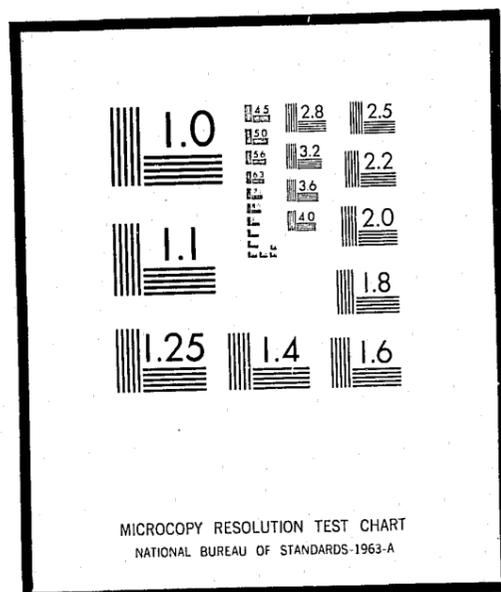


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POLICE IN MONROE COUNTY,  
NEW YORK

By

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Information Paper #6

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ROCHESTER-MONROE COUNTY CRIMINAL JUSTICE PILOT CITY PROGRAM  
UNIVERSITY OF ROCHESTER  
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ABSTRACT

One of the Pilot City mandates is to provide a data base and description of the Rochester-Monroe County criminal justice system. This information paper, one in a series, discusses the five primary areas of police work: Patrol, Investigation, Staff and Inspection, Auxiliary Services, and Administration in the 12 local police agencies.

Major emphasis is given to the special police projects instituted in several agencies. Some of these projects have been federally funded by the Law Enforcement Assistance Administration (LEAA).

Also included is information on the number of sworn and civilian police employees in each functional area as well as figures on police appropriations and reported crime.

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Greece Police Department  
Chief Gerard Paul  
Sergeant Lowell Thompson

Irondequoit Police Department  
Chief Stewart Le Barron

Ogden Police Department  
Chief Russell Ruhl

Webster Police Department  
Chief Kenneth Hulbert

Wheatland Police Department  
Chief Donald Norris

Brockport Police Department  
Chief Donald Hare

East Rochester Police Department  
Chief Joel Rotunno

Fairport Police Department  
Chief Herman Stolt  
Officer John Hardenbrook

TABLE 1

Police Employees in Monroe County\*

October, 1973

	Rochester Police Department	Sheriff's Department	Seven Town Departments	Three Village Departments	Total
Commissioner**	1	-	-	-	1
Sheriff	-	1	-	-	1
Undersheriff	-	1	-	-	1
Chief	1	1	6	2	10
Major	6	-	-	-	6
Assistant Chief	-	5	-	-	5
Detective Captain	1	-	-	-	1
Captain	11	-	-	-	11
Lieutenant Detective	4	1	-	-	5
Lieutenant	26	9 <sup>3</sup>	10	2	47
Sergeant Detective	6	3	4	-	13
Sergeant	65 <sup>7</sup>	11	21 <sup>2</sup>	2 <sup>1</sup>	99
Detective	73 <sup>7</sup>	10 <sup>4</sup>	5	-	88
Investigator (Plainclothes)	41	6	3 <sup>5</sup>	-	50
Police Officer	374	167	122	19	682
Juvenile-Sergeant	-	-	3	-	3
Youth Officer	-	-	4	-	4
Police Woman	2	-	-	-	2
Police Officer - (Part-Time)	-	-	9	12	21
Uniform Total	611	215	187	37	1,050
Civilians	135 <sup>6</sup>	20	18	4	177
Civilians - (Part-Time)	-	1	10	-	11
Civilian Total	135	21	28	4	188
GRAND TOTAL	746	236	215	41	1,238

<sup>1</sup>One Sergeant serves as an Acting Chief<sup>2</sup>One Sergeant serves as an Acting Chief<sup>3</sup>Contains two Identification Supervisor positions<sup>4</sup>Includes two Women Detectives positions<sup>5</sup>Includes one Woman Officer position<sup>6</sup>Includes trainees and eighteen recruits<sup>7</sup>Includes four Women Detective positions

\* Actual, not budgeted, employees

\*\* Position of Commissioner abolished in 1974.

## I. LOCAL POLICE ORGANIZATION AND FUNCTIONS

### Organization

The estimated 747,200 people in Monroe County are served by 1,238 police employees from twelve local police agencies.<sup>1</sup> Table 1 shows these police employees, by rank, for the city, county, town, and village departments. The police agencies discussed in this report are the Rochester Police Department; the Monroe County Sheriff's department, the town police departments of Brighton, Gates, Greece, Irondequoit, Ogden, Webster, and Wheatland; and the village police departments of Brockport, East Rochester, and Fairport. Following is a brief description of each department.

#### Rochester Police Department

The Rochester Police Department currently is administered by a Police Chief who is appointed by the City Manager with the approval of the City Council. As of October, 1973, the Department had a total of 611 sworn officers and 135 civilians serving the City of Rochester's population of 291,300. The Department has five main divisions -- Administration, including community services, personnel, budget office, training section, and internal affairs; Operations, comprising patrol, tactical, and traffic sections; Central Services, including headquarters,

<sup>1</sup> Hamlin Beach State Park Police and the New York State Police are excluded from this study because they are not local agencies. Unless otherwise noted, all data on police employees and police manpower are compiled as of October, 1973.

<sup>2</sup> Employees for each town and village police department are shown on Tables A-1 and A-2 in the Appendix.

property, supplies, and fleet maintenance; Technical Services, encompassing records, communications, identification, and technicians unit; and Investigation, including general assignment, physical crimes, persons unit, licenses, permits and warrant office. In addition, there is the Research and Development Section, a Special Criminal Investigation Section, and a Staff Inspection Office which reports to the Chief of Police.

With the exception of patrol, a unit in Operations, the Department operates out of the centrally located City Public Safety Building. Patrol operates in three districts of the City with ten to thirteen car beats in each district. One district, serving the central City, operates out of the Public Safety Building, the other two operate from neighborhood police stations which serve as gathering centers for each shift.<sup>1</sup>

#### Monroe County Sheriff's Department

The Monroe County Sheriff's Department is the only non-civil service police department in the county. The Department's chief administrator is the Sheriff who is elected county-wide to a term of three years. There are three main operational branches in the department: the Jail, the Civil Office, and the Police Bureau, which is discussed in this report.

<sup>1</sup> In addition, the C-area Coordinated Team Patrol operates from the Fire-Police Training Academy.

The Police Bureau has three major operating divisions -- Road Patrol, Detectives, and Identification -- each headed by a chief; and three supportive sections -- Communications, Records, and Community Services, each headed by a lieutenant. The Police Bureau, comprising a total force of 236, provides services to thirteen towns and four villages in Monroe County, covering a population of approximately 171,967. Supplementary police services are provided to the towns of Gates, Greece, Ogden, Webster, and Wheatland and the villages of Brockport, East Rochester, and Fairport.

Currently the Police Bureau operates out of the County Public Safety Building in downtown Rochester. Plans are now underway, however, to decentralize patrol to some extent by providing "sub-stations" for patrol located in the town areas served.

#### Town Departments

The five major town departments are Greece, Irondequoit, Brighton, Webster, and Gates. Each department is headed by a chief appointed by the town board, except for Greece which has a Commissioner of Public Safety and a police chief.

Brighton has thirty-eight sworn officers and six civilians who serve a population of 38,415. The major operating divisions are Patrol, Investigation, Juveniles, and Records. They operate their own 24-hour communication base.

Irondequoit maintains forty-eight sworn personnel and two civilians who serve 65,990 people. The Department has six divisions

are provided for and dispatching during the early morning hours is handled by the Sheriff's Department.

Wheatland, the smallest town department, has four sworn officers and serves 4,492 people. Communications are handled by the village clerk weekdays 8 a.m. to 5 p.m. and by the chief at his home or by the Sheriff's Department at other times.

#### Village Departments

There are three village police departments in Monroe County. Because of their size, no village has any investigators or juvenile officers.

Brockport is the largest village department with thirteen sworn officers and two civilians who serve a population of 8,888. Communications for Brockport are handled on a 24-hour basis in cooperation with the village fire department.

East Rochester, the second largest village department, has thirteen sworn officers and one civilian, and a village population of 8,861. Dispatching is handled by the department during the day and by the Sheriff's Department on weekends and nights.

The smallest village department is Fairport which has eleven sworn officers and one civilian. (A sergeant is currently serving as acting chief.) The village population is 6,597. Communications are handled on a 24-hour basis by the village Electric Department which handles all other village communications.

including Patrol, Headquarters, Traffic, School, Investigation, and Juveniles.<sup>1</sup> They also operate a 24-hour communication base.

Greece, the largest of the town departments, has fifty-five sworn officers and nine civilians. The population they serve numbers 81,168. The department has three main divisions -- Patrol, Detective, and Administrative -- and operates communications on a 24-hour basis.

In Webster, 26,398 people are served by nineteen sworn officers and seven civilians. Investigations are handled by a detective sergeant and juvenile problems by a youth officer. Twenty-four hour communications also are provided for.

The Gates Police Department, consisting of sixteen sworn officers and three civilians, is responsible for providing police service to the 29,884 citizens of Gates. The Department has a youth sergeant who handles juvenile problems, and investigations are conducted by individual patrol officers or by the Sheriff's Department. Communications is a three-fold arrangement where day time dispatch is handled by the department, and evening dispatch shared by the town service bureau and the Sheriff's Department.

