1	COURT OF APPEALS
2	STATE OF NEW YORK
3	
4	THE PEOPLE OF THE STATE OF NEW YORK,
5	Respondent,
6	-against- NO. 68
7	RAKEEM DOUGLAS,
8	Appellant.
9	20 Eagle Stree Albany, New Yor September 14, 202
10	Before:
11	CHIEF JUDGE ROWAN D. WILSON
12	ASSOCIATE JUDGE JENNY RIVERA ASSOCIATE JUDGE MICHAEL J. GARCIA
13	ASSOCIATE JUDGE MADELINE SINGAS ASSOCIATE JUDGE ANTHONY CANNATARO
14	ASSOCIATE JUDGE SHIRLEY TROUTMAN ASSOCIATE JUDGE CAITLIN J. HALLIGAN
15	
16	Appearances:
17	STEPHEN R. STROTHER, ESQ. OFFICE OF THE APPELLATE DEFENDER
18	Attorney for Appellant 11 Park Place
19	16th Floor New York, NY 10007
20	STEPHEN KRESS, ESQ.
21	NEW YORK COUNTY DISTRICT ATTORNEY OFFICE Attorney for Respondent
22	1 Hogan Place New York, NY 10013
23	
24	Amanda M. Olive
25	Official Court Transcribe
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1	CHIEF JUDGE WILSON: Next matter on the calendar
2	is Number 68, People v. Rakeem Douglas.
3	MR. STROTHER: Good afternoon, Your Honors.
4	Stephen Strother from the Office of the Appellate Defender
5	on behalf of Rakeem Douglas.
6	Mr. Douglas' conviction should be vacated because
7	the warrantless search of his car was carried out pursuant
8	to a facially unconstitutional inventory search protocol.
9	An inventory search is only as lawful as the protocol that
10	authorizes it. And it's the prosecution's burden to
11	introduce that protocol in the first instance.
12	This protocol, which was introduced, Section 218-
13	13 of the NYPD I'm sorry, NYPD Protocol Section 218-
14	13, provides no guidance to police officers about what
15	they're supposed to do with property after it's taken out
16	of a car, and before it's vouchered. So what that looks
17	like
18	JUDGE SINGAS: Before we get into the substantive
19	issues, so again, is the is your argument that it's
20	as applied or on its face that it's unconstitutional?
21	MR. STROTHER: It's a facial challenge to the
22	- to the
23	JUDGE HALLIGAN: So you are
24	MR. STROTHER: protocol.
25	JUDGE HALLIGAN: you are not bringing an



1	as-applied challenge?
2	MR. STROTHER: No. This is a facial challenge t
3	the protocol
4	JUDGE HALLIGAN: Only?
5	MR. STROTHER: as written. I'm sorry?
6	JUDGE HALLIGAN: I'm just trying to understand,
7	is it exclusively a facial challenge and does not include
8	an as-applied challenge?
9	MR. STROTHER: That's correct.
10	JUDGE HALLIGAN: Okay.
11	MR. STROTHER: And so
12	CHIEF JUDGE WILSON: And why are you not making
13	an as-applied challenge, just out of curiosity?
14	MR. STROTHER: My understanding of the law is
15	that if the protocol's valid, and the police follow it,
16	it's a lawful inventory search. And so what's odd here is
17	that they followed this protocol because the protocol says
18	nothing about what they're supposed to do with the propert
19	between the time they recover it and the time they voucher
20	it.
21	CHIEF JUDGE WILSON: So the difficulty I have -
22	- or I've been having, I guess, with this case we're
23	here for your argument is that when you were
24	attempting to make a facial challenge in the court of
25	instance, the court said, essentially, we're not having a



instance, the court said, essentially, we're not having a

referendum on this policy. And it seemed to me that, likely, you, but I think certainly the People were then, some - - - some combination or something in between, precluded from or dissuaded from creating a full record that might have been created for a facial challenge.

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So if you're all - - - all you're making is a facial challenge, I am worried that we don't have a record good enough to decide that challenge.

MR. STROTHER: I think we do because the - - - the - - - the second - - - all we need to decide the challenge is the protocol. And the protocol's in the record.

