect evidence storage in the future occurred in 1986, when the reporting of domestic violence became mandatory throughout California. As a result of this change in the law, domestic violence crimes increased from 181,088 incidents in 1987 to 240,826 in 1992. This represented a 42% increase in reported domestic violence incidents in just six years. In 1992 alone ,175,353 of the year's incidents involved 240,826 weapons. At the present time there is no clearing house that tracks the amount of property and evidence that is collected annually by police agencies across the United States. However the following chart shows some of the increases in certain crime that generally have some type of physical evidence associated with the case:

Table 2 - Crime Statistics	1982	1991	Change
Los Angeles County Violent Crime	99,329	162,497	+64%
Los Angeles County Aggravated Assaults ²⁹	41,633	88,651	+113%
California Violent Crimes	201,433	330,916	+64%
California Aggravated Assaults ³⁰	94,138	188,993	+101%
United States Violent Crime	1,361,820	1,911,770	+40%
United States Aggravated Assaults ³¹	663,900	1,092,740	+65%
	1986	1990	Change
US. Forfeiture Funds Seized ³²	\$135,000,000	\$425,000,000	+314%
	1987	1991	Change
DEA Labs Seized	210 labs	549 labs	+161%
Coca Leaf World Production	291,100 tons	337,100 tons	+16%
Opium World Production	2,242 tons	3,429 tons	+53%
Marijuana World Production ³³	13693 Tons	23,650	+73%

²⁸ Los Angeles County Interagency Gang Task Force, May 1992 Appendix 4: p149

²⁹ Los Angeles County Interagency Gang Task Force, 1991: p5

³⁰ Profile - California Criminal Justice: p 5

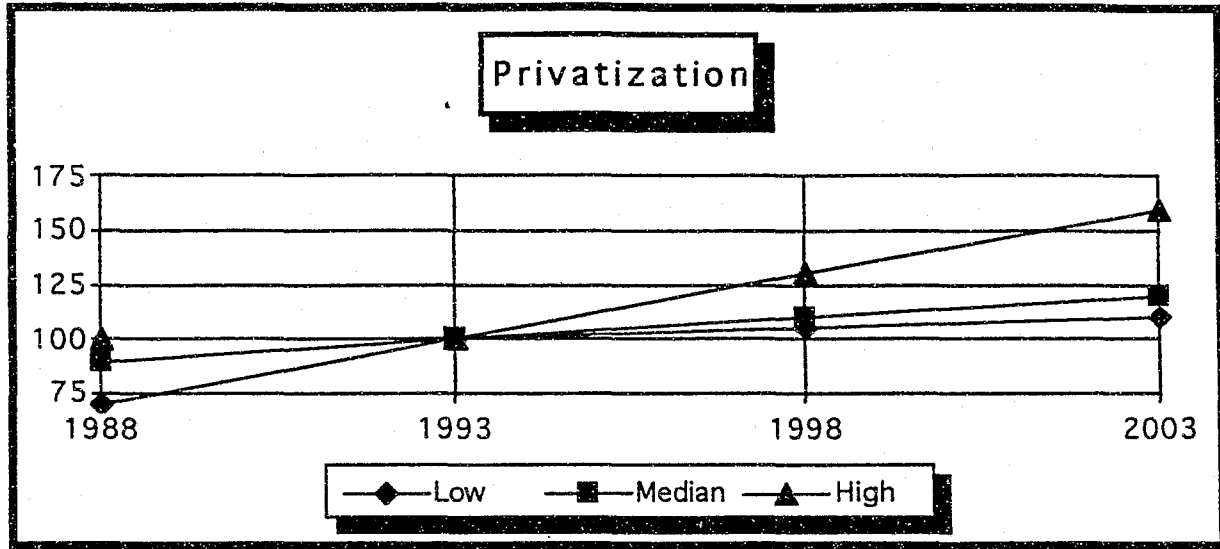
³¹ Crime in the United States

³² Drugs, Crime, and the Justice System: p157

³³ Ibid.: p36

Trend Nine - Level Of Privatization For Property and Evidence Rooms

Chart 2.09



<i>Year</i>	<i>1988</i>	<i>1993</i>	<i>1998</i>	<i>2003</i>
Low	70	100	105	110
Median	90	100	110	120
High	100	100	130	160

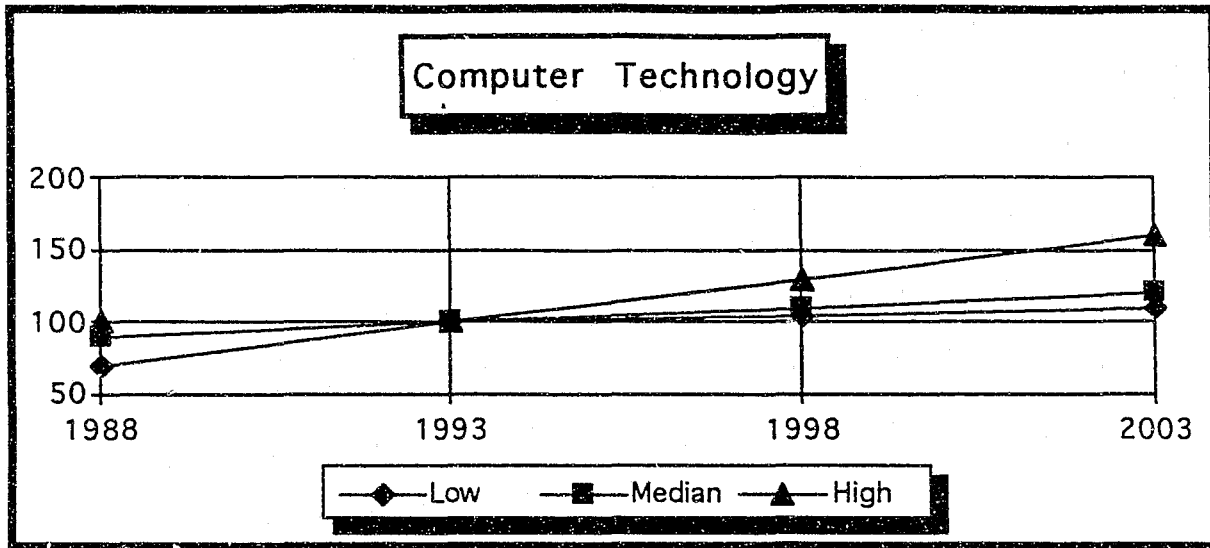
Trend Nine -

The median forecast for this trend is relatively slow (2 percent a year) compared to the high reading of 6 percent a year. It was believed by the group that the high reading reflected diversity in life experience and the background of the panel. The high readings came from individuals who were aware of several private auction / storage companies that are currently warehousing seized "asset forfeiture" vehicles for a fee.

However, there is much concern with a private contractor being brought into the chain of evidence, and with evidence being stored in a site not readily accessible to officers and detectives. It should be noted that a recent Command College paper "The Future of Privatizing Police Services in California Law Enforcement Agencies" discussed a myriad of services that might be contracted out in the future, however, none of the surveys within the project identified property and evidence as a law enforcement function that might would be a likely candidate for privatization.

Trend Ten - Level Of Computer Technology

Chart 2.10



<i>Year</i>	<i>1988</i>	<i>1993</i>	<i>1998</i>	<i>2003</i>
Low	50	100	110	150
Median	80	100	130	170
High	95	100	200	300

Trend Ten -

This topic drew a great deal of discussion about emerging technologies as demonstrated by the low of a 50 percent increase over 10 years, the median of a 70 percent increase, and the high topping at 300 percent of the current rate. This again was viewed differently by different panelists, due to diverse levels of education and computer knowledge, but all agreed that technology will change the way property is stored in the future.

However, the group believes that the only thing that will hold back the technology in the law enforcement arena for property management is management support and financial backing. The technology is presently available in the private sector and could easily be adopted for law enforcement.

EVENT RESULTS

Event Identification

A DISCRETE, ONE-TIME OCCURRENCE

Through the expertise and assistance of the selected panel members a comprehensive list of events were selected through the use of a Nominal Group Technique (NGT). A discussion ensued to ensure each listed event was framed within the context of it being a "discrete, one-time occurrence," which could be verified as having happened. After the preliminary rounds the group voted and prioritized the top ten events for further discussion. The events were:

- E1 HOLOGRAM INTRODUCED AS EVIDENCE AS BEST EVIDENCE IN LIEU OF ORIGINAL EVIDENCE** - holography would be utilized in-lieu of photographs or video. The perspective of this technology would allow the detective, judge or jury to examine a hologram of the collected evidence in the courtroom, and the original evidence could be disposed of from storage early in the investigation once a hologram was made for court purposes. This could easily reduce the necessary size of property rooms in the future.
- E2 FIRST COUNTY WIDE PROPERTY ROOM OPENED FOR MUNICIPAL POLICE DEPARTMENTS** - county sheriffs open satellite warehouses for storing, cataloguing, and maintaining property and evidence. This project could easily eliminate the need for thousands of square feet of space from local police facilities that could better be used for other law enforcement responsibilities.
- E3 MARIJUANA AND HEROIN LEGALIZED** - after years of debate and reduced budgets, the decision is made to legalize certain drugs and narcotics. Whether completely legalized, or whether an attempt is made to regulate them through civil law or tariff , removing the criminal element of narcotics usage would tremendously reduce the need for law enforcement evidence storage.
- E4 FIRST FULLY AUTOMATED PROPERTY/EVIDENCE STORAGE ROOM AVAILABLE TO MUNICIPAL LAW ENFORCEMENT AGENCIES** - robotics are developed to package, transport and store property and evidence in warehouses similar to those in the grocery industry where robots do all the work.
- E5 SUBSTANCE ANALYSIS COMPUTER DEVELOPED FOR PROPERTY ROOMS** - computer technology would be able to analyze any substance collected, provide the necessary documentation and eliminate the need for the evidence to be transported to the county crime lab or Department of Justice lab.
- E6 EVIDENCE RETENTION WAIVER ACCEPTED BY COURT** - few statutes govern how long evidence is stored. An Evidence Retention Waiver would allow the prosecution and defense to stipulate to the collected evidence. The waiver would allow immediate destruction or disposal of the collected property and evidence, thus reducing storage facilities

- E7 FIRST PRIVATE CONTRACT PROPERTY ROOM** - a private vendor contracts to a local police department to provide the first off-site property room completely operated by non-police personnel.
- E8 ALL POLICE PERSONNEL CARRY PERSONAL RECORDERS** - law enacted that requires all uniformed officer while on patrol have both audio and video recorders (in vehicle) to monitor both officers and citizens conduct. Storage of the tapes would require tremendous storage space and documentation.
- E9 DISASTER DESTROYS ALL EVIDENCE IN PROPERTY ROOM IN MEDIUM SIZED POLICE AGENCY** - major fire destroys property room, causing the loss of all pending court evidence.
- E10 PHOTO EVIDENCE REJECTED BY COURTS DUE TO SUSCEPTIBILITY TO TAMPERING** - new technology allows any photo or video to be digitally altered so that the alteration was undetectable, resulting in the inadmissibility of photographic evidence. This would decrease the amount of stored photos obviously, but may greatly increase the actual amount of physical evidence necessary to be stored.

Event Forecasting

The event forecasting was similar to that used for trend forecasts. The panel was asked to forecast the probability of the ten chosen events occurring within the next 10 years, and to express that probability in a percentage range from zero to one hundred. A 50% probability was defined as equally likely to occur or not occur, just as a coin toss is equally likely to land on either side. The panel also was asked to estimate the number of years until the probability of occurrence exceeds zero, if in fact it is considered impossible (0% probability) to happen now.

Furthermore, the panel was instructed to forecast the impact, on a zero to ten scale, of the event on the critical central issue if the event were actually to happen. A subsequent oral re-vote resulted in a further refinement of the individual forecasts.

High, median, and low forecasts are displayed in the Event Interpretation (Table 3) for further analysis.

EVENT EVALUATION

TABLE - 3

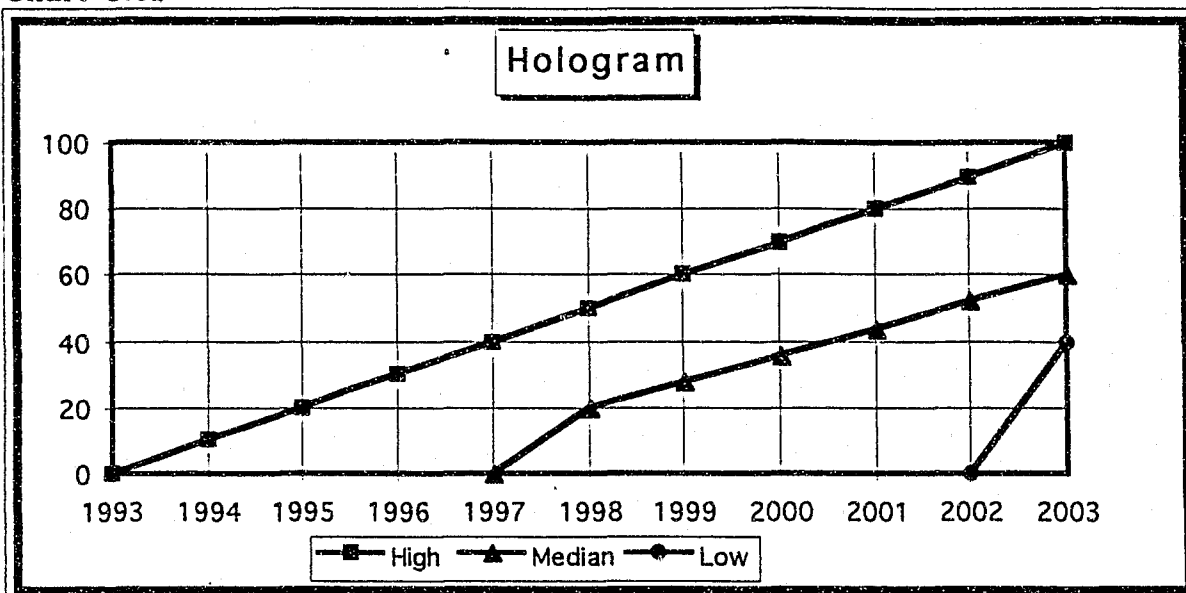
Event Statement		Impact on The Issues If The Event Occurred				
		Years Until Probability First Exceeds 0	1993 (0-100%)	2003 (0-100%)	*Positive (0-10) scale	*Negative (0-10) scale
E1	Hologram Introduced As Evidence As Best Evidence	4	20%	60%	8	1
E2	First County Wide Property Room Opened	2	25%	50%	3	6
E3	Marijuana and Heroin Legalized	9	0%	5%	8	10
E4	First Full Automated Property / Evidence Storage Room	3	30%	60%	10	2
E5	Substance Analysis Computer Developed	4	50%	75%	8	2
E6	Evidence Retention Waiver Accepted By Court	2.5	30%	60%	10	1
E7	First Private Contract Property Room	4	25%	70%	5	8
E8	All Police Personal Carry Personal Recorders	1	40%	80%	8	5
E9	Disaster Destroys All Evidence In Property Room	0	20%	20%	0	10
E10	Photo Evidence Rejected By Court Due To Susceptibility Of Tampering	1	25%	50%	0	8

Appendix H provides complete data collected at the NGT related to Table 3

N=11

EVENT CHARTS

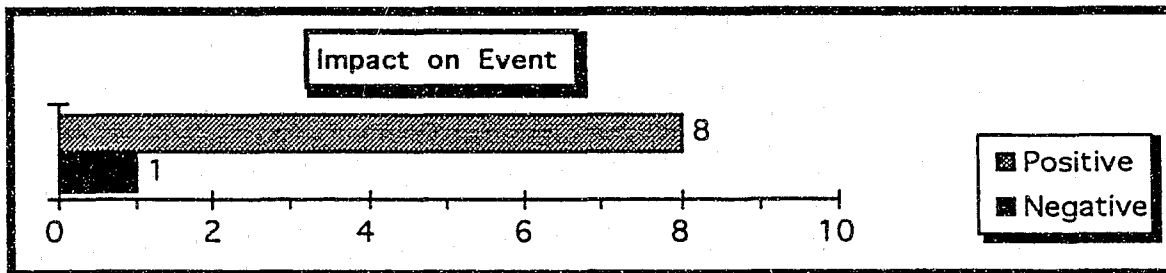
**Event One - Hologram Introduced As Evidence As Best Evidence
Chart 3.01**



	<u>1st. Exceeds 0</u>	<u>5 Years</u>	<u>10 Years</u>
<i>Low</i>	0	0	40
<i>Median</i>	4	20	60
<i>High</i>	0	50	100

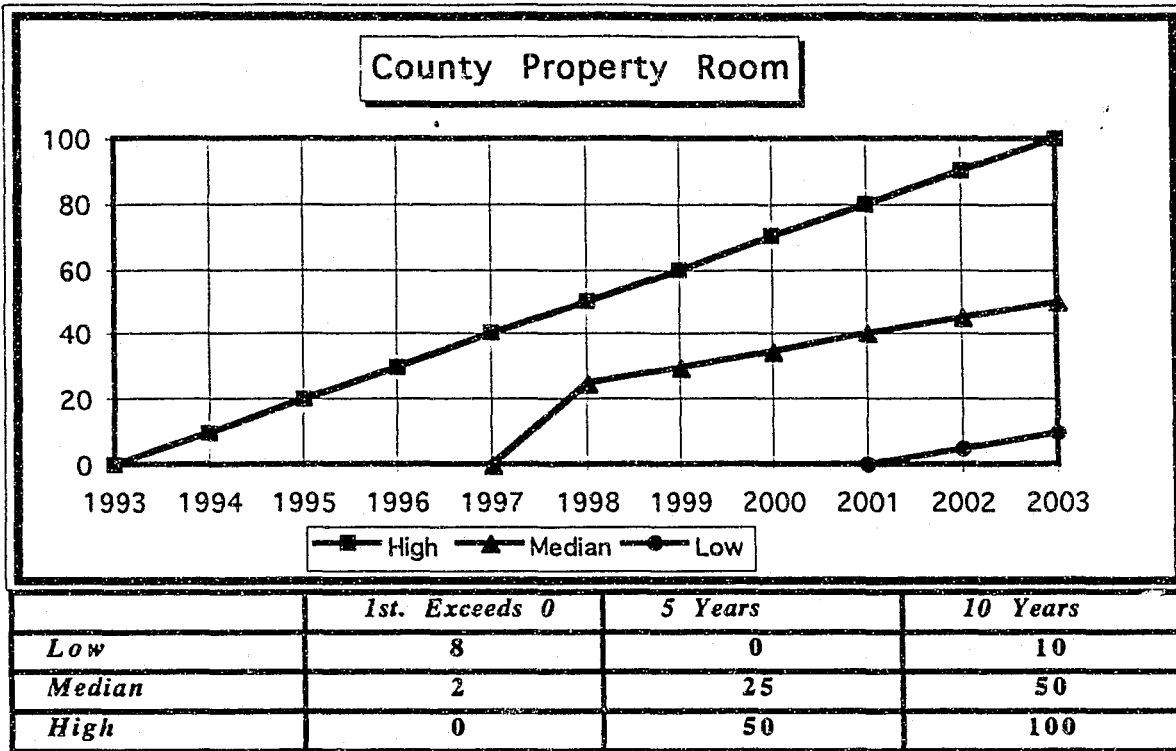
Event One --

The median forecast was that at least four years from any probability of a holograph being introduced. They believed that the probability tripled between 1998 and the year 2003, from 20% to 60%. The lowest forecast was 20% probability by the year 2003, while the high range projected that a holograph being introduced had a 100% probability.



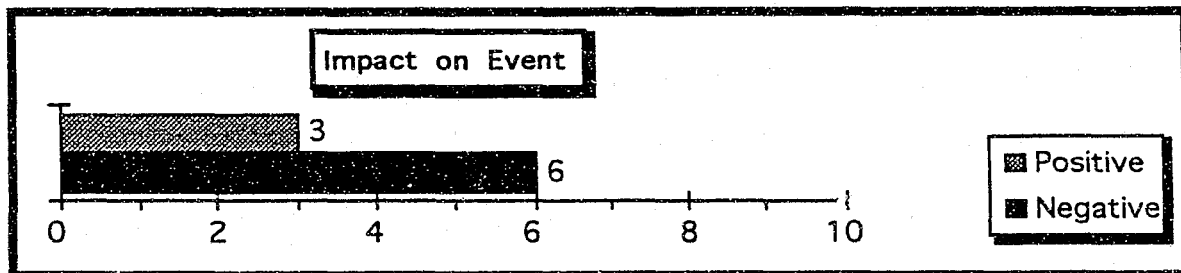
The panel overwhelmingly agreed that the holograph technology would have a very high positive impact (8) on the storage of property and evidence, with minimal negative impact (1). Storing admissible holographs could allow the actual evidence in many cases to be destroyed immediately.