The two smallest town departments, Ogden and Wheatland, also are headed by chiefs appointed by the town board. Ogden has seven sworn officers and one civilian<sup>2</sup> and a town population of 13,257. Because of the department's size, no investigators or youth officers

<sup>1</sup>Irondequoit Police Department, Annual Report 1973.

<sup>2</sup>A Sergeant currently serves as acting chief.

### Police Functions

The work of police agencies can be divided into a number of functional areas: 1) Patrol; 2) Investigation, including vice, narcotics, and juvenile matters; 3) Staff and Inspection, including training, community relations, and planning; 4) Auxiliary Services, encompassing records, property clerk, vehicle maintenance, communications, identification, booking, and technical services; and 5) Administration. This five-fold classification, which parallels common organizational divisions in many police departments, provides a convenient framework for the following discussion of police activities in the Monroe County area. Table 2 summarizes the functional allocation of police employees in Monroe County by these five classifications.

Because the Pilot City Program is involved in criminal justice research and is mandated to design and implement, with federal funds, innovative programs in criminal justice, major attention will be given to programs designed to improve police performance in each of these functional areas -- with a particular focus on projects funded by the Law Enforcement Assistance Administration (LEAA). LEAA was created by the passage of Omnibus Crime Control and Safe Streets Act of 1968 to help local communities in their fight against crime. In its first five years of operation, LEAA channeled approximately \$3.3 million to local police departments, amounting to 28% of the 11.5 million federal dollars spent locally for criminal justice.<sup>1</sup> In 1972

<sup>1</sup>Greg Thomas, The First Five Years of the Safe Streets Act; (Rochester, NY, 1973), P. 24, 25.

TABLE 2

Police Employees in Monroe County By  
Functional Area<sup>1</sup>

October, 1973

	Rochester Police Department	Sheriff's Department	Seven Town Departments	Three Village Departments	Total
Administration	25	5	8	3	41
Percent of Total	( 3.4)	( 2.1)	( 3.7)	( 7.3)	( 3.3)
Auxiliary Services	180	41	32	4	257
Percent of Total	( 24.1)	( 17.4)	( 14.9)	( 9.8)	( 20.4)
Patrol	334	164	156	34	688
Percent of Total	( 44.8)	( 69.5)	( 72.6)	( 82.9)	( 55.6)
Investigation	136	23	19	—	178
Percent of Total	( 18.2)	( 9.7)	( 8.8)		( 14.4)
Staff and Inspection	53	3	—	—	56
Percent of Total	( 7.1)	( 1.3)			( 4.5)
Unassigned <sup>2</sup>	18	—	—	—	18
	( 2.4)				( 1.5)
TOTAL	746	236	215	41	1,238
Percent of Total	( 100)	( 100)	( 100)	( 100)	( 100)
Percent of Total Local Police Employees in the County	60.3	19.1	17.4	3.3	100

<sup>1</sup>Includes all sworn and civilian, full-time and part-time, police department employees.

<sup>2</sup>Recruits of the Rochester Police Department who were not assigned to any particular functional area.

NOTE: Percentages may not add to 100.0% due to rounding.

alone, federal funds for local police projects constituted \$2.1 million, adding approximately 9% to the total \$23.5 million appropriated locally for police in Monroe County.<sup>1</sup> This LEAA contribution has had a major impact on police innovation and change.

As shown previously in Table 1, there are 1,238 local police employees in the Rochester-Monroe County area. Depending on the department, the regular work week of full-time employees ranges from 37.5 to 40 hours. Further, some of the employees of the town and village departments work part time. These differences in working hours have a significant impact in terms of the total man hours available in a given department. For example, a full-time force of 100 employees working 37.5 hours is on duty 3,750 hours a week while a force of the same number, working 40 hours, is on duty 4,000 hours a week -- an increase in man hours of 6%.

Since comparative data on the number of police employees can be misleading, it is the practice to talk instead of police "manpower." Police manpower is computed by dividing by 40 hours the actual hours worked per week by police employees, thus translating all departments to a common base.

When the time worked by the 1,238 local police employees is expressed in terms of manpower -- the effective force available if all employees were working a 40-hour week -- the resulting manpower, as shown on Table 3, is reduced to 1,166.

<sup>1</sup>Lois Horwitz, Local Criminal Justice Appropriations in Monroe County, New York 1960-1973. (Rochester, New York, 1973), P. 3.

TABLE 3

Police Manpower<sup>1</sup> in Monroe County By  
Functional Area<sup>2</sup>

October, 1973

	Rochester Police Department	Sheriff's Department	Seven Town Departments	Three Village Departments	Total
Administration	25	5	7.5 <sup>3</sup>	3	40.5
Percent of Total	( 3.5)	( 2.2)	( 3.9)	( 9.4)	( 3.5)
Auxiliary Services	179.3	39.8	26.1	3.3	248.5
Percent of Total	( 25.1)	( 17.4)	( 13.5)	( 10.4)	( 21.3)
Patrol	313.1	158.7	141.3	25.5	638.6
Percent of Total	( 43.9)	( 69.4)	( 73.3)	( 80.2)	( 54.8)
Investigation	128.1	22.3	17.8	—	168.2
Percent of Total	( 18.0)	( 9.8)	( 9.2)		( 14.4)
Staff and Inspection	50.6	2.9	—	—	53.5
Percent of Total	( 7.1)	( 1.3)			( 4.6)
Unassigned <sup>4</sup>	16.9	—	—	—	16.9
Percent of Total	( 2.4)				( 1.4)
TOTAL	713.0	228.7	192.7	31.8	1,166.2
Percent of Total	( 100)	( 100)	( 100)	( 100)	( 100)
Percent of Total Local Police Manpower in the County	61.1	19.6	16.5	2.7	100

<sup>1</sup>Manpower is a computation for standardizing police employee strength between various departments. The total hours worked a week by all full-time and part-time employees is divided by a common base of 40 hours.

<sup>2</sup>Includes all sworn and civilian, full-time and part-time, police manpower.

<sup>3</sup>Includes Greece Public Safety Commissioner at half time.

<sup>4</sup>Recruits of the Rochester Police Department who were not assigned to any particular functional area.

NOTE: Percentages may not add to 100.0% due to rounding.

## II. PATROL

"The patrol force is the backbone of the police department. It is the largest unit. Distributed throughout the area of the municipality, it is in continual contact with the citizens of the community. These men are the eyes and ears of the police administrator. Plans and tactics devised by these administrators for the solution of police problems depend heavily on the information gathered and reported by the uniformed police."<sup>1</sup>

Although the patrolman occupies the lowest rung of the police hierarchy, his job is often the most demanding. Generally, the patrolman is looked upon as a crime preventor, a law enforcer, a peace keeper, and a public servant in fulfilling his many and varied duties. Samuel Chapman, Director of the University of Oklahoma's Police Administration Program and contributor to the book, Municipal Police Administration, identifies nine general classes of police patrol activity: "patrol and observation; supervision of public gatherings; provision of miscellaneous field services; response to calls; investigation; collection and preservation of evidence; arrests of offenders; preparation of reports; and presentation of court testimony."<sup>2</sup> In Monroe County, the patrolman handles all of these functions, although in the larger departments he is supported by specialists in some of the areas. In those town and village departments where there are no investigators or juvenile officers, the patrolman may rely on the Sheriff's Department or the State Police for some

<sup>1</sup>George D. Eastman, Esther M. Eastman, Ed. Municipal Police Administration, International City Management Association, Washington, D.C., 1969, P. 78.

<sup>2</sup>Ibid P. 78.

specialized services.

Table 4 summarizes, by rank and department, the number of police employees assigned to the patrol function.

TABLE 4

Distribution of Patrol Personnel by Department and Rank

October, 1973

	Rochester Police Department	Sheriff's Department	Seven Town Departments	Three Village Departments	Total
Assistant Chief	-	3	-	-	3
Captain	4	-	-	-	4
Lieutenant	13	5	10	2	30
Sergeant	44	9	19	1	73
Detective	1	-	-	-	1
Police Officer- (Plainclothes)	2	-	-	-	2
Police Officer	270	147	118	19	554
Police Officer- (Part-Time)	-	-	9	12	21
TOTAL SWORN	334	164	156	34	688

<sup>1</sup>Does not include recruits who were not assigned to any particular functional area.

When the time worked by these 688 employees is adjusted to the common base of a 40-hour week, the resulting manpower is the equivalent of a 639 man force. When command staff is excluded, manpower on actual patrol is 528. In order to fill one patrol post around the clock, every day of the year, (covering all shifts, vacations, sick days, and holidays) five officers are required. This means that of total police assigned to patrol, there are, on the average at any given time, 106 actually on duty. Approximately 51 are on duty in the city and 55 in the County outside the City.

Table 5 shows the distribution of patrol officers per shift for each police department. In addition to serving the towns and villages without municipal police forces, the Sheriff's Department, because of its county-wide responsibility, also provides supplemental patrol for the town departments of Gates, Greece, Ogden, Webster, and Wheatland. As indicated on the table, the population served per patrolman ranges on the average from some 3,000 to over 10,000 local inhabitants.

As previously indicated, patrol involves a diversity of activity. This is illustrated by an analysis undertaken of all calls-for-service received by the Rochester Police Department from 9/1/71 to 5/3/72. These calls were broken down into three major areas of activity: order maintenance, including gang annoying, public intoxication, family and neighbor troubles, suspicious persons and cars; service including ambulance calls, auto accidents, blood runs, lost property, and transports; and calls involving criminal matters. As shown in Table 6, in the eight-month sample period, the Rochester Police Department received 153,436 calls. Order maintenance calls<sup>1</sup> accounted for approximately 38%, service calls for 40%, and criminal calls for 22% of the total. This same type of analysis was done for the Monroe County Sheriff's Office, using information from the Sheriff's Annual Report of 1972. A similar distribution of activity was found. Of the 49,977 calls received, order maintenance calls accounted for 37%, service calls

<sup>1</sup>It is noted that some "order maintenance" calls may involve minor offenses.

