



**CORRUPTION
AND CRIME
COMMISSION**

WESTERN AUSTRALIA POLICE PROPERTY MANAGEMENT PRACTICES

**REPORT ON THE PROGRESS
OF RECOMMENDATIONS
CONTAINED IN THE 2005 JOINT INQUIRY BY
WESTERN AUSTRALIA POLICE AND THE
CORRUPTION AND CRIME COMMISSION**

4 December 2009

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This report and further information about the Commission can be found on the Commission Website at www.ccc.wa.gov.au. Information about WAPOL can be found on the WAPOL Website at www.police.wa.gov.au.

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CORRUPTION AND CRIME COMMISSION

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Dear Mr Peacock
Dear Mr McHugh

As neither House of Parliament is presently sitting, in accordance with section 93 of the *Corruption and Crime Commission Act 2003* ('the CCC Act'), the Commission hereby transmits to you a copy of the joint Corruption and Crime Commission and Western Australia Police *Report on the Progress of Recommendations Contained in the 2005 Joint Inquiry by the Western Australia Police and the Corruption and Crime Commission*.

The Commission notes that under section 93(3) of the CCC Act a copy of a report transmitted to a Clerk of a House is to be regarded as having been laid before that House.

Yours faithfully

A handwritten signature in black ink that reads "Len Roberts-Smith".

The Hon. LW Roberts-Smith, RFD, QC
COMMISSIONER

4 December 2009

Hon Barry House MLC
President
Legislative Council
Parliament House
PERTH WA 6000

Hon Grant Woodhams MLA
Speaker
Legislative Assembly
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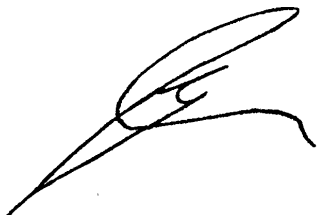
Dear Mr President
Dear Mr Speaker

I am pleased to endorse the report into the progress made by WA Police in the implementation of the recommendations of the report: ***Western Australia Police Property Management Practices*** Report of a Joint Inquiry by Western Australia Police and the Corruption and Crime Commission December 2005.

I acknowledge the considerable progress made in implementing the intent of the majority of the Inquiry's recommendations and the ongoing work being undertaken.

The progress achieved will serve as a basis for the professional management of property by Western Australia Police into the future.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Karl J O'Callaghan', with a stylized flourish at the end.

KARL J O'CALLAGHAN APM
COMMISSIONER OF POLICE

4 December 2009

ABBREVIATIONS AND ACRONYMS

ACPR	Australasian Centre for Policing Research
ANZPAA	Australian New Zealand Police Advisory Agency
BAMR	Business Area Management Review
CCC	Corruption and Crime Commission
CCC Act	<i>Corruption and Crime Commission Act 2003</i>
CET	Corporate Executive Team of WAPOL
Civilianisation	Transferring responsibilities from police officers (sworn officers) to police staff (civilians), where those tasks can be performed by them.
Commission	Corruption and Crime Commission
Commissioner	Corruption and Crime Commissioner
COP	Commissioner of Police
CPCA	<i>Criminal Property Confiscation Act 2000</i>
DECU	DNA Exhibits and Co-ordination Unit
DPP	Director of Public Prosecutions
DRU	Drug Receival Unit
IMS	Incident Management System
MAU	Management Audit Unit
MDA	<i>Misuse of Drugs Act 1981</i>
OSF	Operational Support Facility
PMD	Property Management Division
PRESS	Property (Receival) and Exhibit Storage Section
PTS	Property Tracing System
SCERM	Serious Crime Exhibit Retention Management Policy
WAPOL	Western Australia Police

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EXECUTIVE SUMMARY

In 2005 the Corruption and Crime Commission ('the Commission') and the Western Australia Police ('WAPOL') jointly undertook an inquiry into property management practices within WAPOL. The inquiry was undertaken as a result of general concerns held about WAPOL's property management practices.

In December 2005 a report was tabled in Parliament, entitled *Report of a Joint Inquiry by Western Australia Police and the Corruption and Crime Commission*. The report had 42 recommendations

In April 2009 the Commission and WAPOL commenced a joint evaluation of WAPOL's progress against the 42 recommendations. The evaluation found that WAPOL has made progress against most of the 42 recommendations.

- Twenty three recommendations have been finalised.
- Twelve recommendations are progressing towards finalisation.
- One recommendation has not been able to be addressed.
- Six recommendations are no longer relevant.

Overall it is concluded that WAPOL has made good progress in relation to the management of property. In particular, it has put in place the organisational, structural, physical and policy framework to facilitate the effective management of property now and in the future. WAPOL's opening of new premises for the Property (Receival) and Exhibit Storage Section ('PRESS'), also housing the Property Management Division ('PMD'), is a very visible symbol of the progress WAPOL has made in relation to creating an organisational wide focus for property management. This completes the relocation of WAPOL's three central repositories (DNA Exhibits and Co-ordination Unit ('DECU'), Drug Receival Unit ('DRU') and PRESS) for property/exhibits.

Some purging of old (on transfer, closed business areas and Property Tracing System ('PTS') items) holdings is still to take place, although progress has been made in this area since 2007. This work is essential in the face of ongoing pressure to collect and retain items of evidence.

Security has been improved markedly, especially in relation to centrally stored property and of the police stations visited, security policies, standards and practices appear strong in most locations, although WAPOL is not assured of the security of property holding areas at all police facilities.

Improvements in IMS have been made, although the resources required to fully implement the desired changes proved to be prohibitive. The proposed rollout of the bar-coding project should prove to be a welcome initiative to aid efficiency and effectiveness in property management.

In relation to the 42 recommendations of the Inquiry report, the areas where the least success has been made are in relation to approaches to the DPP or the Attorney General in relation to the transfer of responsibility or clarity around roles. In these areas, WAPOL has met the letter of the recommendation, but has been unable to achieve the outcome the recommendations suggested.

CHAPTER 1: INTRODUCTION

BACKGROUND TO THIS REPORT

1. In 2005 the Corruption and Crime Commission ('the Commission') and the Western Australia Police ('WAPOL') jointly undertook an inquiry into property management practices within WAPOL. The inquiry was undertaken as a result of general concerns held about WAPOL's property management practices. These concerns were highlighted by the disappearance of two sums of money, as well as drugs from WAPOL safekeeping. In addition, a WAPOL police officer failed an integrity test conducted by the Commission in relation to the management of property.
2. In December 2005 a report was tabled in Parliament, entitled *Report of a Joint Inquiry by Western Australia Police and the Corruption and Crime Commission*. The report had 42 recommendations.
3. Under section 91(2)(c) of the *Corruption and Crime Commission Act 2003* ('CCC Act') the Commission provides an annual report to Parliament including *inter alia* "an evaluation of the response of appropriate authorities to recommendations made by the Commission." To facilitate this, the Commission monitors agency responses to recommendations contained in its tabled reports. At the Commission's request, WAPOL has provided to it two comprehensive reports, in April 2007 and in October 2008, on its progress against the recommendations contained in the Inquiry report.
4. In April 2009 the Commissioner of the Corruption and Crime Commission ('the Commissioner') wrote to the Commissioner of Police ('COP'), seeking his assistance in evaluating WAPOL's progress in implementing these recommendations. Further, the Commissioner sought that this evaluation be conducted jointly between the Commission and the WAPOL Management Audit Unit ('MAU'). This request was agreed to and the Evaluation Team commenced the evaluation soon after.
5. The Evaluation Team comprised:
 - Chris Burton (Coordinator Audit and Review, Management Audit Unit, WAPOL)
 - Donna Oxley (Principal Consultant, Corruption Prevention, Education and Research, CCC)
 - Jonathan Southee (Graduate Officer, Corruption Prevention, Education and Research, CCC)
6. In addition, David Bowman, Exhibits Registrar, CCC attended some meetings and briefings, and provided informal advice to the Evaluation Team.

EVALUATION METHODOLOGY

7. The evaluation involved collecting and considering information gathered from the following activities and sources:
 - Written sources, such as the inquiry report and its recommendations, as well as previous progress reports.
 - Requests to Property Management Division ('PMD') and other WAPOL Divisions for relevant information, such as policies, procedures and reports.
 - Site visits to all PMD sites (Property (Receival) and Exhibit Storage Section ('PRESS'), Maylands and Belmont); DNA Exhibits and Co-ordination Unit ('DECU'); Drug Receival Unit ('DRU'); and PMD (North Perth and Belmont)¹.
 - Consideration of material provided by PMD and other WAPOL Divisions.
 - Discussions with the Superintendent and senior staff of PMD.
 - Site visits to three police stations (Perth Central, Mirrabooka and Canning Vale) for discussions with property management and WAPOL personnel.
8. Although the evaluation focussed primarily on WAPOL's progress in relation to the 42 recommendations, the evaluation enabled PMD to provide to the Evaluation Team some insight into current issues and challenges facing PMD and WAPOL in the management of property.