Event Two - First County Wide Property Room Opened For Police Departments
Chart 3.02



Event Two -

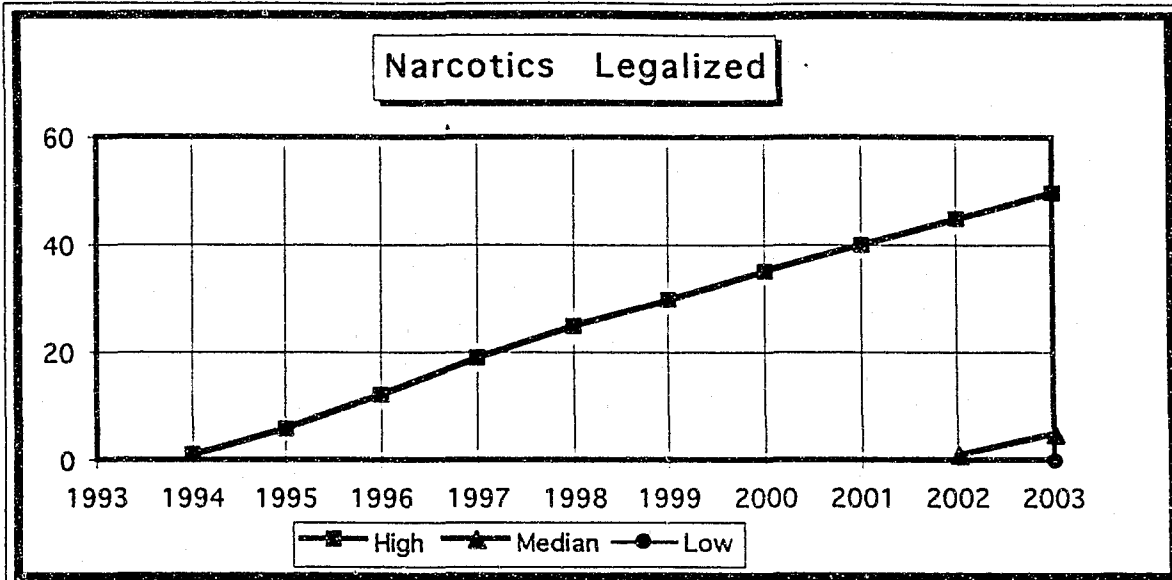
The panel median believed that law enforcement was only two years away from the possibility of a County System occurring. In five years from now, the median found a 25% probability and in ten years a 50% probability that the event would occur. The panel's low forecast indicated it felt the possibility of a county property room would never occur, while the high forecast gave a 100% probability by the year 2003.



Event Two carried a positive 3 impact on the issue, while the negative carried a 6. Would create delays for court, less control for local agencies.

Event Three - Marijuana and Heroin Legalized

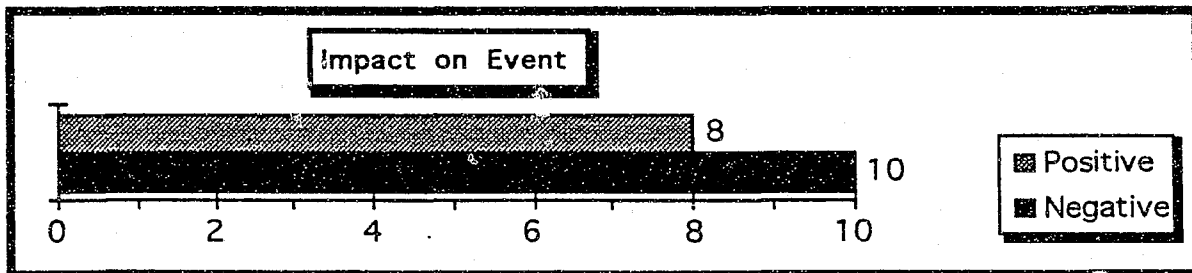
Chart 3.03



	<i>1 St. Exceeds 0</i>	<i>5 Years</i>	<i>10 Years</i>
<i>Low</i>	10	0	0
<i>Median</i>	9	0	5
<i>High</i>	1	25	50

Event Three -

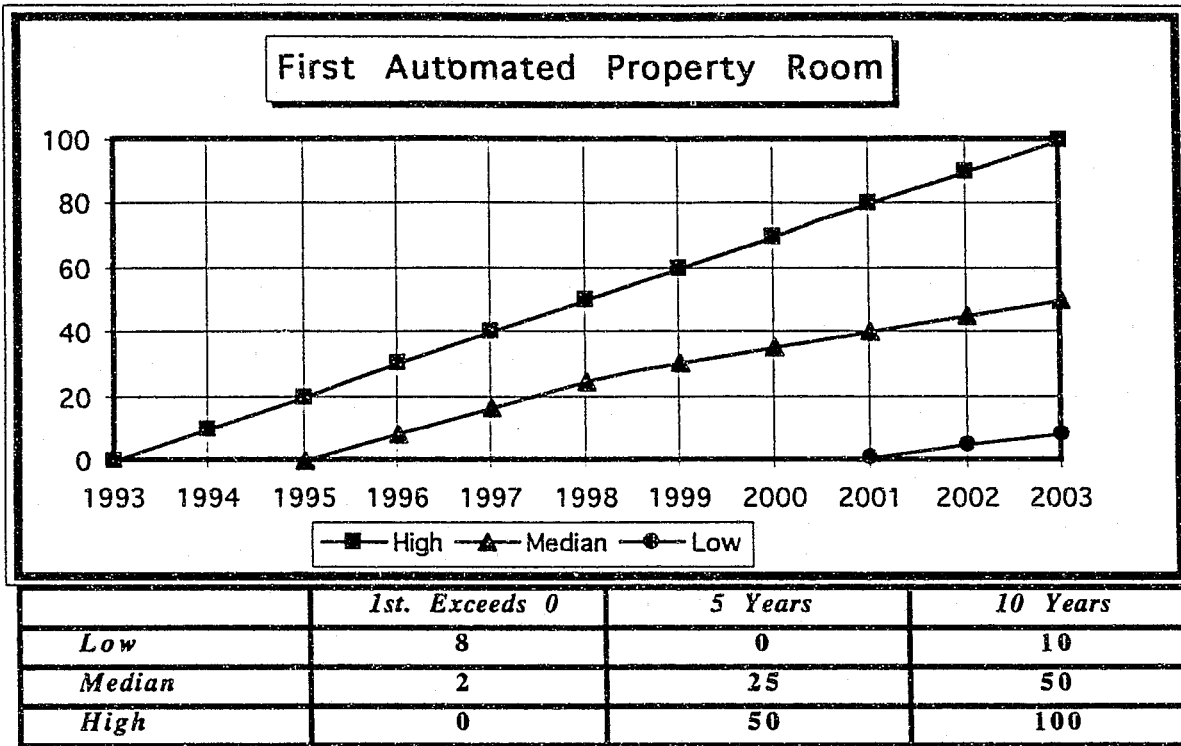
The panel median believed that the probability of narcotics being legalized was only 5% in ten years, and that the first time the possibility exceeds a zero level was in nine years. The low forecast indicated the event would never occur, while the high forecast indicated a 50% probability in ten years.



The panel suggested that the positive impact (10) would have a significant impact on the amount of stored narcotics, while the negative impact (8) would be derived from a number of negative social implications. Would reduce theft entirely, along with storage needs. Increased societal problems including increase health costs.

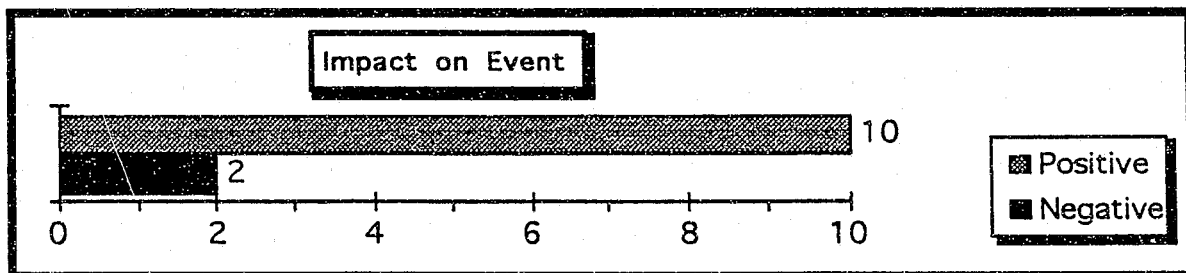
Event Four - First Full Automated Property / Evidence Storage Room Available to Municipal Law Enforcement Agencies

Chart 3.04



Event Four -

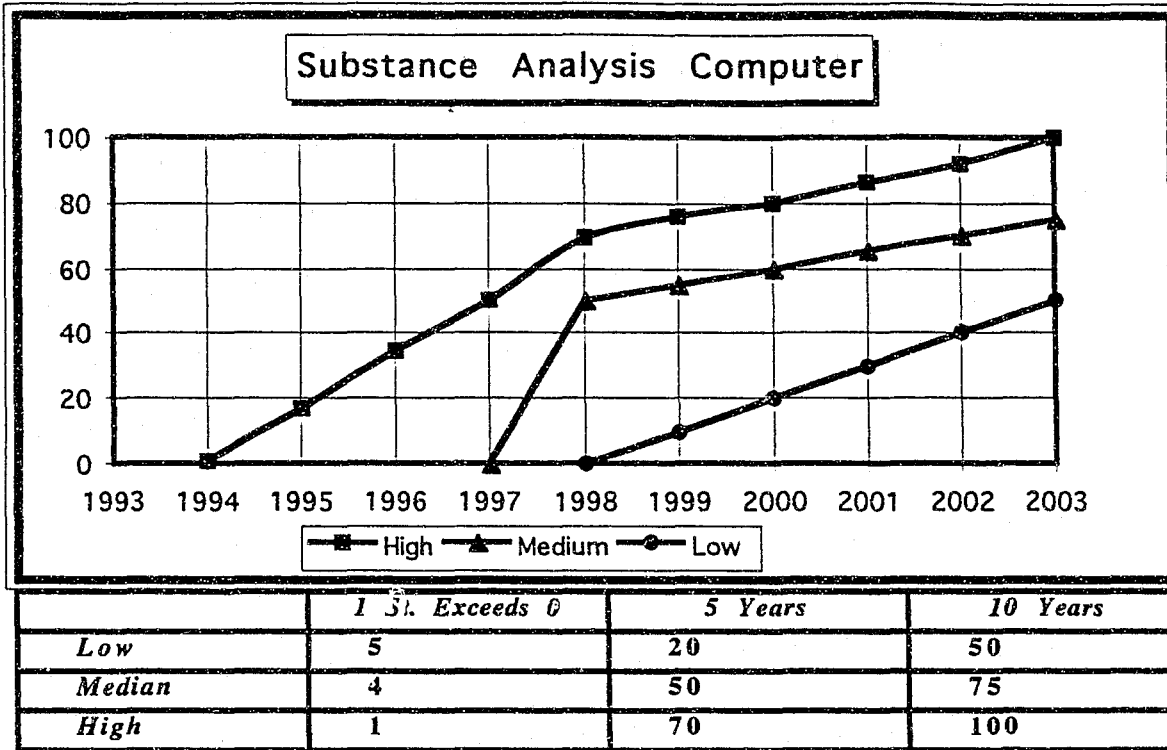
The median score indicated that there was better than a 60% chance in the event occurring within ten years, while the high side scored this event at a high of 90%. One member suggested that the event would never occur.



The positive impact of this event had a high of 10, comparing the property room of the future with mail order catalogue services in today's retail sector. The negative impact had a reading of 2. Reduced labor cost, more efficient operation. Greater accountability, improved inventories and audits.

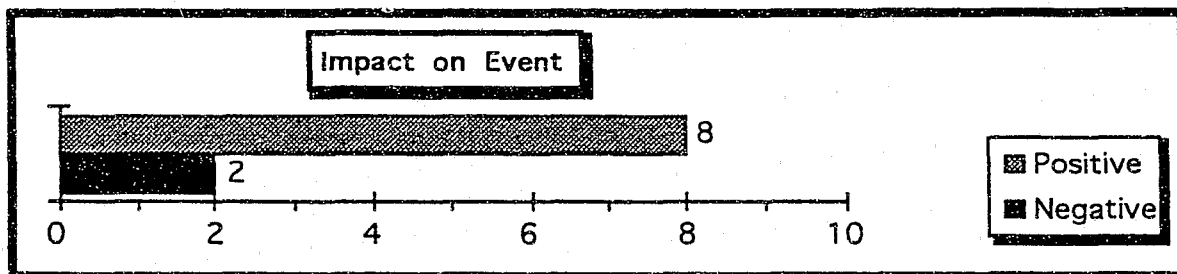
Event Five Substance Analysis Computer Developed for Property Rooms

Chart 3.05



Event Five -

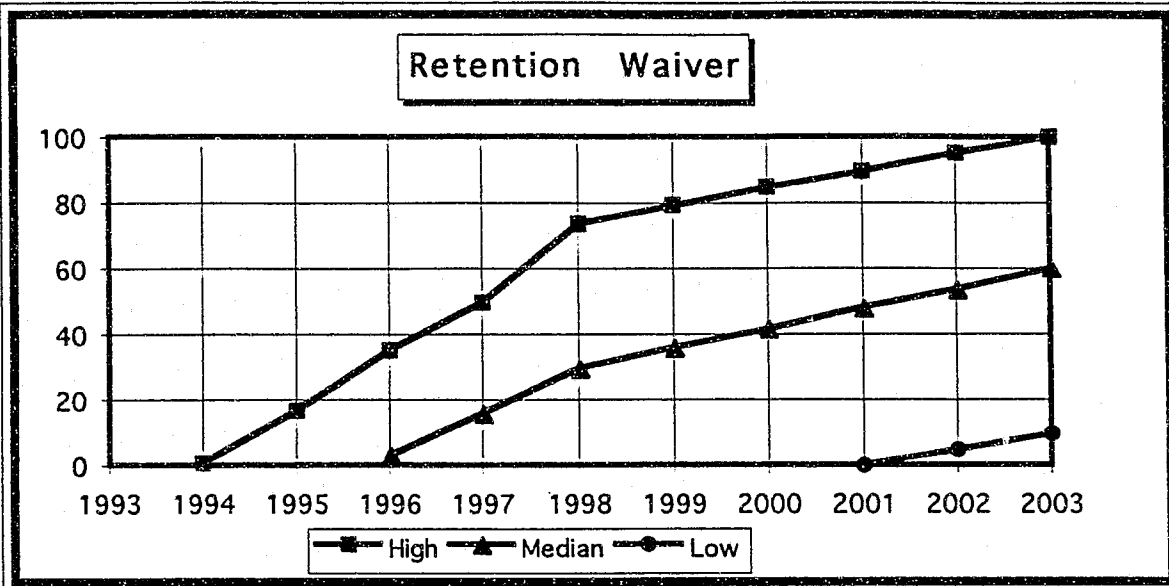
The panel median forecast was that law enforcement was at least four years from the possibility of this event occurring. The panel believed that in five years there will be a 50% chance of the occurrence, and in ten years the probability rose to 75%. The high forecast was 80% probability in five years, and 100% in 10 years, while the low forecast ranged between 10% and 50%.



The event carried a high positive impact of 8, with a low negative impact of 2. Reduction in crime lab staffs. Immediate results for court filings.

Event Six - Evidence Retention Waiver Accepted By Court

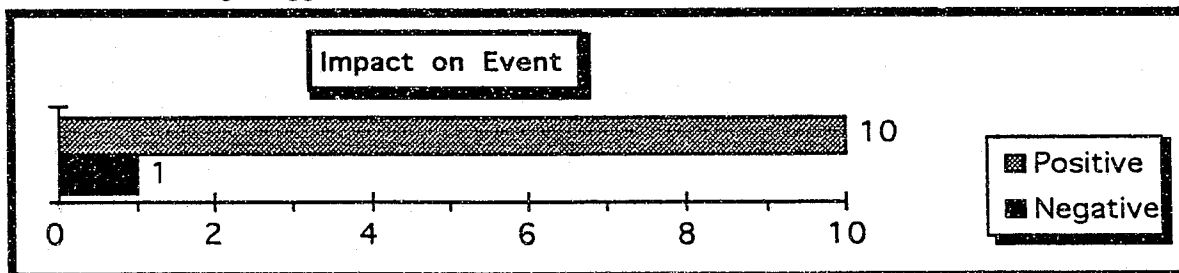
Chart 3.06



	<i>1 St. Exceeds 0</i>	<i>5 Years</i>	<i>10 Years</i>
<i>Low</i>	8	0	10
<i>Median</i>	3	30	60
<i>High</i>	1	75	100

Event Six -

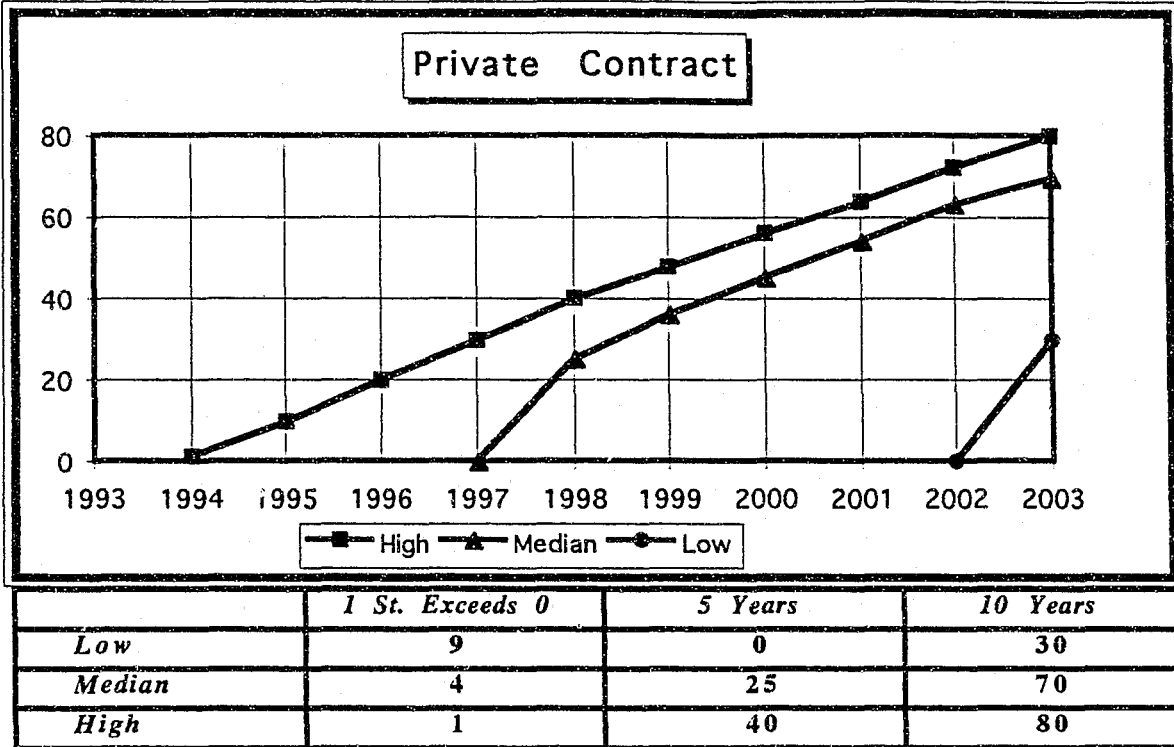
The panel median forecast was a 30% probability in five years, rising to 60% in ten years. The high range indicated that there was a 100% probability of the event occurring, while the low range suggest the waiver would never occur.



The analysis of an evidence retention waiver being accepted showed a positive impact of 10 and a negative impact of 1. Long term storage of property / evidence could be waived a preliminary hearing and immediately released to owner or destroyed.

