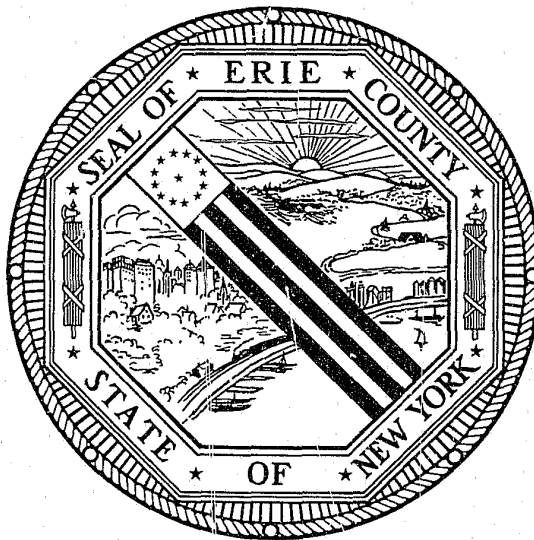


STAFF REPORT

1978



DEPARTMENT OF CENTRAL POLICE SERVICES

48040

Edward V. Regan
County Executive

Stanley M. Bolas
Commissioner

STAFF REPORT

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ACQUISITIONS

1978

CENTRAL POLICE SERVICES

EDWARD V. REGAN
COUNTY EXECUTIVE

STANLEY M. BOLAS
COMMISSIONER

Printed by

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County of Erie

EDWARD V. REGAN
COUNTY EXECUTIVE

March 1, 1978

PHONE-716-846-8525

The effectiveness of County Government is demonstrated through its response to the needs of both its citizens and the communities it serves.

Today, crime is a significant issue which must be dealt with on a regional as well as a community level. In creating the Department of Central Police Services, Erie County has taken the initiative in providing sophisticated and modern law enforcement technology to all police agencies in Erie County. By providing these technical services on a regional or county-wide basis, the county can benefit from economies of scale; impersonal services such as computerized information, communications, training, and laboratory provide localities with the best professional tools. Furthermore, each municipality retains local control over very personal services including local patrol and effective citizen contact within their local service jurisdictions.

This "two-tier" concept of government service delivery utilizes the county, city, town, and village governments to do what they are most capable of doing. It represents a very rational means of dealing with a significant community problem, crime and the public safety.

EDWARD V. REGAN
ERIE COUNTY EXECUTIVE

ACKNOWLEDGMENTS

A criminal justice system is successful only if it responds to the needs of and acceptance by its community.

Much credit is due to Erie County Executive Edward V. Regan for his untiring effort and firm belief in promoting the entire concept of Central Police Services.

The Erie County Legislature and its Public Safety Committee merit our gratitude for their continued support of Departmental undertakings.

Special recognition is in order for the Board of Trustees - Central Police Services, for their timely resolve of many intricate problems confronting an innovative system; for County Attorney Thaddeus Szymanski and Assistant County Attorney Ernest Norman for their legal expertise; and John Johnson, Director - Office of Criminal Justice Planning for his assistance in developing Federal Grants.

Compliments are also in order for the Erie County Chiefs of Police Association; Erie County Captains and Lieutenants Association; Western New York Police Association; Buffalo Police Department Inspectors and Captains Association; Buffalo Police Department Lieutenants Association; and the various PBA groups for their interest and support.

Primary consideration must be extended to the Central Police Services staff and employees, bonded for a common purpose, without whose devoted endeavors the timely attainment of projects would suffer.

Lastly, my sincere thanks to the dedication and research efforts of David Sterner, Communications Specialist, Central Police Services, making this report possible.

Nothing is more permanent than change. In that view this report is produced.

STANLEY M. BOLAS
COMMISSIONER

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Chapter I

INTRODUCTION

The many years of cumulative preparations made by a substantial number of dedicated and concerned police groups, citizens, and political leaders in Erie County, New York achieved their purpose on August 10, 1972 when Erie County Executive Edward V. Regan signed a local law into effect which created the Erie County Department of Central Police Services. Central Police Services was designed to provide centralized supportive services for the local police agencies in Erie County in the areas of law enforcement information and records, communications, training, and laboratory functions. Furthermore, the new agency was designed to receive financial support from both the county's tax base and from available federal grant funding under the United States Department of Justice, through the Law Enforcement Assistance Administration.

As much of the work which introduced the formation of the new agency furnishes insight into the concepts and rationale of the centralization of police services in Erie County, this report will attempt to present a basic overview on the environment in which Central Police Services functions; to cover the actual format involved in the implementation stages; to report on the development of Central Police Services as a county agency; and to offer an up-to-date survey of the Department's current functions.

Chapter II

HISTORICAL PERSPECTIVES ON POLICING

Because the mass media has devoted so much programming and reporting on police activities involving criminal investigations, apprehensions, and prosecutions, the notion that "real police work" consists entirely of identifying and apprehending criminals has become widely accepted. Police officers reflect their acceptance of it when they speak wishfully of the need to get back to doing the "basic" or "primary" police job. Citizens reveal such an attitude when they express concern that police officers spend too much time performing "nonpolice" functions.¹

However, the term "police" is more encompassing than most people assume. Webster's New Collegiate Dictionary defines police as:²

1 A: The internal organization or regulation of a political unit through exercise of governmental powers especially with respect to general comfort, health, morals, safety, or prosperity.

¹Sections reprinted from Police Consolidation Project, Multnomah County, Oregon, June 1974, pp. 27-34.

²Webster's New Collegiate Dictionary, (Springfield, Massachusetts: Merriam Co., 1973), p. 889.

B: Control and regulation of affairs affecting the general order and welfare of any unit or area.

C: The system of laws for effecting such control.

2 A: The department of government concerned primarily with maintenance of public order, safety, and health and enforcement of laws and possessing executive, judicial, and legislative powers.

B: The department of government charged with prevention, detection, and prosecution of public nuisances and crimes.

The known history of policing focuses on Western Countries.¹ Greece and Rome were the first countries to separate the police from military functions. These first established units were organized along military lines and given a broad range of responsibilities including fire-fighting and the protection of the political faction in power. Continental European police followed the same general model. The French police were established as part of the judicial system and organized along military lines. Early French police, although organized in military type units, were assigned to specific "communities" and each officer was charged with maintaining sufficient surveillance of all residents in his area to ensure that no insurrection could occur unexpectedly. As a part of this responsibility, each police officer maintained elaborate records on every person in his community.

¹See A. C. Germann, et al, Introduction To Law Enforcement (Springfield: Charles Thomas, 1970); Raymond Fosdick, American Police Systems (New York: Century Co., 1920); Raymond Fosdick, Emporia Police Systems (New York: Century Co., 1916); Melville Lee, A History of Police in England (London: Methuen and Co., 1901); and Charles Reith, British Police and the Democratic Ideal (London: Oxford University Press, 1943).

German police organizations were similar to those of the French except they were organized as an administrative rather than a judicial agency. German efforts eventually resulted in the establishment of a national identification system in which each citizen and visitor was required to have an identification card. Both German and French police were tied to a philosophy of, first, serving government and, second, serving private citizens.

The English took a different approach in organizing their police system. Paid, full-time police units were too expensive for the English, so their initial police system required mutual responsibility of citizens. Every Englishman was responsible not only for his own actions, but also for those of his neighbors. It was each citizen's duty to render assistance in the apprehension of law violators. When apprehensions were made, the Crown paid the responsible parties a reward. However, if citizens failed to apprehend a lawbreaker, they were fined.

In fulfilling their mutual responsibility, many citizens and organizations began to pool resources and establish private police units. In the early eighteenth century, the Bow Street Runners were organized as the first full-time governmental police in England. However, these officers were given only very limited jurisdiction to arrest those law violators who were not apprehended by citizens. The English have consistently maintained that a policeman is merely someone who is paid to devote full time to performing functions that all citizens are obligated to perform without pay. Interestingly enough, English police to this day argue that they do not want to be considered "professional" because they are merely citizens in the service of their fellow citizens.

Sir Robert Peel supported the organization of the police

system that was eventually modified and adopted by the communities in the northeastern United States. This system was based on an elaborate study that contained specific assumptions about how a police system should be arranged to insure its commitment to citizens. These assumptions or principles defined, in essence, a "role" for police. They are:¹

1. The basic mission for which the police exist is to prevent crime and disorder as an alternative to the repression of crime and disorder by military force and severity of legal punishment.
2. The ability of the police to perform their duties is dependent upon public approval of police existence, actions, behavior, and the ability of the police to secure and maintain public respect.
3. The police must secure the willing cooperation of the public in voluntary observance of the law to be able to secure and maintain public respect.
4. The degree of voluntary public cooperation diminishes, proportionately, the necessity for the use of physical force and compulsion in achieving police objectives.
5. The police seek and preserve public favor, not by catering to public opinion, but by constantly demonstrating absolutely impartial service to the law, independence of policy without regard to the justice or injustice of the substance of individual laws; by ready offering of individual service and friendship to all members of the society without regard to their race and social standing; by ready exercise of courtesy and friendly good humor; and by ready offering of individual sacrifice in protecting and preserving life.
6. The police should use physical force to the extent necessary to secure observance of the law or to restore order only when the exercise of persuasion, advice, and warning is found to be insuf-

¹Melville Lee.

ficient to achieve police objectives, and police should use only the minimum of physical force which is necessary on any particular occasion for achieving a police objective.

7. The police at all times should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and that the public are the police; the police are the only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interest of community welfare.

8. The police should always direct their actions toward their functions and never appear to usurp the powers of the judiciary by avenging individuals or the state, or authoritatively judging guilt or punishing the guilty.

9. The test of police efficiency is the absence of crime and disorder, not the visible evidence of police action in dealing with them.

Early American police were organized in a variety of ways depending on whether the majority of people in a given area were originally from continental Europe or the British Isles. The police in the Louisiana region were organized along the lines of the police of France. They were highly militaristic and worked in "squads" out of barracks. They were responsible for keeping records on all slaves and houses of prostitution. Movement of slaves had to be cleared through local police. Police issued identification cards to slaves; and they checked passes, enforced curfews, and at the direction of a slave owner, officers were legally required to administer punishments. In fact, this apparently was one of the few direct services these early police offered to individuals in their jurisdictions. They enforced the law solely in the interest of people controlling their government.

In those parts of early America where the settlers were from England, the police were basically watchmen who were ob-

tained by conscription. These watchmen had broad responsibilities in the area of community service.¹ They served as the timekeepers of the community continuously calling out the time as they moved about the urban areas at night and waking travelers in the early morning. They were required to sweep the streets and repair holes. In the middle nineteenth century, the New York City Police demonstrated in opposition to their obligation for cleaning horse droppings from the public streets. These officers were not expected to play a major role in law enforcement; in fact, they were equipped with rattles to frighten off potential law violators. When they encountered a crime, they simply alerted other citizens who shared the responsibility for apprehensions. This tradition of community service was expanded across the country as Easterners moved westward.

The westward expansion of the country posed special law enforcement problems. Formal policing was not available, and citizens banded together to protect lives and property. Four types of law enforcement evolved at this point - extralegal, citizen police, formal police, legal citizen police, and para-police. Vigilance committees were first organized in California by citizen volunteers to patrol towns. Most were not lynch mobs but honest men who were forced to utilize collective action to protect their communities. Settlements in Arizona, Colorado, Montana, and Nevada resorted to this form of policing.

Although the United States was making great strides in transportation and communication, and industrial and port cities were emerging, American law enforcement personnel were still using 17th century police methods in a 19th century setting. The immediate government response to law enforcement problems in the mid-19th century was to add numbers to the watch and to

¹Jack E. Whitehouse, "Historical Perspectives on Police Community Service Function," Journal of Public Science and Administration, Vol. 1, no. 1 (Chicago: Northwestern University, 1973).

continue essentially as before. By and large, reform came as responses to specific problems in specific communities.

At the end of the 19th century, police officials began to collectively solve their common problems. In 1871, 112 police officials gathered to discuss the increase in crime and other concerns of the day. Twenty-two years later, the National Chiefs of Police Union was created. In 1902 the group changed its name to the International Association of Chiefs of Police (IACP) - the name that it bears today. Its first major contribution was to establish a central clearinghouse for criminal identification records. Later it was converted to a fingerprint repository, which any city could use by paying an annual fee. The IACP evolved as an innovative law enforcement institution that has worked to professionalize the American police service.

Concurrent with these developments, during the late 19th century there existed a trial-and-error period as New York City and other cities experimented with various improved police administrative systems. The bipartisan board, the commission government plan, and the unified administrative leadership plans were tried.

The bipartisan board, with Republican and Democratic representatives, was an admission that politics would never be completely eliminated from police management. In reality, the political influence was compounded and both parties frequently teamed to thwart aggressive law enforcement.

The commission government system integrated the legislative and executive powers in a small commission elected by popular vote. This concept entailed the designation of one member to serve as commissioner of public safety with authority over police and fire operations, enforcement of building codes, and health and welfare services.

These efforts were followed by a system of single executive control. One person was appointed by the city's ruling body to head the police department in a system of unified administrative leadership.

The drive for municipal police administration reform was furthered by the Federal Government's passage of the Pendleton Act of 1883. That civil service law ended 75 years of the spoils system by classifying a number of Federal jobs as open to applicants chosen through competitive examinations. Although the law did not apply to municipalities, it did set a precedent for civil service standards. Many communities, encouraged by the Federal success with the law, adapted it to their own local governmental systems.

The biggest police problem of the post-World War I era was Prohibition. Policemen either tried to enforce what quickly came to be an unenforceable law or looked the other way as America engaged in socially acceptable conduct. Police officers during this time were generally underpaid, ill-trained and poorly equipped. Opportunities for corruption were plentiful. Prohibition accelerated the rise in crime as underworld empires built on bootlegging flourished.

As a result, many communities in search of remedies created ad hoc commissions to study the police problem and sometimes crime and the criminal justice system. In 1929 President Herbert Hoover named the 11 member National Commission on Law Observance and Enforcement, whose chairman was former Attorney General George W. Wickersham. In 1931 the commission concluded a comprehensive study which said, among other things, that Prohibition was unenforceable.

The commission made major recommendations about police administration. It said police department commanders should be selected according to their competence; patrolmen should

meet intelligence and physical requirements; salaries should support a decent living level; adequate training, communications systems, record keeping systems and supportive modern technological tools are necessary; State bureaus of investigation and information should be established.

For the first time in American history, law enforcement agencies had a set of guidelines for reform efforts and technological improvements. Although no massive wave of reform followed the publication of the Wickersham Commission report, there were gradual changes. Police departments moved to minimize political pressure, modern crime laboratories were developed and the police adopted the two-way radio for law enforcement use.

Police education and training went through a boom period during the 1930's as nearly every State organized a State police force. These new agencies led the way in implementing professional training programs for their personnel. The FBI created the National Academy for training local police officers in 1935. The Wichita, Kansas, Police Department under Chief O.W. Wilson created the first cadet program. Students worked for pay in the department while pursuing their studies. Michigan State College established a four-year program leading to a bachelor of science degree in police administration.

The Depression led to positive changes for the police. Because millions were jobless, police agencies had their pick of manpower and persons who had never considered policing as a career filled municipal departments. Many of these well educated young people became prominent in the somewhat rapid professionalization of the police throughout the nation.

The Works Progress Administration program, which employed large numbers of people in response to the Depression, also helped improve conditions for law enforcement agencies by

building new police stations, jail facilities, police academies and laboratory facilities that otherwise might not have been built until years later.

