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State of New York
Executive Department
Mario M. Cuomo, Governor
John J. Poklemba, Director of Criminal Justice
and
Commissioner
Division of Criminal Justice Services
John W. Herritage, Deputy Commissioner
Bureau for Municipal Police

December 29, 1989

On August 3, 1988, Governor Mario Cuomo signed legislation which added section 846(h) to the State Executive Law. This section established the organizational framework for a new State Law Enforcement Accreditation Program and created a special Council within the State Division of Criminal Justice Services (DCJS) to oversee program activities.

Section 846(h) requires the Commissioner of DCJS to prepare an annual report on the "operation and results of the Accreditation Program. Such report shall identify those law enforcement agencies making application for accreditation, the agencies accredited, and the fiscal impact on the law enforcement agencies that have been accredited." The law further stipulates that the reports should be submitted to the Governor, the Temporary President of the Senate, and the Speaker of the Assembly on or before January 1, 1990 and on or before January first of each succeeding year. This report is hereby submitted in accordance with the terms of the enabling legislation.

Early Program History: 1986-1988

Planning for the New York State Law Enforcement Accreditation Program began in August of 1986 with the formation of a blue ribbon Planning Committee. The Committee included representatives of the State Association of Chiefs of Police, the State Sheriffs' Association and the State Division of Criminal Justice Services. A representative of the New York State Police joined the Committee a short time later.

In January of 1987, a separate Subcommittee was formed to write the first draft of standards for the Planning Committee's consideration. The

Planning Committee and Subcommittee met regularly during the remainder of 1987 and 1988 to refine the standards and to develop an initial set of program policies.

The DCJS Bureau for Municipal Police (BMP) assigned a Program Director (SG-25) and a Senior Police Training Technician (SG-18) to facilitate the work of these two committees. Program staff conducted extensive research on their behalf and prepared a variety of resource materials at the Planning Committee's request. BMP officials also published several articles and made presentations at professional conferences throughout the State to keep the law enforcement community informed about the progress that was being made.

OVERVIEW OF 1989 ACTIVITIES

Program activities during the past year focused on five principal areas: Program Design and Administration, Standard Development, Product Development, Assessor Recruitment and Training, and Program Implementation. Substantial progress was made in each of these areas, and the program became fully operational in December 1989.

Program Design and Administration

The enabling legislation authorizes an Accreditation Council to "recommend rules and regulations establishing an accreditation process that encourages and provides law enforcement agencies with a voluntary opportunity to demonstrate that they meet the model standards developed by the Council." The legislation reserves 13 of the 17 seats on the Council for individuals who have been specifically nominated for this

position by organizations such as the Conference of Mayors and State Sheriffs' Association.

In March of 1989, Governor Cuomo appointed 17 individuals to serve on the Council in the manner prescribed by section 846(h). The Council convened for the first time on March 20 and formally adopted detailed bylaws to guide its future meetings. The Council also gave its tentative approval to a set of rules and regulations that the Planning Committee had previously drafted. The rules and regulations address such topics as the application process, the authority of program staff, reporting requirements necessary to maintain accreditation status, and reaccreditation.

The enabling legislation required that the proposed rules and regulations be transmitted to the Temporary President of the Senate, the Speaker of the Assembly, every law enforcement agency, mayor and appropriate town and county official in the State on or before April 1, 1989. The legislation also stated that the rules and regulations in final form should be transmitted to the Governor on or after June 1, 1989.

Program staff mailed copies of the rules and regulations to approximately 2,000 officials on March 30, 1989. Five people offered written comments, and the Council met on June 20 to consider the issues that had been raised. The Council then directed DCJS to submit the rules and regulations to the Governor. Governor Cuomo signed them on August 31, 1989. The rules and regulations became effective following the Governor's approval.

The Governor's appointment of the Accreditation Council and his subsequent approval of the rules and regulations established the administrative structure necessary for the on-going administration of the

accreditation initiative. The Council met three times during 1989 to guide and monitor the program.

Standard Development

When the Council convened for the first time in March, a large part of the meeting was spent reviewing and in some instances modifying approximately 170 draft standards that the Planning Committee and Subcommittee had prepared. Copies of the revised standards were then distributed statewide along with the rules and regulations as required by the enabling legislation.