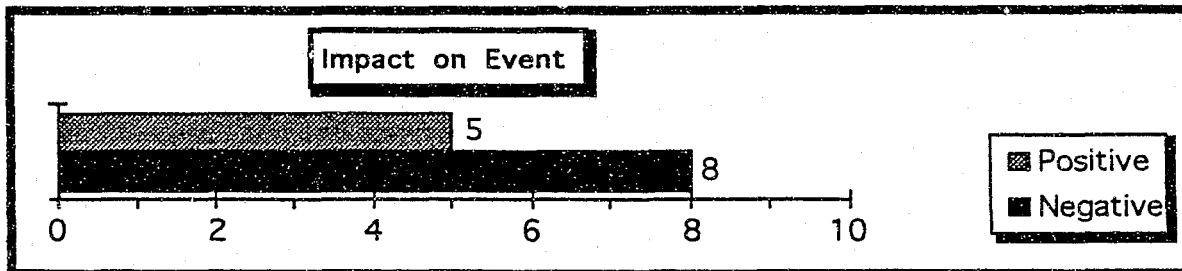
Event Seven - First Private Contract Property Room

Chart 3.07



Event Seven -

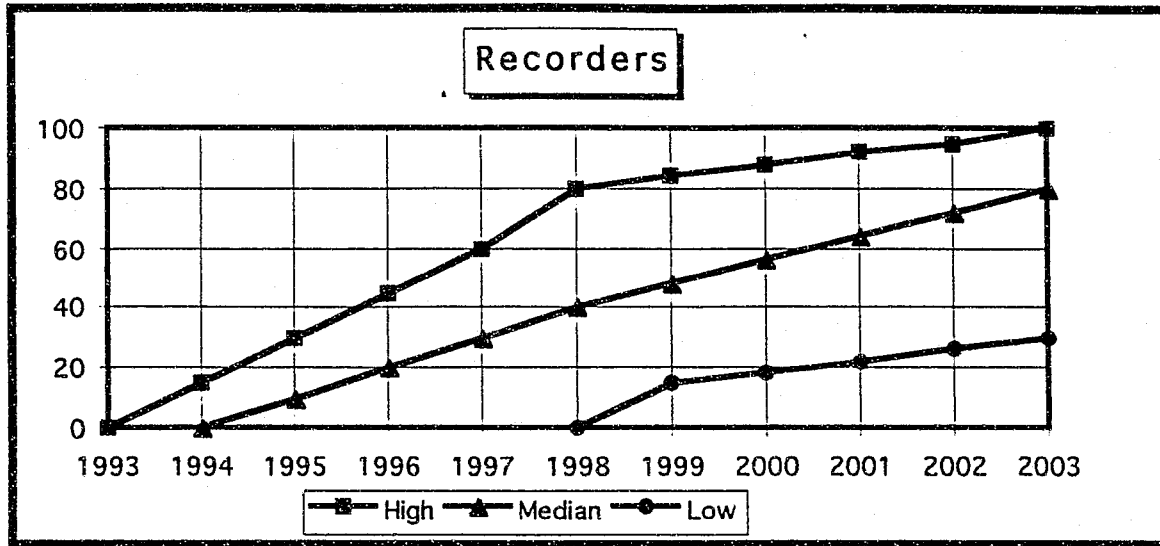
The panel median believed this event would first become possible in four years, and that the probability would rise to 25% in five years, and 70% in ten years. The high forecast felt that the event had a 100% probability within ten years, while the low forecast only gave the event a 10% chance of success.



The panel indicated that the negative impact (8) was significantly stronger than that the positive impact (5) would be. Reduction in facility size, reduction in staff. Loss on control, inconvenient for victim, detectives, and courts.

Event Eight - All Police Personnel Carry Personal Recorders

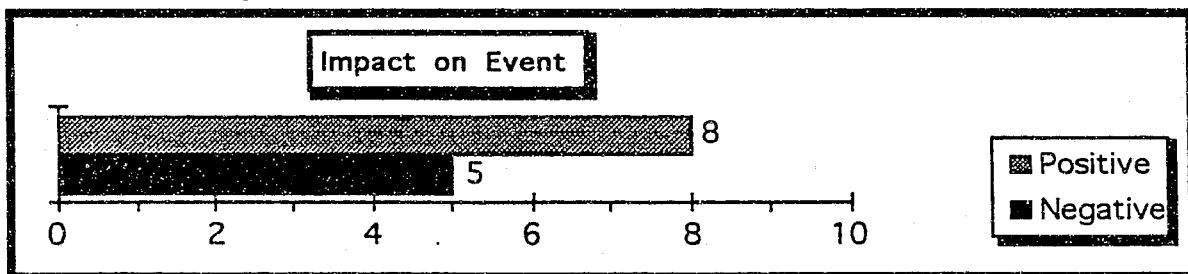
Chart 3.08



	<i>1 St. Exceeds 0</i>	<i>5 Years</i>	<i>10 Years</i>
<i>Low</i>	5	15	30
<i>Median</i>	1	40	80
<i>High</i>	0	80	100

Event Eight -

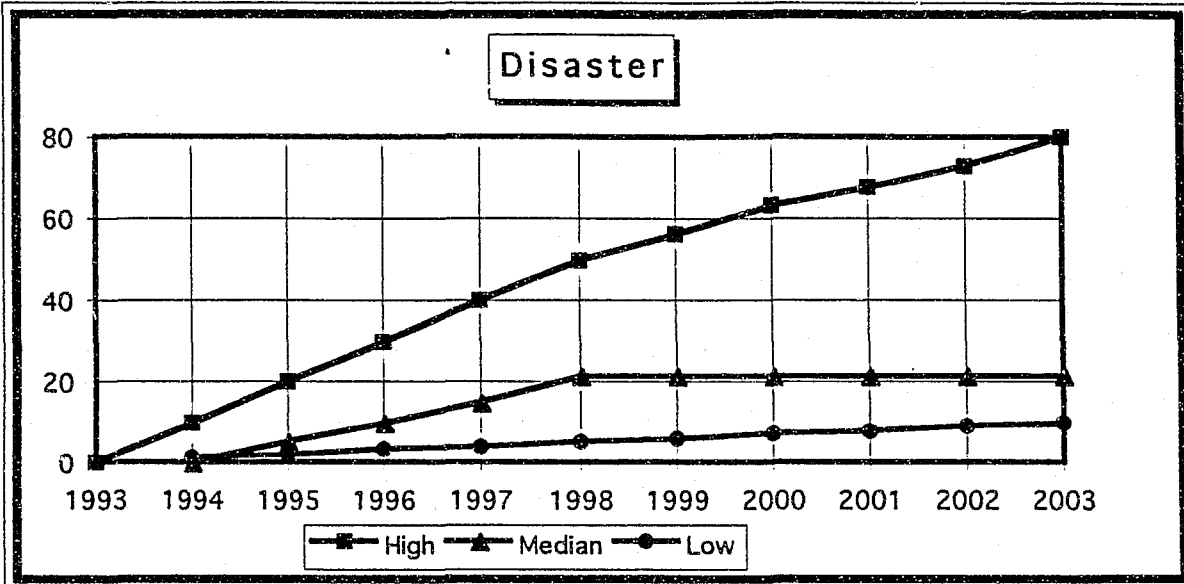
The median panel rating felt that this event would first have a probability above zero within one year. The median group further concluded that the event probability would rise to 40% in five years, and to 80% in ten years. The high forecast reached to a level of 100%, while the low rating was 30%.



The positive impact of recorders (8) was rated high as likely to cause a reduction in unprofessional officer's actions and in citizen complaints, while the negative (5) impact represented an exponentially large number of stored tapes. Fewer complaints against officers, additional evidence for prosecution. Inventory control problems with storing large quantities of audio and video tapes

Event Nine -Disaster Destroys All Evidence In Property Room In Medium Sized Police Agency

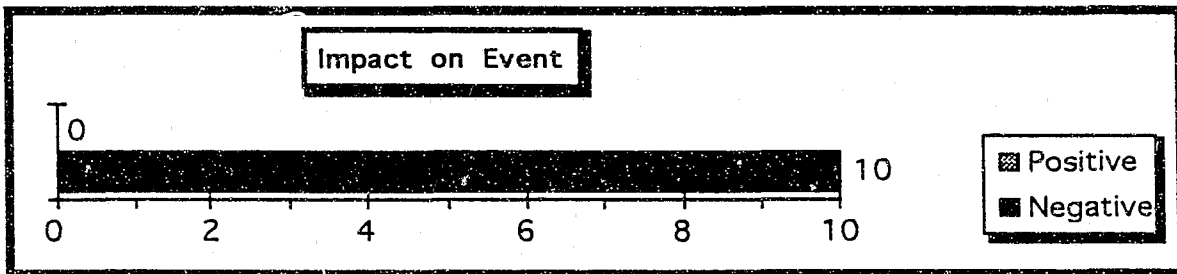
Chart 3.09



	<i>1 St. Exceeds 0</i>	<i>5 Years</i>	<i>10 Years</i>
<i>Low</i>	1	5	10
<i>Median</i>	0	20	20
<i>High</i>	0	50	80

Event Nine -

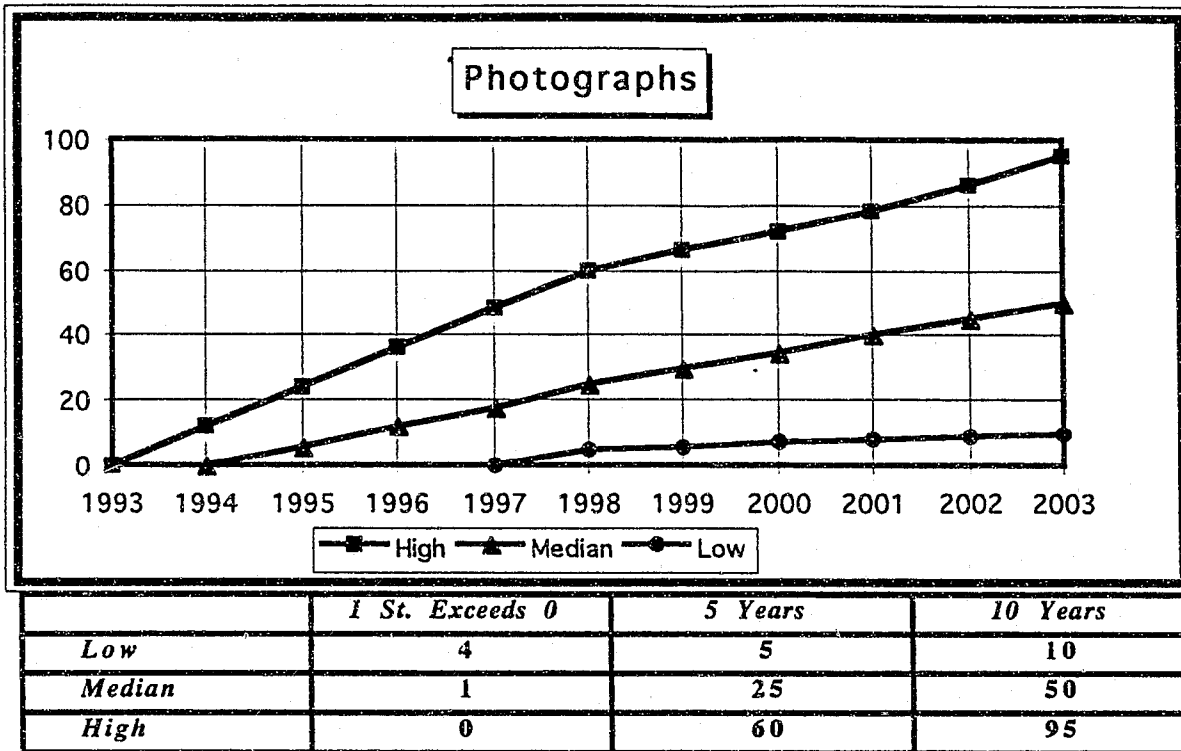
The panel median showed little concern for this event, as indicated by the median score of 0% probability in five years and only 20% in five years and in 10 years. The low forecast measured a zero probability of occurrence and an 80% probability on the high range.



The impact of a disaster drew a consensus among the panel, as indicated by the high negative impact (10), while the positive (0) had negligible effect other than forcing management to prepare some type disaster plan. Loss of evidence would remove admissible evidence for prosecutorial purposes. Increased claims for damaged property.

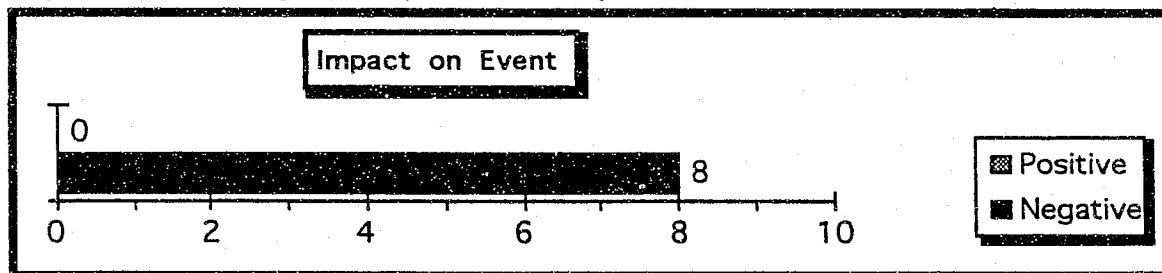
Event Ten - Photo Evidence Rejected By Courts Due To Susceptibility To Tampering

Chart 3.10



Event Ten -

The panel median group indicated that the probability was 50% in 10 years, while the high panelist found the probability at 95% in 10 years.



There was a great deal of agreement that if the courts rejected certain photographic evidence due to technological advances there would be a very negative impact as indicated (10) and a (0) positive impact. Law enforcement would be discouraged from using latest technology. Court ruling could loss noteworthy cases. Tampered evidence would hurt credibility of law enforcement community.

CROSS-IMPACT ANALYSIS

After the Nominal Group Technique (NGT) panel ended their session, three selected members (Captain Gordon Bowers, Lieutenant Robert Giles, and Lieutenant Don MacNeil) reconvened to conduct a cross-impact analysis. The three members in this second process all had extensive knowledge of the property function. This process evaluated the impact that the ten events had on each other should they take place. (Table 4)

Cross-Impact analysis, as applied in the project involves the following: An assumption is made that each event occurs. The impact of each event occurrence upon each other event in the set is then estimated usually by a small consensus group of about three persons, who arrive at an agreed-upon percentage change through discussion.³⁴

For example, if Event E8 - All Police Personnel Carry Personal Recorders actually happened, what impact (by percentage) would it have on the probability of Event E3- Marijuana and Heroin Legalized actually happening. An analysis of these two events by the cross impact panel found no correlation between recorders and narcotics, so in this case the cross impact would be recorded as zero percent.

Another example would be if Event E6 - Evidence Retention Waiver Accepted By Court were actually to occur, what impact would it have on the probability of Event E7 - First Private Contract Property Room happening. The Cross Impact panel felt that if the court could waive the necessity of physical evidence being retained by local police agencies, then the need for a private contract property room would diminish dramatically and possibly eliminate the need for a contract service. The Cross Impact panel estimated that the impact on Event E7 would be to reduce its probability by 5%, and a score of - 5% was entered.

This process was followed in evaluating the impact that each of the events, if they actually occurred, would have on the probability of each of the other events actually occurring.

³⁴. Command College Independent Study Project Workbook., July 19, 1994: p5.

CROSS IMPACT ANALYSIS

Event	NGT Probability										Final Probability
	Event 1	Event 2	Event 3	Event 4	Event 5	Event 6	Event 7	Event 8	Event 9	Event 10	
Event 1	60%	Δ- 0	Δ- 0	Δ- 0	Δ- 5	Δ- 20	Δ- 0	Δ- 0	Δ- 15	Δ- -25	
Event 2	50%	Δ- -20	P2X Δ- 0	P3X Δ- 0	P4X Δ- 3	P6X Δ- 12	P7X Δ- 0	P8X Δ- 0	P9X Δ- 3	P10X Δ- -13	66%
Event 3	5%	Δ- 0	Δ- 0	P3X Δ- -1	P4X Δ- 12	P6X Δ- -9	P7X Δ- -14	P8X Δ- 8	P9X Δ- 5	P10X Δ- 8	47%
Event 4	60%	Δ- 10	Δ- 10	Δ- 0	Δ- 0	Δ- 5	Δ- 5	Δ- 0	Δ- 10	Δ- 5	
Event 5	75%	Δ- 0	Δ- 5	Δ- 5	Δ- 2	Δ- 2	Δ- 0	Δ- 0	Δ- 0	Δ- 0	
Event 6	60%	Δ- 10	Δ- 5	Δ- 5	Δ- 10	Δ- 10	Δ- 5	Δ- 10	Δ- 0	Δ- 10	
Event 7	70%	Δ- 2	Δ- -10	Δ- -5	Δ- -2	Δ- -2	Δ- -4	Δ- 3	Δ- 15	Δ- -10	
Event 8	80%	Δ- 0	Δ- 0	Δ- 0	Δ- 0	Δ- 10	Δ- 5	Δ- 2	Δ- 0	Δ- 0	
Event 9	20%	Δ- 0	Δ- 0	Δ- 0	Δ- 5	Δ- 5	Δ- 4	Δ- 0	Δ- 0	Δ- 0	
Event 10	50%	Δ- -20	Δ- 0	Δ- 0	Δ- 0	Δ- 10	Δ- 0	Δ- 0	Δ- 0	Δ- 0	
		P1X Δ- -12	P2X Δ- 0	P3X Δ- 0	P4X Δ- 0	P6X Δ- 6	P7X Δ- 0	P8X Δ- 0	P9X Δ- 0	P10X Δ- 0	44%

The Cross Impact program then analyzed each event from the perspective of the combined the probability of each other event happening, and the impact that each would have on the event in question if it did occur. The final result of the CROSS-IMPACT ANALYSIS was that the probability of each event was adjusted to a new probability value based on the analysis of the cross-impact of the other events.

SCENARIOS

A scenario is a clearly thought out process that translates events and trends and their relationships into a written description of possible futures. In this section of the research, three potential future scenarios were developed to provide the reader with some insight about the possible states of property room management in the year 2003. The scenarios were created from events that were identified during the NGT process, and later processed using SIGMA, a scenario generating software program. SIGMA uses a random number generator and the research-generated probabilities of each event to generate a proposed 10-year calendar. Each event which is selected by the program to occur is given a date of occurrence during that time span.

SIGMA was run 30 times to get a feel for the major themes for the future of property room management. The 30 event calendars were then arranged in order by the number of events with the least number of events (occurring) to the event calendar with the most number of event occurring.

The event calendars were later categorized in one of the following three families and the scenario was written based on each of the families:

- Family I - Extension of the Past
- Family II - Better than an Extension of the Past
- Family III - Worse than Extension of the Past

**Scenario Family I - Extension of the Past
What Will Most Like Happen?**

The first scenario is an "Extension of the Past." An extension of the past would be a very conservative projection of "more of the same". Sigma identified 15 scenarios where a relatively stable group of seven events occurred over the next 10 years.

The events that were most identifiable in the Extension of the Past scenarios were:

- E1** Hologram Introduced As Evidence As Best Evidence In Lieu of Original Evidence (15 out of 15 runs)
- E2** First County Wide Property Room Opened For Municipal Police Departments (14 out of 15 runs)
- E4** First Full Automated Property / Evidence Storage Room Available to Municipal Law Enforcement Agencies (13 out of 15 runs)
- E5** Substance Analysis Computer Developed for Property Rooms (13 out 15 runs)
- E6** Evidence Retention Waiver Accepted By Court (13 out of 15 runs)
- E7** First Private Contract Property Room (12 out of 15 runs)
- E8** All Police Personnel Carry Personal Recorders (15 out of 15 runs)

The events that were least visible in the SIGMA selection process in the Extension of the Past were:

- E3** Marijuana and Heroin Legalized (0 out of 15)
- E9** Disaster Destroys All Evidence In Property Room In Medium Sized Police Agency (5 out of 15)
- E10** Photo Evidence Rejected By Courts Due To Susceptibility To Tampering (7 of 15)

Scenario One

The following scenario depicts a day on 2003 which is the first day of duty in the property room for a nineteen year veteran traffic officer who was recently transferred to the property function as a result of a debilitating injury occurring on duty. Now that American With Disabilities Act has been in effect for over 10 years, responsible police administrators no longer retire employees at the drop of a hat, but attempt to find meaningful duties for any disabled employee. The police department being discussed has over 300 sworn officers and 400 civilian employees.