Since World War II there has been an explosion in technology, especially in electronics, medicine, optics, pharmacology, chemistry and systems analysis. Historically, the police have been reactive to technology - that is, they have not been the innovator but rather the borrower of technology developed in other fields. This trend continued in the 1950's and 1960's. It accelerated in the 1970's after Congress established the Law Enforcement Assistance Administration (LEAA) and gave it the task of facilitating the transfer of technology to the criminal justice system from other disciplines.

In 1968, when LEAA was established, the most casual observer could see that the adaptation of technology to the State and local criminal justice systems was, at best, mixed. Many large police departments were making use of certain new equipment and techniques. However, many police departmental systems looked and operated the same way they had for the past thirty years - only the personnel had changed over the years.

In 1964, only one city in the United States, St. Louis, had a police computer system. No computerized information system for law enforcement existed then at the State or national level. By 1968, 10 States had State-level criminal justice computerized information systems, as did more than 50 cities. At the national level, the FBI's computerized National Crime Information Center (NCIC) began operating in January, 1967. It makes possible the rapid collection and retrieval of data

about persons wanted for crimes or about identifiable items of stolen property such as weapons, airplanes or automobiles from anywhere in the 50 states.

The LEAA - funded Project SEARCH found that by 1972 there were some 400 criminal justice computerized information systems in operation across the country, 46 percent of which were at the State level and 54 percent at the local level. Of these systems, 41 percent served law enforcement agencies, 17 percent courts, 8 percent other criminal justice agencies and 28 percent a combination of agencies.

Also in operation by 1972 was the National Law Enforcement Telecommunications System (NLETS), making possible teletype communications between all States except Alaska and Hawaii. By 1975 NLETS had been upgraded so that more rapid telecommunications, from computer to computer, were possible between the States. Today, 37 States now operate comprehensive information systems at the State level. In addition, it is estimated that at least 95 percent of the nation's metropolitan areas now utilize computers in law enforcement.

In the near future, many more functions in law enforcement and criminal justice will be affected by the technological revolution. At the Third National Symposium on Law Enforcement and Technology, in 1970, Charles E. Moylan, a Maryland State attorney, described the technological transformation undergone by metropolitan police departments as "a miracle". He added:

"Local training academies now rival the FBI's. Attractive career salaries are luring college graduates in the ranks. Computerized record keeping and space age communications complement complete vehicular mobility, elaborate psychological testing, continuing in-service training and nationwide recruiting

drives for top salaried executive officers. The miracle, of course, costs millions, but millions were no object to a public and its legislative representatives terrified of crime in the streets."¹

¹Sections reprinted from Two Hundred Years of American Criminal Justice, Law Enforcement Assistance Administration (Washington, D.C., 1976); Bopp, William J. and Schultz, Donald O. A Short History of American Law Enforcement, (Springfield, Illinois: Charles C. Thomas, 1972); Wickersham, George W., Chairman, National Commission on Law Observance and Enforcement. No. 14 Report on Police (Montclair, N.J.: Patterson Smith Publishing Corp., 1968); Proceedings of the 3rd National Symposium on Law Enforcement Science and Technology, S.I. Cohen and W.B. McMahon (eds.) (Washington, D.C.:Port City Press, 1969).

Chapter III

ENVIRONMENT

In an attempt to best present the creation of the Erie County Department of Central Police Services, this report will now proceed to allow the reader to become acquainted with some of the conditions unique to the environment in which the Department was created and presently functions.

Description of Erie County

Erie County is situated at the western end of New York State, bounded on the West by Lake Erie and the Niagara River, on the North by Niagara County, on the East by Genesee and Wyoming Counties, and on the South by Cattaraugus County. Erie County has a land area of 1,054 square miles and with 1,113,491 people (1970 Census), has a population density of 1,056 per square mile. In terms of population, Erie County ranks as the 18th largest county in the U. S.

The City of Buffalo is the hub of Erie County. With a population of 463,768 (1970 Census), Buffalo is the second largest city in New York State and 31st in the nation. The metropolitan Buffalo Area, including Erie County, is the largest industrial and commercial center in upstate New York. Its favorable location with respect to transportation facilities, a plentiful supply of skilled labor, ample low cost

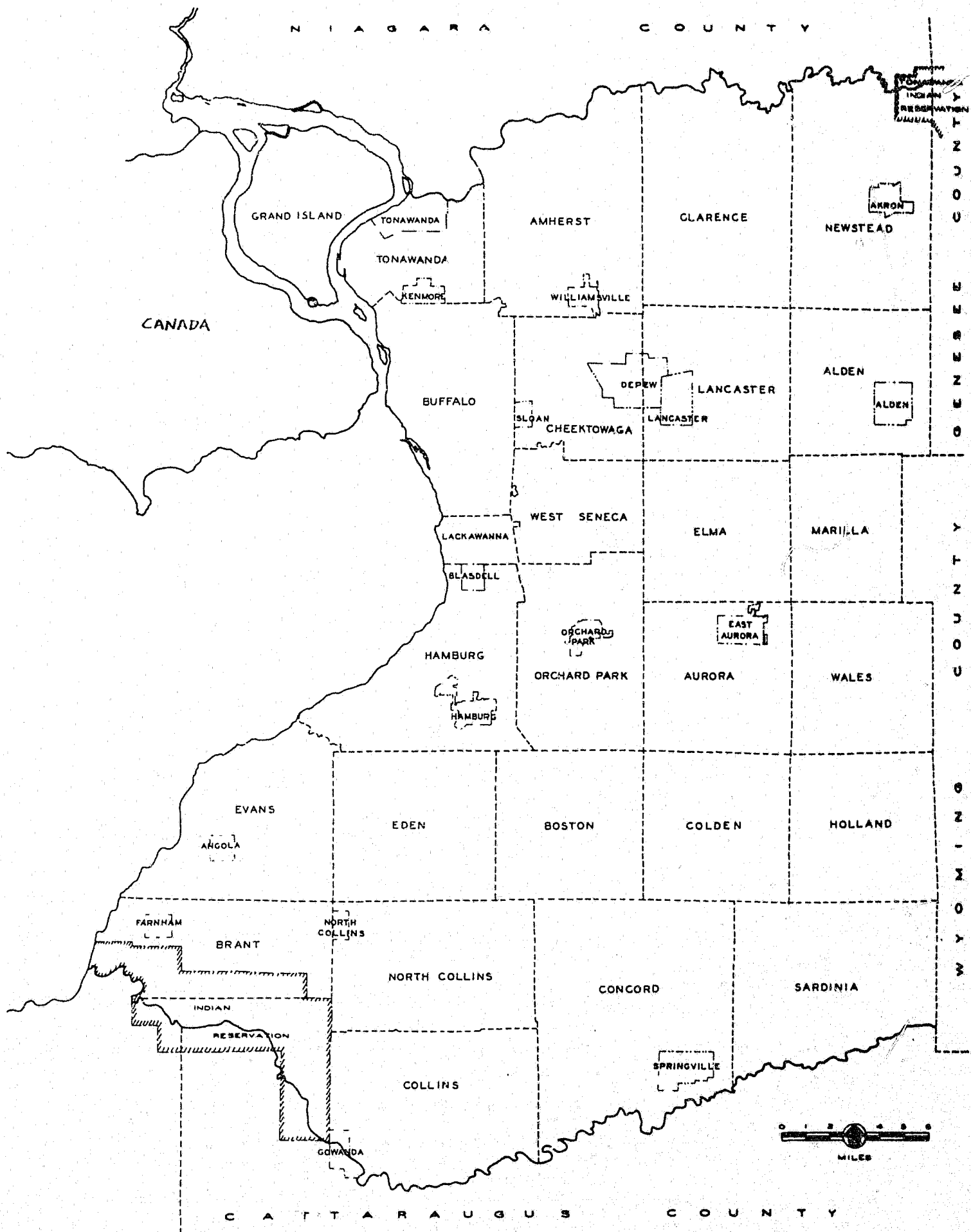
electric power, and ready access to markets in the Northwest, Midwest, and Canada have all contributed to the area's economic development.

Buffalo is an inland ocean port, accessible to world markets. It handles an annual average of 16,000,000 tons valued at more than \$1 billion. Seven railroads provide passenger and freight services to the area. Jet services are provided by four airlines. A comprehensive network of federal, state, and county highways and expressways makes the County a major motor transport center.

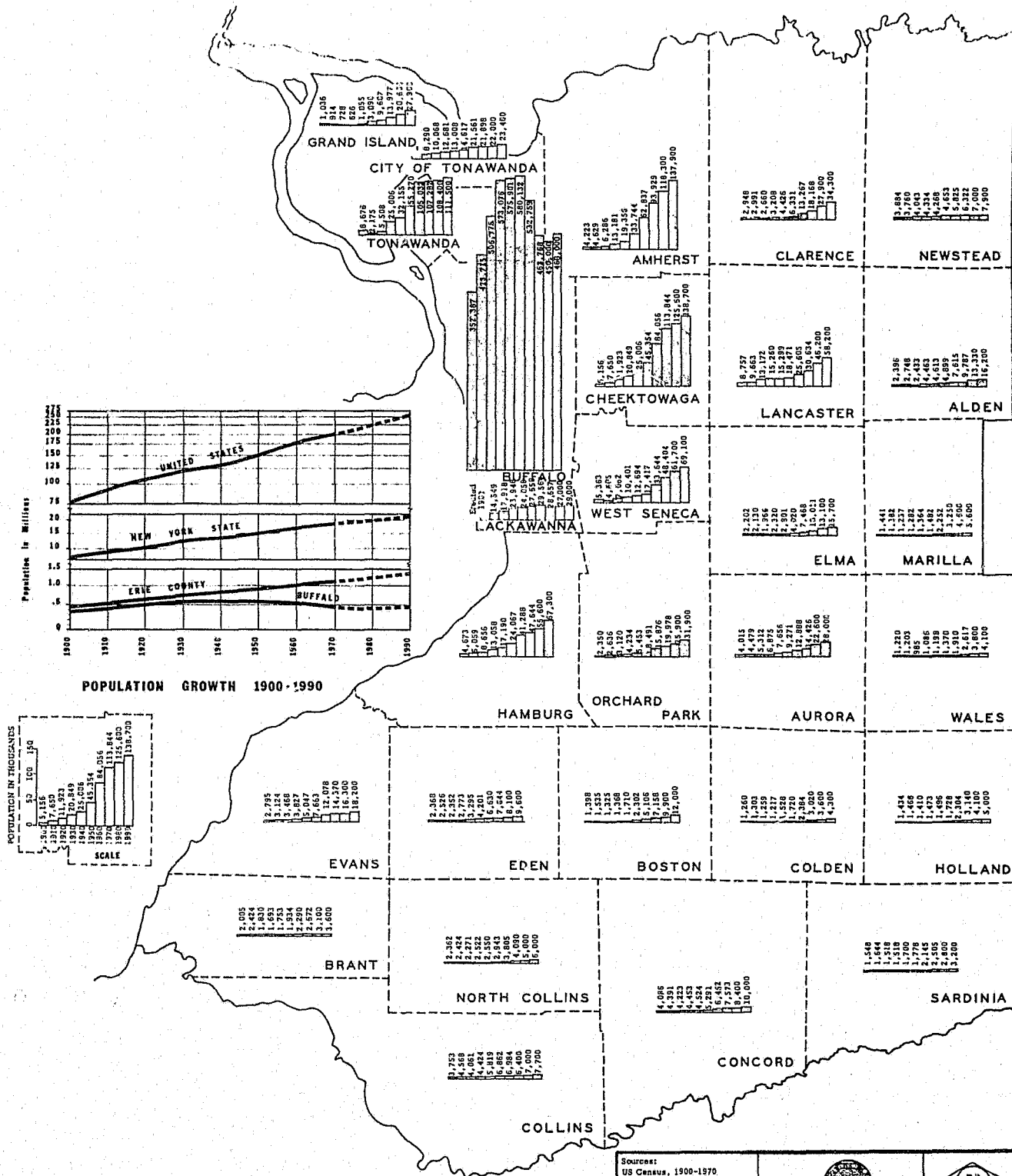
Fine public, private, vocational and technical schools, colleges, and universities offer quality educational opportunities. Erie County is home to a dozen institutions of higher education. The State University of New York at Buffalo has under construction an expansion program of over \$650 million which, when completed, will become the largest in the country.

Research and development orientated, Erie County is fast becoming one of the nation's leading atomic energy "frontiers". The County has more than 150 private, commercial, or institutional research laboratories, employing well over 11,000 people.

Demographically, the County can be divided into two areas, urban and suburban. The urban area is characterized by a high density of population and by high development for residential and commercial purposes. The non-urban area is more sparsely settled, and is used largely for agricultural and recreational purposes. Erie County has 222,215 acres devoted to farmland with a product value of \$42.4 million on an annual basis. The County has eight county parks comprising over 3,000 acres and the State maintains four parks with over 1,600 acres within the County.



ERIE COUNTY POPULATION 1900-1990



Sources:
US Census, 1900-1970
Projections:
County - CAL Study of 1968 for
1980-1990; also Erie County
Planning Department
National and State - NYS Dept.
of Commerce

ERIE COUNTY
DEPARTMENT OF PLANNING
Edward V. Regan, County Executive
Ralph M. Barnes, Acting Commissioner

0 1 2 3
SCALE IN MILES
JULY 1972

The following data facilitates the description of Erie County.....¹

Population Groupings: --

Males all ages	533,104	Females all ages	580,387
18 & under	161,364	18 & under	154,844
65 & over	45,873	65 & over	66,783

Governmental Entities: --

3 Cities, 16 Incorporated Villages and 25 Towns

Employment, Residence & Income: --

Male employed	277,639
Female employed	165,228
Households	346,374
Personal Income	\$ 5,346,397,000
Per Capita Personal Income	\$ 4,279

Land Use In acres: --

Residential	41,255	Agriculture	222,215
Commercial	5,055	Transportation	32,843
Industrial	4,583	Miscellaneous	19,925
Public	6,279	Vacant	314,318
Parks & Recreation	11,618		

The 1978 total budget for Erie County is \$420,349,001.00, including a capital expenditure budget of \$29,336,095.00.

Highlights of Local History

While the Buffalo area today holds an important position in the economy and life of New York State, the Middle Atlantic States and the United States itself, its rise to prominence has a long and involved history.

¹Initial OEDP Report for the County of Erie, New York,
prepared by the Erie County Director of Federal and State
Aid Programs, July 1972.

The historical narrative of Erie County begins during the middle part of the sixteenth century, when French missionaries and fur trappers explored and effected the early economy of what is today Western New York State and Southern Ontario. After the British defeat of the French at Fort Niagara in 1759, British measures were generally effective in preserving order among the Indians and early settlers of the Niagara Frontier. During the American Revolution, the British and their Indian allies were successful in holding the area, however, the Treaty of Paris in 1783 ended the British rule of the territory on the American side of the Niagara River.

In the year 1790, the Holland Land Company purchased four large tracts of land in Western New York and Joseph Ellicott, surveyor for the company, drew up a plan for a town on the Buffalo Creek called New Amsterdam, whose name was shortly thereafter changed to Buffalo.

The Niagara Frontier, in particular Buffalo and the Erie County area, was a decisive area in the War of 1812. With troops of both armies intermittently crossing into enemy territory, with frequent battles nearby, the entire section was subject to constant alarm. Many ships were converted to war time use in what is now the "Black Rock" section of the City of Buffalo. Before peace could be secured, the Village of Buffalo was burned by the British in 1813, and it was with the rebuilding in 1814 that the history of modern Buffalo and Erie County really began.