LIMITATIONS OF THE EVALUATION

9. Although a small number of recommendations concern responsibilities of other agencies, or responsibilities shared by WAPOL with other agencies, progress in implementing these specific recommendations was not discussed with agencies other than WAPOL.
10. It is noted that from 1 July 2009 there has been a widening of legislation which enables WAPOL to seize cars. It is noted that the anticipated dramatic increase in the number of cars seized has significantly impacted on WAPOL's workload in relation to the management of property. This issue will not be discussed in this report, however, as it is outside the scope of the evaluation.

THIS REPORT

11. This report has been prepared for the COP and the Commissioner. It forms the record of an evaluation conducted by WAPOL and the Commission of WAPOL's progress in relation to the 42 recommendations made in the *Report of a Joint Inquiry by Western Australia Police and the Corruption and Crime Commission*.

ACKNOWLEDGEMENT

12. The Evaluation Team gratefully acknowledges the cooperation, time and assistance of various areas of WAPOL, particularly PMD, in providing data and information for this evaluation.

¹ During the course of the evaluation, PMD, located in North Perth, and PRESS, located in Maylands, moved to leased premises in Belmont.

CHAPTER 2: 2005 REPORT

13. Following is the Executive Summary of the *Report of a Joint Inquiry by Western Australia Police and the Corruption and Crime Commission*, tabled in Parliament in December 2005. The full report is available on the Commission's website.

This Inquiry was established following investigations into the theft of two sums of money from a safe at a suburban police station, the disappearance of cannabis from another police station and a police officer failing a property-related integrity test in another case. In each instance the Corruption and Crime Commission identified serious deficiencies in the general handling and management of property in Western Australia Police (WA Police). Subsequently, it was agreed that the WA Police and the Corruption and Crime Commission would undertake a joint inquiry into all aspects of the handling of property across WA Police.

The terms of reference for the Inquiry were to:

- assess the adequacy of police procedures and processes for managing property against recognised standards of good property practice; and*
- make recommendations for improving the procedures and processes in place to prevent corruption and other misconduct related to property managed by police.*

The methodology of the Inquiry included; literature reviews, interviews with WA Police personnel, meetings with external law enforcement agencies, examination of documentation, records, orders and procedures, site inspections, review of existing systems and databases, and referencing the results of previous audits. A rich source of data was the survey responses from 667 police personnel.

The Inquiry found that there are no recognised national standards for police property management, which contrasts with the many legislative requirements impacting on the subject. However, there are still gaps in legislative coverage, many of which appear to be addressed by a proposed Criminal and Found Property Disposal Bill.

The sheer volume of property seized by Police has exacerbated the problems of storage, disposal, workload and security. In turn, this has increased the strain on current systems, resources and morale. The soon to be decommissioned Property Tracing System reported approximately 116,000 items still active. Nearly 21,000 property items were recorded against WA Police business areas that no longer exist and about 55,000 items have not received any follow-up action after transfer from one business area to another.

Another inefficiency is the operation of two separate property management systems, which, although intended to be for a transitional period, is still occurring 18 months on. The replacement system is overwhelmingly claimed by users to be cumbersome, time consuming and not user friendly.

As well as procedural concerns, such as impractical and incomplete receipting processes, the Inquiry noted insufficient capacity to store property at business areas and outdated storage equipment. Physical security at the Property Receival and Exhibits Storage Section does not adequately restrict access to unauthorised personnel, and large items such as boats, trucks and cars are stored in highly visible and vulnerable open compounds. In some business areas, seized vehicles, including those subject to forensic analysis, were insecure because of a lack of deterrents such as perimeter alarms or video surveillance.

Access to drugs in the central drug repository is not adequately controlled, while some local drug storage facilities do not comply with the Police Building Code. Drugs cannot be disposed of while they are subject to court proceedings, one reason being that there is no 'finding of fact' provision in WA legislation, allowing for a qualified expert to certify that the substance/s are, in fact, banned substances. Similarly, other types of property used as evidence is being retained for long periods where there is scope for police to provide secondary evidence, such as photos and film, in lieu of the actual property.

Moveable property, such as electronic equipment and vehicles, is subject to substantial loss of value if retained until dealt with under the Criminal Property Confiscation Act 2000. The Inquiry urges the Director of Public Prosecutions to instigate action to dispose of property under that Act.

Although WA Police has a manual of orders and procedures, it is deficient in procedural detail. Moreover, its instructions relating to property audits are not being complied with. Management audits regularly find that both annual and local audits are frequently not completed, highlighting the lack of commitment to property management, especially at operational levels.

The physical, financial and human resources needed to properly manage property across WA Police are considerable and lacking. The Inquiry found the condition of central property storage areas to be substandard and not able to adequately protect and maintain stored property. Photographs in this report graphically illustrate this point. Of particular concern was the lack of covered storage for large items such as cars, boats and caravans. There is an urgent need to upgrade the central Maylands storage facility or to relocate to a purpose-built facility.

Available funding for appropriate storage is insufficient. In terms of seized property, it is suggested that funding could be provided from the Confiscations Proceeds Account as provided by the Criminal Property Confiscation Act 2000.

The 'civilianisation' of the property management function is a core recommendation of the Inquiry, and indeed, in a small way the process has commenced. There are no valid reasons why much of the property management function should continue to be carried out by police officers. Increased use of police staff will significantly alleviate the frustration of many police officers and be a more efficient use of resources. Additionally, this separation of duties would provide an important corruption prevention measure. The Inquiry determined that property officers and, indeed, their supervisors, generally did not fully understand their responsibilities for the function. Better supervision, more thorough and accredited training in property management and the establishment of local property officer positions with a career structure is recommended. Other major changes recommended by the Inquiry are for police to use external providers to perform property collection services, and the removal of legislative impediments restricting police staff from handling certain items.

Placement of the property management function as a division within the WA Police would be an appropriate and decisive structural response to the issue. Also, appointing a member of the WA Police executive as a project sponsor to implement the recommendations would indicate the agency's willingness to embrace much needed change.

Deficiencies in legislation, policy, processes, procedures and attitude have been identified. A comprehensive and concerted approach is now required. The 42 recommendations made in this report are far-reaching for WA Police.

CHAPTER 3: FINDINGS OF THE EVALUATION

INTRODUCTION

14. The inquiry report contained 42 recommendations. These recommendations were far-reaching, encompassing all aspects of property management. The inquiry report arranged the recommendations under the following headings:
- Organisational.
 - People.
 - Resourcing.
 - Practices.
 - Storage.
 - Systems.
 - Policy.
 - Legislation.
15. In a press release dated 19 December 2005 the COP noted that the joint inquiry and report showed Police were reforming the organisation as recommended by the Kennedy Royal Commission. He also said he was working with parties inside and outside of WAPOL on ways to implement the recommendations in the report.

PROGRESS

16. WAPOL has made progress against most of the 42 recommendations. Based on information provided, the Evaluation Team understands that:
- Twenty three recommendations have been finalised.
 - Twelve recommendations are progressing towards finalisation.
 - One recommendation has not been able to be addressed.
 - Six recommendations are no longer relevant.
17. This Chapter contains a summary of WAPOL's progress against the broad headings contained in the inquiry report. A "heat map" providing an overview of progress against each of the recommendations is found at Appendix 1. Detailed information about WAPOL's progress against the individual recommendations is found at Appendix 2.
18. The inquiry report contains a number of photographs depicting the conditions in which property was kept at that time. Photographs taken during the evaluation provide a comparison and depict WAPOL's progress in a number of areas. Selected photographs from the 2005 inquiry report and comparative photographs taken in 2009 are found at Appendix 3.