BMP received a total of 46 letters and 17 calls regarding the proposed standards. Program staff prepared a 76 page analysis of the recommendations that the survey respondents offered and submitted it for discussion at the Council's June 20 meeting.

Both verbal and written responses were overwhelmingly positive. Typical comments selected from 28 letters are included in the Appendix to give the reader a sense of the enthusiasm that community and law enforcement leaders expressed for the accreditation initiative. It is significant to note that these officials represent municipalities and agencies of many different sizes and that endorsements arrived from locations throughout the State. Even those who were critical of individual standards did so in a spirit of constructive criticism and frequently indicated that they were very supportive of the program overall.

The Council accepted many of the respondents' recommendations. The revised standards appeared to be both conceptually and operationally sound, but the Council decided to sponsor a comprehensive pilot test to

gain more detailed insights into the accreditation process as a whole.

The test had five principal goals:

1. To determine whether the requirements set forth in the standards were realistic and appropriate for law enforcement agencies of all sizes;
2. To ascertain the value of supporting program materials such as the standard commentaries and a Resource Manual containing model policies and procedures;
3. To evaluate existing program services and to determine if there are any additional ways in which the Bureau for Municipal Police or Accreditation Council can assist participating agencies;
4. To evaluate all components of the assessment process including assessor training, documentation requirements, and procedures used to conduct the assessment; and
5. To assess the impact that the accreditation process is likely to have on participating agencies (e.g., cost, manpower needs, etc.).

The pilot test took place during a three-and-a-half month period starting on July 1, 1989. Seven agencies ranging in size from seven full-time officers to just over 4,000 sworn personnel agreed to take part

in the test. These agencies included the East Syracuse Police Department (7 full-time and 3 part-time officers), Orleans County Sheriff's Department (28 full-time and 2 part-time deputies), Brighton Police Department (40 full-time officers), Warren County Sheriff's Department (64 full-time, 21 part-time, and 24 seasonal deputies), Chautauqua County Sheriff's Department (78 full-time, 5 part-time, and 10 seasonal deputies), White Plains Police Department (200 full-time officers), and the New York State Police (4,059 sworn personnel).

The Council felt that it would be unrealistic to ask pilot site agencies to implement all 168 standards in the short time that was available for the test. Each agency was therefore assigned approximately 35 standards to implement. BMP staff made the assignments in such a way that each standard would be addressed by at least two agencies.

Program staff collected data on the pilot test by distributing several types of questionnaires and by conducting both individual and group debriefings. Major findings were presented in a 66 page report. The report concluded that the pilot test was a major success by almost every criteria. The White Plains Police Department and State Police successfully implemented all of the 168 standards, and the Warren County Office of the Sheriff received credit for implementing 90. The fact that these agencies were able to accomplish so much is particularly remarkable in light of the fact that the test took place during the summer. Many key people took vacations during these months, and several departments had to contend with a significant influx of tourists. Six of the seven agencies indicated that they would definitely seek full accreditation status.

Three agencies were able to estimate how much money they would have to invest in order to become fully accredited. The Brighton Police Department projected a total cost of \$32,000. The White Plains Police Department spent \$32,500, and the New York State Police spent \$78,000. With the exception of the Brighton Police Department which bought a personal computer, all of the money cited above was for salaries and fringe benefits of personnel assigned to the project. This observation is important because the enabling legislation stipulates that program standards should utilize "existing personnel, equipment and facilities to the extent possible." None of the standards establish minimum staffing levels, require the purchase of new equipment, or call for renovations in existing facilities. The pilot test demonstrated that municipal police departments can effectively implement the program standards within the constraints of existing budgetary resources.

The Accreditation Council met on November 14 to discuss the results of the pilot test. The Council clarified some of the explanatory commentaries that accompanied the standards and changed the requirements set forth in one standard to address a concern that had been raised during the test. The fact that so few changes were necessary following the trial implementation of the standards proved that the standards are clear, reasonable and appropriate for agencies of all sizes.

Product Development

Program staff invested a great deal of time during 1989 to develop reference materials that will assist participating agencies in their efforts to become accredited. Perhaps the single most useful document is the program Resource Manual. This manual contains model policies and

procedures which were developed and implemented by law enforcement agencies within New York State and which can be used to implement each of the program standards. The manual includes policies and procedures developed by agencies of several different sizes so that all participating agencies can benefit from using it.