TABLE 5  
Manpower for Patrol<sup>1</sup>  
 (As of October, 1973)

	Number of Employees Patrol Force		40-Hour "Manpower" <sup>2</sup>			Population Per Patrolman Per Shift <sup>3</sup>
	Full Time	Part Time	Patrol Manpower	Avg. Patrol Manpower Per Shift	Sheriff's Assignments Per Shift <sup>3</sup>	
<u>Towns</u>						
Brighton	25	-	23.4	4.7	-	8,173
Gates	11	1	10.8	2.2	( 1.0)	9,339
Greece	36	-	33.8	6.8	( 1.0)	10,406
Irondequoit	33	-	30.9	6.2	-	10,644
Ogden	2	3	3.2	0.6	( 1.0)	8,286
Webster	10	3	10.3	2.1	( 1.0)	8,515
Wheatland	1	2	1.8	-	( 1.0)	3,209
<u>Villages</u>						
Brockport	7	5	8.5	1.7	-	5,228
East Rochester	6	4	7.9	1.6	-	5,476
Fairport	6	3	6.8	1.4	-	4,712
Rochester Police Department	270	-	253.1	50.6	-	5,757
Monroe County Sheriff's Department	147	-	137.8	27.6	(22.6)	7,609
Total	554	21	528.3	105.5	(27.6)	7,083

<sup>1</sup> Only the rank of patrolman was used to calculate manpower assigned to the patrol function. In some departments, sergeants, lieutenants, and on occasion, chiefs do patrol work in addition to their supervising duties, but because exact percentages of patrol time were not known, these positions were excluded.

<sup>2</sup> Manpower is a computation for standardizing police employee strength between departments. The total hours worked a week by all full-time and part-time employees is divided by a common base of 40 hours.

<sup>3</sup> Average.

TABLE 6  
Calls for Service

Rochester Police Department			Monroe County Sheriff's Office		
Type of Call	# of Calls (8-Month Sample)	Percent*	Type of Call	# of Calls (1972)	Percent*
Order Maintenance	57,528	37.5	Order Maintenance	18,660	37.3
Service	61,226	39.9	Service	20,579	41.2
Criminal	33,671	21.9	Criminal	10,738	21.5
Other	1,011	0.7	Other	---	---
Total	153,436	100		49,977	100

\*Percentages have been rounded.

NOTE: For the most part, figures of arrests were excluded from these breakdowns. Caution is advised when interpreting the data. These are rough percentages, and as with many types of police data analyses, the classification system is subject to individual interpretation and discretion. Even with its limitations, however, this analysis should provide a reasonable estimate of police activity; it is in close agreement with other estimates that show approximately 90% of all police activity is non-criminal in nature: James Q. Wilson. Varieties of Police Behavior, Atheneum, New York, New York. 1970. P. 18.

for 41%, and criminal calls for 22% of the total. It is anticipated that similar patterns of activities also would be found in the town and village departments.

Because of the range of activity a patrolman is involved in -- particularly the large number of non-criminal functions -- the

two larger departments, the Rochester Police Department and the Monroe County Sheriff's Department, have developed specialized squads to supplement regular patrol activities.

Since it would be impractical to have full-time police specialists for every police function, most of these squads are part time and are assembled when needed. Both the Rochester Police Department and the Monroe County Sheriff's Department, for example, have scuba squads which are called upon to search for submerged property and drowning victims. The Rochester Police Department has two SWAT or Special Weapons and Tactics Squads comprised of twenty trained patrolmen who are on call 24-hours a day to handle snipers and dangerous armed persons. The Sheriff's Department has a riot squad which is called in when the need arises, while the Rochester Police Department has riot equipment available.

Each department also has its own bomb squad of men trained to conduct bomb searches and dismantle and properly dispose of various incendiary devices. In 1972, two men of the Sheriff's Department received three weeks of training at the Redstone Arsenal in Alabama before becoming members of the bomb squad. In 1970, the Rochester Police Department received a federal grant which provided training for the Sergeant and three officers on the bomb squad. Also included in the project was the purchase of bomb handling equipment such as a bomb trailer, special shields, vest and gloves, as well as equipment for detecting, deactivating, and removing explosives.

In addition to the part-time "on-call" squads, some squads

are seasonal. For example, during the boating season, both departments operate marine divisions which are paid for in part by state funds. "They enforce state navigation laws, investigate boating accidents and complaints, conduct search and rescue missions, and promote safe boating."<sup>1</sup> The Sheriff's Department marine division patrols Braddocks Bay, Lake Ontario shoreline, and Irondequoit Bay. The Rochester Police Department marine division patrols the Genesee River. (The Greece Police Department also has a patrol boat available when needed for rescue missions on Braddocks Bay.)

One other type of seasonal patrol is the Sheriff's Department mounted division which patrols the county parks, parades, and the Monroe County Fair during the summer months.

Depending on a department's responsibility, some types of specialized patrols are operated on a full-time basis. As required by law, the Sheriff's Department has a county airport division of eleven men providing arrest authority at locations where passengers are searched.

Another form of specialized patrol is the Rochester Police Department's Tactical Squad, consisting of twenty-six sworn officers, who patrol high crime areas during peak hours of criminal activity. Because of its role in crime prevention, the squad does not handle any routine calls, which enables their immediate availability for more serious calls which may occur.

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<sup>1</sup> Monroe County Sheriff's Department, Sheriff's Annual Report, 1972, p. 10.

TABLE 7

Specialized Patrol Squads

	Rochester Police Department	Monroe County Sheriff's Department
<u>Seasonal</u>		
Marine Division	Yes <sup>1</sup>	Yes
Mounted Division	No	Yes
<u>On-Call</u>		
SWAT Squad	Yes	No
Scuba Squad	Yes	Yes
Bomb Squad	Yes <sup>2</sup>	Yes
Riot Squad	No	Yes
<u>Full-Time</u>		
Airport Division	No	Yes
Traffic Division	Yes	No
Tactical Squad	Yes	No
Burglary Prevention Squad <sup>3</sup>	Yes	No

<sup>1</sup> Made up of scuba squad members.

<sup>2</sup> Has riot equipment available.

<sup>3</sup> LEAA funded program. (Discussed later in the text.)

Traffic is a very important function of all departments in the Monroe County area. The city police provide a daytime traffic division of forty-six sworn police personnel for traffic control. These officers are responsible for providing traffic control at major intersections during peak hours and for parking and traffic law enforcement.

Although no other area departments have specialized squads, traffic enforcement is a major activity for the Sheriff's Department and the town and village police departments. Almost all of these departments have obtained, with the help of state or federal funding, radar units and breathalyzers for determining the alcohol content in a driver's blood.

In all departments, accidents require patrolmen to spend a considerable amount of time on accident investigation. Last summer the State Police and Sheriff's Department participated in the FARE (Fatal Accident Reduction Enforcement) Program. Federal funds, in the form of overtime pay to officers, supported increased traffic enforcement on major highways which had high rates of fatal accidents.

For the past five years, federal funds from LEAA have been used to supplement local police funds to improve all aspects of law enforcement. In the area of the patrol function, the Rochester Police have conducted several of these special programs. One major on-going project funded through the Pilot City Program deals with deployment of police and citizens walking the beat. PAC-TAC (Police and Citizens-Together Against Crime) is an experimental program in which civilians and police officers work as two-person teams patrolling specially selected areas to deter crime and improve police-community relations. The PAC-TAC project is placed in a research framework designed to assess its impact on crime, law enforcement, and community relations.

Two LEAA funded programs in the area of crime prevention have

also involved the use of Rochester's patrol force. The Preventive Patrol Project, conducted in 1971, provided ten radio-equipped, specially marked cars, and two weeks of training for twenty officers who became known as the crime prevention squad. The crime prevention squad -- assigned to areas with high incidents of robbery, burglary, auto theft, and street assault -- provided random preventive patrol on foot and in vehicles.

In 1972, a second LEAA grant developed a burglary prevention team to deter commercial burglaries and improve clearance rates. The project, which subsequently was continued with local funds, provides two two-man teams 24-hours a day in patrol cars specially equipped with automatic alarm answering devices. Approximately 220 businesses have equipped themselves with alarms that when activated signal the patrol car by telepager of the location of the alarm. The Department hopes to expand the present program to include more establishments with alarms (including private residences), to provide wider coverage with more patrol cars, and to purchase special stake-out alarms that could be used in various establishments on a short-term basis.

The Rochester Police Department also is attempting to undertake innovative patrol improvement projects in non-criminal as well as criminal areas. Family trouble and similar non-criminal disturbances account for as much as 10% of a patrolman's activity, and because of this the Rochester Police Department and the Rochester-Monroe County Criminal Justice Pilot City Program have developed a proposal for a Family Conflict Intervention Team (FACIT) Experiment which would train officers in special skills for handling family

conflict situations. One innovative aspect of this program is inclusion of a support team of para-professionals to provide back-up assistance, problem identification, referral recommendations, and follow-up for chronic family conflict clients. The project, designed to be placed in a strong research and evaluation framework, is currently being studied for possible funding and implementation in 1974.