CHIEF JUDGE WILSON: Does the protocol have to be exclusively in writing?

MR. STROTHER: It doesn't have to be, but, of course, they've also offered in this case what they believe to be the supplements necessary, Section 218-01. But the problem with that section is that it - - - it doesn't govern anything the police do with property before it's vouchered.

JUDGE GARCIA: Counsel? Also, just am I correct that that conversation, and I may be wrong, but the conversation I think the Chief Judge is alluding to, took place after the close of evidence in - - - in the hearing, when he - - - the judge said, I'm not hearing about the

protocol. So it - - - it wasn't that he was precluding evidence that you were going to put in. I thought that was a statement made after the close of the hearing.

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MR. STROTHER: It was during argument. He asked for defense counsel's argument. Counsel argued. Began to make a facial challenge. The court immediately said, we will not be doing that, move on.

JUDGE GARCIA: But it wasn't a - - - it wasn't a case of there wasn't evidence put in that you wanted to argue, the hearing was closed at that point in terms of evidence, right?

MR. STROTHER: Yes, the hearing had been completed. And - - - and I want to make the point that it is the prosecution's burden to actually submit a constitutionally valid protocol. They submitted the section of the patrol guide titled, Inventory Searches of Automobiles. That is what it is called.

A challenge has been made and, now, for the first time, on appeal, they're offering these other sec - - - this other section. The problem is that that other section doesn't actually address what the police do with property before it's vouchered.

JUDGE HALLIGAN: So - - - so is your position that in every case in which there is a challenge, that the People have to mount a full-fledged defense and explanation



of the protocol, and - - - and then either you have a facial challenge that lies to that protocol or no challenge at all?

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MR. STROTHER: So it - - - my position is that
the pros - - - the law says that the prosecution must
establish as a - - in the first instance, a
constitutionally sufficient protocol. So they must
introduce that into evidence at the hearing. Now, it's up
to - - to defense counsel to challenge it or not on a
facial level. In this case, we did. In some cases, they
are not. But no matter what, it's the prosecution's burden
to put that protocol into the record in some form.

JUDGE GARCIA: I think your point was is you could make a facial - - - an as-applied challenge, but your argument here wasn't they didn't comply with that protocol; it's that the protocol, itself, is unconstitutional.

MR. STROTHER: Exactly. So the protocol, itself, is unconstitutional because the purposes of an inventory search are to secure property and to prevent the police from being sued for claims of loss or theft.

JUDGE HALLIGAN: So what provisions exactly do you think would need to be added to make the protocol, in your view, constitutional? Would there have to be a limit - - - specific hours, or just a reasonable period of time?



1	MR. STROTHER: So I think that actually it just
2	needs to be amended very simply to say, that after the
3	police remove property from a car, they must secure it by
4	placing it in some secure
5	JUDGE HALLIGAN: Start stay, if you would,
6	for a moment, with what the timeliness is first.
7	MR. STROTHER: Sure.
8	JUDGE HALLIGAN: Okay.
9	MR. STROTHER: So for timeliness, I think that
10	the Supreme Court requires that it be done within a
11	reasonable period of time.
12	JUDGE HALLIGAN: And in your view, does that have
13	to be expressly included, explicitly, in the in the
14	protocol?
15	MR. STROTHER: I don't think an hour number has
16	to be. I think the words a reasonable period of time
17	but we also think that if the police secure the property,
18	if they place it in an evidence locker, or somewhere where
19	it can't be tampered with, then that time period can be
20	more flexible because nothing's going to happen to the
21	property while it's there.
22	JUDGE HALLIGAN: Is it your view that the
23	protocol has to expressly state that the property has to be
24	secured, or is a practice of securing it sufficient?