A second document that will help agencies become accredited in the most efficient manner possible is the program Implementation Guide. The Guide lists all of the tasks that will have to be accomplished, identifies potential problems and solutions, and suggests ways of helping the agency maintain accreditation status.

Finally, program staff drafted lesson plans and handouts for use during a one day seminar to help agency program managers learn more about the accreditation process. The seminar will begin with a brief overview of the program's history and structure. It will then take the form of a hands-on workshop so that the managers can become familiar with program forms, procedures, and the types of assistance that are available from BMP. Program staff will present the seminar throughout the State on an as needed basis.

Assessor Recruitment and Training

Program assessors conduct on-site visits to verify that participating agencies have successfully implemented all applicable standards prior to being awarded accreditation status. In order to assure that the assessors are qualified, the Accreditation Council has determined that assessors must have a minimum of five years of supervisory experience.

An Assessor Selection Committee meets periodically to review the applications that are submitted for this sensitive position. The Committee includes the Executive Director of the State Association of Chiefs of Police, the Executive Director of the State Sheriffs' Association, the Superintendent of State Police, and the DCJS Deputy Commissioner in charge of the Bureau for Municipal Police.

The first group of 19 assessors were recruited and trained in September 1989. The training lasted approximately six hours and included a number of practice exercises as well as lectures on important historical and procedural topics. Each assessor received a Compliance Verification Manual which contains specific criteria to consider when determining whether or not an agency has successfully implemented a given standard.

Assessment teams consisting of either two or three individuals reviewed policies and procedures developed for the program at the pilot test locations during the first and second weeks of October. Each assessor was then asked to complete an evaluation form regarding the extent to which their training had prepared them for the situations that they had encountered on-site. The form also gave the assessors an opportunity to critique program forms, evaluation procedures and the assessment process as a whole. The feedback indicated that very few changes were necessary.

DCJS Deputy Commissioner John W. Herritage sent a letter to every sheriff and police chief in September to solicit applications from officers who were interested in serving as program assessors. The invitation was also extended during staff presentations at several

professional conferences and in two separate articles that appeared in the Police Chief Executive.

As of December 21, 1989, BMP had received a total of 64 applications from law enforcement officials in addition to the 19 that were submitted by the assessors who participated in the pilot test. The Selection Committee is very pleased with the quality of the applicants, and BMP will continue to recruit candidates to assure that a sufficient pool of assessors is available to meet the anticipated need. BMP staff will be using a special computer program during 1990 to keep track of each assessor's training record, assignments, performance evaluations, etc.

Program Implementation

DCJS officials made numerous presentations during 1989 to inform law enforcement and community officials about the progress that was being made to develop the accreditation initiative. Major presentations were made at meetings sponsored by the Conference of Mayors, the Onondaga County Chiefs of Police, the Central New York Chiefs of Police, the State Law Enforcement Training Directors, and the State Association of Chiefs of Police. Program staff also made lengthy presentations at five locations around the State as part of BMP's Executive Development Seminars for law enforcement policy makers. Those who attended the annual meetings of the State Association of Chiefs of Police and the State Sheriffs' Association received verbal updates as well, and several articles were prepared for publication in the Police Chief Executive and Law Enforcement News.

The public relations campaign had a dual focus: To disseminate information about the accreditation initiative and to generate widespread

support for the program prior to implementation. The response that the campaign generated suggests that DCJS accomplished both objectives. During 1989, program staff received inquiries from 14 states and Canada as well as from officials throughout New York State. BMP assigned a second Senior Police Training Technician to the Accreditation Unit in December so that program staff could provide timely assistance to all of the agencies that have expressed an interest in participating.

Deputy Commissioner Herritage sent a letter to every sheriff, police chief, and chief elected official in the State on December 1, 1989 to announce that BMP was ready to accept applications from interested agencies. The chiefs and sheriffs also received a Standards Manual, an application form, and an Agency Participation Agreement which describes specific program policies and expectations. A second statewide mailing was conducted two weeks later to distribute a brochure containing information about the program's goals, structure and services.