Innovation with more involvement from the patrol force is the central theme of the Coordinated Team Patrol (CTP) Project, which initially was developed by the Rochester Police Department in 1971. The CTP Project provides a major departure from traditional patrol involvement in investigation. The usual procedure for investigation consists of a patrolman taking a preliminary report and referring the report to the detective bureau for follow-up. Thus, a patrol officer's involvement in investigation is minimal since he rarely follows up cases and seldom has contact with the detective staff, since the latter works out of central police headquarters.

The CTP program was structured to provide more involvement of the patrolman in the investigative function. Patrolmen and detectives worked together in two assigned geographical areas with patrolmen sharing some investigative functions. The project was designed to provide a controlled situation to test its effectiveness in improving clearance rates, morale, investigative effectiveness, communication, and rapport between patrolmen and detectives, as well as providing on-the-job investigative training.

The Police Foundation was interested in the CTP program and in 1973 awarded an action grant for its expansion and continuation. Additional program components include the use of patrolmen in crime scene search, the development of new investigative techniques and reports, and research and evaluation of the program.

### III. INVESTIGATION

The basic objective in the investigation of a crime is the conviction of the perpetrator. Because the patrolman is first on the scene, he plays an important part in the preliminary investigation of a crime. Once the determination has been made that a crime has been committed, the patrolman is responsible for apprehending the perpetrator, interviewing the victim and witnesses, preserving the crime scene and summoning investigative assistance. Evidence technicians, who are discussed in a later section, are called in to perform a crime scene search when the crime and evidence available warrant their expertise.

The formal investigation begins, however, when either the detective arrives on the crime scene or the incident is referred to a detective for follow-up. The detective's job is to expand the initial investigation of the patrolman by information-gathering and coordination, warrant issuance and apprehension of the perpetrator, recovery of any stolen property, and preparation of the case for court. While both patrolmen and evidence technicians may play important parts in the overall investigation process, it is the detective's role which is central and is usually associated with the "investigation function."

As shown on Table 8, the investigation function in Monroe County is performed by approximately 168 sworn officers or 16% of

TABLE 8  
Distribution of Investigative Personnel  
by Department and Rank

October, 1973

	Rochester Police Department	Sheriff's Department	Seven Town Departments	Three Village Departments	Total
Major	1	-	-	-	1
Detective Chief	-	1	-	-	1
Detective Captain	1	-	-	-	1
Detective Lieutenant	3	1	-	-	4
Lieutenant	1	-	-	-	1
Detective Sergeant	6	3	4	-	13
Sergeant	1 <sup>6</sup>	- <sup>3</sup>	3 <sup>2</sup>	-	4
Detective	67	10	5	-	82
Police Officer - (Plainclothes)	33	6	3	-	42
Police Officer	12	1	-	-	13
Juvenile-Youth Officer	-	-	4 <sup>4</sup>	-	4
Police Woman	2	-	-	-	2
Total Sworn	127	22	19	-	168
Civilians	9 <sup>5</sup>	1	-	-	10
TOTAL	136	23	19	-	178

This section includes all personnel assigned to investigation except internal investigations.

<sup>1</sup> Does not include recruits who were not assigned to any particular functional area.

<sup>2</sup> All positions are juvenile sergeants

<sup>3</sup> Two Women Detective positions

<sup>4</sup> One Woman Officer

<sup>5</sup> Includes Trainees

<sup>6</sup> Includes four Women Detective positions.

the total sworn police employees.<sup>1</sup> Seventy-six percent of these men work for the Rochester Police Department, 13% for the Sheriff's Department, and 11% for the town police departments of Brighton, Greece, Irondequoit, and Webster. In those towns and villages without detectives, investigation is done by the patrolmen, the State Police, or Sheriff's Department.

Most investigations are conducted by detectives who handle all types of cases. The main exception to this occurs in the Rochester Police Department where the Criminal Investigation Section is organized into a General Assignment and Property Crimes Unit, covering burglary, larceny, and stolen autos; a Physical Crimes Unit, handling crimes against persons; a Persons Unit, investigating and processing missing persons, juvenile crimes, and maintaining the Juvenile Central Registry; and a Licenses, Permits, and Warrants Office. A Special Criminal Investigation Section, which reports directly to the commissioner's office, handles narcotics, vice, and intelligence work.

The only specialized investigative position in the town police departments is the Juvenile Officer, or Youth Officer, in the towns of Brighton, Gates, Greece, Irondequoit, and Webster. These officers investigate all crimes involving juveniles, prepare juvenile cases for court, and maintain liaison between the police departments and Family Court. The twelve remaining investigators in the towns

<sup>1</sup> Usually the numerical strength of investigation divisions is around 10% of the total number of sworn personnel. Eastman and Eastman, P. 130, 131.

work as generalists, handling all types of investigation.

The Sheriff's Department has a Detective Bureau of twenty-three employees. The only formal division that occurs is a special Narcotics Squad of two men. In addition, two women detectives handle most missing persons cases, juvenile cases, and sex offenses. The rest of the Detective Bureau work as a general assignment unit handling all investigations ranging from larceny to homicide.

Some special projects have been developed to impact upon investigative functions. The Rochester Police Department recently submitted an application for a Narcotics Law Enforcement Project to be implemented with LEAA backing. Federal funds will be used to provide the Rochester Narcotics Squad with surveillance equipment, "buy" money, and narcotic law enforcement training. This project will attempt to reduce the use of heroin by aiding in the suppression of sales of heroin, reducing such crimes as larceny, burglary, and robbery which may be committed to support the narcotic habit, and discouraging traffic in narcotics by increasing the potential for apprehension and conviction.<sup>1</sup> Fifteen officers will be specially trained and six undercover cars and one undercover van-type truck will be purchased. Various surveillance equipment consisting of night vision devices, radios, and cameras also will be purchased.

Another federal grant helped establish the Juvenile Central

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<sup>1</sup> City of Rochester Crime Control Narcotic Law Enforcement Project Grant Application. 1972.

Registry in the Rochester Police Department. The file, maintained by the Rochester Police Department's Persons Unit since federal funding ran out, contains records of all police contacts with juveniles throughout the County.

A program in the Brighton Police Department provided actual work experience for two young people interested in criminal justice careers. Two students from Rochester Institute of Technology, School of Criminal Justice, served as interns with the Brighton Juvenile Officer. During this time they learned all aspects of a Juvenile Officer's job ranging from investigation and preparation of cases to liaison with Family Court and various youth agencies.

#### IV. AUXILIARY SERVICES

Auxiliary Services are supportive functions which the patrol and investigative divisions are highly dependent upon in carrying out their police missions. These areas such as records and communications are essential to the information exchange network of a police department.

Table 9 shows the functional distribution of auxiliary personnel among the various police departments.

##### Records

"Criminal records and communications systems together provide the mechanisms by which the police should be able, swiftly and efficiently, to learn about crimes, to store and retrieve pertinent information, and to deploy personnel effectively."<sup>1</sup>

Record keeping is an important function of every police department in the area. Each department has an identification file which contains all criminal arrest information; a general report and case folder file which contains information on all reported incidents and full reports on major crimes; a traffic accident file which contains all accident reports; and a general administration file containing personnel information (salaries, sick leave, and budget).

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<sup>1</sup>The President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society, (Washington, D.C., 1967), P. 120.

TABLE 9  
Distribution of Auxiliary Services Personnel  
by Department and Rank

October, 1973

	Rochester Police Department <sup>3</sup>	Sheriff's Department	Seven Town Departments	Three Village Departments	Total
Major	2	-	-	-	2
Assistant Chief	-	1	-	-	1
Captain	1	-	-	-	1
Lieutenant	4	3 <sup>1</sup>	-	-	7
Sergeant	12	2	1	-	15
Detective	2	-	-	-	2
Police Officer - (Plainclothes)	1	-	-	-	1
Police Officer	<u>76</u>	<u>17</u>	<u>4</u>	<u>-</u>	<u>97</u>
Total Sworn	98	23	5	-	126
Civilians:					
Full-Time	82 <sup>2</sup>	18	17	4	121
Part-Time	<u>-</u>	<u>-</u>	<u>10</u>	<u>-</u>	<u>10</u>
TOTAL	180	41	32	4	257

This section includes the following functions: Property Clerk, Garage, Technical Services, Identification, Records, Communications, and Booking.

<sup>1</sup> Contains two Identification Supervisor positions

<sup>2</sup> Includes trainees as civilians

<sup>3</sup> Does not include recruits who were not assigned to any particular functional area.

The primary purpose of the stored information is to provide the patrol force information about arrested persons and particular events or incidents. The management and systematic storage of this information is a full-time 24 hour-a-day, seven-day-a-week job for the Rochester Police Department and the Monroe County Sheriff's Department. In the smaller departments, officers and clerks are assigned to records during the day.

Although each agency has its own record-keeping system, on an overall basis information is highly fragmented and current procedures rarely lead to coordination or sharing of information across departments. Some efforts have been made, however, to improve accessibility, uniformity, and continuity of information. Some of these improvements in record-keeping and information utilization have been federally funded while others have been initiated locally.

All police departments in Monroe County are required by law to provide crime incident and arrest statistics to the New York State Department of Corrections. Some departments also report this same information to the FBI, for inclusion in the Uniform Crime Reports. In order to compile such reports, the Rochester Police Department developed extensive computerized files, but it soon became apparent that programming the computer each time a report was needed was a difficult, time-consuming task. In 1971 the COMPUDATA Project, supported by LEAA funds, was developed to alleviate this problem. The project provided a General Retrieval System which automatically processes crime incident and arrest reports in a fraction of the time it took previously. With COMPUDATA, a better arrest reporting system also was developed which provides information

on victims, offenders, location, and circumstances of crimes. Monthly reports from COMPUDATA provide area patrol commanders information on locations of high incidences of crime and accidents.