Organisational

19. The recommendations concerning organisational change were very significant and included the following:
- A recommendation to establish a single Property Management Division ('PMD') with corporate responsibility for the management of all property holdings, with a direct reporting relationship to Assistant Commissioner or Director level.
 - Subject to the establishment of a new PMD, consideration as to relocating that function to the Operational Support Facility at Midland.
 - Appointment of a project sponsor at executive level to implement the recommendations of the inquiry.
 - A recommendation to approach the Director of Public Prosecutions ('DPP') to redetermine which body is the most appropriate to manage property confiscated by Police under the provisions of the *Criminal Property Confiscation Act 2000* ('CPCA').
20. A single PMD was achieved in 2006 under the leadership of a superintendent. This has provided the structural means for WAPOL to commence and progress a whole of organisation approach to its management of property. This brings a central focus to the development of policy and guidelines regarding the management of property across the whole organisation.
21. WAPOL now has the ability to respond in a systemic, consistent and considered manner to the policy and procedural ramifications of dealing with property. The centralised function also provides impetus, where previously no formal dedicated mechanism existed, for consideration of broader policy and legislative issues in relation to property management. The support of the Deputy Commissioner as project sponsor ensures that property management holds a recognised place in WAPOL's overall strategic management framework. This structural change moves WAPOL from a situation of a largely *ad hoc* consideration of property management to a centralised, systemic framework and structure.
22. The recommendation for WAPOL to approach the DPP to redetermine which body is the most appropriate to manage property seized by Police under the provisions of the CPCA was acted on. The outcome of this approach, however, was that the management of seized property remains with WAPOL.

People

23. The recommendations under this grouping covered a range of broad based people issues: training, people management, accountability, civilianisation and career issues. They included:
- Training for managers on their accountability in relation to property.
 - Linking application of the Business Area Management Review ('BAMR') Program to individual performance management.
 - Disciplinary action in relation to regular mismanagement of property.
 - Incident Management System ('IMS') training.
 - Civilianisation of positions with property management duties.

- A career path within the property management structure.
- Accredited training for property management personnel.

24. WAPOL has made considerable progress against a number of these issues:

- Training has been undertaken for managers on a rolling basis since the establishment of the PMD.
- BAMR audits routinely include attention to property management. In this regard, MAU reports a clear improvement in property management, as evidenced by a significant decrease in the number of inadequate findings identified during audits of business areas. During the 2004/05 BAMR period, inadequate findings were identified in 23% of the 52 audits undertaken, whereas in the 2007/08 BAMR period, inadequate findings were identified in only 9% of the 33 audits undertaken.
- Training on the property management component of IMS has been offered on a rolling basis and is supported by the IT Project Delivery Branch.
- Civilianisation of part of PMD, (as well as in other areas of WAPOL) has occurred and will continue as appropriate on an iterative basis, although PMD believes that a hybrid model, which allows for an appropriate level of civilianisation while retaining some police officers is a suitable model for the Division. A clear example of WAPOL's commitment to civilianisation is the position of Manager of PRESS, a position previously occupied by a sergeant and now occupied by a police staff member.
- A career path has been established within the property management structure, albeit a relatively small group, which provides for police staff to advance to more senior positions holding more responsibility and having more input into setting policy and procedural directions.
- At this stage, there is limited accredited training for property management personnel, however the establishment of the Division with its corporate responsibilities for property management provides a clear platform for property management related training to occur.

Resourcing

25. The report's recommendations addressed funding for property management and sought funding from external sources for management of property, as well as funding for procedural changes in property collection and transfer. The specific recommendations in this group were that:

- Funding be identified to redress deficiencies.
- WAPOL provide business areas with adequate funding for storing and maintaining property.
- WAPOL approach the Attorney General to allocate funding from the Confiscation Proceeds Account to meet the costs incurred in managing, storing and maintaining property seized under the provisions of the CPCA.
- WAPOL introduce a property collection service, undertaken by police staff or external contractors, to collect and transport property and exhibits from metropolitan business areas to central property storage facilities.
- WAPOL contract auctioneers to collect property to be auctioned.

26. The recommendation for funding to redress deficiencies was probably the most significant resourcing recommendation and was addressed through the development of a comprehensive business case in July 2007. Although ultimately the business case in this form was not funded, funding was identified and allocated for the purpose of establishing the new PMD and fitting out of a leased warehouse in Belmont, providing a quantum improvement in central property management capability.
27. In relation to the recommendation that WAPOL approach the Attorney General to allocate funding from the Confiscation Proceeds Account to meet costs incurred in the management of property seized under the CPCA, an approach was made. The outcome was that some funds have been allocated to WAPOL, although this funding is quarantined for organised crime and Outlaw Motor Cycle Gang operations only.
28. A proposal for the introduction of a property collection service has received the approval of WAPOL's Corporate Executive Team (CET) but has not yet been funded. A limited service will be provided from PRESS in the future and further efforts are currently being made to achieve an effective property collection service.
29. The recommendation to use auctioneers to collect property to be auctioned was actioned fairly soon after the tabling of the report. This process is reported to be working very effectively.

Practices

30. Recommendations regarding practices focused on a number of areas, ranging from the actual receipt of property, central management and accountability of current property and general housekeeping of the large amount of property held by WAPOL throughout the State. Specific recommendations included:
 - Improving the receipting of property by revising the Interim Receipt Book and amending the relevant manual to require appropriate cross-referencing on the IMS.
 - Improving the IMS to reduce input time.
 - Reinforcing to officers, existing policies and procedures regarding receipting of property.
 - Changing the Interim Receipt Book regarding a statement to finders of property.
 - Meeting with the DPP to instigate action to dispose of property under the CPCA.
 - Taking action to purge long held property and exhibits.
 - Continuing random audits.
 - Pursuing outstanding active items in the old Property Tracing System ('PTS') and converting them to IMS as appropriate.
 - Locating and transferring "unattached" property.
 - Monitoring the level of "on transfer" property to ensure the level of outstanding property is reduced.

31. Improvements to the receipting of property began in 2006. The Police Manual (which has now replaced the Commissioner's Orders and Procedures Manual referred to in the inquiry report) and receipt books were revised and updated, and ongoing improvements have been made to the IMS system, with training provided to support these changes as they were introduced.
32. In relation to action to meeting with the DPP to instigate action to dispose of property under the CPCA, WAPOL has approached the DPP to instigate this. WAPOL understands that some amendments are being drafted to this legislation, however, is not aware of the detail of these draft amendments.
33. Addressing the "housekeeping" issues of identifying and managing long held items, unattached items and on transfer items has been a task of some magnitude. Significant inroads have been made into this task with the allocation of a number of officers and police staff. Notable achievements include:
 - "Unattached" property has been reduced from in excess of 84,000 items to fewer than 50,000 items.
 - At DRU, PTS items have been reduced from nearly 4,900 items to around 300 - 400 items.
 - Forensic ballistic PTS holdings have been reduced from over 2,600 items to 200 items.
 - The frozen monies holdings have been actioned on an ongoing basis since 2007.
34. Nevertheless, there are still some property items which are awaiting review prior to disposal. By way of example there are some 88,000 outstanding PTS items, which have been catalogued and are held in sealed containers at PRESS awaiting review.
35. In addition, while the Evaluation Team noted the action taken by DRU to reduce holdings, there are considerable holdings of tagged bags of cannabis. It is suggested action be taken to reduce these holdings possibly by the certification of tagged holdings by a botanist.
36. The Evaluation Team noted action had been taken to reduce holdings of property for evidentiary purposes by the use of secondary evidence. However, reference was made to the practice of property being retained to be submitted to fulfil the requirements of best evidence. This practice, specifically in relation to illicit drug holdings, is a potential risk to WAPOL. The use of secondary evidence for presentation to court should be further promoted by WAPOL.
37. As part of its general management of centrally held property, current holdings are also receiving some attention with the recent allocation of a team of seven WAPOL employees (two police staff and five officers, including cadets) to a three to six month project to audit all in store IMS holdings in DECU, a total of nearly 116,000 items. This is in addition to action taken to purge and manage long held items in DECU.

38. The purging and appropriate recording of long held, on transfer and unattached items has been an ongoing project for WAPOL since the tabling of the report and resources have been allocated to allow this process to continue. The risk to WAPOL associated with items not being disposed of or appropriately recorded in IMS has been mitigated (but not yet eliminated) by the audit processes undertaken to catalogue all PTS property and old holdings, prior to addressing their disposal. Continued focus on this will reduce the risk to WAPOL and the backlog currently present. WAPOL's current efforts to address this backlog and to continue to appropriately audit and manage current holdings are encouraged.