Other early settlements were established in the area during the period of 1800 - 1820. They eventually became the villages of Williamsville, East Aurora, Orchard Park, and Hamburg. Together with the Village of Buffalo, these early settlements developed a thriving agricultural economy, and upon the completion of the Erie Canals in 1825, the Buf-

falo area began to assume its role as Western New York's premier center of trade, shipping, and industry.

Buffalo was chartered as a City on May 28, 1832. Between 1814 and 1832, the character of Buffalo was being molded. The completion of the Buffalo harbor and the opening of the Erie Canal brought an influx of settlers to handle the commerce coming and going from the City, and to serve the needs of the local residents, the functions of the City became more definite, as a fire company, police protection, courts, and schools were established. Service trades and manufacturers, producing needed plows, milling wheat, repairing ships, preparing lumber for ship and home building, factory construction, etc. became important. Immigrants from the eastern portion of the country began passing through Buffalo on their way to the midwest and west, and many stayed to prosper in the Buffalo area.

Between 1820 and 1830 the population tripled, rising from 2,095 to 7,668. By 1840, when flour milling became of prime importance to service the grain imported from the prairie west, with traffic on the Erie Canal increased, with the allied productive and service industries growing to meet these needs, the population increased by over one-hundred percent to 18,213.

The decade from 1840 to 1850 was another phenomenal growth period for the City, the population again increasing by more than one-hundred percent to 42,261 in 1850. Growth factors in the period were many: The continued success of the port and the Erie Canal; the development of the first steam - operated grain elevator, which made Buffalo and its port of prime importance in the import and milling of grains; the development of the coal producing industry in Pennsylvania with resultant processing and shipping through Buffalo; and the first stirrings of the steel industry which resulted in the opening of a rolling mill.

From 1850 onward, Buffalo's growth patterns were fairly normal. As immigrants from Europe brought workers for the expanding plants of the City, they also were instrumental in developing the area as a cultural center.

The one exception to the normal growth pattern which began after 1850, was in the decade between 1880 and 1890, when the first open-hearth steel process for steel castings was put into operation, iron production became a large part of the industrial pattern, and crude oil refining and the accompanying coal and tar dye industry became major factors in the area's economy. This enhancement of the area's economic base created a major population expansion.

The City's population did not increase during the decade from 1910 to 1920 in a manner which would reflect the great tide of immigration which entered New York Harbor during that period and which spread itself throughout the land. Surprisingly enough, Buffalo's greatest population gains were made in the middle and late 1800's, and reflected the tide of immigration from Germany, Ireland, and Italy, which, although considerably smaller than that of the early decades from Eastern Europe, had left a lasting influence on the City. The earliest settlers of the City in addition to English, Negroes, and American-born easterners were foreign-born, the French and German coming to the area in the early 1800's, and the Irish primarily in the 1830's. Other major ethnic groups followed, principally the Italians in the late 1880's and the Poles in the mid 1800's.

The settlement of ethnic groups reflects, to some degree, the attractiveness of Buffalo and the surrounding area as a major industrial city which offered the promise of homes and jobs with the rapidly expanding economy.

The growth of Erie County can be associated with three principal factors:

1. Its location on Lake Erie with the accompanying port facilities;
2. The availability of power from Niagara Falls, and
3. The availability of a skilled labor supply.

The period from 1900 onward was to see the consolidation of many of the smaller industries in the community into large manufacturing complexes. Although automobiles are no longer manufactured in the area, component industries producing parts for autos today are a large and integral part of the local manufacturing scene.

The many flour and milling plants were to be consolidated as the larger manufacturers came to the area; in particular the Pillsbury Mills and General Mills. The iron and steel industry was mostly to come under the influence of the Bethlehem Steel Corporation, and the manufacture of cement was to rise to prominence in the twentieth century as well.

During the twentieth century, the importance of Buffalo as a port serving the midwest, as a port of entry from Canada, and as a great transfer center for the railroads has become an accepted fact. Buffalo is one of the greatest grain storage centers in the Nation, and the principal part of entry of Canadian goods in this Country. The diversification of industry which has been dictated by our modern economy has influenced Buffalo, but its influence has been felt predominantly outside the City limits. While modern techniques have dictated the consolidation of Buffalo's industries within the City, the newer industries, such as aerospace and electronics, have moved throughout the County, where they are expanding at a rapid rate. As in the past, abundant power, good transportation, a large skilled labor pool, and superior education and

training facilities are proving to be valuable assets in Erie County's progress.¹

Crime Problems In Erie County

An alarming increase in the overall crime rate far exceeding the per capita figures of preceeding years, an increase in unsolved property crimes that has plagued all segments of the community, and the tragic exposure of the true extent of juvenile crime have all joined to force both public groups and police officials to analyze police structures, programs, and goals.² All aspects of police activity have been studied extensively. The requirements for training, equipment, and improved techniques have all been re-evaluated and are being updated. Projections of anticipated problems and an attempt at preventative law enforcement are constantly being given more emphasis.

The goals of all these studies is to assist the police agencies in formulating the changes needed to make it able to meet the needs of the community it serves.

In Erie County, the analysis of crime shows that, as in most communities in the Country, criminal activity is no longer the problem of the core of the large urban centers. Affluence, mobility, and a combination of existing business expansion and the formation of new enterprises have resulted in large numbers of people taking up residence in high density and medium density communities outside of the central city area. The criminal

¹Erie County Planning Division, "Overall Economic Development Program", August 1964. pp. 12-24.

Wm. Chazanof, "Buffalo In Her Formative Years", from Courier Express, April 6, 1975.

²"Crime In The U. S.", Uniform Crime Reports 1969, FBI, (Washington, D.C., 1969).

element has expanded their field of activity to prey upon these newer communities. It has become clear that criminal activity consistently crosses community lines. In fact, police involvements have repeatedly turned up the fact that an individual criminal considers it essential to his success that he operate in many different communities to minimize the chances of detection. The police effort against this traveling criminal is hampered by its traditional segmented approach to crime fighting. C. P. Leonard examined this approach in "Police Organization and Management" and underscores the harm done by each department maintaining an almost fierce independence. He states that "this lack of communication hampers intelligence reports and makes it more difficult to recognize and apprehend the professional criminal."¹

The following table examines the statistical analysis of the crime problem in Erie County, broken down to compare the major population centers within the County.....

¹C. P. Leonard, Police Organization and Management, p. 43 included in the report "A Merger To Promote Professionalism" by Thomas Fowler, p. 5.

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PART I OFFENSES REPORTED/KNOWN TO POLICE
ERIE COUNTY
BY AGENCY

AGENCY	MURDER	RAPE	ROBBERY	AGGRAVATED ASSUALT	BURGLARY	LARCENY	MOTOR VEHICLE THEFT	TOTAL	CRIME RATE PER 1,000
Sheriff - Erie County	0	7	10	57	476	1315	170	2035	
Erie County (SP)	1	9	21	25	501	648	92	1297	
Buffalo City PD	55	202	1937	898	8448	13871	4530	29941	71.0
Lackawanna City PD	0	1	69	51	407	619	192	1339	48.3
Tonawanda City PD	0	0	3	8	186	553	47	797	37.2
Kenmore Village PD	1	0	6	7	180	466	50	710	34.7
Alden Village PD	0	0	1	0	6	28	1	36	13.9
Depew Village PD	0	4	9	13	207	527	62	822	30.8
Sloan Village PD	0	0	5	3	46	61	11	126	24.8
Gowanda Village PD	0	0	0	2	11	18	9	40	12.9
Springville Village PD	0	0	2	9	29	134	16	190	45.7
Angola Village PD	0	0	0	0	17	67	4	88	33.7
Blasdell Village PD	0	1	1	0	26	93	7	128	32.7
Hamburg Village PD	0	0	4	5	107	319	22	457	41.2
Lancaster Village PD	0	2	7	8	128	334	11	490	37.5
Akron Village PD	0	0	0	0	0	0	0	0	0.0
Amherst Town PD	0	6	50	17	579	1846	236	2734	29.8
Aurora T & E Aurora Vil PD	0	0	3	0	102	316	22	443	33.2
Brant Town PD	0	0	0	1	1	3	0	5	1.9
Cheektowaga Town PD	0	8	74	33	977	2836	404	4332	33.3
Orchard Park Town PD	0	2	1	6	140	690	28	867	35.5
Eden Town PD	0	0	0	2	46	129	11	188	25.2

(continued on next page)

<u>AGENCY</u>	<u>MURDER</u>	<u>RAPE</u>	<u>ROBBERY</u>	<u>AGGRAVATED ASSUALT</u>	<u>BURGLARY</u>	<u>LARCENY</u>	<u>MOTOR VEHICLE THEFT</u>	<u>TOTAL</u>	<u>CRIME RATE PER 1,000</u>
Evans Town PD	0	2	3	7	339	457	45	853	60.0
Hamburg Town PD	2	1	19	33	346	1111	126	1638	49.0
Lancaster Town PD	0	2	1	2	74	268	25	372	40.1
Tonawanda Town PD	0	5	30	4	619	1909	200	2767	32.2
West Seneca Town PD	1	0	33	53	377	1401	206	2071	39.2
County Total	60	252	2289	1344	14402	30304	6529	55180	50.0
Crime Rate Per 100,000	5.4	22.5	204.4	120.0	2585.8	2705.5	582.9	4926.3	

Source: New York State Division of Criminal Justice Services - 1976 Annual Report (New York, New York)

Policing In Erie County

The scope of policing in Erie County can best be presented in terms of demography. Including the Erie County Sheriff's Department, which serves the entire county, there are 26 police agencies serving Erie County. Each of the three cities, eleven of the towns, and eleven of the villages in the County have police departments serving their individual localities.

The Buffalo Police Department is the largest individual police force in Erie County and is governed by Article 12 of the Buffalo City Charter. The Commissioner is appointed by the mayor subject to confirmation by the Common Council.

(Secs. 220,221.)

Section 223 of the Buffalo City Charter reads as follows:

"Duties and Powers of Department. The department of police shall be charged with the power and duty to preserve peace and good order in the City, to prevent so far as possible violations of law, to detect and apprehend all persons violating the law, to protect the rights of persons and property and to safeguard the public health."

Chapter 10 of the Lackawanna City Charter establishes a Department of Public Safety headed by a director. (Sec. 10.1) Within the department is a Division of Police headed by a chief of police. (Sec. 10.2) The division shall: "preserve the public peace, prevent crime, detect and arrest offenders against the penal laws and ordinances effective within the City. (Sec 10.2A) The director and chief of police are appointed by the mayor. (See 4.3E)."

The City of Tonawanda Police Department is governed by the provisions of Title XIX of the Tonawanda City Charter. The department is under the direction and supervision of the

City Council. (Sec. 1) The chief is appointed by the Council (Sec. 3) The members have the authority of a constable at common law (Sec. 5).

Section 20A, Town Law, provides that every town of the first class (10,000 or more population; 13 such in Erie County) shall have as many town policemen as the town board may determine necessary. In any town which is part of a county police district, the town board may appoint civil officers with the powers of civil constables, unsalaried but compensated by fees. Section 20B provides that every town of the second class (less than 10,000 population; 12 such in Erie County), if there be no police department, shall have as many constables as the town board may determine.¹

According to Village Law, the village board of trustees may, by resolution, establish a police department in such village and appoint personnel as may be needed and fix their compensation. A village which establishes or has established a police department is required to appoint a chief of police. Appointees must have passed a civil service exam and be on an eligible list. (Sec. 8-800) The policemen so appointed shall have all the powers and be subject to the duties and liabilities of town constables serving process in any civil action or proceeding. (Sec. 8-802)²

The following table lists the 26 police agencies in Erie County and identifies the size and jurisdiction of each individual agency.

¹McKinney's Consolidated Laws of New York, Book 61, Town Law.

²McKinney's, Book 63, Village Law.

POLICE AGENCIES IN ERIE COUNTY, NEW YORK

AGENCY	POPULATION SERVED	POLICE PERSONNEL			VEHICLES		
		FULL TIME	PART TIME	TOTAL	CARS	CYCLES	TOTA
AKRON	2,863	2		2	1		1
ALDEN	2,647	3		3	1		1
AMHERST	107,307	140		140	26	2	28
ANGOLA	2,685	4	6	10	2		2
BLASDELL	3,910	6	7	13	2		2
BRANT	2,672	1	6	7	2		2
CHEEKTOWAGA	100,169	138		138	26	7	33
DEPEW	22,158	32		32	6		6
E. AURORA/AURORA	14,356	14		14	6		6
EDEN	7,644	4	2	6	4		4
EVANS	13,069	17	8	25	10		10
GOWANDA	3,100	6	4	10	2		2
T/HAMBURG	37,507	50		50	10	1	11
V/HAMBURG	11,381	18		18	5		5
KENMORE	20,980	30		30	7	2	9

POLICE AGENCIES IN ERIE COUNTY, NEW YORK

AGENCY	POPULATION SERVED	POLICE PERSONNEL			VEHICLES		
		FULL TIME	PART TIME	TOTAL	CARS	CYCLES	TOTAL
LACKAWANNA	28,393	75		75	12	5	17
T/LANCASTER	9,197	20		20	5		5
V/LANCASTER	13,365	16		16	4		4
ORCHARD PARK	24,562	25		25	6		6
SLOAN	5,216	6		6	2		2
SPRINGVILLE	4,328	7		7	5		5
C/TONAWANDA	21,581	37		37	10	1	11
T/TONAWANDA	87,123	118		118	26	1	27
WEST SENECA	53,525	65		65	13	1	14
CITY OF BUFFALO	462,768	1,070		1,070	227		
SHERIFF'S	96,774	93*		93*	27	8	35
TOTALS	1,113,491	1,997	33	2,030	447	28	475

SOURCE: Department of Central Police Services, Communications Division; Survey January, 1978.

* Road Deputies only, including special squads & detectives

Chapter IV

PLANNING STAGES

In November 1968, the people of Erie County defeated a referendum for the creation of a County-wide metropolitan police department. The referendum did not receive a "triple majority" of the voters as required under the state constitution.¹

Citizen's Committee On Intermunicipal Affairs

Following the defeat of this referendum, efforts for establishing a bureau of centralized services for the 26 police agencies in Erie County were immediately begun. The imperative urgency for central services for police agencies had been cited in the reports by the Chamber of Commerce Citizens Committee on Intermunicipal Affairs and its subcommittee on law enforcement (the subcommittee had recommended a county-wide police force and the ensuing referendum).

Initially, the subcommittee was given the tasks of (1) analyzing the police services in the county; (2) exploring

¹Excerpts from George A Lankes, "Central Services for Police", Journal of Police Science and Administration, Northwestern University School of Law, 1974, pp. 66-76.

the relationships among the various agencies providing police services on the municipal, county, and state levels; and, (3) recommending any changes in the police services in the county necessary to produce the best law enforcement capabilities.

In its report, the subcommittee proposed the creation of a County-wide police force containing a central Services division. The central services were defined as including but not necessarily limited to the following:¹

- Communications
- Records
- Identification
- Data Management
- Police Laboratory
- Recruitment, selection and standards
- Training
- Central Administration Services
- Investigation and special squads

Chamber of Commerce Committee

At this same point in time, the President's Commission on Law Enforcement and the Administration of Justice had recommended a centralization of police services as a solution to the problem of fragmentation which exists among local police agencies:²

"Each metropolitan area and each county should take action toward the pooling or consolidation of police services through the particular techniques that will provide the most satisfactory law enforcement service and protection at the lowest possible cost."