As of December 29, 1989, 32 police departments and 9 sheriffs' departments had submitted applications to participate in the Accreditation Program. These departments represent 7% of the 564 law enforcement agencies that submit data to DCJS for the F.B.I.'s Uniform Crime Reports. A list of participating agencies is presented in Appendix B. It is significant to note that many of these agencies have fewer than 25 officers, so it appears that the program will succeed in impacting departments of all sizes.

Summary

Tremendous progress was made during 1989 to develop and implement the State Law Enforcement Accreditation Program. In so doing, the

Division of Criminal Justice Services met all of the goals and deadlines established by the enabling legislation and Accreditation Council.

A total of 17 law enforcement agencies served on the Planning Committee, Subcommittee and/or participated in the program's pilot test. One measure of the program's credibility is that it has earned the endorsement of major law enforcement and community organizations throughout the State. These organizations include the State Association of Chiefs of Police, the State Sheriffs' Association, the New York State Police, the State Association of Counties, the State Conference of Mayors and Other Municipal Officials, the Association of Towns of the State of New York, the Police Conference of New York, and the State Deputies Association.

The Division of Criminal Justice Services and Accreditation Council are confident that the number of agencies participating in the Accreditation Program will grow significantly in 1990. Many chiefs have already expressed their intention to apply following the conclusion of the holiday season. Every indicator suggests that 1990 will be just as successful as 1989.

APPENDIX A

EXCERPTS FROM LETTERS RECEIVED FOLLOWING THE STATEWIDE MAILING OF DRAFT STANDARDS AND RULES AND REGULATIONS

Law Enforcement Officials

Commissioner
Village Police Department (Washington County)
(7 sworn officers)

"I find the Standards Manual to be comprehensive and a valuable component for any police force. I would like to submit the Village of police force for acceptance in this program, and look forward to hearing from you."

Chief
Village Police Department (Onondaga County)
(10 sworn officers)

"Thank you for the opportunity to review and comment on the draft of this program that is so important and vital to law enforcement agencies in New York State."

Undersheriff
(10 sworn officers)

"The Planning Committee and Subcommittee should be commended for the fine job they did in putting this comprehensive accreditation package together. Thank you for giving law enforcement administrators an opportunity to comment on the program before implementation."

Chief
Village Police Department (Orange County)
(15 sworn officers)

"I strongly support the accreditation program concept...I for one will certainly want to apply for the accreditation program."

Chief
Village Police Department (Erie County)
(16 sworn officers)

"I believe accreditation for law enforcement officers is long overdue and will certainly tend to enhance and professionalize law

enforcement. I would hope that this program becomes operational in the very near future. The adoption of the proposed standards, rules and regulations can do nothing but improve the efficiency and effectiveness of law enforcement throughout New York State."

Chief
Town Police Department (Erie County)
(21 sworn officers)

"Over the course of the last two years, I have had many discussions about this program and I am extremely interested in its success. I am impressed with your draft standards manual and look forward to offering input as time goes on."

Chief
Town Police Department (Erie County)
(25 sworn officers)

"I was pleased with the results that were produced from what appears to have been an extensive and worthwhile effort. I am already encouraging my department to direct our efforts towards compliance with these standards in hopes that my department will be in a position to receive accreditation at an early stage."

Chief
Village Police Department (Erie County)
(28 sworn officers)

"This ambitious plan is undoubtedly the greatest step forward that I have ever seen in the field of Municipal Law Enforcement."

Senior Investigator
County Sheriff's Department
(43 sworn officers)

"A program of this type is long overdue in law enforcement. It is obvious that the people responsible for preparing this worked very hard and they should be commended."

Chief
Town Police Department (Suffolk County)
(43 sworn officers)

"Congratulations to all members of the Council on a most comprehensive set of requirements for accreditation."

Sheriff
(49 sworn officers)

"I am in receipt of Governor Cuomo's New York State Law Enforcement Accreditation Program and fully agree that a program like this would be very valuable to the many police agencies throughout the state of New York...In reviewing the standards, I find them to be acceptable, and when promulgated, I will immediately embark on a program to acquire this accreditation."

Chief
Village Police Department (Nassau County)
(82 sworn officers)

"As a recently appointed Police Chief, I find that this suggestion of a Standards Manual by the New York State Law Enforcement Accreditation Program is long overdue. I am in full favor of such a program and will participate on every level."