As the officer (known as KC) enters the property facility for the first time in his career he is spellbound by the technologies that have been hidden in the basement for at least the last 10 years without his knowledge. Prior to entering the confines of the high security areas, KC's photograph is digitally taken for his new ID card. The property room's security system will compare KC's facial characteristics with a photo image data base every time he enters the building. This security system not only compares the identity, but also tracks the ingress and egress of employees. The system must recognize KC's photo image and voice pattern before the electronic security system will allow him access. After the security identifications are made, KC is handed a white jump suit and escorted to a changing room where each of the fifteen technicians are searched prior to entering and exiting the security areas of the facility. KC immediately questioned the need for these extraordinary security measures, at which time it was explained that after ten million dollars was embezzled from a nearby department, all municipal departments in California had been required by the State Legislature to provide new internal security safeguards, which are audited by POST's accreditation teams on a yearly basis.

KC's new boss, a civilian employee who graduated from MIT with a Masters of Science Degree in Computer Science, specializing in relational data bases and bar coding, then provided a tour of the state-of-the-art warehouse. KC had no idea that the entire property room had been utilizing a bar code system since 1993 to control the intake and disposal of collected property and evidence. It was much to KC's amazement that the facility looked more like a modern catalog warehouse.

After the necessary security clearances were obtained, KC was escorted on a tour of the facility. The first area visited was the Substance Analysis Computer Unit (SACU) where a technician opened each submittal of narcotics (under the watchful eye of the security system). The SACU employee placed a sample of each narcotic into a sterile, disposable analysis packet, and then into the device that analyzed the contents of the package and provide a computer generated analysis of the substance, all of which was in lieu of a trip to the crime lab. The computer was installed just last year after the California Supreme Court ruled that the technology was a legally acceptable method to analyze contraband. The court had also ruled that after the analysis was complete, the analysis certificate became the "best evidence," and the seized evidence could be destroyed in accordance with the Health and Safety Code and Environmental Laws. The analysis would be deemed sufficient as a court exhibit.

As the tour continued, KC was introduced to the Drug and Dangerous Substance Environmental Unit (DADSEU), which is a private contractor, housed within the property room to provide the necessary destruction and removal of processed narcotics and other hazardous materials.

In 2001, the Legislature had passed legislation know as the "Property Officers Savior Law", which provided a tool for the prosecution to request a waiver from the defendant to allow disposition of unnecessary seized property. The legislation was a result of a statewide audit that found that over 6 million pieces of evidence and property was collected in 1999, while only 45,000 pieces of evidence were ever introduced as court exhibits by the prosecution.

KC's next stop was the Video Storage Vault. After Rodney King II in April of 1997, Governor Gates signed legislation requiring all municipal law enforcement agencies to install miniature TV cameras in all patrol vehicles, and to provide each officer with a micro TV camera to be carried on his/her person during all encounters with the public. The technology for the actual recording had been miniaturized, but storage of the tapes has become a new headache for the property room. Each patrol officer must turn in his tape(s) after each watch. KC's supervisor explained that in 1998, the property room received 32,000 tapes from patrol officers.

After touring the high security area KC was introduced to the department's latest program to reduce costs in the property room. In April 2003, a contract was signed with Safe-Ev, the state's first private contract property storage facility. KC learned that Safe-Ev provided a very simple and cost effective method to store property and evidence for long periods of time. This service provides daily pick up and delivery of all property and evidence seized during the past twenty four hours. Due to the concerns of detectives and prosecutors, Safe-Ev would not handle the storage of any homicide evidence. However, the new evidence waiver program had in fact eliminated most blood, breath, alcohol, drugs, urine and semen samples, due to the accuracy of the testing process at the time of collection and submittal to the property room.

Well it's nearing lunch time and KC is wishing he was back on his solar powered Suncycle keeping the motorists of the community safe. However, his assignment could have been worse, he could have been assigned to the Tobacco Enforcement Unit.

**Scenario Family II - Better than an Extension of the Past
What would you like to happen?"**

The second family of scenarios is more stable than the extension of the past. This scenario would occur if the future is more stable than would be expected based purely on an extension of the past. It would be reasonable to expect that this family of scenarios would be easier to manage during the time studied, because there would be fewer changes occurring and more recovery time for each.

SIGMA identified 5 scenarios that had fewer than six events. The selection ranged from four to six events.

The events that most regularly appeared in the "better than the extension of the past" scenarios were:

- E1** Hologram Introduced As Evidence As Best Evidence In Lieu of Original Evidence
(5 out of 5 runs)
- E2** First County Wide Property Room Opened For Municipal Police Departments -(3 out of 5 runs)

- E5 Substance Analysis Computer Developed for Property Rooms (3 out of 5 runs)
- E6 Evidence Retention Waiver Accepted By Court (5 out of 5 runs)
- E7 First Private Contract Property Room (5 out of 5 runs)
- E8 All Police Personnel Carry Personal Recorders (3 out of 5 runs)

The events that appeared least frequently in the better than the extension of the past scenario were:

- E3 Marijuana and Heroin Legalized (0 out of 5 runs)
- E4 First Full Automated Property / Evidence Storage Room Available to Municipal Law Enforcement Agencies (2 out of 5 runs)
- E9 Disaster Destroys All Evidence In Property Room In Medium Sized Police Agency (0 out of 5 runs)
- E10 Photo Evidence Rejected By Courts Due To Susceptibility To Tampering (0 of 5)

Scenario Two

The following scenario depicts a POST consultant's review of the policies and procedures of a newly chartered city in southern San Diego County along the Mexican Border, where the borders have been wide open for the past ten years as a result of NAFTA (North American Free Trade Agreement). It's December 21, 2003, and the newly formed Tradeville Police Department has attempted to build its facility, including its property room, as a prototype for the future. This facility has been designed after years of planning and input from police agencies nationwide.

In 1998, POST was given the sole authority to provide accreditation to law enforcement agencies statewide. Without this accreditation the agency is not authorized to provide service to the community.

POST consultant Seymour Propert Jr. enters the facility with a checklist of minimally accepted standards in hand. After these standards are met, the Tradeville Police Department will be able to open its doors to the public. POST had recently started a prototype program known as POSTPROP which was the audit arm of POST to evaluate the property management policies and procedures of all of California's police agencies annually.

At approximately 11:00 AM, R. Kinderman is escorted to the basement (Some things never change; property is always stuck in the basement). He is met by the team leader for the property room. Prior to entry, R. Kinderman's credential are verified and he submits to the routine search of his clothing. He also must insert his right index finger into a digital fingerprint scanning port to record the entry and verify his identify with the Live Scan fingerprint database in the State Capital. As introductions are made , "RK" provided the team leader with a list of standards that would be reviewed during the visit.

The areas to be reviewed are as follows:

Security Procedures	Audits
Written Policies	Selection /Training of Personnel
Packaging Standards	Diversion of Property
Narcotics Handling	Property Review / Dispositions
Currency Handling	Safety Standards / Cal OSHA
Weapons Handling	Computer Operations / Calibration
Inventory Control	Disaster Preparedness
Legal Mandates	Auctions

Security Procedures

As RK had entered the facility he thought to himself that he had never seen such elaborate security procedures, and he soon realized that Tradeville Police Department. far exceeded the minimum standards mandated by POSTPROP. RK remembers that back in 1996, a number of top police administrators throughout the state had been demoted or terminated due to mismanagement of their property rooms. It was then that the California Police Chiefs Association pursued an accreditation and audit proposal that eventually lead to the annual inspections. After reviewing all of the security devices, including the fingerprint identification system, 24 hour video recording system, X-ray devices and narcotics sniffers at each entrance, RK immediately approved security procedures and moved on.

Written Policies

One of the most time consuming duties of the auditor is reviewing written policies and procedures to insure that all of the state's mandates are properly documented and adhered to. RK enters the Team Leader's office and requests to view the department's policies related to property

room procedures. The Team Leader explains to RK that policies and procedures are no longer stored in a loose leaf notebook, but on a networked CD ROM player accessible to all employees throughout the department 24 hours a day, with updates made on a real time basis any time a changes is made.

RK was amazed that a law enforcement agency was using CD technology for this type application. RK had come up through the ranks in a medium size police agency in the seventies and eighties, and he recalled that policy manuals were always in three ring binders and were very rarely updated. The Team Leader then gave several minutes of instructions, at which time RK delved into the CD system. As RK browsed through the system he soon realized that all of the department's written procedures were indexed in the computer in such a fashion he could look up any topic and be referred immediately to the most current version of every policy that had an impact on that topic. The policies were entered in such a fashion the inquirer could immediately refer to all associated laws, legal opinions, or minutes from staff meetings through a computer network.

While reviewing the policies related to property procedures, RK was astonished when viewing the section regarding packaging. Digitally stored video segments of all types of evidence being correctly packaged for storage in the property system was included for use by patrol officers. When the officer seizes a handgun as evidence and queries the system for assistance in packaging it, he/she could not only read the policy on packaging handguns, but view a short digitized video on the proper procedure for handling the item as it was verbally explained. Any questions about the handling of weapons during a domestic disputes call? No problem! Just look up Domestic Violence and follow the graphical interface tree to handgun packaging. Not only does the system show the text of the applicable law, but it also provides annotations on the subject matter, including court order information and legal opinions.

As RK finished browsing the system, he stood up, shook his head in amazement, and again gave his approval to another very important area in law enforcement property management.

Packaging Standards

RK recalled visiting hundreds of agencies during his auditing career. He had found that packaging standards varied significantly throughout the state until several County Wide (Regional) Property Rooms had opened in the late nineties. When this occurred, all evidence had to be uniformly packaged for easier transportation, and for containerized storage once it reached its county home. After the regional concept died in 1999, due to the inconvenience to the taxpayer, all of the County Property Rooms closed. Most agencies retained the County's property packaging guidelines when they re-opened their own systems. It was at this time that Tradeville was in the design stage for a new police facility, and they incorporated those county packaging standards in their plans. Subsequently, the standards were adopted and integrated into the department's computer system.

Narcotics Handling

As the audit continued, RK next visited the Narcotics Examination Room (NER) where certified technicians were utilizing a Narcotics Ion Mobility Spectrometer (NIBSCAN), in which a narcotics sample is vaporized, ionized, and accelerated electrostatically along a drift tube to a collector electrode. The drift time (milliseconds) of the drug positive ions are inversely proportional to their characteristically reduced mobilities. Use of an internal calibrant and peak confirmation software ensures correct identification and detection, and essentially eliminates "false positive" results. Analysis time is less than 5 seconds. The NIBSCAN evaluates all unknown substances booked into evidence and immediately prints out a court approved identification and analysis. It should be noted that in 1996, the Superior Courts throughout California stopped allowing any type of narcotics into the court room due to the related toxicity problems.

The regulations set down by the courts and Department of Toxic Control later mandated that all narcotic substance seized by law enforcement should be destroyed within 48 hours after seizure and analysis. Fortunately the city of Tradeville had installed a Narcotic Incineration System during construction of their new facility that met all of the SCAQMD's requirements. Was this a blessing, or what? In RK's time as a narcotics officer over 10 years ago, he had to participate in

an armed escort detail to transport narcotics to a county open burn site. This was after qualifying to for a State permit to transport narcotics on the interstate highway. After months of red tape, police agencies would have to apply to the Southern California Air Quality Management District to receive a permit to burn seized contraband. RK thought to himself that this was the most logical system he had ever visited. Did they pass this part of their inspection? - You bet!

Currency Handling

The next item on RK's checklist was the handling of currency. It wasn't too many years ago that officers would seize millions of dollars, place it into an envelope, and store it in a vault for years pending the investigation, trial and a series of court appeals. Not only did the department lose the interest, but the mountain of cash in the property room was always a target for dishonest employees. KC remembers very well how a dishonest employee in his agency had embezzled over \$125,000 in two years back when audits were held sporadically, if at all. Now that citizens have a National Identity Card (a "smart" card with extensive encoded data) which is used for almost all financial transactions, cash is seldom found, but when it's immediately deposited in an interest bearing account.

Weapons / Firearms

One area of concern that had always gotten RK's attention during audits was the sheer quantity of firearms that were being warehoused in local police agencies. In 1999, the NRA lobby was silenced after they declared bankruptcy as a result of several multi-million-dollar publicity campaigns. Gun ownership had become very unpopular, due to a series of mass murders throughout the country.

RK was then escorted to the weapons depository area where firearms were electronically photographed from various angles. The digital photographs later were transformed into holograms, which were stored in the Departments computer network and could thus be viewed by detectives from an office computer workstation. This system had, in fact, been expanded to the court room. The prosecution could show the firearms (actually the hologram of the firearms) to the judge and jury without ever bringing the actual weapon into the courtroom. Immediately following the digital photography of the firearm, all of the necessary ballistic tests were conducted and the

results were stored in an imaging system. The system, known as Bulletproof™, stores identification data on the firearm as well as images of the various characteristics of the tested guns (such as rifling comparisons). It also places the ballistic information into a statewide database for other police agencies to share on a computer network.

When the weapon was no longer needed for testing, it was returned to the rightful owner or destroyed. However, any release of a firearm mandated that the owner have a license to possess the weapon, a certificate of training, and liability insurance. Completion of all of these requirements were shown as endorsements on the citizen's National Identity Card.

Inventory Control

One of RK's most important tasks related to the audit process was evaluating the results of the department's inventory. Was anything missing? Was everything where it was supposed to be? RK remembers back in 1994, when he started this process and most police agencies never did routine inventories, because they were so time consuming. But, today every item that is stored is marked with a bar code identifier, which is computer-linked to a bar code address. This thirty-year-old technology has finally found its way into every police agency in the state. Now there is no excuse for failing to conduct a complete inventory on at least an annual basis.

Even though Tradeville does not yet have any property in its inventory, RK put the Bar Code system through a series of beta tests to determine the capabilities of the system. RK soon realized that the bar code standards for property rooms that were established in 1997 had been met in this new prototype property room.

Legal Mandates

Up until 1998, the statutes related to property management had changed little, but due to the lobbying efforts of the California Association of Property and Evidence Officers (CAPE), since then the legal mandates had changed dramatically. As one of RK's audit responsibilities, he was to review all written policies and procedures to determine if the latest state statutes had been applied to that area.

RK could recall from his detective days that the case agent frequently would retain evidence on cases from years past for no particular reason. In some cases evidence was retained way past the statute of limitations." Why? "That's the way we have always done it!" Fortunately the Property Officers Sanity Act was passed in 1996, which specifically mandated time limits for all evidence to be held. The longest any evidence being held in 2003, was one year past the seizure, as long as a hologram of the evidence was retained indefinitely for future reference. The California Supreme Court had also ruled in favor of property disposition if a hologram was retained. This legislation had reduced inventories in the state's property rooms by almost 80%!

The Evidence Retention Waiver Law had also been very effective in reducing the amount of evidence needing storage in the property room. That law provided a legal justification for the prosecution motion for a holographic record to be substituted for the actual evidence, which then could be released or destroyed. Due to the fact that the hologram was so realistic and that judicial notice had been taken of the accuracy of the Substance Analysis Computer, the defense attorneys seldom objected to the motion. RK found that Tradeville had written all of their procedures and policies around latest statutes and legal decisions.

By the end of the first day, RK had completed half of the audit / accreditation process for Tradeville. He was overwhelmed by the level of professionalism and technology utilization that had been established by Tradeville Police Department.

As RK closed his notebook for the day, he briefly reviewed the areas of concern for the following day and advised the Team Leader that on the following day he would be reviewing Audits, Selection / Training of Personnel, Auctions / Diversion of Property, Property Review / Dispositions, Safety Standards / Cal OSHA, Disaster Preparedness, and Technology tomorrow morning at 8:00 AM. But RK already was convinced that Tradeville Police Department had, in fact, designed the property room of the future.

Scenario Family III - Worse than Extension of the Past
What might happen, best or worse case?

The third family of scenarios is more turbulent than the extension of the past. This scenario would occur if the future is less stable than expected based on the extension of the past. It would be a reasonable conclusion that this family of scenarios would be more difficult to deal with, as there would be more changes with less recovery time between them.

SIGMA identified 10 scenarios that had eight or more events occurring, ranging from eight to nine events.

The events that were most noticeable in the worse than the extension of the past were:

- E1** Hologram Introduced As Evidence As Best Evidence In Lieu of Original Evidence
(10 out of 10 runs)
- E2** First County Wide Property Room Opened For Municipal Police Departments -(9 out of 10 runs)
- E4** First Full Automated Property / Evidence Storage Room Available to Municipal Law Enforcement Agencies (8 out of 10 runs)
- E5** Substance Analysis Computer Developed for Property Rooms (9 out 10 runs)
- E6** Evidence Retention Waiver Accepted By Court (10 out of 10 runs)
- E7** First Private Contract Property Room (9 out of 10 runs)
- E8** All Police Personnel Carry Personal Recorders (10 out of 10 runs)
- E10** Photo Evidence Rejected By Courts Due To Susceptibility To Tampering (7 of 10)

The events that were absent in the worse than extension of the past were:

- E3** Marijuana and Heroin Legalized (2 out of 10 runs)
- E9** Disaster Destroys All Evidence In Property Room In Medium Sized Police Agency
(5 out of 10 runs)

Scenario Three

The following scenario is the text of an address made by the President of the California Association of Property and Evidence Officers (CAPE) in the year 2003 to the 500 plus Certified Property and Evidence Technicians in their annual conference in Blythe, California.

Ladies and Gentlemen: It gives me great pleasure to be here today. Hopefully my comments will enlighten you to some of the challenges our organization encountered during the last ten years alone, and also provide you a vision of the future. I realize that we have been through several years of turbulence since the California Department of Toxic Control began to oversee our everyday operations, including the direct supervision of all narcotic seizures, transportation and disposals. Our profession is no longer that of a warehouse clerk. We now have added many responsibilities to our job specifications, including toxic substance control, banking, firearms identification, holography, and auditing.

We can all look back with chagrin to 1998, when the legislature mandated that all uniform police personnel video record all communications between law enforcement personnel and the citizenry. Would anyone ever have guessed that in the Senate Hearings Senator R. King from Los Angeles would have added a provision to the legislation that required us to maintain the tapes for a minimum of five years? Do you realize that during the last five years we have collectively booked into evidence (statewide) over 11 million cassette and video tapes of police operations, and as I speak tonight not a single one has been released for disposal or re-use?

Remember back in September of 1999, when the first Private Contract Property System was opened in Los Angeles County. The hoopla for this event was unparalleled in the annals of property management history. Remember the planning, the transportation schedules, the assurance that our storage problems were behind us, the pledges of 24-hour return of property to local police stations when requested, the promises of the "highest caliber personnel", and foremost, the security systems that would absolutely safeguard our evidence. Remember! Unfortunately we also remember the first time the vendor couldn't locate an assault weapon used in the killing of a police officer, and how \$92,000 in asset forfeiture funds mysteriously disappeared during transit.

Remember! I guess this was a great learning experience, but now we have to concentrate on rebuilding our property systems, since most of us in Los Angeles County had closed our facilities when we signed the contracts with the private system.

I would like to take this opportunity to thank our CAPE legislative committee for finding a sponsor for AB1123, which was signed into law in August of 2000. This bill was probably the most significant piece of property room legislation ever passed! Without AB1123 our facilities would still be overflowing with unnecessary evidence and un-released property as they did in the past. Prior to that innovative legislation would anyone in this room have visualized that we someday would be electronically photographing every piece of evidence that enters the facility. — and that the image would then be transformed into a hologram that the detective, prosecutor, judge and jury could all view on the closed circuit hologram system. By recording this evidence we are now permitted to release property and evidence in days — not years. This legislation allowed a reduction in our inventories of over 80% statewide in just three years. Hopefully the Supreme Court will recognize this tremendous benefit and refuse in their next session to overturn the conviction based on evidence which was a hologram in lieu of the original evidence.

Still looking back to 1997, we were probably challenged with the most detrimental court ruling ever when the California Supreme Court ruled that photographic evidence was no longer admissible in court, due to the ease with which images could be altered, and the impossibility of detection of the tampering. Fortunately, the case was overturned by the 9th Circuit Court of Appeals. I would, however, suggest that we continue to voice our concerns with the computer industry to develop a system that is tamper-resistant and whose image can be authenticated.