In May 1968, the Buffalo Area Chamber of Commerce,

¹Chamber of Commerce Citizens Committee on Intermunicipal Affairs, "Consolidation of Police Services in Erie County, New York", (Buffalo, July 12, 1968) pp. 54-55.

²President's Commission on Law Enforcement and Administration of Justice, "The Challenge of Crime in a Free Society" (Washington: Government Printing Office, 1967), p. 123.

through its Crime and Law Enforcement Committee, reiterated the need for centralized police services in Erie County. In its study, the committee cited the "Task Force Report: The Police" by the President's Commission, which stresses the areas that can most readily be coordinated and consolidated:

1. Staff services (recruitment selection, training and planning); and
2. Auxiliary services (records, communications, crime laboratory and detention)

The Chamber of Commerce report presented the following conclusions.¹

"It is, therefore, recommended that a professional study to produce a master plan for a county-wide law enforcement agency should be given immediate and high priority so that guidelines and organizational patterns for the development of such an agency will be available for its implementation..... The master plan should be based on the premise that centralization will include these auxiliary services:

1. Personnel Recruitment and Selection
2. Training
3. Research and Planning
4. Data Management
5. Communications
6. Crime Laboratory
7. Detention

The report also added:²

"The organization recommended out of the master plan should be so designed that it assures a de-

¹Buffalo Area Chamber of Commerce, Crime & Law Enforcement Committee, "Final Report on Findings and Recommendations of Subcommittee on Coordination of Police Services" (Buffalo: May 1968), pp. 4-5.

²Buffalo Chamber of Commerce Report, p. 8.

gree of local autonomy as personified in the American spirit of democracy. It should permit flexible local public service in law enforcement while providing a centralized direction with the authority to enforce police standards throughout the county, to administer special services, and to provide law enforcement services to areas not within local law enforcement jurisdiction."

The reports of the Citizens Committee on Intermunicipal Affairs and the Buffalo Area Chamber of Commerce, Crime and Law Enforcement Committee defined the needs and scope of centralized police services for the police agencies of Erie County. They initiated concepts which would continue to develop and finally become realities.

Special Projects Committee On Law Enforcement

On December 19, 1969, the joint committees of the Erie County Chiefs of Police Association, the Erie County Captains' and Lieutenants' Association, and the Western New York Police Association submitted a report for the establishment of central police services to the Erie County Legislature. The report stresses the urgent need for centralized services for the police agencies in Erie County. It stated that:¹

"Certain specific areas of police service must be centralized in some fashion to accomplish the goal of this organization and of the other police organizations. Even the proponents of metropolitan police, apparently, agree in these same areas, except that they feel that it can only be accomplished under a metropolitan system."

¹Erie County Legislature Document, "A Report on Central Police Services for the Police Departments of Erie County" (Buffalo: Dec. 19, 1969) pp. 2-6.

The report concluded:

"The following seem to be most vital areas to the development of Central Police Services for the County of Erie: training, communications, records, and identification services."

During the spring of 1970, representatives of the previously named committees met with the New York State Office of Crime Control Planning in order to discuss the program, establish priorities for such a program, inquire about Federal funding assistance, and to seek planning assistance from the Office of Crime Control. The representatives were urged to establish a governing council which would have the authority to establish goals and priorities for the program, submit program funding proposals, and control the program planning.

These same representatives met with County Executive B. John Tutuska in August 1970, and a Special Projects Committee on Law Enforcement was appointed, vested with the aforementioned authority. Herbert Zimmerman, Chief of Police, Town of Amherst, served as Chairman of the Committee from August of 1970 to January 1, 1973, when it was replaced by the Central Police Services' Board of Trustees. Other committee members were then Deputy Commissioner Thomas Blair and Inspector William Frawley of the Buffalo Police Department; Michael A. Amico, Erie County Sheriff; Robert Palmer, Chief of Police, Village of Blasdell; Benedict Kostrzewski, Chief of Police, Town of Cheektowaga; Lawrence Hoffman, Chief of Police, Town of Tonawanda; and Detective Michael Summers, Town of Amherst Police Department, representing the Western New York Police Association.

The four areas under consideration of the Special Projects Committee were:

- I. Law Enforcement Communications for Erie County. This study was conducted by the Kelly Scientific Corporation of Washington, D.C. It covered a detailed analysis of the Erie County Law Enforcement Communications System, excluding the City of Buffalo, at that time, and included:
 - A. A survey of the existing Erie County law enforcement communications systems;
 - B. A determination of present and future system requirements; and
 - C. Detailed designs and specifications for the recommended systems.
 - D. The establishment of seven Mobile Radio Districts within Erie County for the purpose of local control and security measures.
- II. Police Records and Information Design Study for Erie County conducted by Ernst & Ernst of Buffalo, New York. The primary objective of this study was to determine the feasibility and practicality of establishing a Central Police Records and Information System for the Erie County law enforcement agencies. A further objective of the project was to determine if and how interim record consolidation measures could be achieved without waiting for full implementation of a Central Records Agency. This system, too, has the concept of local control and coinciding with the Mobile Radio District facilities.
- III. Centralized Police Training Study to assess the available resources, interest and feasibility of a centralized training facility in the tri-counties of Erie, Niagara and Wyoming.

To analyze the available data and project a methodology for the development of such a facility including curriculum, cooperative ventures and the need for additional resources.

The study was conducted by the Department of Criminal Jus-

tice, State University College at Buffalo by Professor Edward Morgan.

IV. The Erie-Niagara Counties Regional Planning Board with the assistance of the Technical Advisory Committee and Bernard Newman & Associates; Cornell Aeronautical Laboratories, Inc., and the Environmental Design Associates, conducted the fourth study. Purpose of the Study was to design and specify requirements for a three county regional forensic laboratory. The Board was responsible with determining the following factors:

- A. Site location and housing needs for the new laboratory;
- B. Specifications for the laboratory operations in the following areas:
 - 1.) Technical requirements of the scope, caseload, equipment, staff and space;
 - 2.) Administrative requirements of the jurisdiction, organization, cost sharing formula, and relationship of the laboratories;
 - 3.) Cost estimates for construction, equipment, staff, and operation of the regional laboratory.

All four studies and reports were prepared under grants from the New York State Office of Crime Control Planning with support by the Law Enforcement Assistance Administration, coordinated through the office of the Erie County Department of Criminal Justice Planning.

Following nearly 18 months of extensive planning, the Special Projects Committee issued a statement to the County Executive stating that the committee had accomplished its goals and called for the establishment of a new County Department of Central Police Services. The statement became a public document when it was presented to a public hearing called by the Erie County Legislature on May 4, 1972. Briefly,

the committee stated that:¹

"The objectives of the committee have been the attainment of centralized services for the police agencies of Erie County. These services include a coordinated communications system, computerized criminal history records, a forensic scientific laboratory, and a central training facility for police.

These services will be provided by a new and distinctive county Criminal Justice Service Agency. It is expected that full implementation of Central Services for Police can occur within a three year period. Initial financing of the county agency will depend heavily upon federal funding through the Omnibus Crime Control and Safe Streets Act. It is further expected that all local financing will come from the general county budget.

The course of action to be taken for the implementation of Central Services for the Police will be based upon recommendations set forth in four special studies. These studies include the Erie County Communications System prepared by the Kelly Scientific Corp., the Erie County Information and Records System prepared by Ernst & Ernst, the Forensic Scientific Laboratory Program prepared by the Erie and Niagara Counties Regional Planning Board, and the Regional Training Facility Program."

This statement parallels the guidelines previously set forth in the December 19, 1969 report of the several joint committees of the Erie County Chiefs of Police Association, the Erie County Captains' and Lieutenants' Association, and the Western New York Police Association.

¹Erie County, New York, Office of the County Executive, "Minutes of Special Projects Committee on Law Enforcement", (Buffalo: 1970-1972) (Prepared by Professor Edward Morgan, State University College of Buffalo, Department of Criminal Justice.)

Chapter V

IMPLEMENTATION

The preceding committee statement then became a model document by which the Erie County Legislature was guided in the establishment of the Central Police Services agency. The statement received wide publication through the local press and media, and was brought to the attentions of public and police officials by means of direct mailings.

Legislative and Executive Action

Favorable reactions to the statement were expressed by public officials and police representatives at a public meeting which was called by the legislature to air the committee's proposal on May 4, 1972. It was also favorably received by various police organizations throughout the county, as well as by the Association of Erie County Governments.

On the basis of the favorable receptions of the proposals, County Executive Edward V. Regan, in a letter dated June 30, 1972, formally requested the Erie County Legislature to establish a new Department of Criminal Justice to offer centralized services to the police agencies in Erie County. The new department was to be formed by a restructuring of existing positions in county government and without any additional appropriations in the then current county budget.

Legislation was drawn up by the Erie County Attorney's office and was submitted to the Legislature for its consideration. The proposed local law was received and referred to the Public Safety Committee of the legislative body.

Following two public meetings of the Public Safety Committee, the legislation was passed by the County Legislature on August 1, 1972. The local law provided for the following:¹

11-D-01. Department of central police services; commissioner.

There shall be a department of central police services, the head of which shall be the commissioner of central police services. He shall be appointed by the county executive, subject to confirmation by the county legislature, from a list of three (3) qualified candidates provided by the central police services board of trustees. The commissioner shall serve at the pleasure of the county executive.

11-D-02. Powers and duties.

The commissioner of central police services shall:

A. Coordinate, administer, originate and promote programs of professional and technical services to police agencies in the county.

B. Perform such further duties as may be prescribed or directed by the county executive or the county legislature.

11-D-03 Board of trustees.

The county executive shall appoint a central police services board of trustees which shall, at the request of the commissioner, and may on its own initiative, advise on matters relating to programs of professional and technical services to police agencies in the county. Should the office of commissioner become vacant, the cen-

¹(Erie County, New York, Local Law No. 12-1972.)

tral police services board of trustees shall submit a list of three (3) qualified candidates to the county executive. The composition of such board in regard to the number of members and the professional, governmental or other representation, and the terms of such members, shall be prescribed in Local Law No. 1-1960, entitled "Erie County Administrative Code."

Section 2. This local law shall take effect immediately.

On August 9, 1972, County Executive Regan held a public hearing on the legislation prior to taking action on it. The great majority of those in attendance voiced no opposition to the proposed concept of centralized services, but objections were raised concerning the proposed name of the agency. The one amendment involved a change in name from the Department of Criminal Justice to the Department of Central Police Services. Opposition had developed over the concept of "criminal justice" being too comprehensive in name. The title of Central Police Services was recommended as being more in keeping with the original goals and objectives of the Special Projects Committee. The suggested name change was later adopted without debate.

Following the public hearing, and recognizing that amendments were pending on the name of this agency, the county executive signed the legislation on August 10, 1972.

Installation of Trustees

The Central Police Services Board of Trustees was defined to consist of seven members, including the commissioner of police of the City of Buffalo; the inspector, Division of Records and Communications, Buffalo Police Department; the Erie County Sheriff; a member designee of the Erie County Chiefs of Police Association; a designee of the county executive; a member of

the Erie County Legislature designated by the chairman of the legislature; and a designee of the Association of Erie County Governments, who is an elected official.¹

The Board is further defined as being responsible to the county executive. It is required to set policy for the Department of Central Police Services and to advise on professional and technical services to police agencies in the county.²

"Members of the board, except the three ex officio members, are selected for two-year terms. They are required to hold an organizational meeting during January of each year at which a chairman, vice chairman and secretary are elected by a majority vote of a quorum consisting of at least five members. This same number is defined as constituting a quorum for the conduct of any business at meetings of the board. The chairman serves for a term of one year. He may be reelected for another year, but after serving two consecutive terms, he becomes ineligible until the lapse of a year.

All business of the board must be conducted at regularly scheduled or special meetings which are open to the public. The board can establish its own procedures with respect to the conduct of its meetings. Each agenda must include any official communication relating to the operation of the Department of Central Police Services transmitted to the chairman of the board by certain designated public officials, such as mayors and chiefs of police. Unanimous consent of the board is required for the consideration of any item not appearing on an agenda.

Each year the chairman of the Board of Trustees is

¹Erie County, New York, Local Law No. 12-1972.

²Erie County, New York, Local Law Introduction No. 1-1973.

required to prepare and submit an annual report. The accomplishments of the Department of Central Police Services during the year and recommendations regarding future operations of the department are specific items to be covered in the annual report.

Board members receive no compensation for services. They are allowed actual expenses incurred in the performance of their functions as trustees.

On December 29, 1972, County Executive Edward V. Regan appointed seven members to the Board of Trustees who held their first meeting January 18, 1973 in the Edward A. Rath County Building. Members were:

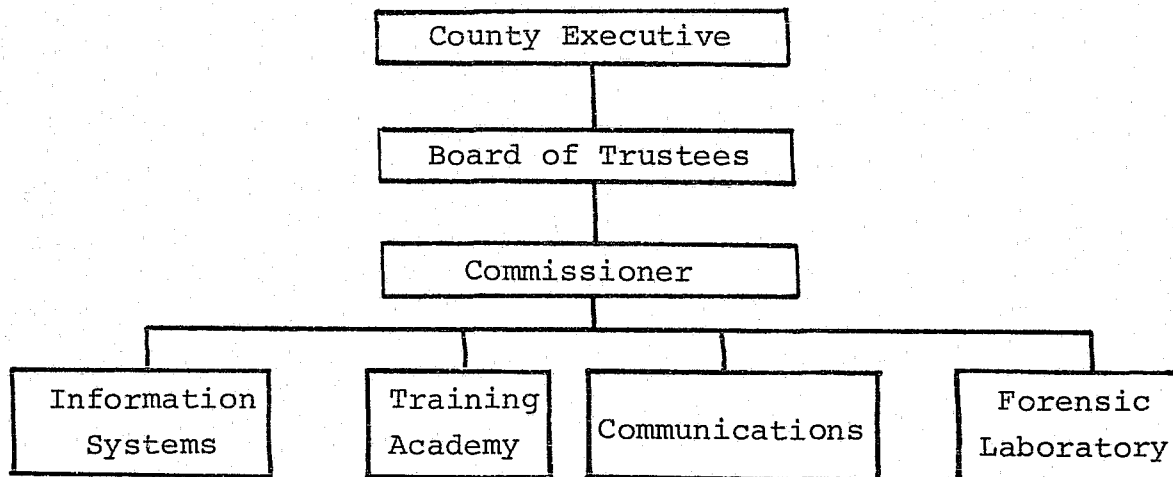
Hon. G. James Fremming - Chairman
Frank N. Felicetta - Commissioner Buffalo Police Department
Michael A. Amico - Erie County Sheriff
Herbert Zimmerman - Chief, Amherst Police Department
William Frawley - Inspector, Buffalo Police Department
Edward Morgan - Professor, State University of New York
College at Buffalo
Eugene Woodard - Supervisor, Town of Orchard Park

Administrative Appointments and Initial Guidelines

On October 1, 1972, Lester W. Grawunder was appointed by Edward V. Regan, County Executive, as coordinator of Central Police Services to begin the operations of the department. Mr. Regan felt that along with the qualifications of Mr. Grawunder, his past experience in law enforcement and his military experience provided the necessary background required for the development of the new department. (Mr. Grawunder's past work in Law Enforcement Systems included both practical and theoretical administration and training procedures.)