Storage

39. Storage issues were a major consideration in the inquiry, both in terms of quality and availability of storage, future storage requirements and security of high risk holdings. It was recommended that WAPOL:
- Complete its review of its storage requirements to address shortage of storage.
 - Evaluate commercially available property storage and methods to meet future needs.
 - Ensure appropriate security and access to the then to-be-relocated DRU.
 - Confirm the currency of the Police Building Code with regard to security standards.
 - Review security arrangements for all property and drug storage facilities.
 - Review property storage requirements and develop a strategy for future centralised storage needs.
 - Consolidate its property storage function within a single facility; and seek capital works funding to construct a purpose built facility, possibly at the Operational Support Facility ('OSF') at Midland.
40. Much has been achieved in this area. A submission, referred to earlier, for funding to build a new facility as part of the OSF site at Midland was prepared, however was not successful due to the significant investment required to achieve a facility of an appropriate quality. WAPOL then proceeded with the process of acquiring and fitting out leased premises. This has been achieved, with PMD and PRESS relocating in June 2009 to a leased storage facility in Belmont with over 5,200 square metres of storage, a significant improvement on the 1,500 square metres of storage available at the Maylands site.
41. The new facility also presents a significant improvement in the quality of accommodation in comparison with the standard of buildings previously occupied at Maylands. The Belmont site is reported to be the best equipped police facility of its type in Australia. Despite anticipated ongoing pressure for storage of property and exhibits, it is anticipated that with WAPOL's current efforts of purging old holdings, as well as good management of current holdings, the Belmont facility will provide well for future storage requirements.
42. It was noted during the evaluation that some progress has been made in relation to the Police Building Code which has been revised to reflect good practice. Security arrangements at DRU have been enhanced, as

recommended by the report. Appropriate security measures have been catered for in the new PRESS facility and in new WAPOL facilities as they are built or upgraded. Canning Vale Police Station, which has been built since the tabling of the inquiry report, is an example of this.

43. As new WAPOL facilities are constructed, WAPOL (through advice and assistance from PMD and other relevant areas) should ensure appropriate security measures are installed in them, along with adequate capacity for future storage requirements.
44. Importantly, since the tabling of the inquiry report all of the major central repositories of property and exhibits (DECU, DRU and PRESS) have been relocated to purpose built or fitted out facilities.
45. It was noted however, that as yet, no formal review of other WAPOL property and drug holding facilities has been undertaken in light of the revised Police Building Code. Thus, WAPOL is not assured all its property and drug storage areas meet high standards of security.
46. Whilst the Evaluation Team did not visit many police stations, it is clear there is some variation in the levels of security of property holding areas at police stations, whether arising from access policies and practices or physical and technological security. While the age of some facilities can provide obstacles to implementing appropriate security measures and practices, there is often scope for tightening access policies and practices without the need for major investment or physical changes to facilities. There is no doubt that limited security provision leaves WAPOL at risk to the type of misconduct which prompted the inquiry, or of losing important exhibits.
47. PMD is encouraged to continue to take an oversight and assistance role to assist all WAPOL sites to achieve an appropriate level of security of their property management areas.

Systems

48. There were two major areas of focus in relation to systems. One was the IMS² which is used to record all incidents and has a property management function attached to individual cases. The other was a new system to barcode all property. The report recommended:
 - Instigation of a user feedback system for IMS to enhance the property functions and implement systems enhancements.
 - A critical review take place of the IMS property search facilities and implement improvements.
 - WAPOL introduce agency-wide bar coding for property recorded on IMS.

² Subsequent to an initial pilot of IMS in September 2002, a rollout to metropolitan police districts was undertaken in February 2003. In regional WA, IMS was released progressively from August 2003 to July 2004. PTS was decommissioned in November 2006. A number of items remained on the PTS system and were not migrated to IMS.

49. During the inquiry some users conveyed their frustration about the property management aspects of IMS. Since the publication of the report, some enhancements have been made to IMS, although they do not represent the full suite of enhancements which PMD felt were necessary, as costs proved to be prohibitive.
50. The Evaluation Team heard from current users about the system. Overall it appears that system enhancements have made some improvement to the efficiency of use, although the reporting function is still very limited and data input and retrieval can still be a cumbersome process. It must, however, be acknowledged that the frequency with which an officer uses the IMS also plays a part in efficiency in this area.
51. The bar-coding project is underway. It is anticipated that bar coding equipment will be installed in 230 business areas, including 130 police stations by November 2009. The new system provides for improved accuracy in property receipting, dispatching, tracking, auditing and movement recording, as well as reduced data entry requirements for recording property movement in IMS. These enhancements should bring significant efficiency and accuracy benefits to WAPOL in its management of property.

Policy

52. The policy issues covered in the recommendations addressed two main areas. These related to national guidelines for property management, as well as a number of recommendations relating to WAPOL's own policies and procedures for the management of property, including accountability for property.
53. In relation to the first, the recommendation was to make a submission to the Australasian Centre for Policing Research ('ACPR') for national guidelines for property management by policing jurisdictions. Some steps were taken to progress this submission, however, the ACPR subsequently closed, with its function going to a newly established body, the Australian New Zealand Police Advisory Agency ('ANZPAA').
54. WAPOL has considered making a submission to this body and may also present a submission to the Conference of Commissioners of Police of Australasia and the South West Pacific Region or Senior Officers Group with regard to national guidelines for property management by police organisations. The intent of this recommendation was to seek national guidelines in property management. In the absence of national guidelines on property management, as well as the absence of a national body to progress this, WAPOL has of necessity proceeded to develop its own property management policies, which it believes approach best practice. Nevertheless, it would welcome national guidelines in this area should they be developed.
55. In relation to other policy areas, recommendations were made as follows:
 - Ensure that business practices of PMD satisfy the levels of performance outlined in the Australian Standards relating to quality management systems.

- Develop criteria for the long term retention of property as exhibits and rigorously monitor holdings in relation to these criteria.
 - Provide consolidated and clear policies and procedures in relation to property management.
 - Update and regularly review orders and procedures in relation to property management requirements.
 - Amend the Commissioner's Orders and Procedures Manual (now Police Manual) to clearly articulate the procedures for performing property checks.
 - Develop and implement procedures relating to property in the event of a business area becoming defunct.
56. In these areas significant progress has been made. The property management aspects of the Police Manual have been revised and consolidated. In its policy and practice PMD continues to work towards meeting the guidelines outlined in the Australian Standards.
57. A further milestone is expected to be reached soon with the anticipated approval by the CET of the Serious Crime Exhibit Retention Management Policy ('SCERM policy'). The aim of this policy is to ensure that all serious crime exhibits are managed in such a way to prevent the loss of evidence, even in circumstances where a guilty verdict has brought the legal process in relation to a crime to a conclusion. This policy provides some guidance for personnel on what property should be retained and what may be disposed of, thus enabling WAPOL to better manage, as well as reduce its holdings where possible.
58. Mention should be made of the improvements in accountability which have taken place since the publication of the report. Stock takes and auditing of holdings are required and undertaken within individual property management facilities. These requirements are contained in the Police Manual. In addition to these regular stock takes and checking, the BAMR process requires that property management policies and practices are scrutinised. These accountability measures are encouraged.
59. The establishment of PMD, with responsibility for policies and procedures for property management across WAPOL, provides a very effective platform for WAPOL to meet the inquiry's recommendations regarding property management policy.

Legislation

60. There were three recommendations in the report concerning legislative change. These related to:
- Amendments to the *Misuse of Drugs Act 1981* ('MDA');
 - Amendments to the CPCA; and
 - The removal of statutory impediments to police staff handling drugs.
61. The MDA recommendation was that an amendment be made to allow a court to make a finding of fact and order the destruction of the whole or part of a

seized substance before trial³. WAPOL did not proceed with this as it is satisfied there is provision within current legislation for this. WAPOL routinely makes a finding of fact and destroys the whole or part of seized drugs as part of its management of seized drug holdings.

62. It was recommended that the CPCA be amended to enable costs associated with the seizure, storage or the management of frozen or confiscated property be funded from the Confiscation Proceeds Account. The PMD has been advised that the Attorney General will not be proceeding to make such an amendment.
63. In relation to the third recommendation in this group, amendments to the Regulations are expected to be finalised in December 2009. Some amendments have already been made to allow police staff in DRU to handle drugs.

ASSOCIATED ISSUES

64. Although not within the scope of this evaluation, the Evaluation Team was made aware of some trends and challenges facing WAPOL in the management of property and exhibits. The comments below are provided for information only.

Some Trends in Evidence Collection

65. The Evaluation Team was advised there are a number of pressures on WAPOL to collect, retain and analyse items of evidence or potential evidence.
66. Some of this arises from community expectations in regard to the quantity of evidence that should be collected and retained as there may be DNA evidence on these items. There is also further pressure, in relation to DNA sampling, from legal counsel for the defence, who ask for all items collected to be analysed, rather than a more limited number which may sufficiently address their requirements.
67. Clearly, collecting more evidence subsequently causes a retention issue. Whilst there are pressures to collect more evidence, WAPOL aims to be strategic in its collection procedures. In response to these pressures, to collect (and retain) more evidence, WAPOL is implementing a protocol whereby determinations regarding collection and retention are as much a scientific decision as an investigative decision, involving a three way relationship between the prosecutors, investigators and forensic scientists.
68. When introduced, the new SCERM policy should empower officers to make decisions which will reduce the retention of unnecessary items and further assist in the management of exhibits.