Chief
Town Police Department (Erie County)
(61 sworn officers)

"The time and effort that went into the draft is commendable... On behalf of the Police Department, I wish to express our interest in achieving accreditation status."

Lieutenant
Multi-Jurisdictional Agency
(240 sworn officers)

"After reviewing the draft standards manual, I would like to comment that those involved have done an excellent job... I fully support the Council in any way I can to help this to become a reality."

Sheriff
(276 sworn officers)

"I have reviewed the proposed standards, rules and regulations for the New York State Law Enforcement Accreditation Program and find no areas within the manual which necessitate a change. I find the standards manual to be concise as well as reasonable and attainable."

Director
Multi-Jurisdictional Agency
(722 sworn officers)

"I have recently had an opportunity to review the draft Standards Manual for the New York State Law Enforcement Accreditation Program

and, as requested, would like to provide my comments to you. I am extremely pleased that the State of New York has determined to undertake an Accreditation Program. I firmly believe that establishing basic standards and measuring law enforcement agencies against those standards is an essential step in truly making law enforcement a profession. One of the hallmarks of any profession is that members of that profession agree to and abide by standards of performance and that the profession establishes a designated entity to monitor compliance with those standards.

In terms of content, I think the standards cover all essential areas and recommend reasonable, attainable objectives. I commend those responsible for developing these draft standards, since they do not appear to be arbitrary, slanted towards any one type of law enforcement agency or so theoretical as to be virtually impossible to meet. While most agencies within the State of New York which would be affected by these standards are municipal police departments, even those like my own or other transit, railroad, housing, or airport police could reasonably be expected to comply with these standards.

I look forward to seeing the final version of the Accreditation Program and hope that it can serve as a model for other states."

Chief
City Police Department
(2,165 sworn officers)

"The Planning Committee and Subcommittee are to be commended for the development of this Standards Manual. Professionalism in law enforcement in New York State will be greatly enhanced by adoption of these standards."

Commissioner
County Police Department
(2,582 sworn officers)

"Let me close by congratulating the committee which worked so hard in developing these standards. They have done an outstanding job."

Deputy Chief
City Police Department
(4,033 sworn officers)

"After careful review, it is my opinion that the 168 standards cited in the Draft Standards Manual represents a true demonstration of an agency's commitment to professionalization. I applaud and salute your agency's efforts and results in helping us become the first state to establish such a noteworthy program. Please be assured of this agency's continued cooperation in this as well as all areas of mutual concern."

Chief
City Police Department
(28,000 sworn officers)

"In our opinion, a state-wide code of professional standards would ensure greater uniformity in police procedures throughout the state and would greatly enhance the perception of policing as a genuine profession...Overall, the Department enthusiastically supports the concept of accrediting police agencies and offers our endorsement of the proposed Standards Manual (with the above recommendations and observations noted)."

Community Officials

Town Councilman and former Public Safety Commissioner for a large County
Monroe County
(The Town does not have a police department)

"In my opinion the State of New York is to be commended for developing what appears to be a highly workable set of guidelines... All in all, the professional standards set forth in the guidelines will help improve law enforcement to a significant extent and, equally importantly, will help municipalities defend themselves against unfounded legal actions directed against their law enforcement agencies. Congratulations and best wishes in this most important effort."

Town Supervisor
Chautauqua County
(The Town does not have a police department)

"After reading in its entirety the draft of the Standards Manual I am impressed. It certainly seems that many hours were used up by each and every person involved in this draft, and it proves beyond a doubt that dedicated individuals working together can come up with something as good as this."

Village Mayor
Suffolk County
(19 sworn officers)

"A very thorough, professional piece of work."

Village Mayor
Suffolk County
(22 sworn officers)

"I have familiarized myself with the manual and feel that the provisions contained within illustrate a thoroughness which will benefit all participating municipal law enforcement agencies by causing them to

recognize and improve departmental deficiencies. I support participation in the program and look forward to the moment when the Village Police Department receives its accreditation."

City Mayor
Oswego County
(33 sworn officers)

"The board is to be commended for an excellent report."

County Executive
(The County Sheriff's Department has 78 sworn officers)

"The County supports the standards, rules and regulations proposed for the New York State Law Enforcement Accreditation Program as forwarded by Deputy Commissioner Herritage's letter of March 28, 1989."