As of January 1, 1973, the department began operating under its own approved budget by Erie County for the calendar year 1973. The initial budget amounted to \$668,432.00. The transfer of the Erie County Sheriff's Training Academy on January 1, 1973 was also affected and included in this budget.

The organizational chart of the department was established to function as follows:



Each of the divisions is under the control of a director, a specialist in the particular technical area involved and is staffed by civilian personnel highly qualified in their respective areas of employment.

A total of three meetings were held by the Board of Trustees during the month of May, 1973 to screen, review, and select candidates for the position of Commissioner, Department of Central Police Services from a total of forty applications. The Board selected three applicants and presented their names to County Executive Regan for his consideration and selection of one appointment as Commissioner.

On June 6, 1973, Stanley M. Bolas, Captain, Buffalo Police Department, was appointed Commissioner by County Executive Regan and another phase in the implementation of Central

Police Services for Erie County was attained. Announcing the appointment of Captain Bolas (then Commander of the Buffalo Police Narcotics Squad with 22 years on the police force), Mr. Regan said "Commissioner Bolas' background contains the combination of educational, administrative, and command experience that will be absolutely indispensable to the first commissioner of this new and innovative department."¹

In subsequent meetings of the Board of Trustees during the initial six months of operation, the Board discussed the various director positions within the new department and decided that all positions were to be competitive civil service. Job descriptions and qualifications were discussed and formalized - the July meeting giving Commissioner Bolas approval to recruit for the positions of Director of Law Enforcement Information Systems and Director of Communications.

Aside from establishing the administrative framework by which the new department would operate, the following organizational plan, by division, was formulated as an initial framework by which Central Police Services would begin to serve the community.²

ORGANIZATIONAL IMPLEMENTATION - SIX MONTHS

DECEMBER 1972 - MAY 1973

I. Information Systems

- A. Appoint Director of Law Enforcement Information Systems to administer and supervise the Records and In-

¹Buffalo Evening News, 5/11/73.

²"Executive's Report on Central Police Services" Erie County, New York, 1974.

formation System.

- B. Effect transfer of Buffalo Police Computer and personnel to the administrative control and payroll of Erie County.
- C. Continue present services uninterruptedly on Records and Information to the Buffalo Police Department and other police agencies already being serviced.
- D. Install hardware for upgrading and expanding the system.
- E. Develop necessary software, both in-house and with consultants, for the upgraded and expanded system.
- F. Conduct initial training programs for ranking police officials and prime user personnel.
- G. Provide visual display terminal to Radio District A.
- H. Interface with New York State Police Information Network and discontinue Department of Motor Vehicle and New York State Intelligence Information System hardware no longer needed.

II. Training Academy

- A. Appoint Director of Training - Police Science specialist.
- B. Effect transfer of Erie County Sheriff's Training Academy to administrative and supervisory control of Department of Central Police Services.
- C. Continue present schedule of police training programs.
- D. Plan expansion of programs and facilities to meet new needs created by new centralized services for police.

- E. Plan and initiate special short-term inservice programs to orient local police personnel to new services being provided by Department of Central Police Services.
- F. Plan with Buffalo Police Department the eventual phasing out of standard training programs from its academy.

III. Forensic Laboratory

- A. Plan framework in which laboratory will operate in providing services to police.
- B. Define role of the present Erie County Laboratory - Toxicology Section in the service pattern of Department of Central Police Services.
- C. Initiate discussion and negotiations on transfer of Buffalo Police Laboratory to the administrative control and payroll of Erie County.
- D. Plan for the physical location of the Forensic Laboratory.
- E. Solicit applicants for the position of Director of Forensic Laboratory - Criminalist.

IV. Communications (Mobile Radio Dispatch)

- A. Study and evaluate operations of pilot project involving Radio District A (Tonawanda Township-Kenmore) to plan implementation of other districts in communications network.
- B. Maintain liaison in planning with Radio Supervisor for Erie County Fire Radio Communications.
- C. Develop plans for a special advisory committee on police communications as recommended by Special Projects

Committee on Law Enforcement.

- D. Develop a detailed timetable for overall Mobile Radio Dispatch implementation.
- E. Prepare current inventory of police radio equipment in Erie County in order to update Kelly Study data.
- F. Develop operational guidelines as to equipment, procedures and personnel under which each Channel District will function as part of Department of Central Police Services.
- G. Determine sites for district dispatch equipment and personnel.
- H. Follow through to completion applications for required Federal Communication Commission licenses.
- I. Initiate plans for development of technical criteria for Mobile Radio Dispatch System including receivers, transmitters, antennas and related equipment.
- J. Plan for the development of operational effectiveness criteria for the overall communications system emphasizing compatibility with existing equipment.
- K. Determine the desirability of requesting "single package" bids on equipment, installation, checkout and support of same on either county-wide or Channel District basis.

With the intent to best service the community-at-large and keep costs at a minimum level, Central Police Services sought to rationalize its service implementation through the policies of transferring existing functions and facilities and the consolidation of existing services. As a result of this strict adherence to its growth policy, the initiation of these technical services under Central Police Services jurisdiction had become a painstaking procedure, but also a highly effective one.

Upon the completion of the transfer of the former Buffalo Police Laboratory to Central Police Services' control on July 1, 1975, the complete operational framework by which the Department was originally intended was attained.

In order to present an in-depth survey of how the Department currently operates, this report will proceed to deal with each of the four divisions of Central Police Services, i.e., Information Systems, Communications, Training Academy, and Forensic Laboratory, in separate, successive chapters. Each division's development will be traced from inception to the present, as well as an updated view of each division's current functions.

Chapter VI

INFORMATION SYSTEMS DIVISION

The implementation of the EMPIRE system (Erie Municipal Police Information Retrieval Enhancement) represents the culmination of two years concerted effort on the part of Erie County with the intent of providing all the local police agencies with a modern computerized law enforcement information network, capable of facilitating rapid information on wants/warrants, stolen vehicles and property, motorist and vehicle identification, message switching among law enforcement agencies, and highly sophisticated receipt of criminal histories from the statewide criminal history repository.

Functions Of Division

The Division of Law Enforcement Information Systems provides for the collection, retention, maintenance, and dissemination of information to all law enforcement agencies within Erie County. The need for prompt retrieval of information by law enforcement agencies is necessary to inform law enforcement officers of dangerous situations under investigation; for administrative performance; rehabilitation programs; prosecution and judicial adjudication.

Since its inception, Central Police Services Law Enforcement Information Systems Division, under Director Laszlo J. Meszaros, has designed, developed, and implemented the EMPIRE

System, one of the most comprehensive criminal justice information systems in New York State and has been recognized nationally as one of the forerunners in such systems development.

The nucleus of the EMPIRE system is a medium to a large sized general purpose computer which provides informational needs to all 26 police departments in Erie County on a network via remote terminals. Both video data terminals providing output on a television-type screen, and a hard copy printing device are connected via high-speed telephone lines to the central computer from each of the local agencies.

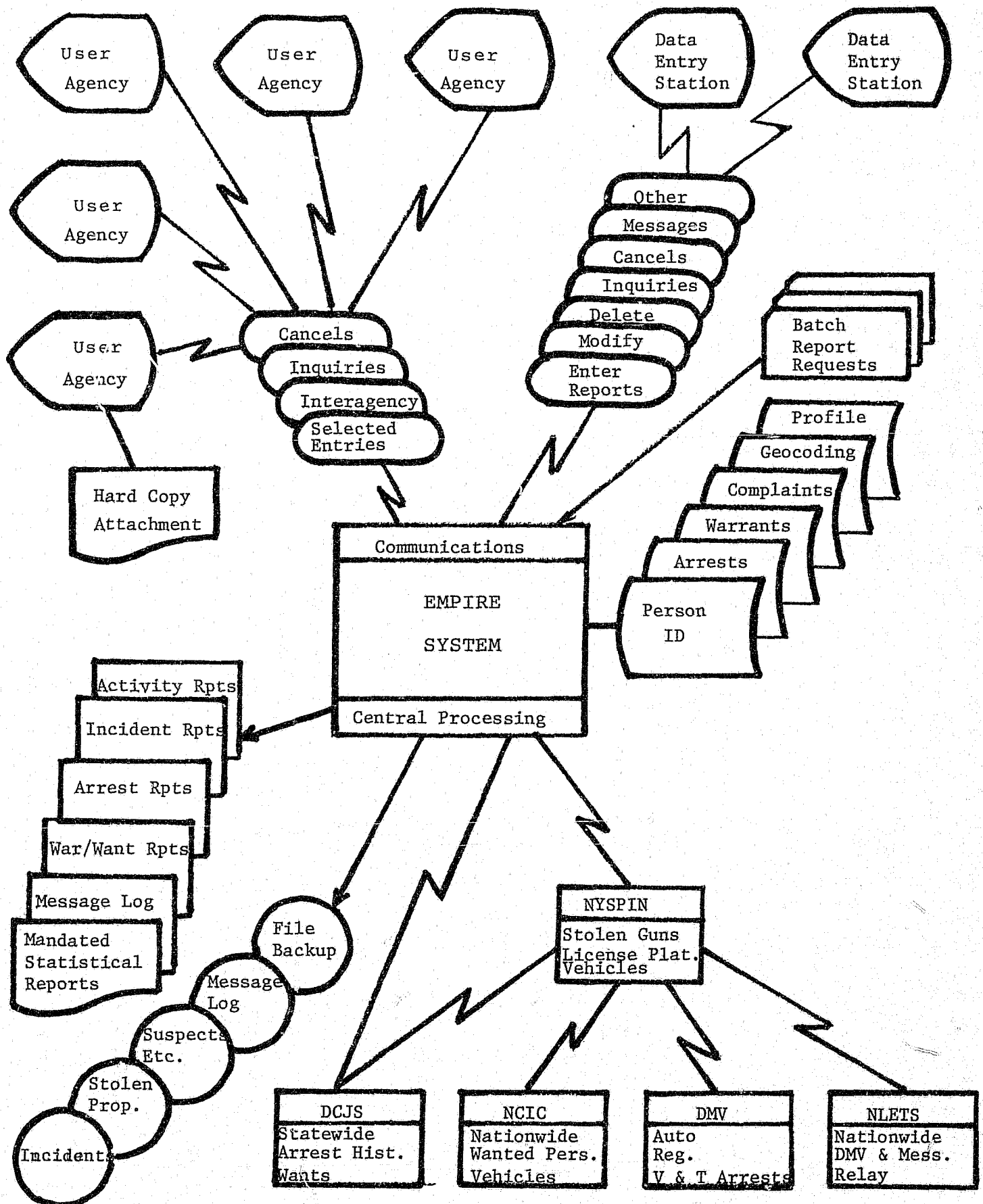
The system not only provides information that is available locally, but also is interfaced (computer to computer) with the New York State Police Information Network (NYSPIN), which in turn interfaces with the New York Division of Criminal Justice Services (DCJS), the New York Department of Motor Vehicles (DMV), the National Crime Information Center (NCIC) which is located in Washington, D. C. and the National Law Enforcement Telecommunication System (NLETS).

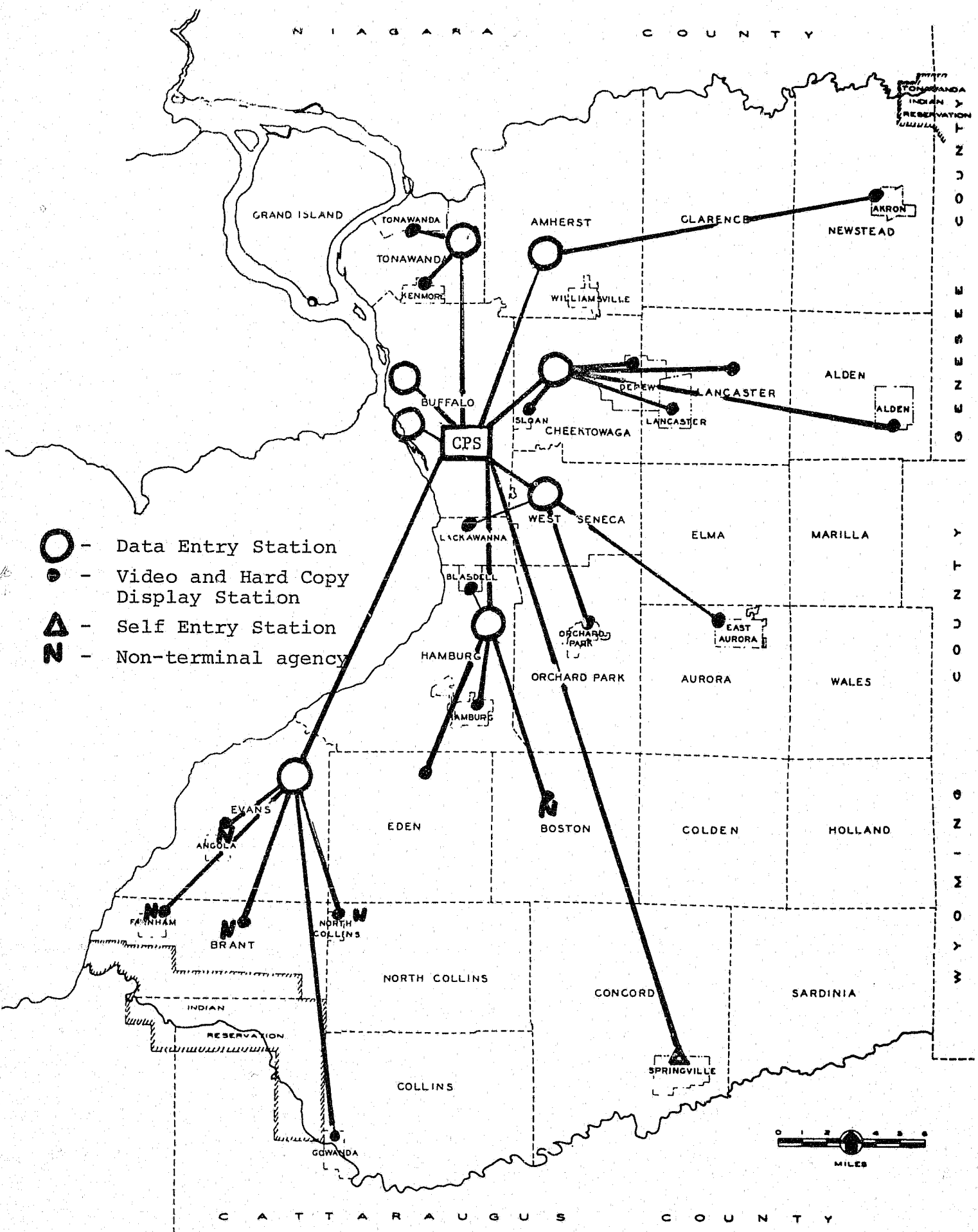
Due to the development of the EMPIRE system by Central Police Services, a single inquiry from any point in the county brings an almost immediate response from local, state, and national computerized information systems. The basic objectives of the system are to function as both an instrument for increasing criminal apprehension, and as a crime deterrent in our community. No longer, for example, is there any unnecessary occurrence of a police officer to issue a summons for a traffic violation, only to discover days later that a warrant had been issued elsewhere in the State for another offense by this violator. It also acts as a deterrent in that the potential or actual criminal would be less likely to operate in an area known to have immediate access to the local, statewide and nationwide wanted files.