MR. STROTHER: I believe it has to - - - I - - -

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I believe it needs to tell the police to secure it. 1 2 Because in this case, as you can see, it doesn't. And then 3 when Officer Burgos is asked, what do you consider 4 inventorying the property, and he says, putting it in a 5 plastic bag and leaving it for eleven hours in a precinct. 6 And if that's what the police consider securing 7 it, that's not secure. If something --8 JUDGE CANNATARO: So it has to - - - it doesn't 9 just have to say securing. It has to include some minimal 10 concept of what that means? 11

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MR. STROTHER: I would think so because, I mean, and also this is not an unusual thing, right? Other parts of the - - - of the patrol guide are pretty extensive about how to secure property. Like, if you look at the section they admitted, 218-01, which is about what happens after they voucher it, right? In this case, it sits for eleven hours, then they voucher it. Once it's vouchered, 218-01 takes over. It's very detailed about what happens.

JUDGE HALLIGAN: I guess, what I'm grappling with is the difference between a protocol that, in your view, is insufficient, and failure to comply with the protocol.

So for example if the protocol said, reasonable period of time, could you argue that the eleven hours here was not reasonable in light of the circumstances?

MR. STROTHER: Oh, I think we could, yes. I



think if the protocol actually required a reasonable amount of time, we would argue that this is unreasonable.

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JUDGE HALLIGAN: And - - - and if the protocol said you have to secure or safeguard the property, you could argue they didn't do that in this circumstance?

MR. STROTHER: That's correct. But my reading of the law is that if the police follow the protocol, the only legal question is the sufficiency of the protocol. Here, it's insufficient because there's nothing about what the police are supposed to do.

And I want to turn this court's attention, if I can, to - - - $\,$

JUDGE SINGAS: But can I - - - can I just ask

you. On the protocol, it says, under sub 3, remove all

valuables from the vehicle and invoice on a separate

property clerk invoice. So it's not true that they - -
there's no direction as to what to do.

MR. STROTHER: Yes. But the problem is that they don't tell them when they have to do it or - - - when they have to make the property voucher or what they're supposed to do with the property until they make the voucher.

So, like, in this case, the voucher wasn't made for eleven hours. In other cases, I mean, we want to point this court's attention to Ex Parte Boyd, the Ala - - - Supreme Court of Alabama case. We know it's not binding,



but it's - - - we think it's instructive. And there is was four days, right, it just sat and waited. And they make the point that the longer the period of time passing between when the police take custody of the vehicle and when the vehicle's contents are cataloged, the greater the opportunity the property will be stolen, damaged, tampered with, spoiled.

JUDGE TROUTMAN: In this particular instance, the idea of the protocol is so that you can produce a usable inventory list. And here if it - - - are you saying that what was done here, the eleven hours, caused it to be - - - caused it to be such that there wasn't a valid usable list that was produced?

MR. STROTHER: So because it's a facial challenge, we're not challenging whether this particular list was usable. At the same time, I do want to make the point that this - - -

JUDGE TROUTMAN: But even with the facial challenge, the purpose is to get a list?

MR. STROTHER: That's right. So I want to get into what I think the problem here is, is that let's say, because this protocol says nothing about how much time will pass or what will happen to the property until it's vouchered, let's say it sits in a precinct in a bag for three days, and the officer comes back and says, okay, it's

time to voucher this property, and he makes the list. 1 2 that point, there is no way to know whether what's in that 3 bag was what was actually taken out of the car. It could 4 have been - - - items could have been thrown away, could 5 have been added to. No matter - - - there are lots of 6 things that could happen. There's no way an officer making 7 a list will know, unless he has an extraordinary memory, he 8 is not going to remember whether what he took out of that 9 car is what's in that bag. 10 The whole purpose of an inventory search protocol is to prevent that - - - like, that kind of uncertainty. 11 12 It's a warrant substitute, right? The whole - - - we allow 13 police to do this because it's the structure - - -

JUDGE TROUTMAN: So your argument is because reasonable time isn't included, it creates that uncertainty?

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MR. STROTHER: It's not just reasonable time.

It's actually primarily that there's no provision for the security of the property during that time, right? Because then it can just sit unattended.

JUDGE TROUTMAN: So your primary focus is securing?