³ The relevant sections of the MDA are s 26A, which confers power on an approved analyst or botanist to take samples of or analyse anything seized under the MDA; and s 527(2) which provides for the COP to order the destruction of all but a sample of the prohibited substances. The 2005 report noted that the MDA stopped short of providing for a "finding of fact" and the destruction of all the substance before the trial.

69. At a strategic level, WAPOL is a member of two consultative committees whose purpose is to address relevant issues and achieve more efficient outcomes in this area: WAPOL/DPP/PathWest; and WAPOL/DPP/Chemistry Centre of WA.

The DNA program

70. The costs associated with DNA analysis/testing procedures are greater than the allocation provided to WAPOL. Thus WAPOL has been subsidising the DNA program (provided by Health Department scientists) to the tune of some \$2.5m to \$3m per annum in order to have the requisite analysis/testing undertaken.
71. The PMD views one of the key challenges for property management to be the DNA program. PMD believes that any uncertainty in regard to continued funding may have an adverse affect on Pathwest's ability to retain scientists, which would have significant ramifications for the State.
72. Currently WA has the highest per capita ratio of scientists. Given the time required to train scientists, it would be beneficial to ensure a continuity of funding. This topic has been the subject of discussion between the Department of Health and the COP.
73. To assist in the management of these costs, WAPOL assesses the need for analysis/testing through the implementation of a "triaging" process in DECU. This involves scrutinising requests for testing to ensure independence and rigour are applied to decisions made on requests for testing.

Centre of Excellence

74. PMD aspires to become a centre of excellence for property management and for property management to be seen as a recognised function with a career path. It is clear that an appropriate structural and organisational framework is in place to facilitate this. From the limited sampling of stations, it appears that PMD has made some progress in establishing itself as a reference point for personnel within business areas who may have queries or suggestions about property management.
75. The Evaluation Team considered that there are opportunities for PMD's role as a centre of excellence to be further developed, such that PMD could facilitate a network of property management personnel or those with property management functions within business areas. This would assist PMD to both oversee the management of property at an organisation-wide level, as well as assist business areas with their property management role.

CHAPTER 4: CONCLUSION

76. WAPOL has made good progress in relation to the management of property. In particular, it has put in place the organisational, structural, physical and policy framework to facilitate the effective management of property now and in the future. WAPOL's opening of new premises for PRESS, also housing the PMD, is a very visible symbol of the progress WAPOL has made in relation to creating an organisational wide focus for property management. This completes the relocation of WAPOL's three central repositories (DECU, DRU and PRESS) for property/exhibits.
77. Some purging of old (on transfer, closed business areas and PTS items) holdings is still to take place, although progress has been made in this area since 2007. This work is essential in the face of ongoing pressure to collect and retain items of evidence.
78. Security has been improved markedly, especially in relation to centrally stored property and of the police stations visited, security policies, standards and practices appear strong in most locations, although WAPOL is not assured of the security of property holding areas at all police facilities.
79. Improvements in IMS have been made, although the resources required to fully implement the desired changes proved to be prohibitive. The proposed rollout of the bar-coding project should prove to be a welcome initiative to aid efficiency and effectiveness in property management.
80. In relation to the 42 recommendations of the Inquiry report, the areas where the least success has been made is in relation to approaches to the DPP or the Attorney General in relation to the transfer of responsibility or clarity around roles. In these areas, WAPOL has met the letter of the recommendation, but has been unable to achieve the outcome the recommendations suggested.

APPENDIX 1





STATUS OF PROGRESS AGAINST RECOMMENDATIONS: OVERVIEW
















Legend	
Actioned	
Being Progressed	
Not Implemented	
No longer applicable	

Rec No	Recommendation	
1	<i>Western Australia Police should submit a project proposal to the next meeting of the Board of Control of the Australasian Centre for Policing Research to establish National Guidelines/Specifications for the management of property/exhibits by policing jurisdictions.</i>	
2	<i>Western Australia Police should ensure that business practices of the proposed Property Management Division satisfy the required levels of performance outlined in Australian Standards relating to Quality Management Systems (AS/NZS ISO 9001:2000).</i>	
3	<i>Western Australia Police should improve the existing property receipting process by:</i> 3.1 <i>Revising the design of the Interim Receipt Book to ensure adequate accountability; and</i> 3.2 <i>Amending procedures within the Commissioner's Orders and Procedures Manual to require adequate cross-referencing of the Incident Management System number on respective interim receipts.</i>	
4	<i>Western Australia Police should improve property receipting processes on the Incident Management System to ensure input time is reduced.</i>	
5	<i>Western Australia Police should reiterate to police officers the requirements of the Commissioner's Orders and Procedures Manual, specifically instruction AD-49.5 which provides that police shall issue an interim receipt where property is taken in the field, to record the details of the incident and all items received or seized.</i>	
6	<i>Western Australia Police should amend the current format of the Interim Receipt (form P293a) to include a statement informing property finders of their rights and obligations in relation to found property</i>	
7	<i>Western Australia Police should complete its review of local property storage requirements to identify solutions that will alleviate the existing shortage of suitable property storage facilities.</i>	
8	<i>Western Australia Police should evaluate commercially available property storage methods and systems, and develop an acquisition program that will meet the current and future storage needs of the agency.</i>	
9	<i>As part of the planned relocation of the Drug Receival Unit, Western Australia Police should implement a security system that restricts independent access to drug storage facilities, together with video surveillance to monitor personnel within the drug storage facility.</i>	
10	<i>Western Australia Police should:</i> 10.1 <i>confirm the currency of the Police Building Code to ensure the security standards articulated in the Code reflect best practice.</i> 10.2 <i>review the security arrangements for all property and drug storage facilities in light of the revised Police Building Code.</i> 10.3 <i>identify funding to redress deficiencies.</i>	
11	<i>Western Australia Police should, as a matter of urgency, meet with the Director of Public Prosecutions, to instigate action to dispose of property under the provisions of section 94 of the Criminal Property Confiscation Act 2000.</i>	
12	<i>Western Australia Police should seek amendment to the Misuse of Drugs Act 1981 to provide for the court to make a finding of fact and order the destruction of the whole or part of a seized substance before trial.</i>	

Legend	
Actioned	Green
Being Progressed	Yellow
Not Implemented	Red
No longer applicable	Cyan

Rec No	Recommendation	
13	<i>Western Australia Police should develop criteria for the long-term retention of property as exhibits. The agency's central property management units, together with local supervisors, need to rigorously monitor property and exhibit holdings in accordance with the criteria.</i>	Green
14	<i>Western Australia Police should instigate follow-up action in relation to long-held property and exhibits, and action should be taken to purge items, where appropriate.</i>	Yellow
15	<i>Western Australia Police should provide consolidated and clear policies and procedures in relation to property management.</i>	Green
16	<i>Western Australia Police should update and regularly review orders and procedures in relation to property management requirements.</i>	Green
17	<i>Western Australia Police should:</i> 17.1 <i>Continue performing random unannounced property audits;</i> 17.2 <i>Provide refresher training to Inspectors and Officers in Charge on their managerial accountabilities relating to property;</i> 17.3 <i>Link the application of the Business Area Management Review Program to individual performance management; and</i> 17.4 <i>Initiate disciplinary action and/or appropriate management remediation where regular mismanagement of property is detected.</i>	Green
18	<i>Western Australia Police should amend the Commissioner's Orders and Procedures Manual to clearly articulate the procedures for performing property checks.</i>	Green
19	<i>Western Australia Police should vigorously pursue outstanding active property items recorded in the Property Tracing System and ensure they are captured in the Incident Management System if they remain active when the police mainframe is decommissioned.</i>	Yellow
20	<i>As a matter of urgency, Western Australia Police should identify, locate and transfer 'unattached' property items to appropriate business areas.</i>	Yellow
21	<i>Western Australia Police should develop and implement procedures relating to property in the event of a business area becoming defunct.</i>	Green
22	<i>Western Australia Police should monitor the level of property recorded on the Property Tracing System that is listed as 'on transfer' to ensure the amount of outstanding property is reduced through follow-up action.</i>	Green
23	<i>Western Australia Police should instigate a review of 'user feedback' regarding the Incident Management System to enhance the property input, processing and monitoring functions, and implement system enhancements accordingly.</i>	Green
24	<i>Western Australia Police should develop and deliver Incident Management System training which provides for learning at various levels, such as introductory, intermediate and advanced levels.</i>	Green
25	<i>Western Australia Police should undertake a critical review of the Incident Management System property search facilities and implement improvements accordingly.</i>	Yellow
26	<i>Western Australia Police should introduce agency-wide bar coding for property recorded on the Incident Management System.</i>	Yellow
27	<i>Western Australia Police should evaluate its property storage requirements and develop a strategy to meet the current and future centralised property storage requirements.</i>	Green