Another feature of the computerized EMPIRE system is that it also provides law enforcement officers with added incentive and protection. The computer contains a geocoding data base with the address of every property in the County with the potential of indicating a high incidence of calls. The benefit of this system could be, that an officer does not walk into a situation blind.

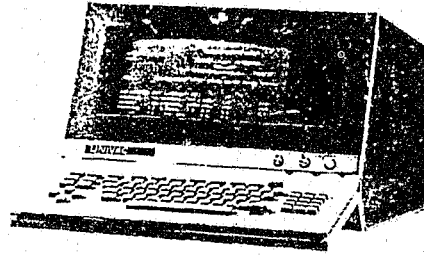
THE EMPIRE SYSTEM

Overview





SECURITY & PRIVACY STRUCTURE FOR EMPIRE SYSTEM



COS

HARDWARE RESTRICTIONS:

1. (PRIVATE) LEASED LINES
2. DEDICATED COMPUTER
3. EAVESDROP LINE SCAN
4. OTHER PHYSICAL SECURITIES

SECURITY CONTROL

LEVEL - 1

COMEX

- VALIDATE PASSWORD
- SIGN ON
- SIGN OFF

LEVEL - 2

EDITOR

- VALIDATE TERMINAL ID FOR LINE & ORA
- TYPE OF TERMINAL
- VALID TRANSACTION FOR TYPE
- SUBROUTINE SELECTION

LEVEL - 3

ENQ

- I. GENERAL ACCESS -
1. ANY TERMINAL
 2. SELECTIVE GROUP OF TERMINALS
 3. ONLY ORA TERMINAL

- II. NO ACCESS TO RECORD BASED ON -
1. JUVENILE
 2. SEALED BY COURT
 3. TIME LIMIT EXCEEDED
 4. NO DISPOSITION
 5. PROSECUTION PENDING
 6. YOUTHFUL OFFENDER
 7. CASE DISMISSED

- III. LIMITED ACCESS BASED ON -
1. TYPE OF AGENCY
 2. TYPE OF TRANSACTION
 3. CLASSIFICATION OF REMARK
 4. CHARGE(S) DISMISSED

LEVEL
4

SECURITY & PRIVACY BREACHES

TRANS AUDIT LOG

TO DIRECTOR

A COMPREHENSIVE CRIMINAL JUSTICE INFORMATION SYSTEM

INPUTS

LAW ENFORCEMENT AGENCIES

Arrest Data
Appearance Tickets
Warrants
Wanted & Missing Persons
Wanted & Missing Vehicles
Hazardous Premises
Stolen Vehicles & Plates
Incident Reports
Accident Records & DWI
Stolen (Identifiable) Property
Traffic Citations & Parking Tags
Suspensions & Revocations
Planning & Management Data
Personnel Data
Manpower Use
Fleet & Equipment Inventory
Modus Operandi

HOLDING CENTER

Prisoner Booking
Defendant Status, Disposition, Etc.
Transient Data
Disciplinary Action
Personnel & Evaluative Data

COURTS

Defendant Status
Warrants
Adjournment Data
Referred Case Data
Indictment Data
Case Schedules & Dispositions
Planning & Management Data

PROBATION

Warrants
Defendant Status
Dispositions, Discharged, Etc.
Personal, Social and Non-Criminal
Data, Appearance & Associates
Probationer Defaults

CORRECTIONAL INSTITUTIONS

Prison Record
Recommended Disposition
Penitentiary

PAROLE

Warrants
Final Discharge
Parole Supervision Data

COMPUTER CENTER(S)

CENTRAL FILES:

Arrest Records in Process
Wants:
Warrants, Wanted and Missing Persons,
Vehicles, & Plates, Hazardous Premises
Modus Operandi
Geocoded Data Base
Crime & Incident Data File
Accident Data File
Traffic Data - Citation & Parking
Personnel Records
Fleet & Equipment Data
Defendant Status
Case History File
Jail Census (Holding Center)
Management Information File
Name Index:
Plaintiffs and Defendants, Judges,
Lawyers, Witnesses, Associates,
Prosecutors, etc.
Court Calendar File & Scheduling

OPERATIONS

Computer Operators
Control Clerks
Keyentry & Terminal Operators

DISTRICTS OPER. STAFF

Terminal Operators
Transcribers/Clerks

TECHNICAL STAFF

Systems Analysts & Programming Staff
Research & Development Staff

ADMINISTRATION

Director/Manager
Coordinator
Secretarial

OUTPUTS

LAW ENFORCEMENT AGENCIES

Criminal Arrest Histories & Dispositions
Non-Criminal Arrests & Dispositions
Wants: Warrants, Parolees, Probationees,
Missing Persons & Vehicles,
Hazardous Premises, Stolen
Vehicles & Plates
Jail Census & Bail Information
Suspensions & Revocations
Registrations (Lic.) Operators Lic.
Court Appearance Reports
Incident Reporting
Stolen Property Listings
Mandated Reports - FBI, DC, NSCR
Accident Statistics
Accounting Reports - Citations, Parking Tags
Fleet & Equipment Inventory
Manpower Scheduling & Performance Reports
Management & Planning Reports
Resource Allocation
Modus Operandi

HOLDING CENTER

Complete Arrest Records & Dispositions
Wants, Warrants, Parolees, Probationees
Defendant Appearance Report
Jail Census
Defendant Status, Adjourned Cases
Disciplinary & Evaluative Reports

COURTS

Complete Arrest History
Wants, Warrants, Parolees, Probationees
Case Histories
Court Schedules
Defendant Status
Weekly Case Aging Report
Attorney Scheduling
Mandated Reports
Planning & Management Reports

PROBATION

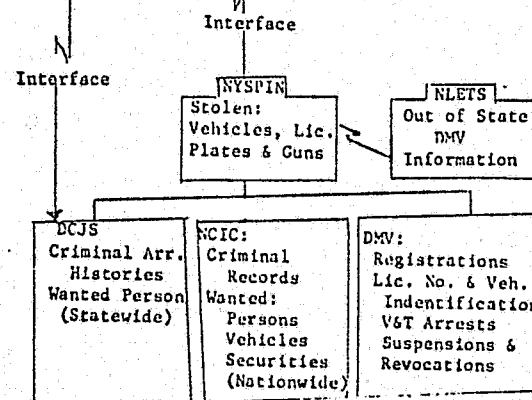
Complete Arrest Records & Dispositions
Defendant Status
Prison Information & Appearance Data
Employment & Associates, Etc.
Probationer Defaults
Program Tracking

CORRECTIONAL INSTITUTIONS

Up-To-Date Rap Sheet
Jail & Prison Record
Personal, Social and Non-Criminal
Data, Associates, Etc.

PAROLE

Complete Arrest Records & Dispositions
Prison Record & Associates
Personal, Social & Non-Criminal Data
Appearance Information
Program Tracking



History Of Division

The history of the EMPIRE system development involves two distinct efforts, one by the City of Buffalo, and secondly, by the County of Erie.

As previously mentioned in this report, the Special Projects Committee on Law Enforcement in 1970 dealt with examining the expensive technical services which might be provided on a countywide basis. As a result of a Federal grant award, the Committee commissioned a consultant study to examine the record keeping functions of all local police agencies. The recommendations of the consultant, Ernst & Ernst, Inc., called for the creation of an independent agency to spearhead the development of an information system which would rectify the record keeping deficiencies of most of the law enforcement agencies in Erie County.

Concurrent with this study, the Buffalo Police Department, the largest police agency in the County, was developing a computerized information system. In 1969, the department acquired an RCA Spectra 35 computer and developed batch systems including parking tags, incident reporting, and an accident record system. In 1970, a major Federal grant award allowed the Buffalo Police Department to develop an on-line system for the storage and retrieval of arrest records and warrant/wants, and provided for the enhancement of the incident reporting and analysis system. The resultant system was called COMPUDATA and became operational in December of 1971.

In April of 1972, the Special Projects Committee recommended the centralization of key services on a countywide basis, including records and information. Furthermore, the committee endorsed a consultant's recommendation that the countywide computer system be based upon the expansion and refinement of Buffalo's COMPUDATA system.

Thus, shortly after the creation of Central Police Services, the County of Erie and the City of Buffalo entered into a contractual agreement transferring its computer system and personnel, from the City of Buffalo to the County of Erie Department of Central Police Services. Effective date of the transfer was April 1, 1973.

On September 10, 1973, Laszlo J. Meszaros was appointed as the Director of Law Enforcement Information Systems. With this, another phase in the implementation schedule for Central Police Services was realized. Mr. Meszaros' vast expertise in the computer systems field, and in particular, his professional consultant experience in law enforcement systems were regarded as an invaluable asset to the new department's staff.

During the short history of operation of the Information Systems Division under Central Police Services, over \$ 800,000.00 in Federal grant awards have been allocated to develop and implement the EMPIRE system. In keeping with the Department's objectives, this influx of Federal assistance has allowed Central Police Services to provide the community with a modern, sophisticated law enforcement information network at a minimal cost to the local taxpayer. The successive program phases under grant awards for the EMPIRE system were as follows:

EMPIRE PHASE I: General Systems Design

Through the Division of Criminal Justice Services in Albany, \$38,500.00 was awarded under Grant Proposal #621 A in September 1972 to begin the general systems design for the EMPIRE System.

This activity involved the preparation of general system, program and procedural specifications for the EMPIRE System. The general characteristics of the sys-

tem were developed through study efforts with individual police agencies, the Police Chief's User Committee and through extensive investigation of other systems in use.

EMPIRE PHASE II: Detailed Systems Design

In March of 1973, DCJS granted an award of \$111,550.00 under Proposal #621 B to complete the detailed systems design (Phase II) of the EMPIRE System. The grant period was to be from July 1, 1973 to December 30, 1974.

The purpose of this phase of the program was to develop comprehensive system design, programming, operational and procedural documentation, management and fiscal planning data needed to implement the Erie County Computerized Records and Information System.

The development of Phase II produced the following standardization and documentation structure of the EMPIRE System:

1. Standards Manual: Contains administrative standards and guides, as well as standards for development of the system.
2. EMPIRE System General Information Manual: This manual serves as a public relations document.
3. EMPIRE System Reference Manual: Serves as a reference guide for codes, data elements and various terminology used throughout the system.
4. Subsystem Specifications Manuals: These manuals are developed by the Systems Analyst and contain all the necessary documentation for the programming phase for the initiation of each subsystem.

EMPIRE PHASE III: Implementation

In mid 1974, legislation was being passed and new legislation was proposed regarding security and privacy of criminal justice information systems. A state-wide comprehensive data system was also under development.

Because of pending legislation and fear of duplicating efforts in a state wide plan, grant application (DCJS Proposal #621 C) for implementation of the EMPIRE System, as it was designed in Phase I and II, was not approved for federal funding.

An extension of the Phase II grant (#621 B) was requested by CPS and granted by DCJS for the amount of \$ 24,212.00 to accomplish the following objectives:

1. Research and evaluate proposed Justice Department rules relating to criminal justice data banks.
2. Re-evaluate the Phase II design of the EMPIRE System in relation to Justice Department rules.
3. Revise the design of the EMPIRE System to meet requirements as outlined in objective No. 1 and No. 2 above.

In order to avoid unnecessary delays in implementation while awaiting the outcome of proposed legislation and state wide plans, the Erie County Legislature authorized funds in the amount of \$73,360.00 to cover consultant costs for developing a software program for interfacing with the NYSPIN computer system located in Albany, New York. This interface would be the only one of its kind in New York State and would give Erie County Law Enforcement agencies the capabilities of accessing state and federal files for information on stolen motor vehicles, state and federal warrants/wants issued, and criminal arrest histories through

direct interface with DCJS.

EMPIRE PHASE IV: Implementation
(June 1975 to November 1977 - \$460,762.00 in Federal Funds)

Phase IV was the continuation of the implementation wherein programs were written, tested and documented for an Event Subsystem, a Profile Subsystem and a Geocoding Subsystem; and user training is accomplished; and users are provided with further system capabilities.

Under this phase, the county installed six facsimile machines (fingerprint transmission units) strategically placed throughout Erie County which significantly improved the adjournment process in the County's 26 suburban police agencies.

Also under a Phase IV grant, an additional interface between the DCJS and Central Police Services computer has been provided. This allows direct inquiry capability based on a NYSID number and name search of central criminal history repository files.

Prior to this, the criminal history or rap sheet could only be obtained by submitting fingerprint cards of an individual at the time of arrest. This additional capability will be used for obtaining follow-up rap sheets for the purpose of aiding the judiciary throughout the prosecutorial process.

EMPIRE PHASE V: Person-In-Process Subsystem
(March 1976 to June 1978 - \$235,000.00 in Federal Funds)

As stated earlier, federal funding for Phase III of the EMPIRE System's implementation was not approved due to pending legislation regarding security and the individual right to privacy. Because of the lack of clear guidelines regarding this issue at the State and Federal levels, a decision

was made to postpone the implementation of the Person Subsystem as it was originally designed in Phase III.

Progress made to date in establishing policies for security and privacy since then has made it feasible to submit an application for Federal funding of a Person-In-Process Subsystem.

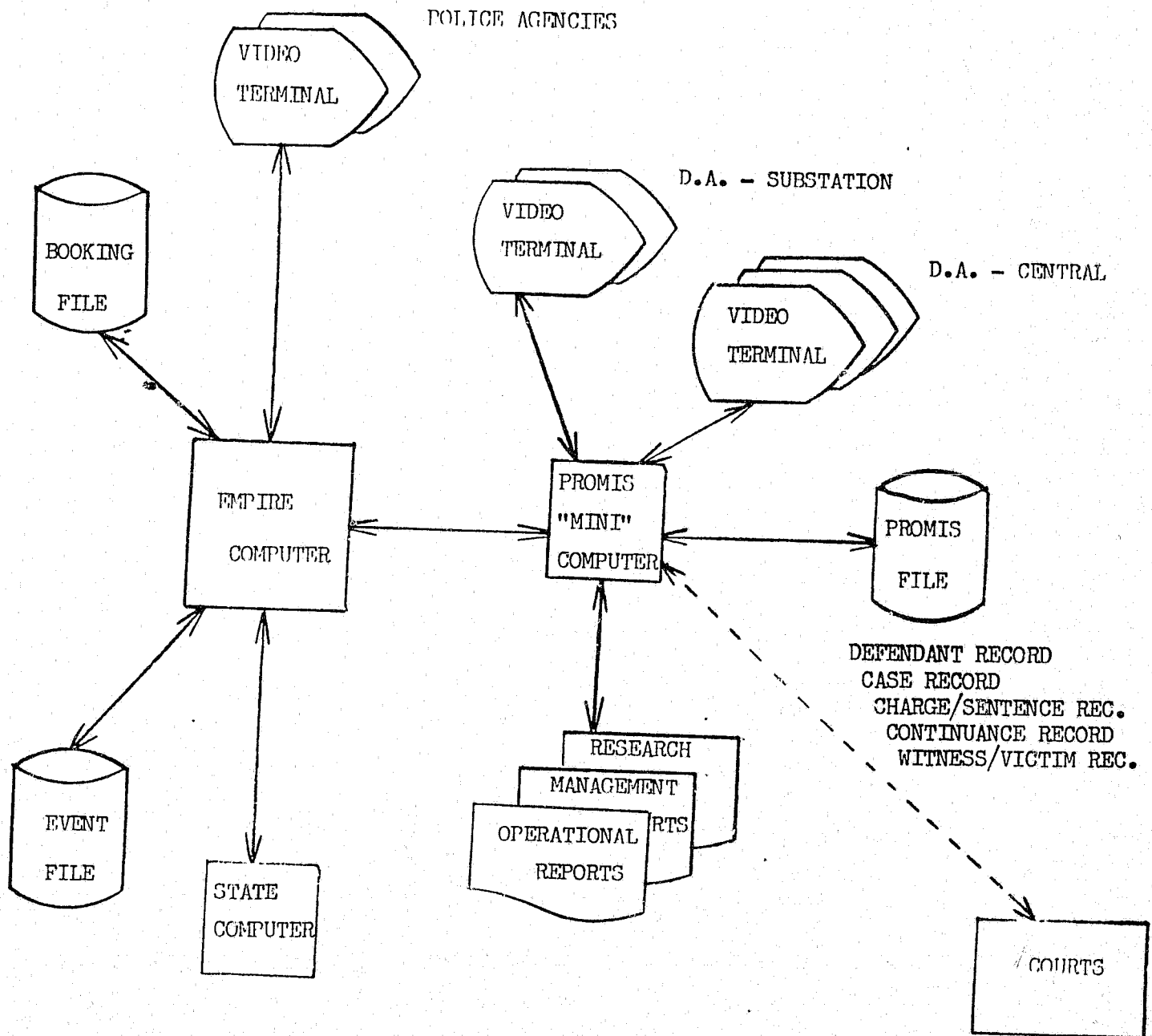
The Person-In-Process Subsystem maintains all information that is available and pertinent to any individual who enters the criminal justice system by either, when a warrant is issued or an arrest is made. As an individual passes through the criminal justice process and his case has received a final disposition, the criminal history portion of his record will be transferred to a central CCH repository maintained at DCJS.