MR. STROTHER: Yes. We think that se - - - that the time matters because of how - - - because of the fact that it's unsecured, for how long it can sit without being



1 dealt with. And that's when the kind of outcomes, 2 inventory search protocols are supposed to prevent, that's 3 when they actually happen. 4 JUDGE SINGAS: I think last time during argument, 5 you were asked about the time, how long can property be in 6 a secure location before vouchering. And I think you said 7 that the police can take the time they need to take, as 8 long as the property is secured. 9 MR. STROTHER: I think the only - - - I mean the 10 limitation is - - -11 JUDGE SINGAS: So is that statement still true or 12 are you - - - are you changing it now to say - - -13 MR. STROTHER: No. I think - - - what we said, 14 we said that, but then we also mentioned, of course, the 15 Supreme Court says it has to be a reasonable amount of 16 time, so that limitation comes in. But I do believe 17 reasonable gets adjudicated on a case-by-case basis, so 18

we're not trying to impose, like, a specific hour number or anything like that.

Thank you, Your Honors.

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CHIEF JUDGE WILSON: Thank you.

MR. KRESS: Good afternoon, may it please the court, Stephen Kress on behalf of the People.

So defense counsel said it is our burden to establish a valid inventory search procedure. Yes,



absolutely, it is. If the defense feels we have not done that, it is the defense's burden to object and point that out. And the defendant simply never made the facial challenge that he's making now below. And I think that's important because by not making that challenge, we didn't then have an opportunity to put in additional evidence that we could have put in to develop - - -

JUDGE SINGAS: Well, the judge didn't allow him to make the challenge.

MR. KRESS: I - - - I don't agree with that, Judge Singas. So yes, the judge does say, we're not going to have a referendum about this.

JUDGE SINGAS: Correct.

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MR. KRESS: However, three pages later in the transcript, defense counsel says, well, actually, Judge, I am going to make a facial challenge, and then he goes on to say that the inventory search protocol gives the police officers too much discretion in how they do the search. He had an opportunity to make the facial challenge he's making now. He didn't do it. He made a different - - excuse me - - a different challenge. He never said anything about, well, this doesn't talk about, you know, securing property, and - - and so therefore it doesn't - - -

JUDGE TROUTMAN: So arguing about, in generally how - - - was insufficient to preserve, specifically,

1	securing the item?
2	MR. KRESS: I yes, Your Honor. I think it
3	has to be the specific argument. And this specific
4	argument was not raised, so
5	JUDGE HALLIGAN: Can you is there anything
6	in the protocol that requires the police to secure the
7	property?
8	MR. KRESS: I I would say there is, Your
9	Honor. And so
10	JUDGE HALLIGAN: Where in the record could you
11	point us to?
12	MR. KRESS: So if you look at the patrol guide
13	itself
14	JUDGE HALLIGAN: Um-hum.
15	MR. KRESS: the very first part of it says
16	purpose. And it says to protect property, insure against
17	unwarranted claims of theft, and protect uniform members of
18	the service and others against dangerous instrumentalities
19	JUDGE HALLIGAN: And is there a page of the
20	appendix that you're on that you might help me with?
21	MR. KRESS: Yes. It's page 156.
22	JUDGE HALLIGAN: Thank you.
23	MR. KRESS: So I think by setting forth at the
24	very beginning, this is the purpose, this is the reason wh
25	we're doing this search, is to protect property, and insur



against claims of theft or loss. I think any rational police officer, and - - - and let me just pause and say, the test is whether this protocol is rationally designed, not necessarily perfectly designed, but is it rationally designed to achieve the goals of an inventory search.

And I think any rational police officer reading this, and saying, okay, the purpose of this is to prevent - - - protect property and insure against claims of loss or theft, no rational police officer is then going to say, oh, okay, well, after I take these items out of the car, I can just leave them completely unsecured in the station house indefinitely. I - - I don't think that is reasonable to read from this.

So - - -

JUDGE HALLIGAN: And what about a limitation on - on the time that it takes, a reasonableness constraint,
or something like that?

MR. KRESS: So the law imposes one already, Your Honor, as defense counsel mentioned. I - - - and I don't think that that has to be expressly included if it is already a legal obligation that is imposed on the police.