But, then again, the legislature's ban in 2001 on smoking in public might have been our greatest dilemma - can we all recall how we cited the violators, and then ended up booking millions of cigarettes into the property room. Fortunately, Cal OSHA deemed the seized evidence detrimental to the health of employees and a blanket court order was issued to destroy all of the cigarettes stored in our facilities.

As we have reviewed the past ten years, we have seen tremendous changes in what we do as well as how we do it. One of our most important steps toward professionalization was the accreditation process which has set high standards for property room personnel as well as specific regulations that govern the management of property rooms. We have our CAPE legislative committee to thank for the rapid acceptance of that certification process, and we expect our organization to continue as a leader in this important area of law enforcement. But as great as these changes have been, I suggest that as we enter the future and see the fulfillment of concepts and ideas that currently are on the drawing board we will see changes that make those of the past ten years look mild.

As an example, last month I had the extraordinary opportunity to visit a prototype automated property and evidence system. The system, known as ROBOPROP, will utilize the latest advances in robotics to package, catalog, bar code, and place each item of evidence into a pre-selected location for storage and immediate retrieval. Imagine an entire property storage warehouse with no human workers inside the building!

As I close, I would like to remind you of the one pending issue that has the potential of confronting your management skills like no other in the history of property management. This fall the United States Supreme Court will rule on the constitutionality of the Second Amendment, the right to bear arms. The court will be determining if the framers of our constitution ever considered the possibility that someday over 250 millions guns would be in the hands of our citizens. Did they really consider the possibility of 55,000 homicides a year attributed to firearms, or was the right mentioned as an incidental throwback to the days when militias mustered in town squares? Is the Second Amendment as outdated as the Third Amendment's ban against quartering troops in private home? If the Court takes that position, what affect will the outlawing of private handgun ownership have on you agency. You be the judge! But you better get ready!

I would like to take this opportunity to thank the CAPE board as I assume the office that is the most desired office to hold in any organization: Past President.

CONCLUSION

Future of the Issue

After the completion of the NGT (Nominal Group Technique) this author spent a great deal of time reflecting on the events and trends that were selected by the panel. To the surprise of this author a number of events arose that would have never been thought of by the author. As an example, the use of holograms seemed to be high on the panel list (60% probability in 10 years), while the scenario generator selected the hologram 29 out of 30 runs to be available by this April. Being quite familiar with the property function I felt this was a overly optimistic. The automated property room was another event that continually showed up high on the list. However, it is unlikely these events will transpire as quickly as suggested by the scenario generator. This comment is based on a great deal of past experience and knowing that change is very slow in this arena of law enforcement.

It was suggested that within the next two years the first county wide property room would open. Several months after this author's NGT groups met, Redwood City, California open, a regional property room, sharing its resources with the Brisbane California Police Department.

Police officers carrying personal recorders appeared the most likely event to occur. It was felt this would occur within one year with an eight percent change of occurrence within ten years. The panel concurred that this would have a very positive effect on law enforcement. However those agencies that are starting to install video cameras in their police vehicle are now wrestling with storage of video tapes. One local department in Southern California of approximately one hundred and fifty officers has calculated that if they comply with the California Government Code and retain the tapes for two years as prescribed by law, (if the tape is considered a public record) they will have between four thousand and five thousand video tapes stored before any recycling could commence. Not only is the cost of the camera system expensive, but a department may have a tremendous investment in tapes, storage units and personnel to catalog and store the tapes on a daily basis. Police Department's interested in the audio or video recorders must consider alternative storage devices or perhaps changes in the government code to shorten retention times.

One event that was thought could occur within the first year with a fifty percent chance within ten years was photo evidence being rejected by courts due to susceptibility of tampering. Police departments across the country are presently using cameras that store digital images of people and crime scenes on floppy discs. Present computer technology will allow these images to be modified and in most cases, no one can tell the changes have occurred.

It should be noted that the panel viewed Event 9 - "Disaster in Property Room" as a very unlikely to occur. On January 17, 1994 a 7.4 earthquake occurred in Southern California nearly destroying the Simi Valley Police Department's property room.³⁵

³⁵ "Simi Police Officers Move Back Into Station," Daily News - Canejo Section. Sept. 13, 1994: pA3

SECTION III: STRATEGIC PLANNING

STRATEGIC MANAGEMENT - AN OVERVIEW

The purpose of Section Three - Strategic Management is to develop a strategic plan around Scenario II, that could be used by any law enforcement agency that is interested in taking the lead to modify property room policies and procedures that affects the retention and storage of property and evidence. This plan will provide a situational analysis of the environment, evaluate strengths and weaknesses of the model agency, identify stakeholders, recognize and define policy considerations, select appropriate strategies, and guide the implementation process. At the completion of Section Three, a strategic plan capable of taking the property room function from the present to the desired future will be available to police managers interesting in streamline the property function.

Selected Methods for Strategic Planning

Several methods and techniques were utilized to achieve the objectives of Section Three:

1. A description is provided of the model agency in which strategic planning takes place.
2. A mission statement was developed for the model agency, including a "micro" statement which sets forth methods to facilitate the retention and storage issues the property rooms of the state.
3. A situational analysis was undertaken to identify environmental opportunities and threats to the model organization. An examination was also made of the organization's strengths and weaknesses.
4. A Capability Analysis was performed to assess the skills, resources, management, and organization climate of the model organization. (WOTS-UP Analysis
5. A Strategic Assumption Surfacing Techniques (SAST) was used to identify and evaluated important stakeholders and their assumptions related to the issue.

THE MODEL ORGANIZATION

The City

The City of Burbank, CA. is situated in the eastern San Fernando Valley, approximately ten minutes north of downtown Los Angeles. The city was incorporated on July 8, 1911, and was chartered on January 13, 1927. The city of Burbank is a Council-City Manger city and serves a population of almost 100,000. The city has a well rounded tax base, including approximately 43,000 housing units, along with major motion picture studios such as Warner Brothers and Disney Studios, recording studios, aircraft industry, an airport, and several shopping malls.

The Department

The Burbank Police Department was selected as a model upon which analysis was performed and strategic plans developed. At the present time, there are 250 employees, including 155 sworn officers. The department is a full service department including a Type I Jail, communication center, records bureau, investigation division, traffic bureau including motors, two helicopters, crime lab, canines, bike patrols, mall detail, gang unit, School Resource Officers and one of the lowest crime rates in the County. The department has been exceptionally fortunate during the state's economic decline as the City Council has continued to add services and personnel as needed along with the recent appropriation to fund a new \$25 million Police / Fire Facility.

The Property Unit

The property room is staffed one police officer, one civilian technician, and a part time cadet. The detail handles approximately 12,000 pieces of evidence per year along with the release of disposal of an equal number of pieces. The recent acquisition of a bar code system has dramatically increased the unit efficiency and controlled an running inventory of approximately 7,000 items. At the same time, the computer has allowed the property unit to develop a review process that regularly requires investigative personnel to evaluate and access the need of each piece or evidence in the property room for its evidentiary value. The mandatory review by investigators has caused the inventory to be reduced by approximately forty percent in the past twenty four months, while the running inventory has remained constant.

MISSION STATEMENT

The Macro Mission Statement

The following mission statements were developed by members of the Burbank Police Department's Master Plan Task Force. The Task Force was established in 1985 and charged with the responsibility of guiding the department into the Twenty-First Century. Planning for the future is a regularly scheduled event, that scans the environment and recommends guidance to meet the ever changing milieu of cultural, environmental and societal changes that are occurring.

"The mission of the Burbank Police Department, through both preventative and enforcement efforts, is to maintain social order, minimize crime and traffic problems, and provide police services to the community in a courteous, caring and efficient manner."

The Micro Mission Statement

The following mission statement has been developed by members of the Master Plan Task Force and property room personnel to provide structure to the department's Property Unit.

The mission of the Burbank Police Department's Property and Evidence Unit is to support successful prosecution of criminals and to insure the proper management of all property that comes into the jurisdiction of the department, by cooperative, creative and professional collection, documenting, packaging, auditing, purging, and disposing of all property in compliance with all legal and policy guidelines.³⁶

To accomplish the desired mission the property unit intends to:

- Value our employees as our most important resource
- Constantly be open to the acquisition of new technology to ensure the function is operating at the highest level of efficiency
- Promote the growth of property room professionalism thorough a concept that goes beyond jurisdictional boundaries and embraces regionalization and privatization
- Facilitate regular audits and inventories to safeguard the integrity of the operation
- Encourage both internal and external change of the judicial system that will facilitate the storage of necessary evidence and the quick release of all other stored.

³⁶ Burbank Police Department Master Plan 1990: p4

ENVIRONMENTAL ANALYSIS WOTS-UP

One structured approach to an unbiased audit of the situation is to examine the Weaknesses, Opportunities, Threats and Strengths, or the WOTS Analysis. It examines the external opportunities and threats which are present in the working environment, and also the internal strengths and weaknesses of the organization making the change. These environment sections will review the threats and opportunities while the - **Organization Analysis** following will discuss the weaknesses and strengths of the organization.

An evaluation of the current situation is an integral part of any strategic plan. For this analysis the environment was assessed for events and trends which may impact the Burbank Police Department relative to the selected issue. Using the events and trends from the Nominal Group Technique process, an assessment was made of the threats and opportunities in the various environments surrounding the police department and the property function. The subsequent analysis will employ the STEEP methodology to analyze the strengths and weakness of the selected issue:

Social Environment

Opportunities: The citizens of Burbank have always been extremely supportive of safety services within the community. The support has provided the police department the ability to continuously provide the highest level of service along with one of the lowest crime rates in Los Angeles County. The low crime rate in turn minimizes the amount of evidence stored as compared to other like size cities with higher crime rates. During the recent down turn in the California economy many departments were freezing positions or laying employees off. The Burbank Police Department was in fact increasing the authorized strength to combat the ever increasing crimes of violence that have been present throughout Southern California. The supportive climate in the community should provide the department the ability to implement those programs that are necessary to provide the highest level of service possible. However, the city is still surrounded by five different police jurisdictions or divisions that have not been as fortunate, and the ever escalating crime problems still find their way across the borders into Burbank.

Threats: Increased levels of youth violence, gang membership, drug usage and increased quantities of firearms in the community will provide significant demands and mandates for the Burbank Police Department Property Unit. As society becomes more fixated with crime, more crimes may be reported, thus adding to the inventories of the already bulging property rooms nationwide. Now that "three strikes and you're out" legislation has been adopted, the appeal process and requests for jury trial will surely increase, causing major cases to be prolonged in the judicial systems. Any new legislation with mandatory long term prison sentence could severely impact the appeal process and have a domino effect upon property room inventories.

Technological Environment

Opportunities: Continual advances in the latest technologies will make it more affordable and more beneficial for law enforcement to streamline their operations. Technology should ease the workload for employees and provide managers with the necessary tools to manage the function in a more cost efficient manner. It is suggested that today's private sector technology already can supply law enforcement with the necessary technological advances needed to enter the 21st. Century. Several of the latest technological advances being implemented, specified, or designed for the Burbank Police Department include, bar coding for property and evidence control, bar coding for asset control, lap top computers, vehicle locator system and a voice processing system.

Threats: The cost of technology could prevent local police agencies from acquiring the needed tools to provide the most cost effective programs possible. The importance of technological advances in other areas of law enforcement could overshadow the need within the property function, since it is generally a lower priority than others.

The rapidity of technological advances could also provide law enforcement administrators so many options that many departments will delay their decision and wait for lower costs and more-user friendly applications. In addition, police officers are generally opposed to any change whatsoever. It will require a significant amount of training, patience and time to instruct the employees of the Burbank Police Department to implement the aforementioned technologies.

Environmental Setting

Opportunities: Labor organizations and law enforcement administrators will be furnished with new knowledge and data related to the dangers of specific contraband being stored in the confines of the property room. The newly gained information about environmental issues will provide management the necessary facts and arguments to initiate change in the law to remove these hazards from the workplace. Professional organizations will be required to orchestrate the need for change and lead lobbying efforts in Sacramento to change both the statutory requirements of the law and the contentions of defense and prosecuting attorneys that all of the evidence must be retained for court .

Threats: Increased bio-hazardous and other hazardous materials entering the law enforcement arena, including the Burbank Police Department, will continue to increase and provide a number of challenges for employees and managers. Due to certain philosophical beliefs by both prosecutors and defense attorneys, the desire to show the original evidence in lieu of photographs, crime lab analysis, or verbal testimony may be the biggest obstacle in removing hazardous evidence from the confines of the property room without changes in the law. However recent policy changes in the Los Angeles County Superior Courts have seen judges no longer allowing large quantities of narcotics into their courtrooms, due to certain environmental concerns.

Of specific concern to the City of Burbank and its employees is the issue with the recently vacated acreage of former Lockheed property where over 350 acres were contaminated with solvents and other hazardous materials. Interstate 5 and two major rail lines run through the community, adding to the dangers and likelihood of contact with these hazardous elements as well as large volumes of contraband that may traverse the streets of Burbank.

Economic Environment

Opportunities: In 1993, California voters approved Proposition 172, allocating a one half cent sales tax designated for police and fire protection. The new tax replaced the temporary tax imposed after the Loma Prieta earthquake to assist in recovery costs.

During the past three years the City has seen an economic decline like most other communities throughout the state. However, the mandate of the community has remained that the city provide the highest level of safety services. This support has in fact allowed the department to increase the department's authorized strength by six sworn positions and a Park Ranger Program.

In addition to the statewide economic decline, in 1990 Lockheed announced that they were leaving of Burbank, thus creating a loss of over fifteen thousand jobs in the community.³⁷ The positive side of this monumental exodus was the clearing of 350 acres of prime real estate. Even though the land was laden with hazardous waste, the recycling of the real estate could prove to be an economic boom to the business community. The Lockheed property had been evaluated at pre-Proposition 13 values, which in turn has kept the assessed valuation substantially below the market value. Recycling the property with today's market values and new projects such as a new research and development facility, power center sports arena or other media related projects could have an extremely positive impact on the community by returning a number of the lost jobs as well as the tax base increment. Economic challenges should also require administrators to continuously re-evaluate options such as regionalization, county services and privatization of the property function.

Threats: Less funding will be available for law enforcement in face of an over all decline in the California economy. There will also be more attention paid to what law enforcement is spending money on. Many citizens will be critical of so-called "luxury" items just as robotics, bar code systems or even new facilities. In recent years, there have been a number of incidents nation wide which have negatively impacted public opinion in general. This lack of confidence in law enforcement has not yet been a factor in Burbank, although it is a common topic of discussion in public and in the news. Any loss of community backing could negatively impact the financial support for law enforcement services, which in turn would hamper most efforts toward streamlining the property function.

³⁷ "Lockheed's Long Stay in Valley May Be Ending", Los Angeles Times, Aug. 30, 1994: A1.

Political Environment

Opportunities: In light of today's fear of crime, the Burbank Police Department should continue to be held in high esteem in the eyes of the community. The City of Burbank is an extremely conservative community that has traditionally demanded the highest level of police and fire services available, thus giving the Department an edge when dealing with the societal ills that are plaguing its streets. Having the needed political support will provide the organization with the ability to continuously institute state-of-the-art programs that allow the highest level of service available. The present City Council has shown unconditional support for safety services as recently observed by the funding of a new \$25 million Police and Fire Headquarters.

Threats: Self serving politicians, self-appointed community leaders and the press could cause various groups to polarize, thereby causing conflicts along racial, religious, or economic lines. A Rodney King II incident in Burbank could easily over shadow the present positive image.

ORGANIZATIONAL ANALYSIS

An internal survey including Capability Analysis - (Table 5) and a Reception to Change Analysis - (Table 6) was conducted with members of the Master Plan Task Force's, a specially selected group that served as the department's planning unit and prior Command College students to estimate the Burbank Police Departments strengths and weaknesses and the ability of the Department to react to or initiate change. The surveys were completed to assess the organization's need for change, and to glean answers regarding staff's perception of mission as it relates to the performance of tasks with the organization.

Identified Organizational Strengths

Community Support / Commitment: In spite of all the adverse publicity against the law enforcement community during the past several years, the Burbank Police Department generally has avoided controversy and escaped negative media. The Department is perceived by the raters as possessing the necessary manpower, both sworn and non-sworn, technological advances, training and equipment to provide the community the highest level of service possible.

Service Level: It is believed that the workload level is significantly less than surrounding communities, which has allowed calls for services to be answered rapidly. A significant amount of time and technology is generally spent on routine criminal investigations. These factors have built an environment that has historically kept the crime rate lower than surrounding communities and the clearance rate notably higher. The high level of services has also kept employee turnover and citizen complaints far below those of near-by communities.

Planning: Top management has a high acceptance of change beyond that which is merely familiar. In 1985, the Burbank Police Department implemented a Master Plan Task Force which meets on a monthly basis to regularly review the environment and insure that the department is heading in the proper direction. The constant self analysis has in many cases headed off conflict or misfortune that could have created a significant negative issue in the department.

Leadership: The high level of service provided to the citizens is a result of City Council, and City Manager support and progressive leadership, which in turn has given the police department the financial support needed to continue with the high service levels in spite of an economic decline.

Identified Organizational Weaknesses

Desire for Change: The line staff will accept change, but is most comfortable with the status-quo. It is believed that the police environment changes so frequently with new legislation, new court decisions, new policies and procedures, new crimes trends and the philosophies of new supervisors and managers that change is viewed as a negative thing to be avoided.

Facilities and Infrastructure: It is perceived by management, labor, and the community at large that the department's facility provides the only significant detriment to an efficient operation. The department has added over 90 positions to the organization since the current building was constructed over 30 years ago. The mechanical systems are totally inadequate for today's computer and electronic environment, not to mention seismic safety concerns. The size and design of the present facility has had a tremendous impact on the issue of property management.

CAPABILITY ANALYSIS

Table 5

Category	Superior	Above Avg.	Average	Improvement	Crisis
Manpower	X				
Technology		X			
Equipment	X				
Facility					X
Money		X			
Workload	X				
Supplies	X				
Management Skills		X			
Officer Skills		X			
Supervisor Skills			X		
Training		X			
Attitudes			X		
Public Image	X				
Council Support	X				
City Manager Support	X				
Sworn Support	X				
Civilian Support	X				
Pay Scale		X			
Benefits		X			
Turnover	X				
Community Support	X				
Complaints Received	X				
Morale	X				

RECEPTION TO CHANGE ANALYSIS

Table 6

CATEGORY	I	II	III	IV	V
TOP MANAGERS					
Mentality / Personality				X	
Skills/Talents					X
Knowledge				X	
ORGANIZATION CLIMATE					
Culture/Norms			X		
Rewards/Incentives			X		
Power Structure			X		
ORGANIZATION COMPETENCE					
Structure			X		
Resources		X			
Middle Management		X			
Line Personnel		X			

- I. Custodial, Rejects Change , II Adapts to Minor Changes, III. Seeks Familiar
 IV. Seeks Related Change V. Seeks Novel Change

STAKEHOLDER ANALYSIS

Stakeholders are those people or groups who are concerned about some segment of the issue. Each stakeholder or stakeholder group will have specific assumptions regarding the issue. These are basic, deep-rooted, often unstated values and beliefs of the stakeholders. The stakeholders and their assumptions are listed below. The stakeholders that were ultimately selected were picked by a Modified Conventional Delphi Team comprised of members of the Burbank Police Department's Masterplan Task Force and several Command College graduates, and property room personnel.

These assumptions are graphically displayed with regard to, the researcher's certainty of the assumption and, the importance of the assumption to the issue. On the Strategic Assumption Map in Table 7, the stakeholder designated a "snail darter" (SD) is one who can radically impact the strategy in unanticipated ways. Stakeholders were identified through an informal process of interviewing organization members, experts in the field of property and management team members including property clerks, Board Members of CAPE, a City Prosecutor and a member of the Los Angeles County District Attorney's Office. The following is a list of stakeholders, along with specific assumptions related to their beliefs and / or values, as identified by the Delphi team.

Stakeholders Concerned with Specific Property and Evidence Issues

Police Chief

The Police Chief has always supported the need to insure that the property room was an integral part of the department in addition to supporting changes that streamline the operations of the function. The Police Chief would volunteer the departments property room as a model to other agencies.

Burbank Police Department Managers

Law Enforcement managers within the Police Department would support any move to share the success of property room with other agencies. Not all managers fully understand some of the liabilities and problems related to mismanagement of the property function and may be disinterested and unsupportive.