In addition to offense and arrest data, the Rochester Police Department saw a need for computerized analysis of non-criminal activity. The Law Enforcement Management Resource Allocation System (LEMNAS) was developed and federally funded to provide an assessment of all types of calls for police service. LEMNAS makes available information such as date and time of call, type of call, and outcome of every call received by the police department. Designed primarily for administrative use, the LEMNAS data also provides information useful for police deployment.

A further step to improve record-keeping and information management came in the form of the Rochester Police Computer InfoSystem Project, a continuation and expansion of the COMPUDATA project which enables faster, less expensive, and more efficient data entry through the use of on-line display terminals. These terminals are at various locations in the police department, at the Sheriff's Office, courts and radio center. InfoSystem is designed to improve the present Rochester Police Department information system by providing on-line warrants and criminal history information, cross-referenced with an auto registration file. Response time for the retrieval of this information is greatly reduced over the present system. When combined with the present COMPUDATA system, InfoSystem provides printed Uniform Crime Reports and New York State Department of Corrections Reports. LEMNAS data also is compiled through InfoSystem. In addition, the Sheriff's Department and town and village police departments are using InfoSystem for warrant

information and the City Court is using InfoSystem for preparing court dockets and recording dispositions.

The reporting and recording function of the Rochester Detective Bureau is the focus of another LEAA-funded program. The Automatic Investigator Reporting System project is designed to reduce clerical duties, make better utilization of personnel, and develop more reliable investigative reports. This project provides for special dictating equipment so each investigator, using a centralized phone, will be able to dictate reports directly to a recording machine. The recorded material is then typed by a stenographer and a record is made of all affidavits, interdepartmental correspondence, and investigative reports.

LEAA also supported development of the MIRACODE Identification Retrieval System. The Rochester Police Department has almost 100,000 sets of fingerprints on file and managing this by hand had been a considerably time-consuming task. The MIRACODE system allows space economy by converting paper mug shots and fingerprint files to microfilm, while also providing an automatic searching function which rapidly screens the classified fingerprints for possible matches.

LEAA also has provided financial assistance to the Gates and Irondequoit Police Departments for purchasing microfilm equipment. For both departments storage is a problem and considerable space will be saved by microfilming old general, arrest and traffic accident reports.

Some of the improvements in police records have been

accomplished without the help of LEAA funding. The Mobile Radio District\* (MRD) Subcommittee on the development of uniform records studied the current use of all police reporting forms used by the twelve police agencies in Monroe County and subsequently made recommendations on standardization of forms, which were adopted by some of the departments.

#### Communications

In the Monroe County area there are varying amounts of involvement in communication by police agencies. In the two largest departments, requests for services are received by complaint clerks and the information is related to a dispatcher who sends police to respond. The Rochester Police Department's system operates on a 24-hour basis with a communication staff of twenty-five civilians and twenty-one sworn employees. Two radio channels on the VHF bands serve as dispatch and information channels. The Department also has two UHF channels primarily used by detectives and the Tactical squad.

Communications in the Sheriff's Department are handled by approximately ten sworn and four civilian employees. Under the old communication system, the department received complaints at the jail and relayed them to the Radio Center on Cobbs Hill to be dispatched to the designated car. The process was very time consuming and many errors occurred. In 1972, a federal grant purchased new radio equipment which currently allows the Sheriff's Department to do its own dispatching.

\*MRD will be discussed in detail in the next section.

The grant provided for two dispatch stations, a status map, and dispatching radio equipment.

Communications in some town and village departments are handled as part of the "desk" function, which includes receiving telephone requests for police services, dispatching cars, and keeping records. Four of the departments are able to receive requests for service and dispatch cars on a 24-hour basis, and six have various arrangements with the Sheriff's Department or other municipal offices for providing 24-hour coverage.

Another aspect of police communications is the Public Safety Communication Center at Cobbs Hill. This County funded department owns and maintains the major transmitting and receiving equipment for the area. The department also provides information checks on licenses and persons for the Sheriff's Department and the town and village police departments.

Another major LEAA grant involving communications supports the Mobile Radio District project. Funds are provided for purchasing new dispatch facilities for each of the twelve police departments and providing new radio equipment for all police cars in the county. The project calls for expanding present police frequencies, enabling car-to-car communication, and including the capability for a 911 emergency telephone system for all police, fire, and ambulance emergencies.

#### Technical Services

Technical services, involving the collection and processing

of physical evidence, are essential to any police operation. In fact, these services have taken on additional importance over the past years due to several Supreme Court decisions, which have stressed the importance of physical evidence. Photographs of the crime scene, fingerprints, and other physical evidence are important both for proper presentation of a case in court and for aiding the investigator in determining the perpetrator of the crime.

The Rochester Police Department employs its own technicians unit of twenty men responsible for conducting crime scene search and evidence-processing at crime scenes. An additional five officers classify the fingerprints and process the mug shots in the Department's Identification Office. The Sheriff's Identification Bureau performs a limited crime scene search function, including lifting fingerprints and crime scene photography. In the towns and villages crime scene search is done by individual officers or detectives (if they exist) or by the Sheriff's Office or State Police.

Two federally funded projects currently awaiting approval are designed to improve technical services for the Rochester Police Department. The Mobile Evidence Gathering Unit Pilot Project will purchase one specially equipped van with photo and evidence-gathering supplies, provide training for officers assigned to the van, and assign the van and officers to experimental areas so that the projects' impact on investigation effectiveness can be assessed.

A second project dealing with the technical services function is the Automatic Color Processing Lab. This project proposes to install

a fully automated color photoprocessing lab which will enable all crime scene photography and mug shots to be processed in color rather than the black and white processes which are used presently. The project will provide assistance to other police agencies in the county with their color photographs.

Although no one police agency was involved, LEAA federal funds also were used to expand the analytical capability of the Regional Crime Laboratory. Some of the federal funds were used to train officers from an eight-county region in techniques of crime scene search, such as dusting and lifting of fingerprints and moulage.

#### Property Clerk

Thirteen persons of the Rochester Police Department and one in the Monroe County Sheriff's Department are charged with safe-keeping of property and investigative evidence recovered or confiscated. The property clerk is also responsible for control of office equipment, supplies, and uniforms. The town and village departments do not have anyone assigned to this specific function although they usually have secure areas for evidence storage.

#### Booking

Booking is the term used to describe the processing of an arrested person for incarceration in the City lock-up or County Jail. The Rochester Police Department operates a 24-hour booking section with a staff of approximately twelve men.<sup>1</sup> Included in the booking process

<sup>1</sup>The Sheriff's Department booking personnel are assigned to the jail and are not included in the tables in this report.

is the taking of fingerprints and mug shots, searches and taking of property and the processing of several forms. Although some town and village departments have detention facilities, they are at times inadequate and always require 24-hour supervision. Almost all booking and detention is done at the Monroe County Jail.

#### Garage

Twenty-one employees in the Rochester Police Department and seven employees in the Sheriff's Department are responsible for round-the-clock preventive maintenance and repair of all police vehicles. In the town and village departments, this function is handled by outside garages on a contractual basis.

#### V. STAFF AND INSPECTION FUNCTIONS

Table 10 shows the distribution by rank of personnel assigned to staff and inspection functions. Further information will be included in the following text. Rochester, because of its size, has 95% of the employees working in the areas of Planning and Research, Training, Community Relations, and Internal Inspection. The Sheriff's Department has the remaining 5%; the towns and villages have no full-time personnel in these areas.

#### Community Services

Because of the continual contact between police and citizens in situations which are often stressful, two local departments have seen the need to establish police community relations units to serve as liaison between the police department and the community. By improving the rapport between the police and the community, it is hoped that more citizen cooperation can be gained, making the police more effective in their peace-keeping mission.

Table 11 shows the distribution of community relations personnel by rank in the Rochester Police Department and the Monroe County Sheriff's Department. The Rochester Police Department has the county's largest community services unit, headed by a Detective Lieutenant and staffed by eighteen sworn officers. The unit is responsible for general public relations; its activities include conducting tours of public facilities, providing speakers for civic service programs, and making broadcasts on road and weather conditions. School safety and

TABLE 10

Distribution of Staff and Inspection Personnel  
by Department and Rank

October, 1973

	Rochester Police Department <sup>1</sup>	Sheriff's Department	Seven Town Departments	Three Village Departments	Total
Major	1	-	-	-	1
Captain	5	-	-	-	5
Detective					
Lieutenant	1	-	-	-	1
Lieutenant	7	1	-	-	8
Sergeant	5	-	-	-	5
Detective	1	-	-	-	1
Police Officer - (Plainclothes)	3	-	-	-	3
Police Officer	15	2	-	-	17
Total Sworn	38	3	-	-	41
Civilians	15 <sup>2</sup>	-	-	-	15
TOTAL	53	3	-	-	56

This section includes the following functions: Planning and Research, Training, Community Relations, and Internal Inspections.

<sup>1</sup> Does not include recruits who were not assigned to any particular functional area.

<sup>2</sup> Includes Trainees.

TABLE 11

Distribution of Community Relations Personnel  
by Department and Rank

Community Relations	Rochester Police Department	Monroe County Sheriff's Department
Detective Lieutenant	1	-
Lieutenant	1	1
Sergeant	2	-
Plainclothes	2	-
Police Officer	13	2
Total	19	3

citizen police participation projects, as well as special programs for inner city youth, like the summer youth opportunity programs, are also handled by this division.