JUDGE HALLIGAN: So is your view that it is not, in fact, included, or is it included somewhere explicitly?

I understand you're saying it doesn't need to be. But is it - - is it included explicitly?



MR. KRESS: I mean, I think if you look at 218-1 2 01, I think that does imply that the inventorying process 3 is supposed to be done, I wouldn't say simultaneously, but 4 contemporaneously with - - - with the removal of the 5 property because it says, upon taking into custody. 6 But, yes, I think even if it - - - if it does not 7 expressly say reasonableness, I think since the law imposes 8 that requirement, that wouldn't render this, again, not 9 rationally designed to achieve the goals. 10 JUDGE CANNATARO: And do you have to do the same 11 thing for securing? Do you have to go look to other 12 sections of the patrol guide to get a working definition? 13 The word secured is not in 218, is it? 14 MR. KRESS: No. I - - - but, the word protect is 15 in - - - in the purpose. It says to protect property. 16 JUDGE CANNATARO: That's the - - - yeah, well, 17 that' sort of, like, a preamble-ish, what the purpose of 18 the regulation is. But the - - - there's no instruction to 19 secure property in the patrol guide, is there? 20 MR. KRESS: Not - - - not verbatim, Your Honor. 21 But I think by defining the purpose, I think the policy is 2.2 impressing - - -23 JUDGE TROUTMAN: So is it implied? 24 MR. KRESS: Yes. I - - - I think it is. I think 25 it's - - - it's impressing upon officers that this is their



obligation. And, in fact, both of the officers in this case testified that that was their understanding, that this was the reason why they're doing this search, and as a result, they had an obligation to safeguard the defendant's property. JUDGE CANNATARO: And then, Counsel, do you have to go look to other sections of the patrol guide for a definition, for an explanation of what that implied concept of secured is? MR. KRESS: In other words, like - - -JUDGE CANNATARO: And my last question will be, and if that is so, did - - - was that complied with here?

MR. KRESS: So let me just make sure I understand. So are you asking is there a definition of what it means to protect - - - or - - - or to safeguard?

JUDGE CANNATARO: Your adversary mentioned during - - - during oral argument, when - - - when he was being asked about what secured is, he said you can look to other provisions of the patrol guide to see, to get a sense of what that means, what that - - -

MR. KRESS: Oh, okay.

JUDGE CANNATARO: - - - word means in this context. And I'm asking you, is that statement true, that you can look to other sections of the patrol guide, and is it your argument that that's what needs to be done for an



officer who's fulfilling their duty to comply with this regulation.

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MR. KRESS: Okay. I - - - I do agree. I think other sections of the patrol guide do talk specifically about how certain items, like, firearms, for example, how those are supposed to be safeguarded. But I don't think that you'd necessarily have to look to those other provisions when you're talking about generic property.

You know, like, in this case, there were some items of clothing and other personal items that were taken from the car. I don't think you need to look at another section to say, like, okay, those items have to be, you know, policed in a particular location, or a particular type of security. I think that would get into - - I think it would really be micromanaging. And I think it's not - - it's not curbing discretion.

JUDGE RIVERA: So - - - so then you're saying those other provisions would not apply?

MR. KRESS: I think it's - - - if I'm remembering correctly, I think they deal specifically with particular types of evidence. So they could - - - you could secure property that way. But I don't think it necessarily would be - - - have to be done in the same way.

JUDGE RIVERA: So then - - - then does it create some ambiguity that there are sections are particular to



certain types of property that would leave an officer wondering what am I to do with something that doesn't fall within those definitions?

MR. KRESS: No. I - - I think they would understand they have to protect it. Or safeguard it in some way.

JUDGE RIVERA: But that would be true - - - let's just take the gun, I think you said - - - I think you said a gun, a weapon, okay? That would be true about a weapon, but obviously if some higher-up, the drafters of the policy, decided that they thought it was necessary to explain how to do that. That's what I'm saying. Without the explanation for these other types of properties, does that leave a certain un - - is that - - does that leave the officer uncertain about how to protect the property, when there are other sections explicitly telling you how to do that?