State Legislature (Sacramento)

Legislators have very little knowledge of the operational issues concerning property storage any would require major lobbying efforts to educate of the problems. State Legislators may modify law with more lobbying and knowledge

Burbank City Attorney's Office (prosecutors state wide)

The City Attorney would be supportive of changes as long as claims remain minimal and criminal cases weren't jeopardized. The City Attorney would provide legal assistance in structuring new legislation and or POST guidelines.

Defense Attorney / Los Angeles County Public Defender's Office

Most defense attorneys are uninterested in the issue and would challenge any changes in law or existing procedures. Defense attorneys would prefer that all evidence be retained forever to need to support challenges at later date.

ACLU (American Civil Liberties Union (California))

Would challenge any change to law if property isn't retained and challenge cases if the evidence hadn't been retained. ACLU would pursue issue to make case law.

Los Angeles County Municipal and Superior Courts.

Court administrators would endorse methods to speed up process - Courts are hampered with space problems and minimal guidelines for storage. The judiciary could side with defense motions to retain and require all evidence to be introduced in lieu of photographs, etc.

Burbank Police Department Investigating Officers

Would lend support to endorsing an existing process that eliminates unnecessary evidence for the property room, while necessary property and evidence is retained and reviewed on a regular basis. However some detectives believe that most evidence needs to be kept forever. (just in case)

Property Clerk (Burbank)

Burbank Police Department Property Clerks would be willing to share their knowledge and support any movement to standardize property room operations and legislation that would provide guidance to all.

Property Clerk (Statewide)

Property clerks statewide would make work environment more desirable and would support and legislative changes or POST guidelines that would give direction to the handling of their inventories. Property clerks would feel more comfortable with their job responsibilities with some type of legislation or statewide guidelines that delineate their responsibilities.

CAPE (California Association for Property and Evidence)

CAPE members could lead any lobbying efforts to reduce time property is held and give direction to its members. Would welcome any efforts that would standardize the process and provide guidance.

Criminal Defendants (charged in local courts)

Criminal defendants with the assistance of their attorneys would file more claims and lawsuits for already released or destroyed property

Burbank City Employees Association (BCEA)

Department employees encourage standardization and written guidelines as it makes the disciplinary process more uniform and give labor a more defined perspective of the job requirements. In addition legislated or POST standards would monitor safety and environmental issues thus insuring the safety of employees.

POST - Commission on Peace Officer Standards and Training

POST accreditation members would provide necessary staff support to professionalize the function and lobby for necessary change. Would endorse all effort to standardized and bring into compliance with certain accreditation standards

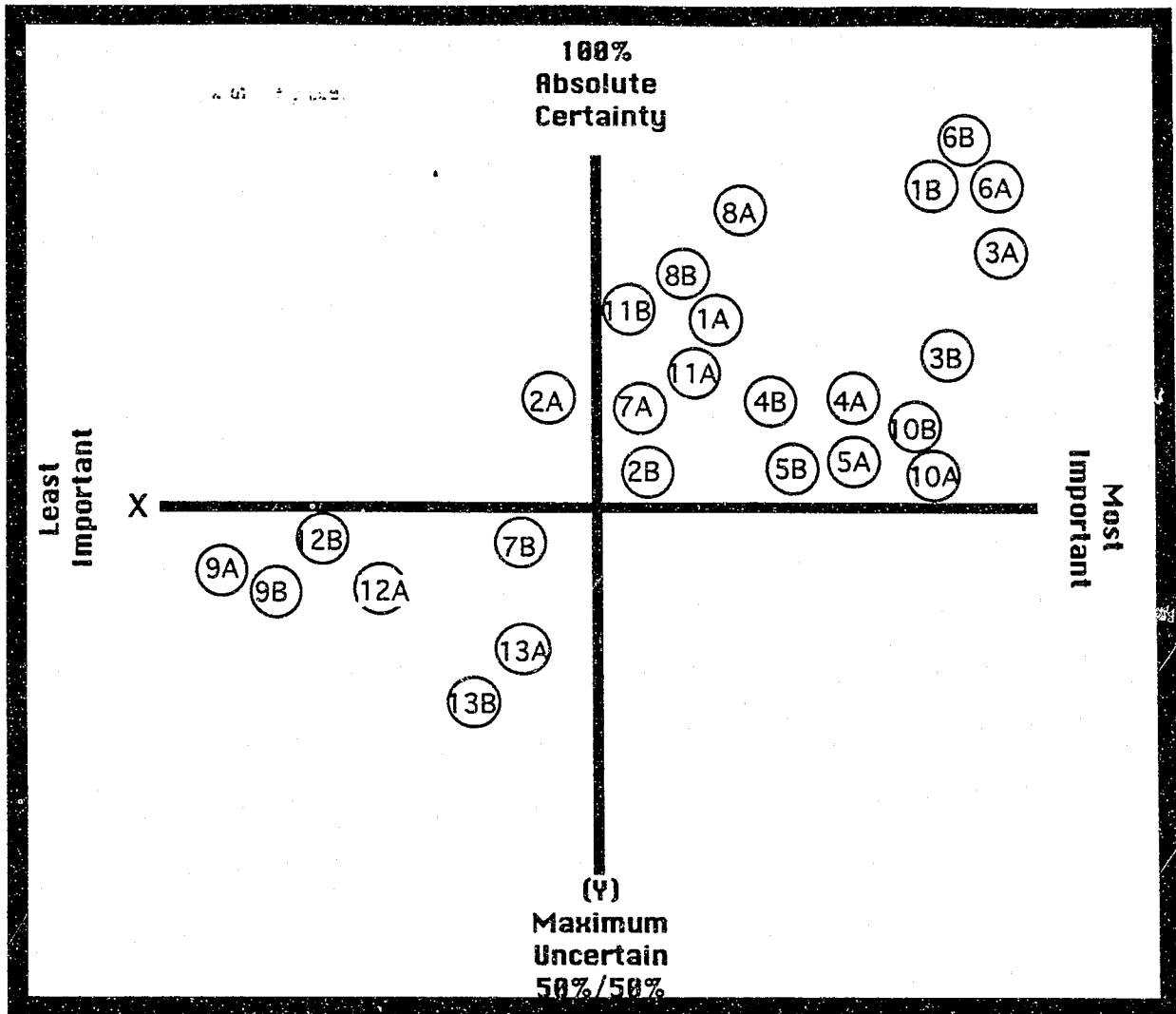
CAL-OSHA (snail darter)

CAL-OSHA is interested in the potential health risks and job site hazards that are found with the storage of certain materials including narcotics in the property room.

CAL-OSHA has power to impact and regulate

STRATEGIC ASSUMPTION MAP

Table 7



Legend

"x" axis - Importance to the central issue of the Assumptions held by the Stakeholder.
 "y" axis - Certainty/Uncertainty Regarding the Assumptions held by each Stakeholder.

1. Police Chiefs and Sheriffs
2. Police Managers
3. State Legislators
4. State Attorney General
5. Defense Attorney's
6. American Civil Liberty Union
7. Courts
8. Investigating Officers
9. Patrol Officers
10. Property Clerks
11. Property Officers Association
12. Criminal Defendants
13. City Employees Association
14. Commission on Peace Officer Standards and Training
15. Cal OSHA

DEVELOPING ALTERNATIVE STRATEGIES

A second Delphi panel was used for a Modified Policy Delphi process to, generate a list of alternative strategies which could be used to accomplish the mission. The panel was comprised of the following Command College Class 19 classmates:

Commander Dan Watson.....Los Angeles Police Department
Commander Willie Pannell.....Los Angeles Police Department
Captain Eric Lillo.....Los Angeles Police Department
Captain William McClurgEl Cajon Police Department
Lieutenant Don MacNeil.....Glendale Police Department
Lieutenant Joseph Latta.....Burbank Police Department

They panel then considered all suggested strategies through an oral discussion and voting process to develop and evaluate the recommended policies and strategies to bring about the desired future based upon the WOTs-Up and stakeholder analysis. The managers selected the following criteria to develop the strategies:

- | | |
|-------------------------------------|--|
| 1. Organizational Importance | 4. Financial Considerations (Costs) |
| 2. Long Term Desirability | 5. Stakeholder Support |
| 3. Short Term Desirability | 6. Feasibility |

The Modified Policy Delphi process selected the follow eight strategies to be reviewed with number two being selected as the preferred strategy:

1. Initiate legislation that would reduce the length of time property and evidence is held by police departments.
2. Develop operational procedures that would set standards for accreditation and provide a model for all police agencies with special emphasis directed at audits and inventories.
3. Interface with the private sector to develop standards and specifications to utilize private vendors (privatization) to manage the property and evidence function.
4. Initiate local interest to develop a regional property room to be shared between geographically bound municipalities.

5. Increase awareness of the liabilities and misfortunes of mismanagement in the property room.
6. Develop technological standards for property room technology, including bar coding, relational data bases, digital photography, optical character recognition systems(OCR), robotics, and holography.
7. Develop architectural standards and architectural programs to design "state of the art" facilities that provide the property function the most efficient usage of space, equipment and technology.
8. Select a task force to identify the most important problems facing the management of the property function.

The three strategies which best matched the criteria organizational importance, short term desirability, stakeholder support, long terms desirability, financial consideration, and feasibility were selected for a more detailed analysis. Advantages and disadvantages then were gleaned from oral polling and brainstorming of the Delphi Panel.

Strategy One - Legislative Change

Encourage law enforcement officials to lobby for new legislation that would provide police agencies with specific guidelines for the retention, release and disposal of property and evidence. Presently property and evidence statutes are extremely vague and ambiguous causing timely delays in the release of unnecessary property and evidence.

Advantages (pro)

1. Space requirements could be reduced, cutting construction and operational costs.
2. Inventory reduction would eliminate large quantities of narcotics and currency, thus removing targets of theft and embezzlement.
3. Inventory reduction would substantially reduce lost evidence and increase efficiency, while lessening court challenges, claims and embarrassing situations when evidence is misplaced

4. Reduced inventories would increase employee morale.
5. Inventories and audits would become more common place.
6. New imaging technologies could store images of property in lieu of the actual object.
7. Property Room would become a more desirable workplace

Disadvantages (con)

1. Elimination of important evidence could hamper investigation or prosecution at later date
2. Any legislation allowing the disposal of evidence would be challenged by the courts.
3. Additional court appeals would be likely to be filed in courts.

Perceptions of effected Stakeholders /Strategy #1

Police Chief: would support legislative changes that would streamline operations and provide guidance to the function. Legislative relief would also limit exposure to claims and law suits.

Burbank City Attorney's Office (prosecutors state wide): may eventually be required to defend changes in law. May be reluctance to support concept due to constitutional requirements.

Los Angeles County Municipal and Superior Courts: could rule favorably for defendants.

Burbank Police Department Investigating Officers: would welcome statutory guidelines that would allow disposal or release without jeopardizing case(s).

Property Clerk (Statewide): only way to provide relief to the property function is through legislative change. Fewer challenges from criminal defendants, defense attorney and courts, when legislation guides and protects the employee for their actions. Fear of departmental sanction or claims related to the releasing or destroying property would be lessened with legislative guidance and support.

Strategy Two -Accreditation Standards

Develop operational procedures that would set a standard for accreditation and provide a model for all California police agencies. The developed standards should be beyond any minimum standards, with special emphasis directed at audits and reduction of property inventories.

Advantages (pro)

1. Professionalize the property function and make more desirable.
2. Increase efficiency and effectiveness.
3. Place accountability at all levels.
4. Reduce liabilities, claims, and loss of criminal cases.
5. Reduction of theft and misappropriation of evidence.
6. Reduction of inventories.
7. Reduced labor costs.
8. Lead to new legislation.

Disadvantages (con)

1. Time consuming to develop and maintain standards.
2. Difficult to built consensus among all stakeholders.
3. Auditing and monitoring becomes required, creating additional work for administrators.
4. Low priority to some stakeholders.

Perceptions of effected Stakeholders /Strategy #2

Police Chief: would encourage stricter standards as it would only professionalize the function.

Burbank City Attorney's Office: would lessen claims and lawsuits against city.

Property Clerks (Statewide): believe that minimum standards are necessary and would relish guidance.

Burbank City Employees Association (BCEA): would favor employees having written guidelines and procedures that give employees direction, as opposed to philosophical beliefs of managers who have little knowledge of the function.

POST - Commission on Peace Officer Standards and Training: may be reluctant to provide stricter guidelines, since enforcement and oversight would be difficult.

Strategy Three - Privatization

Interface with the private sector to develop standards and specifications to utilize private vendors (privatization) to manage the property and evidence function. Strategy three (privatization) provided the widest level of diverse opinions among the managers that participated in the Modified Policy Delphi. The suggestion of removing evidence from the confines of local agencies created a fear among those managers that have minimal knowledge of the property function. This group of managers had great difficulty in relinquishing control to an outside vendor, fearing the loss of criminal prosecution success and increased civil liabilities.

However, those manager that have coped with the antiquated and cumbersome systems that are presently in place in many departments welcomed any new approaches that may eliminate some of these archaic procedures. This group of managers felt that today's new technologies including bar coding, OCR (optical character recognition) and robotics would some day enhance the property rooms of the future, while retaining custody of the evidence (actual or substitute).

Advantages (pro)

1. Monetary saving through bid process.
2. Additional space available within facility for other uses.
3. Enhanced quality control is possible, if proper specifications are developed when contract is administered and regular reviews/ audits are conducted.
4. Reduced operational costs

Disadvantages (con)

1. Increased liabilities with off site storage and less supervision.
2. Increased time in obtaining essential evidence.
3. Possibly inconvenient for owners of property to retrieve it.
4. Security concerns will be major issue if ever breached.
5. Legal-chain of evidence may be challenged.

Perceptions of effected Stakeholders /Strategy #3

Police Chief: would provide an alternative to the present method of storing property and evidence.

Burbank City Attorney's Office (prosecutors state wide): loss of evidence during transportation, theft by employees at private vendors, delays in delivering evidence to court could all create a situation where cases could be lost.

Burbank Police Department Investigating Officers: would be opposed to off site location(s) controlled by vendor, with same security concerns as prosecuting attorneys.

Property Clerk (Statewide): would be opposed since jobs may be lost.

CAPE (California Association for Property and Evidence): would be opposed since jobs may be lost.

Burbank City Employees Association (BCEA): would be opposed since jobs may be lost.

Preferred Strategy

After assessing all strategies in light of their potential for acceptance and implementation, the panel first selected **Strategy One - Legislative Change**. However, after critical analysis it was realized that this course of action can only be solved on a state level, because of the necessity for legislative action. Saying that one local police department can coordinate such action is presumptuous. Just as a small catalyst can initiate a huge chemical reaction, however, one agency can be the seed for legislative action. POST, along with Cal Chiefs, CPOA and CAPE, are the

agencies that needs to prompt, assist and coordinate legislative action, and that is outside the scope of this project. The action of one agency, however, can be the seminal effort to develop, test, promote and propose statewide action through an agency such as POST, therefore that local department action will be the focus of this project.

The preferred strategy finally selected was **Strategy Two -Accreditation Standards** which could designed to be the stimulus for future legislative change if POST chose to support the issue. This strategy will provide both POST and other law enforcement agencies a comprehensive guide for the operation of property rooms statewide, with special attention directed at property retention, inventory control and auditing. The preferred strategy will have four components, which are listed here and will be discussed individually.

Develop retention schedule (review times) for all property and evidence.

Quantify need for legislation reform.

Develop advanced level guidelines above minimum accreditation standards.

Secure support of local District Attorney and City Attorney.

Develop Retention Schedule For All Property And Evidence

Develop criteria with CAPE for suggested retention schedule (review times) for all stored property and evidence that would be acceptable to police departments statewide. These time limits may be directly related to statutes of limitation, or may be shorter periods of time that would be agreeable. As an example the Burbank Police Department reviews each piece of property/evidence in its custody as follows:

Homicide	Every Two Years
Felony	Every Eight Months
Misdemeanor	Every Four Months
Found Property	After 90 days
Safekeeping	After 90 days

Although the review is prompted by property room action, it places the accountability of property / evidence retention on the assigned investigating officer, which in turn closely controls needed evidence and eliminates the unnecessary stockpiling of valueless evidence. Mandated reviews also require articulated reasons for the continued retention of old property and evidence.

Quantify Need For Legislation Reform.

With the assistance of CAPE (California Association for Property and Evidence) and POST, survey police and sheriff's department's statewide to quantify and document the need for legislative change related to property retention, inventory control and audits.

At the present time there are police agencies throughout the state that have never conducted an inventory or audited their property and have virtually retained evidence for decades due to the fear of losing a case or not knowing what statutory requirement may govern a particular piece of evidence. In many cases the applicable codes don't address these items.

Develop Advanced Level Guidelines Above Minimum Accreditation Standards.

As a supplement to the accreditation procedures from POST or CALEA for the operations of the property function statewide, standards should be developed beyond any minimal standards that may be acceptable for an routine accreditation process. These standards should provide interested departments with operational guidance, recommended policies and procedures, technological standards and specifications, employee standards, security recommendations including architectural design, packaging requirements, environmental regulations, procedures for purging and destroying, inventory and audit controls and training. Hopefully these guidelines would form the basis that POST would use in recommending legislative remedy to the larger issue of evidence retention.

Secure Support Of Local District Attorney And City Attorney.

Findings and concerns should be presented to the District Attorney's Association for comments and recommendations. Presenting the issue to the DA's will educate prosecutors to the critical nature of the problem and how the ever increasing inventories are in fact a liability to successful prosecutions. For example less than two percent of seized property is ever introduced

into court as evidence. For one local agency to secure local District Attorney backing would encourage POST to seek similar backing on a statewide level from District Attorney Associations and the Department of Justice.

IMPLEMENTATION PLAN

The strategy will be implemented through the four step plan discussed in the previous section. It will be necessary for this author, with assistance from the Board of Directors of CAPE, to promote the need for legislative change by continued development of an organization (property room) that can be utilized as a model statewide. The ultimate goal of this implementation would be statutory relief for the central issue concerns.

It will be necessary to market the model organization in order to educate the law enforcement community, POST's staff and commissioners for the need to provide the property function better statutory guidelines for the storage, release and disposition of property and evidence. The education process is necessary since so few administrators have had any first hand experience with the myriad of problems and issues plaguing the property function of law enforcement.

It is anticipated that the major obstacle facing any enabling legislation would be from attorneys, who historically and philosophically have been opposed to the release of any evidence or property. This mind-set must be transformed through education and statistical data supporting this issue.

For enabling legislation to be possible, law enforcement will have to establish statewide standards that meet its needs, but still insure that the legal community has a permanent record of the purged evidence. These standards then must be standardized, so that law enforcement agencies follow the same policies and procedures in the management of evidence.

In order to evaluate the proposed strategy, several departments of various sizes should act as models to evaluate and test the implications of an enhanced purging system (review systems) that may generate initial court challenges to the system. When the procedures are successful and supported by court decisions, then the program could be expanded statewide.

A detailed cost analysis of the preferred strategy for legislative change within the City of Burbank and the State would be extremely complex. The political and economic futures facing the impacted law enforcement agencies within the state would make an accurate cost analysis impossible at this time. However; operational costs would logically be reduced with reduced inventories.

SUMMARY

Through the strategic planning process the Burbank Police Department now has a concept of its future state, a strategic plan for bridging the present with that future, and a framework for successfully mitigating potential obstacles placed by the various stakeholder groups including the infamous snail darter. The internal assessment has displayed current concerns which must be quelled prior to embarking on the transition plan. Now that the department and property unit has an accurate perception of the environment, and a plan for capitalizing on it, it is time to proceed to the transition management.

SECTION IV: TRANSITION MANAGEMENT

RECOMMENDED STRATEGY- TRANSITION MANAGEMENT

The transition management plan consists of four components. They are 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 structure (organization) to facilitate the desired change; (3) the tools, technology and methodology that will be used to reduce tension, friction, organizational confusion and uncertainty, and (4) the development of an applicable timetable.

Previously, the central Issue and Sub-Issues related to the Management of Property and Evidence in the Year 2003 were identified. Subsequent forecasts provided a basis for developing scenarios and policy statements. Following that work, a Strategic Plan was developed for the Issue and Sub-Issues. A Modified Policy Delphi process was used during the integration of the Strategic Plan. The plan included steps to implement four strategies, including negotiating acceptance with critical stakeholders. In this section, the "Transition Management Plan" will be outlined to provide a framework for the implementation of a strategic plan that will facilitate the management of property and evidence in the year 2003.