County Executive
(The County Department of Public Safety has 238 sworn officers)

"Please be assured of our County's continued support of the Accreditation Program and our commitment to the pursuit of excellence in law enforcement."

City Mayor
Onondaga County
(560 sworn officers)

"We have long recognized the benefits of accreditation programs in other professional fields and believe that the delivery of law enforcement services to the residents of the City can only be enhanced through this program.

The draft standards you have submitted for review and comment are certainly comprehensive and demanding, but clearly, realistic and attainable goals which all law enforcement agencies should strive to achieve. The program rules and regulations appear to provide the basis for fair and equitable implementation of the program while minimizing any adverse impact on agency, or municipality resources.

In our City, the chief has assured me that the Police Department will make every effort to ensure that it measures up to the standards set forth by the New York State Law Enforcement Accreditation Program."

APPENDIX B

December 29, 1989

POLICE DEPARTMENTS PARTICIPATING IN THE STATE LAW
ENFORCEMENT ACCREDITATION PROGRAM

	<u>Sworn Personnel</u>		<u>Date Application</u>
	<u>Full-Time</u>	<u>Part-Time</u>	<u>Received</u>
BROOME COUNTY			
Endicott Village P.D.	38	0	12/13/89
CHAUTAUQUA COUNTY			
Jamestown City P.D.	74	0	12/11/89
Silver Creek Village P.D.	5	3	12/26/89..
CHEMUNG COUNTY			
Elmira City P.D.	83	0	12/26/89
ERIE COUNTY			
Cheektowaga Town P.D.	128	0	12/18/89
Depew Village P.D.	31	0	12/12/89
Eden Town P. D.	4	5	12/18/89
Hamburg Town P.D.	61	0	12/26/89
Orchard Park Town P.D.	29	0	12/12/89
MADISON COUNTY			
Canastota Village P.D.	7	5	12/13/89
MONTGOMERY COUNTY			
Amsterdam City P.D.	37	11	12/29/89
NASSAU COUNTY			
Port Washington Village P.D.	51	3	12/26/89
NIAGRA COUNTY			
Lockport City P.D.	52	0	12/11/89
ONEIDA COUNTY			
Sherill City P.D.	4	6	12/12/89
ONONDAGA COUNTY			
East Syracuse Village P.D.	7	3	12/18/89
Liverpool Village P.D.	10	5	12/11/89

	<u>Full-Time</u>	<u>Part-Time</u>	<u>Date Application Received</u>
ORANGE COUNTY			
Cornwall Town P.D.	10	6	12/18/89
SCHENECTADY COUNTY			
Glenville Town P.D.	18	0	12/12/89
SUFFOLK COUNTY			
East Hampton Town P.D.	48	1	12/20/89
Quogue Village P. D.	8	5	12/20/89.
Sag Harbor Village P.D.	11	4	12/29/89
Southampton Village P.D.	19	5	12/18/89
Westhampton Beach Village P.D.	15	6	12/14/89
ULSTER COUNTY			
New Paltz Town and Village P. D.	18	5	12/11/89
WASHINGTON COUNTY			
Hudson Falls Village P.D.	11	9	12/13/89
WESTCHESTER COUNTY			
Bronxville Village P.D.	23	0	12/26/89
New Rochelle City P.D.	186	0	12/18/89
Ossining Town P.D.	11	0	12/21/89
Peekskill City P.D.	47	0	12/14/89
Scarsdale Village P.D.	43	0	12/18/89
White Plains City P.D.	200	0	12/11/89
Yorktown Town P. D.	50	0	12/11/89

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SHERIFFS' DEPARTMENTS PARTICIPATING IN THE STATE LAW
ENFORCEMENT ACCREDITATION PROGRAM

	<u>Sworn Personnel</u>		<u>Accredited By</u>	<u>Date</u>
	<u>Full-Time</u>	<u>Part-Time</u>	<u>NYSSA</u>	<u>Application Received</u>
Chenango	12	2	Y	12/26/89
Madison	13	9	N	12/12/89
Monroe	237	51	Y	12/18/89
Oswego	51	1	Y	12/11/89
Putnam	56	2	Y	12/22/89
Tompkins	30	0	Y	12/19/89
Ulster	32	2	Y	12/29/89
Warren	56	4	Y	12/6/89
Washington	21	30	Y	12/6/89