Legend	
Actioned	
Being Progressed	
Not Implemented	
No longer applicable	

Rec No	Recommendation	
28	<i>As a part of the proposed evaluation of property storage requirements, Western Australia Police should consolidate its centralised property storage function within a single facility.</i>	
29	<i>Subject to the feasibility of relocating all centralised property storage functions to the Operational Support Facility, situated at Midland, the Commissioner of Police should seek supplementary capital works funding to meet the cost of constructing a suitable purpose-built property storage facility.</i>	
30	<i>Western Australia Police should provide business areas with adequate funding for storing and maintaining property.</i>	
31	<i>Western Australia Police should approach the Attorney General to allocate funding from the Confiscation Proceeds Account to meet the costs incurred in managing, storing and maintaining property seized under the provisions of the Criminal Property Confiscation Act 2000.</i>	
32	<i>Section 131(2)(f) of the Criminal Property Confiscation Act 2000 should be amended to provide that: 'Money shall be paid out of the Confiscation Proceeds Account ... to cover any costs of storing, seizing or managing frozen or confiscated property that are incurred by the Police Force, the DPP or a person appointed... to manage the property.</i>	
33	<i>Western Australia Police should approach the Director of Public Prosecutions to redetermine which body is the most appropriate to manage property seized by Police under the provisions of the Criminal Property Confiscation Act 2000.</i>	
34	<i>Western Australia Police should civilianise positions that undertake property management duties as a primary job function and do not require police powers.</i>	
35	<i>Western Australia Police should introduce a property collection service, undertaken by police staff or external contractors, to collect and transport property and exhibits from metropolitan business areas to central property storage facilities.</i>	
36	<i>Western Australia Police should contract auctioneers to collect property that is to be auctioned.</i>	
37	<i>Western Australia Police should seek to remove any statutory impediments that restrict or prevent police staff from handling and managing property, including drugs.</i>	
38	<i>Western Australia Police should build a career path within the proposed property management structure for personnel undertaking property management duties.</i>	
39	<i>Western Australia Police should provide accredited training to appropriate personnel in all facets of property management.</i>	
40	<i>Western Australia Police should establish a single Property Management Division, with corporate responsibility for the management of all property holdings within the agency. A direct reporting relationship to Assistant Commissioner or Director level would be appropriate.</i>	
41	<i>Subject to the establishment of a single consolidated Property Management Division, Western Australia Police should consider relocating that function to its Operational Support Facility, situated at Midland.</i>	
42	<i>Western Australia Police should appoint a project sponsor at executive level to implement the recommendations of this Inquiry.</i>	





APPENDIX 2







STATUS OF PROGRESS AGAINST RECOMMENDATIONS: DETAIL





The following visual guide indicates the status of the 42 recommendations made by the joint Evaluation Team. Commentary is not made in relation to completed items where action was already noted as complete on a previous progress report.


Legend	
Actioned	
Being Progressed	
Not Implemented	
No longer applicable	





Rec No	Recommendation	
1	<p><i>Western Australia Police should submit a project proposal to the next meeting of the Board of Control of the Australasian Centre for Policing Research to establish National Guidelines/Specifications for the management of property/exhibits by policing jurisdictions.</i></p> <p>Whilst a request was submitted to the ACPR to list the project proposal as an Agenda item for the September 2006 Board of Control meeting, it was not included as an Agenda item. It is not possible to determine the rationale for this as the ACPR was folded and the role and responsibilities have in part been assumed by the Australian New Zealand Police Advisory Agency (ANZPAA). Note: ANZPAA's work plan for 2009/10 has been issued.</p> <p>The Evaluation Team discussed the possible further progression of the project proposal with the Property Management Division (PMD). The PMD was still supportive of the intent of the recommendation and for a proposal to be referred to the Commissioner to consider the project proposal being referred to the Police Commissioners' Conference or Senior Officers Group for consideration of progression.</p>	
2	<p><i>Western Australia Police should ensure that business practices of the proposed Property Management Division satisfy the required levels of performance outlined in Australian Standards relating to Quality Management Systems (AS/NZS ISO 9001:2000).</i></p> <p>Refer Status Report of 30/07/2008. This was further discussed with the PMD and reference was made to the need for this to be adopted by the agency and applied as an overall agency practice. Comment was also made in regard to PMD's aim to be a centre of excellence.</p>	




Legend	
Actioned	
Being Progressed	
Not Implemented	
No longer applicable	





Rec No	Recommendation	
3	<p><i>Western Australia Police should improve the existing property receipting process by:</i></p> <p>3.1 <i>Revising the design of the Interim Receipt Book to ensure adequate accountability; and</i></p> <p>3.2 <i>Amending procedures within the Commissioner's Orders and Procedures Manual to require adequate cross-referencing of the Incident Management System number on respective interim receipts.</i></p>	
4	<i>Western Australia Police should improve property receipting processes on the Incident Management System to ensure input time is reduced.</i>	
5	<p><i>Western Australia Police should reiterate to police officers the requirements of the Commissioner's Orders and Procedures Manual, specifically instruction AD-49.5 which provides that police shall issue an interim receipt where property is taken in the field, to record the details of the incident and all items received or seized.</i></p> <p><i>The PMD referred to the amount of equipment officers are required to carry, practice being to record details in a police notebook and issue a receipt as soon as practicable on return to their business area.</i></p>	
6	<i>Western Australia Police should amend the current format of the Interim Receipt (form P293a) to include a statement informing property finders of their rights and obligations in relation to found property</i>	
7	<p><i>Western Australia Police should complete its review of local property storage requirements to identify solutions that will alleviate the existing shortage of suitable property storage facilities.</i></p> <p><i>When first established, the PMD initiated its own review, effectively rendering this work redundant. The work completed by PMD resulted in a comprehensive business case which was put to Government in 2007.</i></p>	
8	<i>Western Australia Police should evaluate commercially available property storage methods and systems, and develop an acquisition program that will meet the current and future storage needs of the agency.</i>	




Legend	
Actioned	
Being Progressed	
Not Implemented	
No longer applicable	





Rec No	Recommendation	
9	<p><i>As part of the planned relocation of the Drug Receival Unit, Western Australia Police should implement a security system that restricts independent access to drug storage facilities, together with video surveillance to monitor personnel within the drug storage facility.</i></p> <p>The WA Police Operational Support Facility is a gated facility requiring the use of a proximity card for entrance and exit, and an external Closed Circuit Television (CCTV) system monitored 24/7 by contracted security officers. In addition, the site is an operational police facility housing some 400 police officers operating at various business areas within the facility 24/7. The following security enhancements have been or are currently being progressed at the Drug Receival Unit (DRU):</p> <ul style="list-style-type: none"> • Three CCTV cameras installed in each of the drug storage areas with associated recording equipment (90 days audible video coverage) in a secured cabinet. • CCTV coverage of the drug receival and sorting area, activated by motion detection. Digital video recording for 90 day duration with recording equipment in a secured cabinet. • All external doors are solid core and metal clad. • Externally, additional bollards have been installed. • Sliding security doors installed in drug sorting room, doors to be individually tracked with only one door being able to be opened at a time. • A Diebold Antibandit Shutter installed in the front counter area. <p>The access control system has been updated to enable "access" authority to be issued by a limited number of DRU officers only.</p>	






Legend	
Actioned	
Being Progressed	
Not Implemented	
No longer applicable	





Rec No	Recommendation	
10	<p><i>Western Australia Police should:</i></p> <p>10.1 <i>confirm the currency of the Police Building Code to ensure the security standards articulated in the Code reflect best practice.</i></p> <p>10.2 <i>review the security arrangements for all property and drug storage facilities in light of the revised Police Building Code.</i></p> <p>10.3 <i>identify funding to redress deficiencies.</i></p> <p>Land and Buildings Services provided advice in relation to how the Police Building Code has been revised to reflect good practice in relation to security. Advice provided during site visit to the Canning Vale Police Station validated enhancements to security standards associated with property.</p> <p>With respect to 10.2 PMD advised whilst this had been discussed in general terms, Land and Building Services advised no formal request has been received from PMD to initiate a review of security arrangements.</p>	
11	<p><i>Western Australia Police should, as a matter of urgency, meet with the Director of Public Prosecutions, to instigate action to dispose of property under the provisions of section 94 of the Criminal Property Confiscation Act 2000.</i></p> <p>Amendments have/are being made to this Act by the Department of the Attorney General (this is the AG's Act), however, whilst a request has been made to review proposed legislation WA Police have not been provided access to the draft legislation. PMD is not aware of the timeframe for the tabling of amending legislation.</p>	
12	<p><i>Western Australia Police should seek amendment to the Misuse of Drugs Act 1981 to provide for the court to make a finding of fact and order the destruction of the whole or part of a seized substance before trial.</i></p> <p>PMD consider the current legislation [s.26A and s.27 (2) of the <i>Misuse of Drugs Act 1981</i>] provides sufficient scope to meet the intent of the recommendation and in turn minimise holdings.</p>	