A Transition Plan will be needed to ensure that the "Preferred Strategies" are actually enacted. It is believed that the key component to the plan is the necessity to change current legislation to allow the early release/ disposal of non-essential property and evidence. However, this strategy must be deferred, while a model organization utilizes a modified review schedule that is acceptable to the CAPE Board of Directors and local prosecutors. In concert with these review standards would be development of extensive policies and procedures that govern the management of the property function. These standards would be beyond any minimum accreditation standards recommended by POST or CALEA (Commission on Accreditation for Law Enforcement Agencies, Inc.). Acceptance of these standards would encounter subsequent POST support and codification to insure that the law enforcement community was accountable for their inventories, and had the proper tools to control their inventories.

Other Preferred Strategies such as privatization and or regionalization are secondary. Controlling inventory is paramount to reducing expenditures and operating efficient systems that are supportive of the law enforcement mission. Accreditation and privatization are options that will further enhance the orderly management of property and evidence.

Since the desired future has been identified and described in prior sections, and since a strategic plan has been prepared with policies which will increase the likelihood of that normative future becoming reality, it is now necessary to establish a structure to manage the transition from the present to the future. To do so, necessary and appropriate changes will be implemented in a planned manner, with appropriate feedback to see that they remain entirely under control. Generally speaking the fear of change creates much consternation, and the pace of change grows increasingly frightening to some people. Strategies will be developed to mitigate organizational resistance to those changes.

CRITICAL MASS IDENTIFICATION

To insure successful transition from the present to the desired future requires the commitment of a number of key players referred to as the "critical mass". The critical mass is the smallest number of individuals or groups whose support can allow the successful change to take place, and whose opposition will lead to failure.³⁸

Ordinarily, the critical mass is comprised of key stakeholders, but can include others who do not have a specific interest in the outcome of the recommended change. Many of the remaining groups or persons can be influenced or even completely controlled by a very small percentage of their members. In order to implement the strategy most efficiently, it will be necessary to reduce the huge mass of stakeholders to the smallest possible number of people whose support is sufficient to ensure the approval of the stakeholder's groups. If organizational leaders hope to implement the strategic plan, it is important that they identify the critical mass and formulate strategies to influence the necessary commitment.

³⁸ Richard Beckhard and Reuben T. Harris, Organizational Transition: Managing Complex Change, 2nd ed. (Reading, Mass: Addison-Wesley Publishing, 1987: p92.

Each player in the "critical mass" who is not at the necessary level of support must be moved from their current level of individual commitment to the level needed for the success of the transition effort. This section outlines approaches to be taken to achieve that movement and Table X graphically represents the necessary levels and the moves to be made.

During the development of the strategic plan a group of critical stakeholders were identified. The author met with three colleagues from the original NGT group to identify the "critical mass players". A Modified Delphi selection process was used to identify the 7 critical mass players.

The following individuals and groups make-up the critical mass for implementing the preferred strategies for the management of the Burbank Police Department property function with the expectation of change throughout the law enforcement community:

1. Burbank Police Department Police Chief
2. City of Burbank City Attorney (Prosecutor's Office)
3. Los Angeles County District Attorney's Office (Glendale Office)
4. California Association for Property and Evidence - Board of Directors (CAPE)
5. (POST) Commission on Peace Officer Standards and Training
6. Project Manager

A number of the suggested remedies for early release of property and evidence, the inventory process, mandated audits and an other controls have be implemented by the Burbank Police Department for several years. The transition plan would allow the department memorialize all of the procedures along with input from other law enforcement agencies, prosecutors and CAPE to develop standards that could be developed into codified relief that would assist all law enforcement agencies.

Police Chief

The support and political strength of the Police Chief is absolutely paramount to changing any operational issues related to the early release and destruction of property and evidence. It is also incumbent upon the Chief's office to promote other proactive solutions including privatization,

regionalization and accreditation standards for the property function. At the present time, it can be assumed that most of the state's top law enforcement administrators are understanding of the monumental support that is required to store the myriad of evidence that is housed within law enforcement's property rooms.

If organizational leaders hope to bring the necessary legislative transformation to the function, it will be necessary to persuade organizations, such as, CAPE, POST, CPOA, Cal Chiefs and Cal Sheriffs to pursue legislation that will **"make it happen"**. The Chief must move from a **"let it happen"** to a **"help it happen"**. The leadership of the Burbank Police Department will need to take the lead role in causing the change to occur and stimulating an interest in the issue among his peers.

A suggested strategy for achieving any legislative commitment for "statutory retention times" would be for the Burbank Police Department under the direction and support of the Police Chief to first conduct a statewide survey of property rooms. The survey would include documentation of the tremendous backlog of property and evidence that is rarely admitted to court, seldom reviewed and routinely stored for years with no legitimate purpose. With the necessary empirical data collected, it is suggested that the properly collected data and documentation would easily persuade other police administrators and legislators of the need to change the current legislation. Complete awareness of the issue at hand should provide commitment and an understanding of the monumental problems facing the law enforcement community when dealing with stored property and evidence.

With limited funding available in the state at the present time, this issue could prove much more valuable, as the reduction in inventories could have substantial financial savings for police departments statewide.

It will also be necessary for the chief of this model agency (Burbank Police Department) or agency(s) to successfully solicit support from a multitude of statewide organizations such as the Los Angeles County Police Officers' Association, California Peace Officers' Association (CPOA),

California Association for Property and Evidence (CAPE) and California Police Chiefs Association (Cal Chiefs).

City Attorney - City of Burbank (Prosecutor's Office)

As the prosecuting attorney for the City of Burbank, the City Attorney must be committed to supporting and endorsing the necessary procedures that will promote the department's policies that have been in place for several years. It will be the City Attorney's Office that will provide the necessary legal support to **"help change happen."** It is felt that the current position of the City Attorney would be that of **"no commitment,"** unless criminal cases had been lost due to existing procedures or a number of civil claims had been filed against the city for mishandling property and evidence. Endorsement from local authorities such as the City Attorney to State Legislators could later provide the stimulus for statewide legislative change.

In order to encourage the City Attorney's Office to promote current policies related to the retention of evidence it will be necessary for the Police Chief to supply empirical data to the City Attorney Office on the amount of evidence that has entered the local property system and the amount eventually used in court and any data indicating that releases / disposals had hindered any prosecutions or claims.

District Attorney Office (Los Angeles County - Glendale Office)

The Los Angeles County District Attorney's Office (Supervising Deputy District Attorney - Glendale Office) handles the vast majority of the Burbank Police Department's felony filing, arraignments and preliminary hearings. For a number of years the local deputy district attorney has in fact had the opportunity evaluate a property retention system used by the Burbank Police Department in respect to having evidence available for court. It will be the District Attorney's Office that will provide legal support and endorsement of the existing property procedures to **"help change happen."** It is felt that the current position of the local District Attorney would be that of **"no commitment,"** unless criminal cases had been lost due to existing procedures or a number of civil claims had been filed for return of property and evidence. Considering the positive

relationship the police department has had with the District Attorney's in respect to successful prosecutions their support to help change happen could be expected.

CAPE (California Association of Property and Evidence - Board of Directors)

No group of employees understands the complexities of the property function like the members of CAPE. Every board member has had years of experience and has had to deal with procedures that were handed down for generations with little legislative guidance and with functions that have been ignored for years.

CAPE board members would be more than willing to be in the "make it happen" position, but due to their status in the law enforcement community this would be an unlikely scenario. However their expertise, commitment and determination to the issue(s) would place them in a "help change happen" from the initial phase to conclusion.

Commission on Peace Officer Standards and Training (Accreditation's)

It will be necessary for POST accreditation committee along with POST's staff and commissioners to be the primary lead in any fundamental changes that may be associated with statewide changes to the property function and the retention of property and evidence. After necessary empirical data is collected regarding statewide inventories, written procedures and procedures, inventories, audits. etc., it will be necessary for a organization such as POST to direct its resources to enable the problems and issues at hand to the state legislature.

The accreditation process is a secondary element of the transition plan, but is an integral part of the overall process. In order to successfully manage the property function it is absolutely essential to have the necessary personnel and standards in place. Ensuring that the proper accreditation standards are developed can only improve the operations of the property room. It will be necessary to move POST from "help change happen" to "make it happen" in both the accreditation process and statutory relief related to the retention of property and evidence.

At the present time POST is developing certain criteria to enable the Commission to initiate an accreditation program. The following provides an overview of the POST accreditation process and how POST will provide guidance to the property function. It is the this authors opinion that

any standards that are developed related to the property function must in fact focus on the importance of inventory control and regular impartial audits from outside the function.

Standards are the mechanism used by the Commission to ensure professional practices are employed by accredited agencies. The periodic evaluation (on site assessment) by accreditation program assessors provides the Commission with a method for verifying the application of and conformance to a body of statewide, profession law enforcement principals by agencies seeking accreditation.

An agency accredited under the program will have examined most of its administrative and operational functions. It will have verified that its mission and policies are implemented through well-defined procedures and practices which meet the law enforcement needs of its jurisdiction. It will have trained its employees and established a system to monitor and document compliance with these standards.

The Commission encourages agencies to go beyond the standards; it recognizes that these standards do not reflect the maximum nor the minimum that can be accomplished in achieving professionalism.³⁹

It will be necessary for the CAPE Board of Directors and Cal Chiefs to encourage POST to insure that the inventory controls and audit responsibilities are addressed in the accreditation process. In addition, any support from POST would need to address the need for legislative change that provides the property function some type of consistency and direction in the handling of property and evidence.

Critical Mass Summary

Each critical mass player appears to be in a position politically to block change in the proposed implementation of property room standards of legislative changes. It has become obvious that each will play a key role during the planning and implementation stages.

Commitment Planning

Table 8 is a visual diagram of the "critical mass". Each "X" represents the current apparent level of support of each critical mass actor. The "O" represents the level of commitment of each action necessary to implement the preferred strategic plan.

The arrow pointing from the "X" to the "O" shows the direction and distance each critical mass actor must be moved to accomplish the task.

³⁹ The California Law Enforcement Accreditation Program (POST) (draft), Feb. 10, 1994: p3.

COMMITMENT CHART

Table 8

Critical Mass	Block Change	No Commitment	Let Change Happen	Help Change Happen	Make Change Happen
Chief			X	→ 0	
City Attorney		X		→ 0	
District Attorney		X		→ 0	
CAPE				X0	
POST				X	→ 0
X - Present Commitment 0 - Minimum Commitment Needed					

TRANSITION MANAGEMENT STRUCTURE

The complexity of developing a model to solve as the catalyst for POST to use in an attempt to secure new legislation or modification accreditation standards must be orchestrated from within several different law enforcement organizations, such as the Cal Chiefs, California Peace Officers Association and California Association for Property and Evidence. A likely scenario would encourage the assignment of POST to spearhead the lobbying efforts and develop a commonalty amongst law enforcement agencies. POST could then develop alternative structures for managing the transition from the current state to the desired state for the management of evidence.

The property function within the law enforcement community has deep rooted values, traditions, and norms. For decades the function has been managed by administrators who have upheld these values, beliefs and have been resistant to change. Any hint of change is generally met with resistance. Moving the law enforcement community from the present to the planned future will, therefore, be a very demanding and trying experience for transition managers. Another reason for resistance, aside from tradition, is the fact that stable organizations find it most difficult to accept change.⁴⁰ If property rooms within the law enforcement community are perceived as performing satisfactorily, individual managers (including administrators) inside and outside the

⁴⁰ Richard Beckhard and Reuben T. Harris, Organizational Transition: Managing Complex Change, 2nd ed. (Reading, Mass: Addison-Wesley Publishing, 1987: p45.

respective organization(s) resist, as they see little need for change. This is especially true in the property / evidence arena since so few managers have experienced the opportunity of having to work in this specific area."

Project Manager

Considering these facts, utilizing the regular structure of within the Burbank Police Department to manage change is not recommended. Assigning a project manager with an extensive background and understanding of the property function, its legal requirements, functional problems and evidentiary needs would be the most appropriate assignment to ensure a smooth transition.

The person chosen as the project manager must also have the respect of the ultimate users of the recommended changes, such as the property clerks throughout the state and those members of the critical mass who may attempt to block change.

It would appear that the most appropriate project manager would come from the Services Division of the Burbank Police Department. The project manager must have the necessary expertise and understanding of the monumental problems faced by the property function. The project manager, appointed by the Chief of Police, would have the authority necessary to mobilize the necessary resources within the legal community, CAPE and POST to advocate the necessary statutory changes and accreditation standards that would benefit the property function and still meet any court challenges.

Support and Administration

Considering the magnitude of changes that may be implemented statewide, the project manager should be given the flexibility to appoint a committee to assist him/her in the necessary studies and polls to determine the dimension of the problem, and to formulate strategies to distribute the necessary information to those POST managers that can effect the passage of any legislative change. Any committee should include a cross representation of those individuals or groups who have any relationships to the collection and storage of evidence and property, as well as representatives from the organization's which have critical mass actors. This would include

police officers, property clerks / managers, detectives, prosecutors, fiscal planners, budget personnel, and appropriate representation from the defense attorney association. Inclusion of experts from the private sector should also be considered in order to review new technologies for the storage a retrieval of collected property and evidence.

SUPPORTING TECHNOLOGIES

"Effective change effort often requires new ways of approaching problems; existing mechanisms may be inappropriate or ineffective in such situations."⁴¹ Any effort to restructure a program or system which has roots decades old will face a certain amount of resistance. Several techniques and technologies are available to diminish or abate anxiety, and to manage the change effectively. Through the use of these techniques, those charged with the required change will have the appropriate information to communicate the necessary data to the stakeholders to implement the change. The following techniques will be selected for use in supporting technologies:

Communicating The Vision

Successful leaders are those who have the capability to foresee the future and plan accordingly. They are capable of understanding the organization they lead and how the environment affects their decision making abilities. There must be a close relationship with both the organization and the surrounding environment. If transition managers ever hope to reduce the ever increasing inventories of non-essential property and evidence, they must communicate the vision so others have an idea of where the property function is headed and the reason for the changes.

Milestone Recognition

Milestones will be instituted within the plan for such events as implementation dates and deadlines for certain actions that must be adhered to for certain actions to take place. As the milestones are accomplished they should be published and celebrated by all who participated.

⁴¹ Richard Beckhard and Reuben T. Harris, Organizational Transition: Managing Complex Change, 2nd ed. (Reading, Mass: Addison-Wesley Publishing, 1987: p74

Team Building

Through a series of team building workshops the transition team should develop a crystal-clear understanding of the concept and develop a pledge to making the plan a success.

Evaluation and Feedback

Monitoring feedback from a long-term project is difficult. Although shortcomings may be readily apparent, successes may be obscure in the short term. Because of the feedback lag time, it is imperative that time be spent on a regular basis evaluating the importance of the strategy as well as the skill of the implementation.

Consistent with the need to establish goals is the need to determine how effectively each element of the strategic plan is achieving its stated objectives. Questions such as these need to be asked and answered: To what measurable degree having inventories been reduced? Has there been an adverse reaction to the evidence not being retained? Have the new standards increased awareness to the importance of property room management? Have operations costs been reduced with the lessening of inventories? Finally, a system for generating feedback should also be established and should operate throughout the life of the program. The project manager and staff should periodically solicit feedback from each other and various stakeholders during and after implementation.

Problem Finding

Each committee member in the transition team will detect problems inherent to his or her area of responsibility. Often these problems will extend into another area of the project. Again, a sequence of team-building workshops may be conducted to resolve these issues.

Responsibility Charting

Too frequently, good projects fail because of a lack of accountability and/or understanding as to who had responsibility for a particular effort. In order to avoid this pitfall, the "responsibility charting" tool will be employed. Responsibility Charting is a technique that identifies who will be responsible for the tasks and roles that must be accomplished to meet specified goals.

Table 9 lists the critical mass actors cross reference to the tasks and the area of involvement necessary from each individual to accomplish the mission. "Responsibility charting clarifies behavior that is required to implement important change tasks, actions or decisions."⁴²

RESPONSIBILITY CHART

Table 9

Decision or Act	Police Chief	Project Manager	City Attorney	LA District Attorney	CAPE	POST
Formulate Local Policy	AS	RS	A	A	S	SA
Formulate Accrediation Changes	R	R	S	S	S	R
Choose Steering Committee Chairman	A	R				
Facilitate Goal Setting	A	R	S	S	S	I
Gain Consensus Critical Mass	I	R	S	S		A
Assess Fiscal Impacts of Change	A	R	I	I	S	I
Develop Implementation Timeline	S	R	S	S	S	A
Maintain Contact with Stakeholders	I					R
Monitor Transition Process and Report		R				
Appoint Transition Manager	S	S	I	I	S	R/A
Assess Resources	S		I	I	S	R
Begin Implementation	S	S	S	S	S	R/A

- R = Responsibility for action (but not necessarily authority)
- A = Approval (power to approve or veto)
- S = Support (provide resources, does not have to agree)
- I = Inform (must be informed, cannot veto)
- Blank = Irrelevant to task

⁴² Richard Beckhard and Reuben T. Harris, Organizational Transition: Managing Complex Change, 2nd ed. (Reading, Mass: Addison-Wesley Publishing, 1987: p104

SECTION V: SUMMARY

CONCLUSION

The issue question, "How Will Law Enforcement Agencies Manage Property and Evidence By The Year 2003?" has a direct relationship with crime rates, economic issues, technology and legislative change. Insight to the main issue can be found by answering the following four sub issue questions:

SUB-ISSUE ONE: How Will Crime Trends Effect the Handling and Storage of Property and Evidence?

Answer: It is difficult to asses what crime patterns lie in the future. Between 1982 and 1991 violent crime rose 64% in Los Angeles County. Since the beginning of 1994 there has be an overall 7% decline in violent crime in Los Angeles County which may be related to "Three Strikes and You're Out" legislation enacted in March, 1994.⁴³ In the event crime rates escalate, it is an absolute certainty that the collection of property and evidence will increase proportionally. However, if crime rates decline due to stiffer penalties, evidence storage problem may still increase over the near term as the appeal process will inherently cause evidence to be retained much longer. The long term effects of property storage will need to be addressed by the state legislature to insure that law enforcement is not routinely storing property and evidence due to certain fears, customs and unfounded philosophical beliefs.

SUB-ISSUE TWO: What Legal Changes Will Be Required for the Management of Property and Evidence?

Answer: Examination of the literature showed that most of the statutory requirements related to property and evidence were authored in the late 1800's. Over the past 100 years few changes have done anything to streamline property room operations. Substantial portion of the California Penal Code that is applicable to property and evidence is directly related to the seizure and storage of "stolen" and "embezzled" property. Unfortunately, "stolen" and "embezzled" items are not the culprits inundating the confines of property rooms throughout the country. Legislation

⁴³ "Wilson Signs 3 Strikes, You're Out", Daily News, March 8, 1994: pA1.

will need to be drafted addressing alternatives to the storage of property, statutes that would mandate destruction or return before the item(s) become antiques, and legislation that would provide retention guidelines for the release of property along with statutory protection for property personnel related to release or destruction of property.

SUB-ISSUE THREE: How Will Reduced Budgets Effect the Storage of Property and Evidence?

Answer: A literature scan indicated that the economic conditions of California for the next 10 years are difficult to forecast. Based on unemployment rates, housing starts, the migration of certain businesses from California, and the downsized defense industry, the short term economic conditions in California appear to be very gloomy. With funding for government services continually being under close scrutiny, it is unlikely that any financing for new programs or technology would-be appropriated. However, the limited financial resources may force law enforcement administrators to investigate privatization, regionalization, partnerships, legislative relief, and or existing private sector technology directed to law enforcement arena.

SUB-ISSUE FOUR: How will Technology Facilitate the Management and Storage of Evidence?

Answer: An analysis of the available literature, site visits, consulting, teaching and interviewing experts in the field indicate that technology within the property function has been extremely slow in design and implementation. Technology to track, store, package, secure and transport various products has been available for years. However, the property function has traditionally been low on law enforcement's priority list and has fallen behind in the technological revolution. Utilization of existing technologies such as bar coding, digital imaging, robotics, video and CD ROM's, the property room could easily be transformed into a "state of the art" function and provide substantial cost saving and efficiencies to the function.

In the opinion of this author it's time that Property Room Management become synonymous with progressive management, creative technological solutions and a philosophy of importance.