The Rochester Police Department has had numerous programs in community relations, many of them federally funded. The first of these projects, known as the Police Community Relations Project, was conducted in the Spring of 1967 and was federally funded by the Law Enforcement Assistance Act (which preceded creation of the present-day Law Enforcement Assistance Administration). These programs focused on improving communication between the police and the Spanish-American community. They had three main components. The first was the introduction of classes in conversational Spanish for forty officers. The second involved the police and well-known athletes working with neighborhood youth in programs such as the Golden Glove Boxing Tournament, where 100 to 500 youths participated. The third component consisted of consultants who developed a recruitment program

which, among other things, attempted to recruit Spanish-American police officers.

From these original projects, a series of police-community relations projects were developed which focused on working with adults and youth in minority group neighborhoods. One project supported Police Youth Workshops, consisting of officers and youths from area organizations and a sociologist serving as monitor. The workshops stressed attitudinal changes among the participants. An Hispanic Workshop and Community Dialogue Workshop project dealt with improving understanding between the police department and the Spanish-speaking community. Most of these projects were implemented between 1969 and 1970.

In 1970, another series of Community Relations projects was developed by the Rochester Police Department. The first such project took place on a crime prevention theme and was called the Anti-Crime Education Program. This program was designed to deal with the rising crime rate through a public education campaign, which acquainted citizens with particular crimes of burglary, larceny of \$50, and auto theft, and appropriate prevention measures through use of the media such as television, radio, newspapers, and billboards. "By informing the public of the important contribution of their own negligence to the rising crime rate and then advising them to adopt elementary precautionary habits such as locking doors and removing keys from parked automobiles, the education campaign sought to inhibit conditions which encourage those specific criminal activities."<sup>1</sup>

<sup>1</sup>City of Rochester, Crime Control Division, Annual Report 1972. p. 19.

A follow-up program to the Anti-Crime Education Program was the Crime Prevention Films Project. The films, covering such subjects as self-protection for women, narcotics, and simple crime detection techniques were designed to improve police-community relations by explaining some aspects of law enforcement and educating the public in simple precautionary measures that could be taken to reduce crime.

The Rochester Police Department's biggest effort to date in the area of police-community relations is the Model Cities Community Service Officer Project. This project is attempting to improve the quality of police service in one of the city's high crime districts, by establishing, under the administration of the Police Department, a para-professional force of Community Service Officers composed of residents of the area. These local residents provide a greater understanding of minority group problems and perform basic police functions, thus relieving officers of minor duties. The CSO's work out of a store-front station in the Model City area. Duties include foot patrol with portable radios, response to general non-criminal complaints, assistance with traffic direction, and crowd control, as well as patrolling with regular officers.

There have been a few special projects mainly involving juveniles. The Teens on Patrol (TOP) project funded through Rochester Jobs Incorporated and Eastman Kodak Company is one example. For the past several summers this program has provided wages for inner-city youth who help the police department with such duties as patrolling playgrounds and crosswalks.

Another community relations project which operated in conjunction with the Rochester Police Department and the Rochester School Board and funded by LEAA funds was the School Sentry Program. This program which began in 1971, and is still operating today, assigns police officers to some of the major schools in the City. These officers develop a rapport with the students and try to provide assistance with problems and calm tensions among student and faculty.

The only department outside of Rochester that has a full-time community services division is the Monroe County Sheriff's Department. This three-man unit, headed by a lieutenant, is responsible for school safety programs in ninety-six public and parochial schools throughout the county. As speakers or instructors, the community service officers talk to children of all ages, as well as to civic and social organizations, on such subjects as pedestrian, bicycle, and motor vehicle safety. Information on new laws, self-protection, and the law enforcement function in Monroe County also is discussed. A special program within this division helping to encourage safety is the Green Pennant Program and School Safety Patrol Program which operates in fifty-seven area schools.<sup>1</sup>

Although there are no formal community services units or programs in the town or village police departments, the police chiefs and youth officers do accept various speaking engagements for local schools, clubs, social organizations, and businesses.

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<sup>1</sup> Monroe County Sheriff's Department, Annual Report, 1972.

## Training

All recruit training in this area is conducted by either the Rochester Police Department or the Sheriff's Office, each conducting about one training class a year. Training classes are open, without charge, to recruits from police departments throughout the region. The Municipal Police Training Council requires that a 285-hour basic training course be given all recruits within six months of hiring. The programs conducted locally generally provide 500 to 600 hours of training. It is interesting to note that while there are twenty-one part-time officers in the town and village departments, they are not required to, and have not, received this basis training.

New York State provides a training outline of required material and basic text for each course. Courses also are supplemented with additional material that the training staff finds pertinent. Those responsible for the training are a small, three-member full-time staff at the Rochester Police Training Academy and a detective lieutenant and some assistants at the Sheriff's Office who serve as a part-time training staff.

The Rochester Police Department, the Sheriff's Department, and some of the smaller departments, also conduct in-service training programs of varying types. Firearms training is given every year and on occasion several small refresher courses on various police-related subjects are given. In addition, many officers participate in seminars given by other departments, agencies, and schools on topics such as drug abuse and enforcement, traffic laws, radar, and supervisory skills.

Many officers in the area are attending the Monroe Community College Police Science Program. In Rochester, 132 or 21% of the force has at least a two-year college degree and 57, or 26%, of the force in the Sheriff's Department have either college credits or degrees. Some agencies offer incentives for college by paying for books and tuition, and/or providing pay increments upon completion of a degree.<sup>1</sup> The Rochester Police Department also has a police trainee program for seventeen to nineteen year olds interested in police work. Trainees attend the police science program and work part time at the police department while tuition and salary are provided by the department. At age twenty-one, the trainees are hired as police officers.

A special LEAA-funded project in this area was the Police Trainer Seminar. This program was given to sixty officers of the Rochester Police Department and Monroe County Sheriff's Department who have training and lecturing responsibilities. The course, consisting of forty hours of instruction, was conducted by the Regional Training Center of the United States Civil Service Commission.

#### Internal Inspection and Control

One specialized police staff function which exists only in the Rochester Police Department is the Internal Affairs Office. The five officers assigned are "responsible for all staff inspections, following up organizational recommendations, investigating citizen

<sup>1</sup>All departments except Webster, Wheatland, and Fairport.

complaints against police officers, reviewing police vehicle accidents, ... checking the background and character of police recruits, and reviewing personnel ratings."<sup>1</sup> In every other department in the area, these duties are handled by commanding officers or the department's chief.

A Field Inspection Section Project, federally funded by LEAA, was designed to provide comprehensive inspections of operations and performance of department units. "The inspections were designed to uncover weaknesses in performance and ineffective methods and procedures and to improve the department's observation or regulations and attentiveness to duties."<sup>2</sup> This project founded the present-day four-man Staff Inspection Office in the Rochester Police Department.

#### Research and Planning

The research and planning function within the police department is necessary for the effective control of crime. Better police functioning is assured with a planning unit that will define a problem and then analyze the appropriate courses of action to be taken.

"Police objectives are achieved most effectively and economically through the efficient operation of three interrelated processes: planning, doing, and controlling. Of these, planning is basic. Without it effective direction, coordination, and control are impossible."<sup>3</sup>

<sup>1</sup>Elizabeth Croft, The Police System: Present/Proposed. Rochester Center for Governmental and Community Research, Inc. (Rochester, NY, 1970), p. 86.

<sup>2</sup>City of Rochester. Crime Control Division, Annual Report, 1972, P. 11, 12.

<sup>3</sup>International Association of Chiefs of Police. A Comprehensive Plan for the Unification of Police Services in Monroe County, New York. Gaithersburg, Maryland. 1972. P. 61.

The only unit within Monroe County is the eighteen member Rochester Police Department's Research and Development Section. This section provides analysis of the day-to-day operation of the police department. To aid in this analysis, they have developed an extensive data processing system. Computer applications discussed earlier such as LEMRAS, COMPUDATA, and InfoSystem provide manpower deployment information, crime data analysis, as well as criminal histories.

The Section's data base, when combined with systematic planning, provide the information necessary for project development in the areas of patrol, community relations, communications, and investigation.

Almost all of the Rochester Police Department's federally-funded LEAA projects discussed in this paper have been developed by the Research and Development Section.

This Unit also has the responsibility for developing the department's general orders and various report forms.

## VI. ADMINISTRATION

Those persons assigned to the administrative functions of the area police departments are discussed separately because they are, for the most part, not involved in any other functional area. Administrative duties in all four departmental types consists of such things as budget development, supervision of personnel, property management, and the creation of departmental policy.

TABLE 12  
Distribution of Administrative Personnel  
by Department and Rank

	October, 1973				
	Rochester Police Department	Sheriff's Department	Seven Town Departments	Three Village Departments	Total
Commissioner*	1	-	-	-	1
Sheriff	-	1	-	-	1
Undersheriff	-	1	-	-	1
Chief	1	1	6	2	10
Major	2	-	-	-	2
Captain	1	-	-	-	1
Lieutenant	1	-	1 <sup>1</sup>	2 <sup>2</sup>	5
Sergeant	3	-	1	-	5
Detective	2	-	-	-	2
Police Officer - (Plainclothes)	2	-	-	-	2
Police Officer	1	-	-	-	1
Total Sworn	14	3	7	3	27
Civilian	11	2	1 <sup>3</sup>	-	14
TOTAL	25	5	8	3	41

<sup>1</sup>Ogden has a Sergeant serving as Chief

<sup>2</sup>Fairport has a Sergeant serving as Chief

<sup>3</sup>Commissioner of Public Safety

\*Position of Commissioner abolished in 1974. The Chief of Police is now the top administrative officer.