Legend	
Actioned	
Being Progressed	
Not Implemented	
No longer applicable	





Rec No	Recommendation	
13	<p><i>Western Australia Police should develop criteria for the long-term retention of property as exhibits. The agency's central property management units, together with local supervisors, need to rigorously monitor property and exhibit holdings in accordance with the criteria.</i></p> <p>A Draft of the Serious Crime Exhibit Retention Management (SCERM) Policy was submitted to the Assistant Commissioner Traffic and Operations on 27 May 2009 for consideration and referral to the Corporate Executive Team for endorsement. Given the extent of liaison undertaken in the development of this policy, it is anticipated progression of the policy will not be delayed.</p>	
14	<p><i>Western Australia Police should instigate follow-up action in relation to long-held property and exhibits, and action should be taken to purge items, where appropriate.</i></p> <p>It is estimated some 88,000 exhibits are listed on the PTS are being held at PRESS, in sealed pallets pending future review (subject to availability of resources) and possible purging in accord with the SCERM policy.</p> <p>Some 115,600 exhibits are currently recorded on IMS and are stored at DECU.</p> <p>Whilst an initial team of two First Class Sergeants was established to clear outstanding PTS recorded property, their effort was redirected to address Seized/Found/Stolen Money Trust holdings in November 2007. At that time, the Team was expanded to five FTEs and it was suggested their project would conclude in September 2009 at which time the two Sergeants would again address outstanding PTS property holdings.</p> <p>DECU has commenced a project to audit their extensive holdings. The project team comprises seven personnel. The audit will take three – six months to conclude.</p> <p>The Evaluation Team was advised that it is anticipated an additional four police officer FTEs will be allocated to the PMD during the 2009/10 year. Two FTEs will each be provided to DECU and DRU.</p>	
15	<p><i>Western Australia Police should provide consolidated and clear policies and procedures in relation to property management.</i></p>	






Legend	
Actioned	
Being Progressed	
Not Implemented	
No longer applicable	





Rec No	Recommendation	
16	<i>Western Australia Police should update and regularly review orders and procedures in relation to property management requirements.</i>	
17	<p><i>Western Australia Police should:</i></p> <p><i>17.1 Continue performing random unannounced property audits;</i></p> <p><i>17.2 Provide refresher training to Inspectors and Officers in Charge on their managerial accountabilities relating to property;</i></p> <p><i>17.3 Link the application of the Business Area Management Review Program to individual performance management; and</i></p> <p><i>17.4 Initiate disciplinary action and/or appropriate management remediation where regular mismanagement of property is detected.</i></p>	
18	<i>Western Australia Police should amend the Commissioner's Orders and Procedures Manual to clearly articulate the procedures for performing property checks.</i>	
19	<p><i>Western Australia Police should vigorously pursue outstanding active property items recorded in the Property Tracing System and ensure they are captured in the Incident Management System if they remain active when the police mainframe is decommissioned.</i></p> <p>Forensic Ballistics PTS holdings have been reduced from 2,658 items to 200 receipts.</p> <p>At the DRU some 4,861 items are recorded on PTS. All but 71 folios, which relate to approximately 300 – 400 items are outstanding (action is being taken to burn exhibits no longer required). The 71 folios will continue to be assessed over the next 12 months to ascertain the necessity for retention for legal process etc.</p> <p>Refer comments at Recommendation 14.</p>	
20	<p><i>As a matter of urgency, Western Australia Police should identify, locate and transfer 'unattached' property items to appropriate business areas.</i></p> <p>Prior to the two Sergeants being re tasked, (refer Recommendation 14) 34,517 of the 84,247 items of outstanding property were acquitted.</p>	






Legend	
Actioned	
Being Progressed	
Not Implemented	
No longer applicable	





Rec No	Recommendation	
21	<i>Western Australia Police should develop and implement procedures relating to property in the event of a business area becoming defunct.</i>	
22	<i>Western Australia Police should monitor the level of property recorded on the Property Tracing System that is listed as 'on transfer' to ensure the amount of outstanding property is reduced through follow-up action.</i>	
23	<i>Western Australia Police should instigate a review of 'user feedback' regarding the Incident Management System to enhance the property input, processing and monitoring functions, and implement system enhancements accordingly.</i>	
24	<i>Western Australia Police should develop and deliver Incident Management System training which provides for learning at various levels, such as introductory, intermediate and advanced levels.</i>	
25	<p><i>Western Australia Police should undertake a critical review of the Incident Management System property search facilities and implement improvements accordingly.</i></p> <p>Property related enhancements to IMS were identified by PMD and have been listed on the programme of works and prioritised alongside all other upgrades. A number of enhancements have been made to IMS. Release 3.4 was released 31/05/2009.</p>	
26	<p><i>Western Australia Police should introduce agency-wide bar coding for property recorded on the Incident Management System.</i></p> <p>It is anticipated the project to install barcode equipment at 230 business areas, including 130 police stations will conclude in November/December 2009.</p>	
27	<i>Western Australia Police should evaluate its property storage requirements and develop a strategy to meet the current and future centralised property storage requirements.</i>	






Legend	
Actioned	
Being Progressed	
Not Implemented	
No longer applicable	

Rec No	Recommendation	
28	<p><i>As a part of the proposed evaluation of property storage requirements, Western Australia Police should consolidate its centralised property storage function within a single facility.</i></p> <p>WA Police has leased a facility in Belmont which will meet the agency's long term future property/exhibit storage requirements for PRESS. Whilst this facility does not enable the consolidation of the agency's overall property storage function, it provides contemporary facilities. The DRU and DECU will continue in their existing locations within the Operational Support Facility at Midland.</p>	
29	<p><i>Subject to the feasibility of relocating all centralised property storage functions to the Operational Support Facility, situated at Midland, the Commissioner of Police should seek supplementary capital works funding to meet the cost of constructing a suitable purpose-built property storage facility.</i></p> <p>A suitably fitted out facility to house PRESS has been leased at Belmont.</p>	
30	<i>Western Australia Police should provide business areas with adequate funding for storing and maintaining property.</i>	
31	<p><i>Western Australia Police should approach the Attorney General to allocate funding from the Confiscation Proceeds Account to meet the costs incurred in managing, storing and maintaining property seized under the provisions of the Criminal Property Confiscation Act 2000.</i></p> <p>In accord with an MOU (Minister for Police and the Attorney General) WA Police receive \$1.15m annually plus \$0.30 in the dollar when the Account's balance exceeds \$9m, however, these funds are quarantined for organised crime and OMCG operations only.</p>	
32	<p><i>Section 131(2)(f) of the Criminal Property Confiscation Act 2000 should be amended to provide that:</i> <i>'Money shall be paid out of the Confiscation Proceeds Account ... to cover any costs of storing, seizing or managing frozen or confiscated property that are incurred by the Police Force, the DPP or a person appointed... to manage the property.</i></p> <p>PMD has received verbal advice that the Attorney General will not amend the Act.</p>	

Legend	
Actioned	
Being Progressed	
Not Implemented	
No longer applicable	

Rec No	Recommendation	
33	<p><i>Western Australia Police should approach the Director of Public Prosecutions to redetermine which body is the most appropriate to manage property seized by Police under the provisions of the Criminal Property Confiscation Act 2000.</i></p> <p>Subsequent to meetings with the Office of the DPP and the Public Trustee, PMD has been advised WA Police will continue to manage property.</p>	
34	<p><i>Western Australia Police should civilianise positions that undertake property management duties as a primary job function and do not require police powers.</i></p> <p>A number of positions and duties associated with the management of property have been civilianised post the joint inquiry.</p>	
35	<p><i>Western Australia Police should introduce a property collection service, undertaken by police staff or external contractors, to collect and transport property and exhibits from metropolitan business areas to central property storage facilities.</i></p> <p>Proposal to implement a collection service has been approved by the Corporate Executive Team pending available funding. PMD discussed the issues associated with the use of custody officers in this role if dedicated FTEs were not allocated to PMD. Implementation of this remains a work in progress, however, the Evaluation Team was advised a limited collection service will be provided post relocation of PRESS to the Belmont site.</p>	
36	<i>Western Australia Police should contract auctioneers to collect property that is to be auctioned.</i>	
37	<p><i>Western Australia Police should seek to remove any statutory impediments that restrict or prevent police staff from handling and managing property, including drugs.</i></p> <p>To be progressed by way of an amendment to the Misuse of Drugs Regulations: it is anticipated this will be finalised December 2009.</p>	