The property function has deep rooted values, traditions, and norms. For decades the function has been managed by administrators who have upheld these values, beliefs and have been resistant to change. Any hint of change is generally met with resistance. Moving law enforcement from the present to the planned future will, therefore, be a very demanding and trying experience for managers. If property rooms within the law enforcement community are perceived as performing satisfactorily, individual managers (including administrators) inside and outside the respective organization(s) resist, as they see little need for change. This is especially true in the property / evidence arena since so few managers have experienced the opportunity of having to work in this specific area. Police managers and administrators must take this opportunity to re-evaluate their perceptions and beliefs about the importance of the property room and move to find proactive solutions to the myriad of problems facing today's property rooms.

Managing a property room isn't a bottom-of-the-barrel job, despite its past reputation. With more frequent lawsuits against department, skyrocketing arrests, an overburdened criminal justice system and media that can sniff out a scandal at 50 paces, chiefs would do well to give credit and attention it deserves. It may not be glamorous, but will always be important.

APPENDICES

Appendix A

Nominal Group Technique Agenda & Schedule

- 0800 Refreshments
- 0830 Introductions and Welcoming Statement
- 0845 Explanation of the NGT Process
- 0900 Overview of Project and Topic
- 0910 Defining Trends and Events
- 0920 Silent Generation of Ideas
- 0940 Break
- 1000 Round Robin of Ideas - Event or Trend
- 1030 Preliminary Vote - Trend
- 1100 Trend Forecasting
- 1130 Preliminary Vote - Event
- 1200 Event Forecasting
- 1230 Lunch

Appendix B

Trends

California Migration Level
Hazardous Material Investigations
Regionalization of the Property Function*
Level of Asset Forfeitures
Interactive Video Court Appearances
Level of DNA Evidence Used in Trials
Level of Video Courtroom Presentations
Disposal Costs*
Level of Law Enforcement Funding*
Level of Terrorism
Cloning Technology
Level of Property Room Security
Level of Homeless Property Seized
Level of Transmitted Diseases (Bacterial Evidence)
Criminal Appeal Process
White Collar Crime / Violent Crime Ration
Level of Internal Thefts*
Technology for Body Fluid Analysis
California Crime Rate*
Level of International Free Trade Crime Agreement
Level of a Cashless Society
Statutes Drafted to Effect Property and Evidence
Publics Ability to Develop Weapons
Level of a Paperless Society
Level of Digital Technology
Level of Artistic Censorship
Alternative Disposal Methods
Criminal Gangs Usage of Explosives
Level of Multi-Ethnic Communities*
Level of Privatization for Property*
Evidence Toxicity (Storage/Security)*
Robotics Technology
Level of Interactive Video Technology
*Selection Item for Study

Appendix C

Events

National Crime Bill
Narcotics Legalized*
Electronic Conviction
Kidnap of "Perfect Person For Cloning Purposes"
City Makes Tobacco Possession Illegal
New Drug Type (Transdermal)
Economic Collapse in California
Exotic Weapons Developed and Located-Doomsday
Small Handguns Outlawed
First County Wide Property Room Open for Local Police*
State Property Officers Certified
Local DNA Evidence Lab Opens
President Assassinated in Burbank
Closing of Los Angeles County Courthouse
Disaster Destroys Property Room*
Legal Prohibition of City Auctions
Chief of Top 10 Agency Arrested For Misuse of Diverted Property
Photo Evidence Rejected By Courts*
Polluting Vehicle Banned
Nationwide Property and Evidence System Developed
Substance Analysis Device Developed
Major Civil Disturbance
Field Identification and Booking of Evidence System Developed
Law Enforcement Arbitrates Disposition Duties to Officers
Property and Evidence Union Formed
Law Enforcement Response Limited to Violent Crime
First Fully Automated Property Room*
All Police Personnel Carry Personal Recorders
US Immigration Banned
Major Crime Scene (aircrash / multiple homicides)
Energy Flow Interrupted
State Statute Requires Time Evidence is Held Without Prejudice to Case.
*Selection Item for Study

Appendix C (continued)

Events

First Private Contract Property Room*

Private Vehicle Impound Lots Prohibited

Officers Divert Property to Personal Use Embarrassing Department.

"Sniffer" for Illegal Substance Developed

National ID Card Required

Holograms Introduced as Best Evidence in Lieu of Original*

World Cup Soccer in Los Angeles County

Court & Law Enforcement Networked Tickler File to Dispose of Evidence

Crime Committed For Artistic Expression

First Organ Transplant for Cloned Purposes

Local Police Agency Takes Over Freeway Patrol

Burbank Annexes Sun Valley

Judge Requires Stipulation of All Narcotics Analysis

Contamination Proof Evidence Container Developed

Contamination of Large Site Adjacent To Property Room

*Selection Item for Study

Appendix D

November 5, 1993

Lt. Joseph T. Latta
Burbank Police Department
272 East Olive Avenue
Burbank, California 91506
Command College Class #19

Name of Panelist
Address of Panelist
City of Panelist

Dear Panelist

Thank you for agreeing to participate in my project of the California Peace Officers Command College. The command College is a two year master degree program for law enforcement executives throughout California.

Our panel meeting is scheduled for Wednesday, November 24, 1993 at 8. A.M. at the Burbank Fire Training Center - 1745 N. Ontario, Burbank California. I have enclosed a map of the location and parking is available at the site) The exercise will takes approximately 4 hours based on prior panels. At the conclusion of the exercise I am planning on providing lunch at the center.

The function of the panel will be to perform a process called the Nominal Group Technique (NGT). In addition to this structured process to develop lists of trends and events, you will be doing some future forecasting. It will be step by step process, with each step building on the prior step.

The issue and sub-issues that we will be concerned with are:

Issues:

How Will Property and Evidence Be Managed In The Year 2003?

Sub Issues:

- How Will Crime Rates Effect the Management of Property and Evidence?
- What Legal Changes Will Effect the Management of Property and Evidence?
- How Will Economic Issues Effect the Management of Property and Evidence?
- How will Technology Facilitate the Management and Storage of Evidence?

Appendix D (continued)

You will be asked to list trends and events related to the above described issues. An event is a single occurrence, that can be traced to a given point in time. Several events over a period of time is a trend. Example: (Event) A Boeing 747 crashes at the Burbank, Glendale, Pasadena Airport. (Trend), A Boeing 747 crashes every Tuesday for a month. Event, the City declares bankruptcy. Trend, the City has had a deficit for three years.

Please think about the issues and possible event or trends and what might affect them in the next ten years. No idea is beyond our limits, so let your imagination run wild. Several years ago someone suggested that the "Cold War would be over" - who would have ever thought that might occur?

I know you'll find the discussion interesting and your contribution will be a positive learning experience for all those in attendance.

Please call me at 818-953-3131 if you have any problems, concerns or will be unable to attend.

Sincerely your,

Lt. Joseph T. Latta
Services Division Lieutenant

Appendix E

December 7, 1993

Lt. Joseph T. Latta
Burbank Police Department
272 East Olive Avenue
Burbank, California 91506
Command College Class #19

Name of Panelist
Address of Panelist
City of Panelist

Dear Panelist

Thank you very much for participating in the research for my Command College futures project entitled "How Will Law Enforcement Agencies Effectively Manage Property and Evidence As They Enter the Twenty-First Century? I had a 100 percent turnout which I was delighted with.

The completed project will be submitted to the sponsoring agency (the California Commission on Peace Officer Standards and Training) next fall. The input of the NGT (Nominal Group Technique) provided me with the issues that I will focusing on during the next six to eight months. I would like to express my gratitude for taking time out of your busy calendar to assist me and provide me with your valued thoughts.

Thank you again for your assistance. Struggling through the complicated instruction for a process with which you were probably quite unfamiliar took concentration and dedication. I appreciate your willingness to contribute both qualities in order to assist me. It is my prediction that the value of the final project to management of property rooms of the future.

Sincerely,

Lt. Joseph T. Latta
Command College, Class #19

EVENT DATA

Event 1 Hologram						
Candidate #	1st Exceeds 0	5 Years	10 Years	Positive	Negative	Importance
1	Low 2	40	75	Low 4	1	4
2	5	50	90	10	1	4
3	5	20	50	5	1	2
4	8	0	Low 20	10	2	4
5	4	25	60	8	2	1
6	3	20	40	7	0	4
7	4	20	High 100	10	0	4
8	2	High 50	100	4	1	2
9	4	15	60	10	3	3
10	4	40	75	High 10	2	4
11	High 10	Low 0	60	7	3	3
Median	4	20	60	8	1	4
Low		0	40	4	0	1
High		50	100	10	3	4
Average	4.33	25.56	67.78	7.89	1.45	3.18
Event 2 County Prop						
Candidate #	1st Exceeds 0	5 Years	10 Years	Positive	Negative	Importance
1	2	25	50	2	6	4
2	0	Low 0	10	1	5	1
3	2	50	60	3	7	1
4	4	10	40	5	5	2
5	8	0	20	3	6	4
6	2	30	60	Low 0	7	4
7	0	0	Low 0	0	Low 0	3
8	2	50	High 100	4	7	3
9	1	High 70	90	High 7	2	3
10	6	0	50	3	High 8	3
11	5	40	75	3	5	2
Median	2	25	50	3	6	3
Low	8	0	10	0	2	1
High	0	50	90	5	7	4
Average	2.91	22.78	50.56	2.67	5.56	2.73

EVENT DATA

Event 3		Narcotics				
Candidate #	1st Exceeds 0	5 Years	10 Years	Positive	Negative	Importance
1	10	High 40	High 60	2	10	4
2	9	0	10	10	0	4
3	Low 0	0	0	8	1	3
4	9	0	5	10	0	4
5	High 20	5	10	10	10	4
6	10	0	5	9	10	4
7	1	0	Low 0	Low 0	0	3
8	4	20	40	2	8	3
9	10	0	5	1	10	4
10	2	Low 0	0	0	10	4
11	3	25	50	High 10	10	4
Median	9	0	5	8	10	4
Low	10	0	0	0	0	3
High	1	25	50	10	10	4
Average	6.44	5.56	13.89	5.78	6.27	3.73
Event 4		Automated				
Candidate #	1st Exceeds 0	5 Years	10 Years	Positive	Negative	Importance
1	3	30	65	Low 3	2	4
2	10	0	10	10	1	2
3	High 20	0	Low 0	7	1	4
4	3	20	50	10	20	4
5	10	Low 0	10	10	2	4
6	2	30	60	6	10	4
7	5	50	High 100	High 60	4	4
8	1	High 60	90	7	3	2
9	3	40	75	10	1	4
10	2	50	90	10	2	4
11	Low 0	10	50	8	3	3
Median	3	30	60	10	2	4
Low	10	0	10	6	1	2
High	1	50	90	10	20	4
Average	4.33	25.56	55.56	8.67	4.45	3.55

EVENT DATA

Event 5		Substance				Importance
Candidate #	1st Exceeds 0	5 Years	10 Years	Positive	Negative	
1	2	70	High 100	8	Low 0	2
2	5	50	75	High 10	2	4
3	5	30	50	7	2	3
4	4	20	60	10	0	2
5	High 5	50	75	8	6	4
6	2	30	60	8	5	3
7	5	50	100	10	0	4
8	1	High 80	100	8	3	4
9	4	Low 10	Low 50	10	1	4
10	5	30	70	Low 5	7	2
11	Low 0	50	90	8	0	3
Median	4	50	75	8	2	3
Low	5	20	50	7	0	2
High	1	70	100	10	7	4
Average	3.67	42.22	75.56	8.56	2.60	3.18
Event 6		Retention				Importance
Candidate #	First Exceeds 0	5 Years	10 Years	Positive	Negative	
1	2	60	90	8	1	4
2	1	75	High 100	High 10	0	4
3	5	10	15	8	1	4
4	Low 0	Low 0	Low 0	10	0	4
5	8	0	50	Low 4	0	4
6	2	30	60	8	3	3
7	4	50	100	10	0	4
8	2	High 80	100	8	3	3
9	3	20	50	10	3	4
10	4	40	80	10	3	2
11	1	10	10	80	2	4
Median	2.5	30	60	10	1	4
Low	8	0	10	8	0	2
High	1	75	100	80	3	4
Average	3.20	32.78	61.67	16.89	1.45	3.64

EVENT DATA

Event 7 Privatization						
Candidate #	First Exceeds 0	5 Years	10 Years	Positive	Negative	Importance
1	1	High 55	80	1	9	4
2	High 10	0	50	2	2	2
3	5	25	70	0	8	2
4	8	Low 0	Low 10	5	5	4
5	4	20	30	5	5	4
6	2	40	80	5	8	3
7	8	0	High 100	5	5	2
8	4	40	50	3	8	3
9	2	30	70	5	5	4
10	9	0	50	3	9	4
11	Low 0	40	75	10	10	4
Median	4	25	70	5	8	4
Low	9	0	30	0	2	2
High	1	40	80	10	10	4
Average	4.78	21.67	61.67	4.00	6.73	3.27
Event 8 Recorders						
Candidate #	First Exceeds 0	5 Years	10 Years	Positive	Negative	Importance
1	1	30	50	6	8	3
2	5	50	High 100	0	10	1
3	Low 0	20	30	1	5	2
4	3	15	Low 30	10	5	3
5	1	40	80	2	8	2
6	3	20	40	5	5	2
7	3	80	100	8	2	4
8	1	Low 80	100	9	2	3
9	1	75	100	10	7	2
10	High 7	Low 0	40	10	7	3
11	0	75	100	10	2	2
Median	1	40	80	8	5	2
Low	5	15	30	0	2	1
High	0	80	100	10	10	4
Average	2.00	45.00	71.11	6.45	5.55	2.45

EVENT DATA

Event 9		Disaster				Importance
Candidate #	First Exceeds 0	5 Years	10 Years	Positive	Negative	
1	Low 0	High 60	High 80	0	8	2
2	High 1	10	10	0	10	1
3	0	10	10	0	10	2
4	1	40	80	0	10	4
5	0	10	10	1	10	4
6	1	20	20	0	10	4
7	0	Low 0	Low 0	0	0	2
8	1	20	50	0	10	4
9	1	25	50	2	10	2
10	0	5	10	2	10	3
11	0	50	75	0	10	4
Median	0	20	20	0	10	3
Low	1	5	10	0	0	1
High	0	50	80	2	10	4
Average	0.44	21.11	35.00	0.45	8.91	2.91
Event 10		Photo				Importance
Candidate #	First Exceeds 0	5 Years	10 Years	Positive	Negative	
1	Low 0	25	50	0	7	3
2	1	10	10	0	10	1
3	0	Low 0	Low 0	0	10	2
4	4	5	10	0	10	4
5	0	High 100	High 100	1	1	1
6	3	20	30	5	0	4
7	1	10	20	5	5	2
8	3	50	80	0	8	4
9	2	25	60	2	10	3
10	High 4	40	75	1	10	2
11	0	60	95	0	8	1
Median	1	25	50	0	8	2
Low	4	5	10	0	0	1
High	0	60	95	5	10	4
Average	1.56	27.22	47.78	1.27	7.18	2.45

TREND DATA

Trend 1	Regionalization 5 years Ago	Regionalization 5 years From	Regionalization 10 Years From	Importance
Candidate #				
1	100	110	High175	4
2	105	105	115	4
3	95	120	140	2
4	95	Low 105	Low 110	3
5	95	110	120	3
6	Low 80	120	150	2
7	90	110	120	2
8	High120	High130	150	4
9	95	115	130	2
10	100	110	140	3
11	100	110	110	2
Median	95	110	130	3
Low	90	105	110	2
High	105	120	150	4
Trend 2	Toxicity 5 years Ago	Toxicity 5 years From	Toxicity 10 Years From	Toxicity Importance
Candidate #				
1	60	High150	150	4
2	High 105	Low105	Low115	3
3	85	110	120	1
4	80	150	High 200	4
5	50	120	130	3
6	80	120	150	3
7	Low 50	125	140	3
8	90	120	150	3
9	90	110	120	2
10	70	150	200	2
11	70	150	200	1
Median	80	120	150	3
Low	50	110	120	1
High	90	150	200	4

TREND DATA

Trend 3	Volume 5 years Ago	Volume 5 years From	Volume 10 Years From	Volume Importance
Candidate #				
1	75	175	150	4
2	90	Low 90	Low 50	4
3	110	90	85	4
4	90	100	100	4
5	90	110	90	4
6	80	120	150	4
7	High 110	90	80	4
8	90	110	120	3
9	95	110	110	4
10	80	130	180	4
11	Low 50	High 200	High 400	4
Median	90	110	110	4
Low	75	90	80	3
High	110	175	180	4
Trend 4	Disposal Costs 5 years Ago	Disposal Costs 5 years From	Disposal Costs 10 Years From	Disposal Costs Importance
Candidate #				
1	50	175	250	3
2	95	110	Low 100	3
3	High 100	110	120	4
4	80	150	200	3
5	50	150	200	3
6	95	Low 105	110	4
7	50	125	150	4
8	90	110	140	2
9	80	125	150	3
10	90	120	150	3
11	Low 50	High 200	Low 300	4
Median	80	125	150	3
Low	50	110	110	2
High	95	175	250	4

TREND DATA

Trend 5	Internal Thefts 5 years Ago	Internal Thefts 5 years From	Internal Thefts 10 Years From	Internal Thefts Trend
Candidate #				
1	90	100	115	3
2	100	Low 110	125	4
3	95	110	Low 110	2
4	Low 50	100	High 300	4
5	80	110	110	2
6	80	100	130	2
7	High 100	130	130	3
8	90	100	110	2
9	90	100	120	3
10	80	100	120	4
11	85	High 150	130	3
Median	90	100	120	3
Low	80	100	110	2
High	100	130	130	4
Trend 6	Criminal Appeal 5 years Ago	Criminal Appeal 5 years From	Criminal Appeal 10 Years From	Criminal Appeal Importance
Candidate #				
1	100	110	High 175	3
2	90	Low 90	80	1
3	105	90	90	3
4	Low 80	High 120	140	3
5	90	110	90	1
6	90	105	90	2
7	High 110	90	Low 80	3
8	90	110	120	2
9	110	90	85	2
10	100	100	100	3
11	100	100	110	2
Median	100	100	90	2
Low	90	90	80	1
High	110	110	140	3

TREND DATA

Trend 7	LE Funding 5 years Ago	LE Funding 5 years From	LE Funding 10 Years From	LE Funding Importance
Candidate #				
1	110	100	110	4
2	100	105	110	4
3	Low 95	110	120	2
4	120	90	90	3
5	110	110	120	3
6	103	High 120	130	2
7	110	110	125	2
8	130	110	High 130	4
9	110	100	100	2
10	130	90	120	3
11	High 130	Low 80	Low 60	2
Median	110	105	120	3
Low	100	90	90	2
High	130	110	130	4
Trend 8	Crime Rate 5 years Ago	Crime Rate 5 years From	Crime Rate 10 Years From	Crime Rate Importance
Candidate #				
1	80	110	110	3
2	95	Low 105	125	4
3	80	110	Low 115	4
4	80	130	High 160	4
5	High 100	110	120	4
6	80	120	130	4
7	90	120	130	3
8	90	110	120	3
9	90	110	125	4
10	90	High 130	140	2
11	Low 75	120	150	4
Median	90	110	125	4
Low	80	110	110	2
High	95	130	150	4

TREND DATA

Trend 9	Privatization 5 years Ago	Privatization 5 years From	Privatization 10 Years From	Privatization Importance
Candidate #				
1	80	High 140	High 175	4
2	High 100	105	Low 105	4
3	80	110	115	4
4	Low 50	130	160	4
5	100	105	110	3
6	70	110	120	2
7	100	110	120	2
8	90	120	140	2
9	100	105	110	3
10	100	Low 100	120	3
11	80	120	140	3
Median	90	110	120	3
Low	70	105	110	2
High	100	130	160	4
Trend 10	Computer Tech 5 years Ago	Computer Tech 5 years From	Computer Tech 10 Years From	Computer Tech Trend
Candidate #				
1	70	175	250	3
2	80	Low 110	150	4
3	95	110	Low 110	2
4	Low 50	200	High 300	4
5	50	150	200	2
6	80	130	160	2
7	High 100	120	150	3
8	90	120	160	2
9	80	130	200	3
10	50	120	170	4
11	75	High 200	300	3
Median	80	130	170	3
Low	50	110	150	2
High	95	200	300	4

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