As shown in Table 12, the Rochester Police Department has fourteen officers and eleven civilians who are charged with administrative responsibilities. The administration of the Sheriff's Department is handled by the Sheriff, Undersheriff, and Chief Deputy and two civilians. In the town and village police departments, the chief of police is the administrative officer except for the Town of Greece which has a civilian Commissioner of Public Safety.

VII. OVERVIEW OF CHANGES  
IN REPORTED CRIME, POLICE MANPOWER, AND POLICE APPROPRIATIONS

This section briefly profiles overall changes in reported crime, police manpower, and police appropriations over the past few years. While data in these three areas were not available for exactly the same time periods, the pattern emerging is that for the three-year period prior to 1970 and 1971, there were substantial increases locally in reported crime, police manpower, and appropriations; while for the subsequent three-year period, reported crime increased only minimally, police manpower decreased slightly, and appropriations continued to increase, but at a slower rate.

Reported Crime

In 1972 the police departments of Monroe County reported 58,751 offenses, excluding traffic misdemeanors. Felonies numbered 11,562, or 20%, misdemeanors 40,029, or 68%, and violations 7,160, or 12%, of the total offenses.

Under the New York State Penal Law, felonies fall in the most serious crime classification and are acts which carry a maximum penalty of a term of imprisonment ranging from over one year to life. Misdemeanors, the next most serious crime category, are offenses other than traffic infractions for which the maximum penalty is imprisonment of more than 15 days up to one year. Violations cover offenses, other than traffic infractions, for which the maximum penalty is a prison term of up to 15 days.

Table 13 profiles the changing pattern of offenses reported by the local police departments for the periods 1968 - 1970 and 1970 - 1972. Probably the most significant fact is that from 1968 through 1970 offenses increased substantially in the City (8%) and dramatically in the County outside the City (57%), whereas for the period 1970 through 1972 offenses decreased in the City (-8%) and continued to increase in the County outside the City (22%) -- but at a slower rate of increase than the 1968-1970 period.

TABLE 13  
Profile of Offenses Reported to Local Police\*

	1968-1970								
	City of Rochester <sup>2</sup>			Monroe County <sup>2</sup> Outside Rochester			Monroe County Overall		
	1968	1970	% Change	1968	1970	% Change	1968	1970	% Change
Felony Crimes	6,545	8,133	+24	1,923	2,696	+40	8,468	10,829	+28
Misdemeanor Crimes and Lesser Offenses	31,844	33,243	+4	8,022	14,134	+60	40,666	47,377	+17
Total Offenses <sup>1</sup>	38,389	41,376	+8	10,745	16,830	+57	49,134	58,206	+19
Crime Rate (Offenses/1000 Pop.)	131	140	+7	27	40	+48	72	82	+14
Population <sup>4</sup> (In thousands)	292	295	+1	392	417	+6	684	712	+4
	1970-1972								
	1970	1972	% Change	1970	1972	% Change	1970	1972	% Change
Felony Crimes	8,133	8,189	+1	2,696	3,373	+25	10,829	11,562	+7
Misdemeanor Crimes	27,150	23,726	-13	13,262	16,303	+23	40,439	40,029	-1
Violations	6,093	6,303	+3	872	857	-2	6,965	7,160	+3
Total Offenses <sup>1</sup>	41,376	38,218	-8	16,830	20,533	+22	58,206	58,751	+1
Crime Rate (Offenses/1000 Pop.)	140	130	-7	40	47	+18	82	80	-2
Population <sup>4</sup> (In thousands)	295	293	-1	417	442	+6	712	734	+3

<sup>1</sup>All information on offenses was obtained from the reports each police department submits, as required by law, to the New York State Department of Correctional Services.

<sup>2</sup>City of Rochester served by the Rochester Police Department. Monroe County outside Rochester served by the Monroe County Sheriff's Department; the town police departments of Brighton, Gates, Greece, Irondequoit, Ogdenville, Webster, and Wheatland; and the village police departments of Brockport, East Rochester, and Fairport.

<sup>3</sup>For comparability with 1968 offense statistics, for which traffic misdemeanors were not available, traffic misdemeanors were deleted from the 1970 and 1972 data.

<sup>4</sup>Population estimates supplied by the Monroe County Department of Planning.

\*Excludes traffic misdemeanors.

Although the City still accounts for the largest proportion of reported offenses (65% of total in 1972), the data indicate a definite shift in crime from the City to the area outside the City. This shift cannot solely be accounted for by changing population patterns. As shown in Table 13, for both 1968 - 1970 and 1970 - 1972, crime outside the City increased at a faster rate than population -- with the crime rate (offenses per 1000 population) rising 48% in 1968-1970 and 18% in 1970 - 1972. It is pointed out that these figures do not include offenses handled locally by the State Police, which primarily involve the area outside the City.

In regard to changing patterns in types of crime, one disturbing statistic is that the most serious crimes -- felonies -- are still on the increase throughout the entire county area. In the misdemeanor crime category -- which shows substantial increases outside the City -- it is noted that almost half of the misdemeanor crimes outside the City involve petit larceny, which includes shoplifting offenses. New shopping centers outside the City undoubtedly have provided more opportunities for shoplifting with a subsequent effect on the misdemeanor rate.

#### Police Manpower

Significant changes in police manpower also have occurred during the past few years. Referring to Table 14, during the four-year period 1968 through 1971, there was a substantial increase in police manpower: Rochester had a 13% increase, outside the City an 8% increase, for an overall increase of 11%.

Interestingly, however, for the three-year period 1971 through 1973, there was an overall decrease (2%) in police manpower. This was a function of a significant decrease in police manpower in Rochester. Although police manpower outside the City increased 12%, Rochester's police manpower decreased 9%. Another fact that appears is that between 1971 and 1973 the City experienced a decrease in sworn personnel of 17% and an increase in civilians of 53%. This is mainly due to minimal recruitment and new hiring of police officers. Considering that approximately 28.6% of total police manpower in the Rochester Police Department is involved in Administration and Auxiliary Services, not needing the power of arrest, the use of civilians for these areas is a cost-effective practice. It costs the City of Rochester approximately 59% of each police officer's salary for fringe benefits, while fringe benefits for civilians are approximately 37% of salaries.

Not only has the actual number of sworn officers hired been less in the last three years, as is the case in the City, but also the actual hours of work have been less so that effective manpower has gone down.<sup>1</sup> In 1971 only two departments, Brighton and Irondequoit, worked 37.5 hours per week while the rest of the departments worked 40-hour weeks. Presently only five departments work 40-hour weeks while the remaining 7 departments work 37.5 hours.<sup>2</sup> The decrease in total local police manpower from 1971 to 1973 can, in all probability, be attributed to these two factors: lack of recruitment in the City and the reduction

<sup>1</sup> Note that police manpower, not police employees, are being discussed here. As discussed on page 9, police manpower is computed by dividing the actual hours worked by police employees by a common base of 40 hours.

<sup>2</sup> Except for the Sheriff's Department which works 38.7 hours per week.

TABLE 14  
Profile of Manpower in Local Police Departments\*  
1968-1971

	City of Rochester <sup>1</sup>			Monroe County Outside Rochester			Monroe County Overall		
	1968	1971	% Change	1968	1971	% Change	1968	1971	% Change
Police Manpower Sworn & Civilian <sup>3</sup>	698	780	+13	373	404	+8	1,071	1,184	+11
Police Manpower Per 1000 Population	2.4	2.6	+8	0.9	1.0	+11	1.6	1.7	+6
Population <sup>4</sup> (in thousands)	292	295	+1	392	417	+6	684	712	+4
	1971-1973								
	1971	1973	% Change	1971	1973	% Change	1971	1973	% Change
Police Manpower Sworn	780	713	-9	404	453	+12	1,184	1,166	-2
Civilian	(689)	(574)	(-17)	(368)	(407)	(+11)	(1,057)	( 981)	(-7)
	(91)	(139)	(+53)	(36)	( 46)	(+28)	(127)	( 185)	(+46)
Police Manpower Per 1000 Population	2.6	2.4	-8	1.0	1.0	0	1.7	1.6	-6
Population (in thousands)	295	293	-1	417	442	+6	712	734	+3

<sup>1</sup> City of Rochester served by the Rochester Police Department. Monroe County outside Rochester served by the Monroe County Sheriff's Department; the town police departments of Brighton, Gates, Greece, Irondequoit, Ogdén, Webster, and Wheatland; and the village police departments of Brockport, East Rochester, and Fairport.

<sup>2</sup> All 1968 information obtained from the Rochester Center for Governmental and Community Research, Inc.'s report by Elizabeth B. Croft, The Police System: Present/Proposed.

<sup>3</sup> 1971 data from Rochester Center for Governmental and Community Research, Inc.'s publication, Police.

<sup>4</sup> Population estimates supplied by the Monroe County Department of Planning.

\*Manpower is a computation for standardizing police employee strength between various departments. The total hours worked a week by all full-time and part-time employees is divided by a common base of 40 hours.

of the work week from 40 to 37.5 hours in 5 departments.

As shown in Table 14, in recent years, police manpower has not kept pace with population increases. From 1968 to 1971, the overall population increase in the County was 4% and police manpower per population increased by 6%. For the 1971 to 1973 period, however, there was an overall 3% increase in population and 6% decrease in the manpower per population. This was due to the decrease in the police manpower per population in the City (-8%); the manpower per population

outside the City remained constant.