Legend	
Actioned	
Being Progressed	
Not Implemented	
No longer applicable	

Rec No	Recommendation	
38	<p><i>Western Australia Police should build a career path within the proposed property management structure for personnel undertaking property management duties.</i></p> <p>The concept of civilianisation of property officer roles and associated levels is supported. The position of Manager PRESS, previously undertaken by a Sergeant, has been civilianised. The position was established as a Level 5 Supervisor position and an appointment has been made.</p>	
39	<p><i>Western Australia Police should provide accredited training to appropriate personnel in all facets of property management.</i></p> <p>Provision of training continues to be progressed by PMD.</p>	
40	<i>Western Australia Police should establish a single Property Management Division, with corporate responsibility for the management of all property holdings within the agency. A direct reporting relationship to Assistant Commissioner or Director level would be appropriate.</i>	
41	<p><i>Subject to the establishment of a single consolidated Property Management Division, Western Australia Police should consider relocating that function to its Operational Support Facility, situated at Midland.</i></p> <p>PMD, Divisional Office and PRESS have relocated to a leased facility at Belmont</p>	
42	<i>Western Australia Police should appoint a project sponsor at executive level to implement the recommendations of this Inquiry.</i>	

APPENDIX 3 COMPARATIVE PHOTOGRAPHS

On the left are selected photographs from the 2005 Inquiry report (photos numbered as in the 2005 report). The photographs on the right were taken in June/July 2009 and show comparative improvements made since the 2005 Inquiry. Note, some photographs shown of the PRESS premises at Belmont were taken prior to the completion of the facility and transfer of property/exhibits.

Photograph 2 –Cage and bin storage at PRESS Maylands



PRESS Maylands 2009 – Cage storage of audited and security sealed property at PRESS facility Maylands



Photograph 3 Shelving storage at PRESS facility Maylands



PRESS Maylands 2009 – Sealed container of audited property at PRESS facility Maylands awaiting transfer to Belmont site



Photograph 5 - Shelving storage at PRESS facility Maylands



PRESS Maylands June 2009 – Cage storage of audited property at PRESS facility Maylands



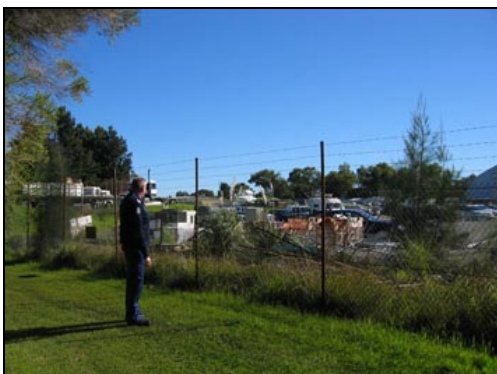
Photographs 7– Prevon Vertical Carousel (example of good practice) utilised by Victoria Police



PRESS Belmont June 2009 – Two vertical storage units



Photograph 10 – Perimeter fence, external compound Maylands facility



PRESS Maylands June 2009 – External compound now has a hard stand surface



Photograph 11 – Damage to perimeter fence at external compound, Maylands facility



PRESS Maylands June 2009 – External compound with secure fence



Photograph 12 – External compound-grassed field.



PRESS Maylands June 2009 – External paved compound showing one of the perimeter security lighting poles



Photograph 13 – External compound-grassed and uneven with access difficulty during winter



PRESS Maylands June 2009 – External hard stand and lit compound providing year round access



Photograph 14 – External compound-grassed and uneven with access difficulty during winter



PRESS Maylands June 2009 – External paved and lit compound



Photograph 15 – Entrance to Complex (from outside). No security boom gate



Entrance to Complex – June 2009 (from inside)- staffed security office and boom gate



Photograph 16 – Signage at Entrance. Refers to security office which did not exist



Upgraded signage at Entrance - June 2009



Photograph 17 – Temporary fencing to vehicle compound



PRESS Maylands June 2009 – Permanent fencing to vehicle compound



Photograph 28 – Warehouse 1- no security cameras; minimal lighting



PRESS Belmont June 2009 – security cameras and lighting



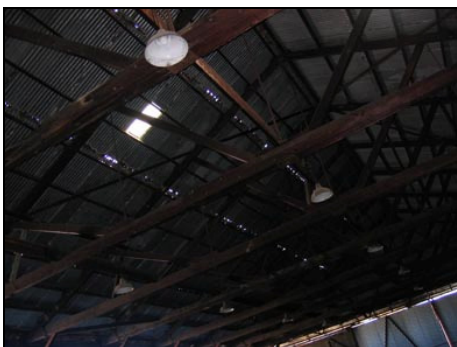
Photograph 32 – Warehouse 2 (interior). Evidence held in warehouse with leaking asbestos roof



PRESS Belmont July 2009 – Warehouse (interior). Vehicle storage for evidence and seized vehicles



Photograph 33 – Warehouse 2 (roof) - holes in corrugated iron roof. Possible unsafe environment



PRESS Belmont July 2009 – Catalogued PTS items held in secure pallets for future review



**Photograph 34 – Warehouse 2 (floor)-
holes in roof lead to flooding of facility
and possible damage to evidence**



**PRESS Belmont July 2009 –
Warehouse shelving- secure
environment, not exposed to
weather**



**Photograph 35 – Warehouse 2 (interior)
holes in roof lead to flooding of facility
and possible damage to evidence**



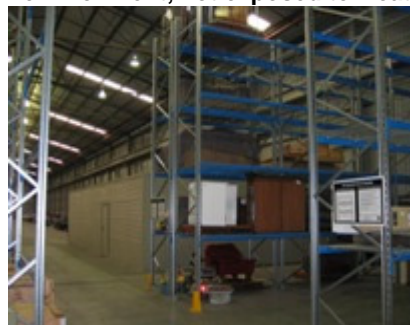
**PRESS Belmont July 2009 -
Warehouse shelving- secure
environment, not exposed to
weather**



**Photograph 36 – Warehouse 2 (interior)
holes in roof lead to flooding of facility
and possible damage to evidence**



**PRESS Belmont June 2009 – Available
Warehouse shelving- secure
environment, not exposed to
weather**



Photograph 37 – Shed 1 (exterior)



**PRESS Belmont June 2009 –
Secure firearm storage**



Photograph 38 – Shed 1 (interior)



**PRESS Belmont July 2009 –
provision of separate storage with
24/7 access for frontline officers**



**PRESS Belmont June 2009 –
24 hr separate storage**



Photograph 39 – Shed 1 (interior)



**PRESS Belmont June 2009
– Vehicle hoist**



Photograph 40 – Shed 2 (exterior)



**PRESS Belmont June 2009
– External area**



Photograph 41 – Shed 2 (exterior)



**PRESS Belmont June 2009 –
Additional temporary storage facility
with 24/7 access for frontline officers**



DRU June 2009: Security cameras



**DRU June 2009: Access for police officers (note
bollards)**



DRU June 2009: Access for police officers



DRU June 2009: Secure area



DRU June 2009: Secure area



DRU June 2009: Secure area



DRU June 2009: Sound and cameras in drug storage area



DRU June 2009:



DRU June 2009



APPENDIX 4 RESOURCES

The following materials were reviewed during the course of the evaluation:

Business Area Management Review Manual and Test Plan 2008/09 (Management Audit Unit, WAPOL).

Criminal Property Confiscation Act 2000.

Draft policy: *Serious Crime Exhibit Retention Management (SCERM)*, May 2009. (WAPOL).

Exhibit and Property Management Guide, January 2008 (Property Management Division, WAPOL).

Misuse of Drugs Act 1981.

Presentation “*Reforming Property Management*”, by Property Management Division to North West Metro District, July 2007.

Presentation “*Reforming Property Management*”, by Property Management Division to Constables Forum, November 2008.

Progress report by WAPOL to Commissioner of the Corruption and Crime Commission, October 2008.

Progress report by WAPOL to Commissioner of the Corruption and Crime Commission, April 2007.

Report of a Joint Inquiry by Western Australia Police and the Corruption and Crime Commission, December 2005.

Western Australia Police Property Management Business Case, July 2007 (WAPOL in conjunction with Department of Housing and Works).