EMPIRE PHASE VI: Promis Subsystem

The District Attorney has joined CPS in identifying alternative approaches in solving Personnel and Communications problems. After a review of computer packages geared to assist the D.A.'s office in management and control, the prosecutors management information system (PROMIS) was selected as most closely meeting the needs in Erie County. This package was developed by the Institute for Law and Social Research (INSLAW) in Washington, D.C. and is currently (1977) being installed in twenty two cities across the United States.

A grant application has been submitted to LEAA for the purpose of purchasing a mini-computer that would be installed in the District Attorney's office and linked to the EMPIRE System for the purpose of exchanging information that is vitally needed by both the D.A. and local law enforcement agencies. (EMPIRE/PROMIS INTERFACE)

EMPIRE/PROMIS INTERFACE



Information needed by the District Attorney will automatically be transferred from the EMPIRE computer to the PROMIS computer by communications lines. Dispositions and case tracking data will be transferred from the PROMIS computer to the EMPIRE computer and made available to Criminal Justice Agencies tied directly into CPS.

This computer exchange will result in increased services at the local level and significantly reduce the duplication of effort in many areas.

SYSTEMS AND APPLICATIONS

As a result of the extensive planning and development of the law enforcement computer network in Erie County by the Central Police Services Information Systems Division, the following automated systems and applications have been designed to meet the needs of users of the EMPIRE system:

LOCAL PERSON-IN-PROCESS SUBSYSTEM: This subsystem is designed to track an individual from entry to exit in the Criminal Justice System.

Offender Based Tracking System (OBTS): Maintains detailed information regarding criminal offenses from initial charge to final disposition through the data from various state and regional systems.

Arrest Record (Booking Application): This system creates and maintains a data base containing arrest records of all persons arrested by a law enforcement agency. This data base contains information identifying the individual and a complete list of all arrests, their dates, charges and dispositions and related information. Inquires and updates are provided in both the on-line and batch modes.

Warrant/Want Application: Collects and maintains information regarding issuance of all kinds and types of warrants and wants. On-line inquiry and update capability is provided. Control over the location of warrants is maintained at all times. Statistical analysis reports of warrant activity to aid in the evaluation of past performance and future planning is a by product of the application.

Narcotics Application: Maintains a data base of narcotics arrests made in Erie County. Persons arrested for possessions of narcotics are placed in the file along with such items as narcotics confiscated, quantity confiscated, place of arrest, and the defendants physical characteristics. Reports are a by product of this application.

Driving While Intoxicated Application: Consists of a data base information on driving while intoxicated offenders for each locality. A central file is maintained which allows greater communications among local criminal justice agencies. Statistical reports, the number of tests, type of tests, and the involvement in traffic accidents are produced.

Revocations and Suspensions Application: This system allows the department access to a file containing information on motor vehicles, driving licenses, and registration which are under revocations or suspensions. This system is designed to facilitate control over documents transferred between police agencies and provides accounting for services, fees collected.

Summons Control Application: This system automates the record keeping and billing of parking tickets issued by police departments. The computer performs matching operations to determine those violators who have paid for their tickets. Delinquent notices are sent to violators, accounting, and audit reports are prepared. This system also maintains detailed information of moving violations. Dispositions received from the Department of Motor Vehicles are posted and appropriate reports are prepared.

Appearance Ticket Application: Collection of information on individuals who are issued an appearance ticket for offenses committed.

EVENT SUBSYSTEM: Collection of information relevant to an initial call for service and all appropriate follow-up reports.

Accident Application: Collects, stores and retrieves data relating to an accident. Used as a planning aid to assist in accident prevention, and prepare various safety reports.

Incident Reporting Application: Provides for the collection, storage and retrieval of all data related to an incident or service request reported to a law enforcement agency. On-line inquiry and update capability as well as numerous batch reports are utilized. Uniform crime reports mandated by federal and state agencies are a by product of this application.

Computer Aid Dispatching Application: Processes information collected in a real time on-line basis concerning a call for service and appropriate assignment of personnel based upon availability, priority of call, and status of field units. Mobile data terminals (MDT) in selective units are used.

ADMINISTRATIVE SUBSYSTEM: This subsystem assists the administrative authorities in the local criminal justice community in the day-to-day administration of their agencies.

Personnel Application: Contains data concerning employees such as address, sick days used, assignments, and appointment dates. Various reports are produced for management purposes.

Activity Application: Contains history of all officers used to produce monthly roster reports and to coordinate and tally activity to specific officers. Activities reports are prepared for management analysis.

Stolen Vehicle Hot Sheet Application: Produces a list on demand of recently stolen vehicles or license plates. The report is available in the on-line mode to local terminals.

Central Police Services Application: Designed to assist in management of Central Police Services five divisions. Function components are: training division, communications, laboratory division, information systems division, and administration.

Research Application: A series of reports used in crime analysis. Local special research projects from all areas of the Criminal Justice Community utilize this reporting application.

REGISTRATION SUBSYSTEM: Maintains a data base which assists law enforcement authorities with the expedient identification and location of registered properties.

Firearms Application: Contains information on all firearms licenses and related permits issued in the county.

Bicycle Application: Maintains a record of all bicycles registered including owners name, address, identification number, and a complete description of the bike.

Operation Identification Application: Collects "Operation Identification" numbers (social security or federal identification numbers) and corresponding names. This information is indexed by the computer for easier retrieval, and assists law enforcement agencies in the identification and return of stolen property.

COMMUNICATIONS PROCESSING SUBSYSTEM: This subsystem provides the real time on-line capability of the EMPIRE System to communicate with other computer systems and to provide local inquiry/update abilities.

NYSPIN Interface Application: A computer-to-computer interface providing access through NYSPIN to the following on-line computer systems and corresponding data files:

DMV -	drivers information vehicle information
NYSPIN -	stolen property message-switching
DCJS -	wanted persons missing persons
NCIC -	stolen property wanted persons missing persons criminal histories
NLETS -	national DMV message-switching

DCJS Interface Application: A computer-to-computer interface allowing access to computerized files maintained at DCJS:

- wanted/missing person system backup
- computerized criminal history
- follow-up criminal history
- probation registrant
- deserting parents

Regional Interface Application: This application provides the capability to interface in an on-line real time mode between the EMPIRE System and other regional computer systems.

Local Inquiry Application: Provides the capability to query local on-line files from remote terminals.

Local Update Application: Provides the capability to add, delete, or modify records in local on-line data bases from remote terminals.

Local Message Switching: The capability in the EMPIRE System which allows narrative messages to be sent from one terminal to another or to a group of terminals.

Log Processing Application: A series of batch reporting programs used to monitor terminal, line, and function usage of the on-line communications system. Provides complete audit, control, and validation procedures.

SUPPORTIVE SUBSYSTEM: This subsystem is designed to reduce redundant maintenance of information of a supportive nature required in other subsystems within the EMPIRE System.

Geocoding Application: Provides jurisdictional, political, and geographical reference information. On-line access capability via house number and street name or street code numbers is available.

Profile Application: Contains information describing each participating agency within the EMPIRE System. Also provides capability to tailor certain application reports, by means of

CONTINUED

1 OF 2

parameters and to define an application program to meet the needs of each agency.

INVESTIGATIVE SUBSYSTEM: This subsystem is designed to support the investigative requirements of the Criminal Justice Community in their endeavors to solve crimes and investigate suspect illegal activity.

Modus Operandi (MO) Application: Collection of information regarding individuals involved in certain types of crime and the methods used in commission of these crimes. Various reporting methods are provided including on-line browsing capability.

Intelligence Application: This application collects and disseminates information regarding various illegal activities. For example, organized crime and racketeering.

CRIME LABORATORY SUBSYSTEM: This subsystem is designed to meet the information needs of a modern crime laboratory.

Evidence Control Application: Collection of information regarding the location, identification, and disposition of evidence or confiscated items.

DETENTION SUBSYSTEM: A management information system designed to meet the needs of the detention segment of the local criminal justice community.

PAROLE SUBSYSTEM: A management information system designed to meet the needs of the parole segment of the local criminal justice community.

PROBATION SUBSYSTEM: A management information system designed to meet the needs of the probation segment of the local criminal justice community.

COURT SUBSYSTEM: A management information system designed to meet the needs of the court segment of the local criminal justice community.

DISTRICT ATTORNEY SUBSYSTEM: A management information system designed to meet the needs of the district attorney segment of the local criminal justice community.

PREADJUDICATION SUBSYSTEM: A management information system designed to meet the needs of the preadjudication segment of the local criminal justice community.

CONTEMPORARY VARIABLES

Due to budgetary constraints imposed upon Central Police Services it had become necessary to temporarily suspend certain secondary services and computerized applications which were previously provided to users of the EMPIRE system. The lack of funding resulted in the loss of 22 employees in the Information Systems Division during 1976 and 1977 and affected the budgetary accounts for equipment leasing, maintenance and peripheral equipment. As a result, priorities were established for the continuation of primary functions and applications which are of paramount importance to the police officer in the street and police administrators. Fortunately, 1978 budgetary funding has allowed the Information Systems Division to begin to reinstate the computerized services that were temporarily suspended and it is anticipated that these EMPIRE subsystems and applications will be operational by September, 1978.

The following tables indicate the current operational status of the computerized subsystems and applications for each user agency.

STATUS OF EMPIRE APPLICATIONS

1978

LOCAL PERSON-IN-PROCESS								EVENT			ADMINISTRATIVE					REGISTRATION						
SUBSYSTEM								SUBSYSTEM			SUBSYSTEM					SUBSYSTEM						
OBTS	ARREST RECORD (BOOKING APPLICATION)			WARRANT/WANT	NARCOTICS	DRIVING WHILE INTOXICATED		REVOCATIONS & SUSPENSIONS		SUMMONS CONTROL	APPEARANCE TICKET	ACCIDENT	INCIDENT REPORT	COMPUTER AID DISPATCHING	PERSONNEL RECORDS	ACTIVITY (OFFICER)	STOLEN VEHICLE HOT SHEET	CENTRAL POLICE SERVICES	RESEARCH	FIREARMS	BICYCLES	OPERATION IDENTIFICATION
L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L
O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O
O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O

O - OPERATIONAL

S - SHORT RANGE PLAN

L - LONG RANGE PLAN

STATUS OF EMPIRE APPLICATIONS

1978

COMMUNICATIONS PROCESSING SUBSYSTEM																				
NYSPIN INTERFACE												DCJS INTERFACE								
NYSPIN	DMV	DCJS	NCIC				NLETS													
Stolen Property	Message Switching	Driver Information	Vehicle Information	Wanted Persons	Missing Persons	Stolen Property	Wanted Persons	Missing Persons	Criminal Histories	National DMV	Message Switching	Wanted System Backup	Computerized Criminal Histories	Follow-up Criminal Histories	Probation Registrars	Deserting Parents				
O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O					
O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O					
O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O					
O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O					
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O - OPERATIONAL

S - SHORT RANGE PLAN

L - LONG RANGE PLAN

STATUS OF EMPIRE APPLICATIONS

1978

COMMUNICATIONS PROCESSING SUBSYSTEM

OTHER REGIONAL INTERFACES	LOCAL INQUIRY CAPABILITY	LOCAL UPDATE CAPABILITY	LOCAL MESSAGE SWITCHING	LOG PROCESSING
---------------------------------	--------------------------------	-------------------------------	-------------------------------	-------------------

Akron		O	O	O	O
Alden		O	O	O	O
Amherst	L	O	O	O	O
Angola	L	O	O	O	O
Blasdell	L	O	O	O	O
Brant	L	O	O	O	O
Buffalo	L	O	O	O	O
Cheektowaga	L	O	O	O	O
Depew	L	O	O	O	O
East Aurora	L	O	O	O	O
Eden	L	O	O	O	O
Evans	L	O	O	O	O
Gowanda	L	O	O	O	O
Hamburg Town	L	O	O	O	O
Hamburg Village	L	O	O	O	O
Kenmore	L	O	O	O	O
Lackawanna	L	O	O	O	O
Lancaster Town	L	O	O	O	O
Lancaster Village	L	O	O	O	O
Orchard Park	L	O	O	O	O
Sloan	L	O	O	O	O
Springville	L	O	O	O	O
Tonawanda Town	L	O	O	O	O
Tonawanda City	L	O	O	O	O
West Seneca	L	O	O	O	O
Sheriff	L	O	O	O	O
Probation Dept.	L	O	O	O	O
District Attorney	L	O	O	O	O
SUNY campuses	L				
State Park Police	L				
State Police	L				
State Thruway Police	L				
Parole	L	L	L	L	L
Courts	L	L	L	L	L
Detention	L	L	L	L	L
Parking Violations	L	O	O	O	O
Central Police Services	L	O	O	O	O
North Tonawanda	L	L	L	L	L
Chautaugua County	L	L	L	L	L
Other Counties	L	L	L	L	L

O - OPERATIONAL
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STATUS OF EMPIRE APPLICATIONS

1978

	SUPPORTIVE SUBSYSTEM		INVESTIGATIVE SUBSYSTEM		CRIME LABORATORY SUBSYSTEM
	Geocoding	Profile	Modus Operandi	Intelligence	Evidence Control
Akron	O	O	L	L	
Alden	O	O	L	L	
Amherst	O	O	L	L	
Angola	O	O	L	L	
Blasdell	O	O	L	L	
Brant	O	O	L	L	
Buffalo	O	O	L	L	
Cheektowaga	O	O	L	L	
Depew	O	O	L	L	
East Aurora	O	O	L	L	
Eden	O	O	L	L	
Evans	O	O	L	L	
Gowanda	O	O	L	L	
Hamburg Town	O	O	L	L	
Hamburg Village	O	O	L	L	
Kenmore	O	O	L	L	
Lackawanna	O	O	L	L	
Lancaster Town	O	O	L	L	
Lancaster Village	O	O	L	L	
Orchard Park	O	O	L	L	
Slean	O	O	L	L	
Springville	O	O	L	L	
Tonawanda City	O	O	L	L	
Tonawanda Town	O	O	L	L	
West Seneca	O	O	L	L	
Sheriff	O	O	L	L	
Probation Dept.	O	O	L	L	
District Attorney	O	O	L	L	
SUNY Campuses	O	O	L	L	
State Park Police	O	O	L	L	
State Police		O	L	L	
State Thruway Police		O	L	L	
Parole		O			
Courts		O			
Detention					S
Central Police Service					S
<p>O - OPERATIONAL</p> <p>S - SHORT RANGE PLAN</p> <p>L - LONG RANGE PLAN</p>					