It is also interesting to look at the distribution of sworn employees in the main police functional areas. Table 15 shows a recent breakdown of full-time sworn employees in the various functional areas in the four departmental types. Table 16 shows the result of a 1972 survey by the International Association of Chiefs of Police and the Police Foundation. This survey is interesting for comparison. It represents some 47 state agencies, 140 county agencies, and 481 municipal agencies, for a total of 688 jurisdictions which have fifty or more sworn police personnel.

For general information purposes only, the IACP survey data is compared in the following discussion with the local sworn employees distribution. The most interesting fact evident is that the local area seems to use proportionately more sworn personnel for the auxiliary functions than do the departments in the IACP survey. Also, the Rochester Police Department has proportionately more sworn personnel in Administration and Investigation than do the departments of the same relative size in the IACP survey, leaving proportionately fewer officers on patrol.

#### Police Appropriations

Table 17 shows that for the period 1969 - 1971 police appropriations experienced the same high increases that were taking place in reported crime and manpower. Overall, local police appropriations increased 51% from 1969 to 1971 and 21% from 1971 to 1973.

TABLE 15  
Sworn Police Employees in Monroe County By  
Functional Area<sup>1</sup>

	October, 1973				
	Rochester Police Department <sup>2</sup>	Sheriff's Department	Seven Town Departments	Three Village Departments	Total
Administration	14	3	7	3	27
Percent of Total	( 2.3)	( 1.4)	( 3.9)	(12.0)	( 2.6)
Auxiliary Services	98	23	5	-	126
Percent of Total	(16.0)	(10.7)	( 2.8)		(12.2)
Patrol	334	164	147	22	667
Percent of Total	(54.7)	(76.3)	(82.6)	(88.0)	(64.8)
Investigation	127	22	19	-	168
Percent of Total	(20.8)	(10.2)	(10.7)		(16.3)
Staff and Inspection	38	3	-	-	41
Percent of Total	( 6.2)	( 1.4)			( 4.0)
TOTAL	611	215	178	25	1,029
Percent of Total	( 100)	( 100)	(100)	( 100)	( 100)
Percent of Total Local Police Employees in the County	59.4	20.9	17.3	2.4	100

<sup>1</sup> Includes all sworn full-time and part-time police department employees.

<sup>2</sup> Does not include recruits or trainees who were not assigned to any particular functional areas and not considered sworn employees.

NOTE: Percentages may not add to 100.0% due to rounding.

TABLE 16

Functional Breakdown Comparison  
Sworn Full-Time Employees

	IACP Survey Municipal Forces % in Each Area	Rochester Town & Villages % in Each Area	IACP Survey Departments with 101 - 300 men % in Each Area	Monroe County Sheriff's Department % in Each Area	IACP Survey Departments with 501-1,000 men % in Each Area	Rochester Police Department % in Each Area
Administration <sup>1</sup>	6	8	5	3	6	9
Patrol & Traffic	70	62	70	76	66	55
Criminal Investigation and Juvenile	17	18	18	10	19	21
Auxiliary Functions <sup>2</sup>	<u>7</u>	<u>13</u>	<u>7</u>	<u>11</u>	<u>9</u>	<u>16</u>
TOTAL	100	100	100	100	100	100

<sup>1</sup> Administration includes; planning and research, personnel, training, inspection, and community relations.

<sup>2</sup> Auxiliary Functions includes; communications, records, identification, and technical services.

Source: Terry Eisenberg et al. Police Personnel Practices in State and Local Governments. (International Association of Chiefs of Police and Police Foundation in cooperation with Educational Testing Services, 1973.)

Percentages are rounded.

TABLE 17

Profile of Appropriations for Local Police Departments  
1969-1971

	<u>City of Rochester<sup>1</sup></u>			<u>Monroe County Outside Rochester<sup>1</sup></u>			<u>Monroe County Overall</u>		
	<u>1969<sup>2</sup></u>	<u>1971<sup>3</sup></u>	<u>% Change</u>	<u>1969</u>	<u>1971</u>	<u>% Change</u>	<u>1969</u>	<u>1971</u>	<u>% Change</u>
Police appropriations (in millions)	8.4	13.3	+58	4.8	6.6	+23	13.2	19.9	+51

	<u>1971-1973</u>			<u>1971-1973</u>			<u>1971-1973</u>		
	<u>1971</u>	<u>1973<sup>4</sup></u>	<u>% Change</u>	<u>1971</u>	<u>1973</u>	<u>% Change</u>	<u>1971</u>	<u>1973</u>	<u>% Change</u>
Police appropriations (in millions)	13.3	16.0	+20	6.6	8.3	+26	19.9	24.3	+22

<sup>1</sup>City of Rochester served by the Rochester Police Department. Monroe County outside of Rochester served by the Monroe County Sheriff's Department; the town police departments of Brighton, Gates, Greece, Irondequoit, Ogden, and Wheatland; and the village police departments of Brockport, East Rochester, and Fairport.

<sup>2</sup>All 1969 information obtained from the Rochester Center for Governmental and Community Research, Inc.'s report by Elizabeth B. Croft, The Police System: Present/Proposed.

<sup>3</sup>1971 appropriation figures obtained from the Rochester Center for Governmental and Community Research Inc. publication, Police.

<sup>4</sup>1973 appropriation figures obtained from the Pilot City Program publication, Local Criminal Justice Appropriations in Monroe County, New York, 1960-1973, by Lois K. Horwitz.

A P P E N D I X

The police departments outside the City experienced almost the same rate of increase in both periods (approximately 25%), while the increase for the Rochester Police Department declined from 51% in 1969-1971 to 22% in 1971-1973.

Data is not available for these time periods to enable a comparison of police appropriations with appropriations for other governmental functions. It is pointed out, however, that total local police appropriations increased 14% from 1972 to 1973. During the same time, total local criminal justice appropriations (including courts and related functions, corrections, and police) increased 11.6% and total local governmental appropriations increased by 4.8%.

TABLE A-1

Town Police Departments

October, 1973

TABLE A-1 Continued

OGDEN<sup>1</sup>  
Population 13,257

WEBSTER<sup>1</sup>  
Population 26,398

<u>BRIGHTON</u> <sup>1</sup> Population 38,415		<u>GATES</u> <sup>1</sup> Population 29,884	
<u>Position</u>		<u>Position</u>	
Chief	1	Sergeant - (Acting Chief)	1
Lieutenant	2	Sergeant	2
Juvenile Sergeant	1	Youth Officer - Sergeant	1
Sergeant	4	Police Officer	11
Police Officer	26	Police Officer - Part-Time	1
Detective-Sergeant	1	TOTAL SWORN	(16)
Investigator - (Plainclothes Patrolman)	3	Civilians -- Full-Time	2
TOTAL SWORN	(38)	Part-Time	1
Civilians -- Desk	2	TOTAL CIVILIANS	( 3)
Secretary	1		
Clerk	1	TOTAL	19
Clerk-Part-Time	2		
TOTAL CIVILIANS	( 6)		
TOTAL	44		

<u>GREECE</u> <sup>1</sup> Population 81,168		<u>IRONDEQUOIT</u> <sup>1</sup> Population 65,990	
<u>Position</u>		<u>Position</u>	
Commissioner - (Civilian)	1	Chief	1
Police Chief	1	Lieutenant	3
Lieutenant	4	Sergeant	4
Sergeant - Headquarters	1	Police Officer	33
Juvenile Sergeant	1	Detective Sergeant	2
Sergeants	6	Detective	1
Police Officers	36	Youth Officer	1
Detectives	4	Desk & Dispatch	3
Youth Officers	2	TOTAL SWORN	(48)
TOTAL SWORN	(55)	Civilians	2
Civilians -- Full-Time	4		
Part-Time	4	TOTAL	50
TOTAL CIVILIANS	9		
TOTAL	64		

<u>Position</u>		<u>Position</u>	
Sergeant - (Acting Chief)	1	Chief	1
Sergeant	1	Lieutenant	1
Police Officer	2	Sergeant	2
Officer - Part-Time	3	Detective Sergeant	1
TOTAL SWORN	( 7)	Police Officer	10
Civilian	1	Police Officer - Part-Time	3
		Youth Officer	1
TOTAL	8	TOTAL SWORN	(19)
		Civilians -- Full-Time	4
		Part-Time	3
		TOTAL CIVILIANS	( 7)
		TOTAL	26

WHEATLAND<sup>1</sup>  
Population 4,492

<u>Position</u>	
Chief	1
Police Officer	1
Police Officer - Part-Time	2
TOTAL SWORN	( 4)
(Civilians come through Town Budget)	-
TOTAL	4

<sup>1</sup> Population figures, 1973 estimates provided by Monroe County Planning Council.

TABLE A-2

Village Police Departments

October, 1973

<u>BROCKPORT</u> Population 8,888 <sup>1</sup>		<u>EAST ROCHESTER</u> Population 8,861 <sup>1</sup>	
<u>Position</u>		<u>Position</u>	
Chief	1	Chief	1
Police Officer	7	Lieutenant	2
Police Officer - Part-Time	5	Police Officer - Part-Time	6
TOTAL SWORN	(13)	Police Officer - Part-Time	4
Civilians	2	TOTAL SWORN	(13)
TOTAL	15	Civilians	1
		TOTAL	14

<u>FAIRPORT</u> Population 6,597 <sup>1</sup>	
<u>Position</u>	
Sergeant - (Acting Chief)	1
Sergeant	1
Police Officer	6
Police Officer - Part-Time	3
TOTAL SWORN	(11)
Civilians - Part-Time	1
TOTAL	12

<sup>1</sup> Population figures, 1973 estimates provided by Monroe County Planning Council.

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