MR. KRESS: I don't think it would leave them uncertain. If there's - - - if the property that this officer is dealing with doesn't fall into that specific category. I mean, the - - - an officer here would know this isn't a gun, so I don't have to necessarily put it in a safe. But I don't think you would be left uncertain about - - -

JUDGE RIVERA: Well, how would they know what's



the minimal way to protect this property, the minimum thing that they have to do?

MR. KRESS: I don't think that - - - so I - - - I think - - - our - - - I think the question you're getting at is - - -

JUDGE RIVERA: I take, in part, your answer is that you've got this other section, an officer would understand that if it's not a weapon, okay, I don't have to do those things, but how would an officer know from what's - - what's in the record, what's available to them under the policy? What is, at least, the minimum that they'd have to do?

MR. KRESS: I - - - I mean, I - - - I think they would just understand from the purpose of this protocol.

Again, we're talking about, we don't want property to be damaged, stolen, contaminated with in some way. So you have to do something to prevent that. I - - and I don't think you need to say, you know, that means you have to, at the very least, keep it on your - - you know, keep it in your eyesight the entire time, or you have to put it in a particular location.

I think the discretion that Galak, in particular, talks about, they talk about limiting officer discretion with respect to what is searched and what is seized. And, here, the search is over, and the seizure is over at this

point. And so I think by saying - - - like, by trying to establish uniformity, or some sort of minimum level about, you know, protecting property afterwards, it - - - I don't think it's advancing the Fourth Amendment interests that are at stake here, or the state constitutional interests that are at stake, which apply to arbitrary searches and seizures since the search is over and the seizure is over.

And unless there are any other questions from the Court, I would ask that the judgment of the First Department be affirmed.

CHIEF JUDGE WILSON: Thank you.

MR. STROTHER: I believe I forgot to reserve rebuttal time, and I don't know if there's the possibility of getting any, but I don't think so.

CHIEF JUDGE WILSON: Why don't we give you a minute.

MR. STROTHER: Sure. My mistake.

Two points, very quickly. First, is that Galak actually explicitly holds that what the police do with the property after it's seized is a part of the Fourth

Amendment inventory search inquiry. So that's an explicit holding on page 271 of the Galak decision. So yes, it is relevant.

The second thing is that nothing in the patrol α guide anywhere says that α - - property must be secured



before it is vouchered. And it provides no time limit for when the vouchering must happen.

So the point here is that when we pull - - - when we said other parts of the patrol guide say how to secure property, the point we're trying to make is that it's actually not micromanaging. The police know how to put property in an evidence locker for an extended period of time if they have to. That's a simple thing to do.

If we say to the - - - if we say - - - or this court could issue a holding, saying, the patrol guide has to - - - the protocol has to make provision for the security of the property until it is vouchered. And it must be vouchered within a reasonable amount of time. That is an easy thing for the NYPD to do.

The point - - - the reason I brought up 218-01 is because it shows that after it's vouchered, they give it to a property clerk, the property clerk holds on to it until it goes to the next person down the line. That's a pretty straightforward process. It's an - - - it's a few sentences. The problem is that there's nothing in this patrol guide that tells the police to do that until they voucher it.

And in this case, you see what happens. It sits for eleven hours in a garbage bag. In the future, it could be four days, three days, depending on what the police



1	offer considers to be his priorities at that time. That's
2	the kind of discretion that's not supposed to be in the
3	protocol. Specifically, that's the problem here.
4	And I want to reiterate Galak explicitly says
5	that's a problem
6	CHIEF JUDGE WILSON: Thank you, counsel.
7	MR. STROTHER: that has to be dealt with.
8	Thank you, Your Honors.
9	(Court is adjourned)
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CERTIFICATION I, Amanda M. Oliver, certify that the foregoing transcript of proceedings in the Court of Appeals of Rakeem Douglas v. The People of the State of New York, No. 68 was prepared using the required transcription equipment and is a true and accurate record of the proceedings. Amanda m. Oliver Signature: Agency Name: eScribers Address of Agency: 7227 North 16th Street Suite 207 Phoenix, AZ 85020 Date: September 22, 2023