STATUS OF EMPIRE APPLICATIONS

1978

DETENTION SUBSYSTEM	PAROLE SUBSYSTEM	PROBATION SUBSYSTEM	COURT SUBSYSTEM	DISTRICT ATTORNEY SUBSYSTEM	PREADJUDICATION SUBSYSTEM
------------------------	---------------------	------------------------	--------------------	--------------------------------	------------------------------

Akron					
Alden					
Amherst					
Anola					
Blasdell					
Brant					
Buffalo					
Cheektowaga					
Depew					
East Aurora					
Eden					
Evans					
Gowanda					
Hamburg Town					
Hamburg Village					
Kenmore					
Lackawanna					
Lancaster Town					
Lancaster Village					
Orchard Park					
Sloan					
Springville					
Tonawanda City					
Tonawanda Town					
West Seneca					
Sheriff	L				
Probation Department		S			
District Attorney				S	L
SUNY Campuses					
State Park Police					
State Police					
State Thruway Police					
Parole		L			
Courts			L		L
Detention	L				L

O - OPERATIONAL
S - SHORT RANGE PLAN
L - LONG RANGE PLAN

Due to the flexibility of the EMPIRE System, as well as the changing needs of an organization and the needs of the people serviced, the Standards Manual was effectuated to assist the users in offering guidelines for the basic data processing function within this system. A constant flow of mailings, revisions, and updates to these standards has been built into the manual, which contains administrative standards and guides, as well as standards for the development of the systems, programs, and operating procedures. The Standards Manual was designed to remain somewhat flexible to meet the needs of the organizations served. Such flexibility, however, remains transparent to the fact that good standards have allowed the integration of data processing activities across organizational lines and provides optimum service for our criminal justice community.

All EMPIRE Systems were designed with the users operational needs in mind -- but in order to obtain maximum benefits from the sophisticated data collection and retrieval capabilities, a great deal of training is necessary. The effective means of training and orientation to the accessibility of information provided to the users through Central Police Services has been accomplished through User's Committee meetings and training sessions. User Committee meetings are held periodically to inform the users of any progress made in advancing the system and to inform them as to the availability of certain types of information. Another important phase of this training is accomplished by Central Police Services personnel on site in the local police agencies.

The technical expertise involved in developing a comprehensive computerized Law Enforcement Information System for Erie County was greatly facilitated by the services of consultants from Computer Task Group, Inc. Computer Task Group has been performing consultant work for the City of Buffalo since 1969, and their expert services were continued when the

County of Erie transferred and purchased the Buffalo Police Department computer system in April of 1973.

Lastly, data processing, being a highly-technical operation, requires highly-trained and technically competent personnel with creative ability. Central Police Services has been most fortunate to have in their employ the personnel of the Information Systems Division who have successfully exemplified these abilities. In constant labor to complete systems design and implementation, compile and enter data, and effectively coordinate the process involved in the development of a fully computerized law enforcement information network, these personnel are to be commended for their role in this most successful public service.¹

¹Erie County Department of Central Police Services, Information Systems Division, Accomplishments Report - 1974; Central Police Services, Annual Reports 1973, 1974; Buffalo Evening News, "County Police Computerize War On Crime", August 25, 1973; Central Police Services, Executive's Report on Central Police Services, 1974; Central Police Services, Annual Reports 1975, 1976 and 1977.

Chapter VII

COMMUNICATIONS DIVISION

Law enforcement communications is one of the most effective arsenals of defense society has to protect itself against crime.

The broad purpose of a law enforcement communications system is to enable supervisory personnel at a communications center to maintain contact with field personnel and translate into action those measures necessary to protect the lives and property of the community. The first element of such a system is the telephone. In an emergency, the public must be able to contact the police immediately by making a single telephone call. The second element is the radio network. The degree to which agencies achieve effective communications with their field units is critical. It affects the success of an agency's efforts to preserve life and property and increases the potential for apprehension of criminal suspects.

History of Division

Since its inception, the Central Police Services Communications Division has been committed to a centralized communications system, tying itself to the information system and as a back-up to the county-wide communications network.

Prior to the establishment of Central Police Services, the Special Projects Committee on Law Enforcement recommended the implementation of a Mobile Radio District (MRD) dispatch system as outlined by the 1971 Erie County Law Enforcement Communications System Study prepared by the Kelly Scientific Corporation. The MRD system was presented as a solution to the police communications problems in Erie County which were generally regarded as being common radio interference; general lack of car-to-car communications between adjacent agencies; and the use of old or single channel radio equipment.

Shortly after it's inception, Central Police Services assumed the functions of grant fund administration for the MRD projects already in operation, and further implementing the MRD programs in Erie County. Harold R. Miller was selected from a list of candidates as Director of the Communications Division. Mr. Miller's 16 years experience in the field of police communications with the Buffalo Police Department, along with his technical expertise in the various fields of radio communications systems were regarded as the most superior credentials for this position.

The basic standards concerning operating procedures and equipment selection were established and one district, MRD A (Village of Kenmore - Town of Tonawanda) was initiated. An impasse developed and after several meetings of the concerned parties, the need for a reassessment of the Kelly Report, as well as a survey of the situation and requirements of local police chiefs became obvious as one of the primary tasks in providing a county-wide law enforcement communications system.

The major conclusions reached were that the Kelly Report was outdated and unworkable in several respects and that an

alternative design needed to be developed. The main objections to the Kelly Report were:

1. The City of Buffalo was not included in the study.
2. The system designs were prepared prior to the inception of Central Police Services and gave no consideration of a service agency as the focal point of the system.
3. The question of local control was not considered.
4. No rationale was given for eliminating local dispatching in favor of consolidated dispatching.
5. The report called for the addition of a substantial number of personnel, yet gave no consideration to supervision, and gave no cost benefit analysis for hiring these personnel with recurring yearly County costs approximating \$1,500,000.
6. The original MRD concept represented arbitrary divisions into districts without regard to political ramifications, geographical consideration, and even channel loading.¹

Furthermore, the survey of police chiefs revealed deep-seated misgivings of police personnel as to that system's viability. Primarily, it was felt that the absence of full administrative control by Central Police Services made the application of standards and policies impossible.

Due to the numerous problems previously mentioned, the

¹Communications Proposal, May 8, 1974, Department of Central Police Services, (Erie County, N.Y.)

MRD pilot projects were suspended in January of 1974, giving way to the approved May 8, 1974 Communications Study.

The Central Police Services Communications Survey and Study were accepted by the majority of Erie County Police Departments and approved by the Board of Trustees. They summarized the original Mobile Radio District design as being technically feasible.....

"However, to be successful in operation, it would require central administrative control, the wholehearted support, cooperation, and commitment by the entire law enforcement community to make it work.....In conclusion, it is the goal of Central Police Services Communications Division to provide the law enforcement agencies of Erie County the following:

1. A recommended system of channel assignments, channel sharing, and channel use for each area in order that improved and interference-free police mobile radio channels will prevail.
2. A system under which it is convenient to enhance the coordinated dispatching centers which would include the smaller jurisdictions.
3. To obtain communications data from each local area of the County so that by review and comparison, an improved communications system can be implemented by gradually integrating jurisdictions for common dispatch purposes."

Concurrent with it's study on County police communications, the Communications Division examined the existing avenues of emergency telephone service available to the public in Erie County. The ensuing proposal sought to provide the citizens of Erie County the benefits of rapid response to requests for

¹Communications Survey, March 8, 1974, Department of Central Police Services, (Erie County, N.Y.)

assistance available through "911" service. These benefits would be provided on an emergency basis, parallel to, and complimenting the existing avenues of emergency telephone service.

The "911" Proposal stressed the importance of an emergency telephone service which would enable the public to contact the police immediately by making a single telephone call. Integral with it's goal of providing Erie County with a county-wide law enforcement communications network was this proposal for providing a county-wide emergency "911" telephone service as the first link in an effective communications network. The proposal stated:¹

"While actively stressing the desirability for citizens to contact their local law enforcement agency by using existing seven digit telephone numbers and long established and highly efficient systems, an alternate route is required for those who through unfamiliarity or extreme emotion, would encounter difficulty and loss of time in accessing the local agencies."

A New York Telephone Company study revealed that all areas of Erie County have access to either a police department emergency reporting center or a telephone company operator upon dialing "911".

The Buffalo Police Department's "911" Emergency Control Center complaint writing function was transferred to Central Police Services with the expressed purpose of enhancing the present system with sophisticated touch tone equipment to rapidly transfer all "911" calls to the proper jurisdiction of origin for local response. This first step in achieving a com-

¹"911" Emergency Control Center Proposal, Department of Central Police Services, (Erie County, N.Y., July 11, 1974).

prehensive county-wide law enforcement communications network was realized when the transfer of the Complaint Writing function of the "911" Emergency Control Center from the City of Buffalo to the Erie County Department of Central Police Services became effective on March 22, 1975.

The enhancement of the "911" Control Center equipment was achieved in 1976 by the addition of sophisticated call transfer and tape logging equipment through Federal grant funding assistance for the operation of the Central Police Services "911" Emergency Control Center. The network currently services the jurisdictions of 11 local governments and a current study is being made to further upgrade the system on a county-wide basis with computerized selective call routing, automatic number identification and automatic location identification capabilities.

"911" EMERGENCY CONTROL CENTER

The Central Police Services "911" Emergency Control Center is staffed by civilian personnel with the job title of complaint writer. Their task is the initial link in a comprehensive law enforcement communications network - their basic function is to respond to a citizen's call in need of assistance.

The Complaint Writer has a trying and important job to perform. He is exposed to a wide range of calls, from nuisance and crank calls, to legitimate requests for emergency Police, Fire, or other Public Safety services.

To a person in trouble, the Complaint Writer is the voice of the various Public Safety Agencies with the expertise and capability of providing assistance during a time of need. His courtesy, interest, and understanding, and his degree of as-

sistance establish the image and reputation of those agencies in the citizen's mind. To a large extent, he sets the quality of response by the Public Safety Agencies involved.

The complaint writer must make two basic decisions:

Is this a Police, Fire or other Public Safety matter, and if so, should it be handled in a routine or emergency manner. A wrong decision on his part may permit a crime to go without investigation or to be reported too late for effective action; may unappropriately assign Police Units to complaints not requiring Police response; or may delay Fire or Emergency Medical assistance to persons facing a threat to life or property.

The duties of the complaint writer include:

1. To accept service requests from the incoming phone lines.
2. To time stamp and complete the complaint card. He is responsible for the accuracy of the complaint cards or other documents associated with complaints and codes. If necessary, he prepares data into the proper format.
3. To decide whether or not Police or other Public Safety Agency response is required; to transfer the call (or suggest the caller to re-dial) such other police, utility or governmental agency as is indicated; and to provide such understanding, advice and assistance necessary to start the caller toward a solution to this problem.
4. To eliminate duplicate service calls in-so-far as they may come to his attention.

5. To decide whether or not the service requested should be handled in an emergency or routine manner.
6. To forward the service request to the Police Dispatcher.
7. To request an ambulance if one is required.
8. To maintain telephone contact with other departments; to accept service requests from Desk Officers of other departments.
9. To forward memos, calls, and information to proper authorities.
10. To operate and transcribe from tape recorder equipment.
11. To prepare and maintain files concerning operation of the 911 center.
12. To perform typing, clerical and filing of daily logs and records of the 911 center.
13. To operate video display unit for information retrieval and data entry into the computer data base.
14. To perform such duties as required as new techniques and procedures are developed for use in the 911 center.¹

The following table lists the number and types of calls received by the "911" Emergency Control Center during the year of 1976

¹Standards Manual, Central Police Services Communications Division (Erie County, New York, 1975).

"911" EMERGENCY CONTROL CENTER
1976

TYPE OF CALL	NUMBER	TYPE OF CALL	NUMBER
Accident, Fatal	5	Miscellaneous Arrests	6,807
Accident, Injury	3,017	Missing Person	1,740
Accident, No Injury	10,182	Missing Person, Juvenile	1,524
Alarm of Fire	12,522	Molesting	76
Ambulance	9,132	Motorist, Stranded	368
Animal Bite	3,307	Narcotics	427
Animal Death	305	Neighbor Dispute	2,270
Animal Nuisance	3,217	Officer, Backup	202
Arson	65	Officer, Help (Urgent)	181
Assault	5,139	Officer, Pickup	23
Assault, Deadly Weapon	762	Parking, Illegal	28,917
Assist Citizen	17,117	Patrol Increase	1
Attractive Nuisance	131	Peeping Tom	45
Bicycles, Stolen & Rec.	1,195	Person Down	2,292
Bomb Scare	219	Person Soliciting	77
Break, Water, Gas, Sewer	204	Phone Calls	248
Burglary	9,659	Police Car Stolen	13
Burglary Alarm	10,422	Prostitution	175
Burglary In Progress	5,953	Prowler	2,810
Chemical (Lab Asst.)	8	Purse Snatch	975
Child Neglect	117	Rape	382
Dead Body	209	Rape, Attempted	34
Dead Body, Floater	18	Rescue	17,365
Death Message or Emergency	15	Robbery, Armed	667
Domestic Trouble	10,558	Robbery, Strong Arm	1,452
Drunk	2,959	Shoplifting	1,204
Explosion	38	Shots Fired	1,648
Fight	7,110	Sidewalk Damage	31
Fire Follow Up	323	Speeding or Racing	1,364
Forgery	57	Stop Sign Down	248
Found Report	1,027	Street Light Out	106
Gambling	711	Suicide or Attempt	387
Gangs	4,744	Suspicious Person,	
Gun, Subject with a	2,598	Check Activity	4,897
Hit & Run (All)	3,826	Suspicious Person & Vehicle	2,143
Homicide (See Dead Body)	10	Theft	15,413
Indecent Exposure	395	Threat	5,235
Injured/Sick Person	2,964	Tow Truck	34
Juvenile, Disturbance	9,989	Traffic Arrests	225
Juvenile, Found	50	Traffic Hazard, Congestion	1,611
Juvenile, Incurable	46	Traffic Light Out	3,288
Kidnapped	60	Trespassing	140
Knife, Subject with a	667	Trouble, Unknown	1,611
Labor Dispute	114	Unauthorized Use of Vehicle	6,963
Landlord/Tenant Trouble	2,002	Unwelcome Guest	4,983
Liquor Violations	24	Vehicle, Abandoned	7,576
Loss Report	666	Wagon Call	7,101
Loud Music or Noise	8,487	Welfare, Check the	1,758
Malicious Mischief	15,015	Wire Down or Arcing	722
Mental Cases	1,487	Invalid Action Codes	1,613
Miscellaneous	6,129	Void	2,965

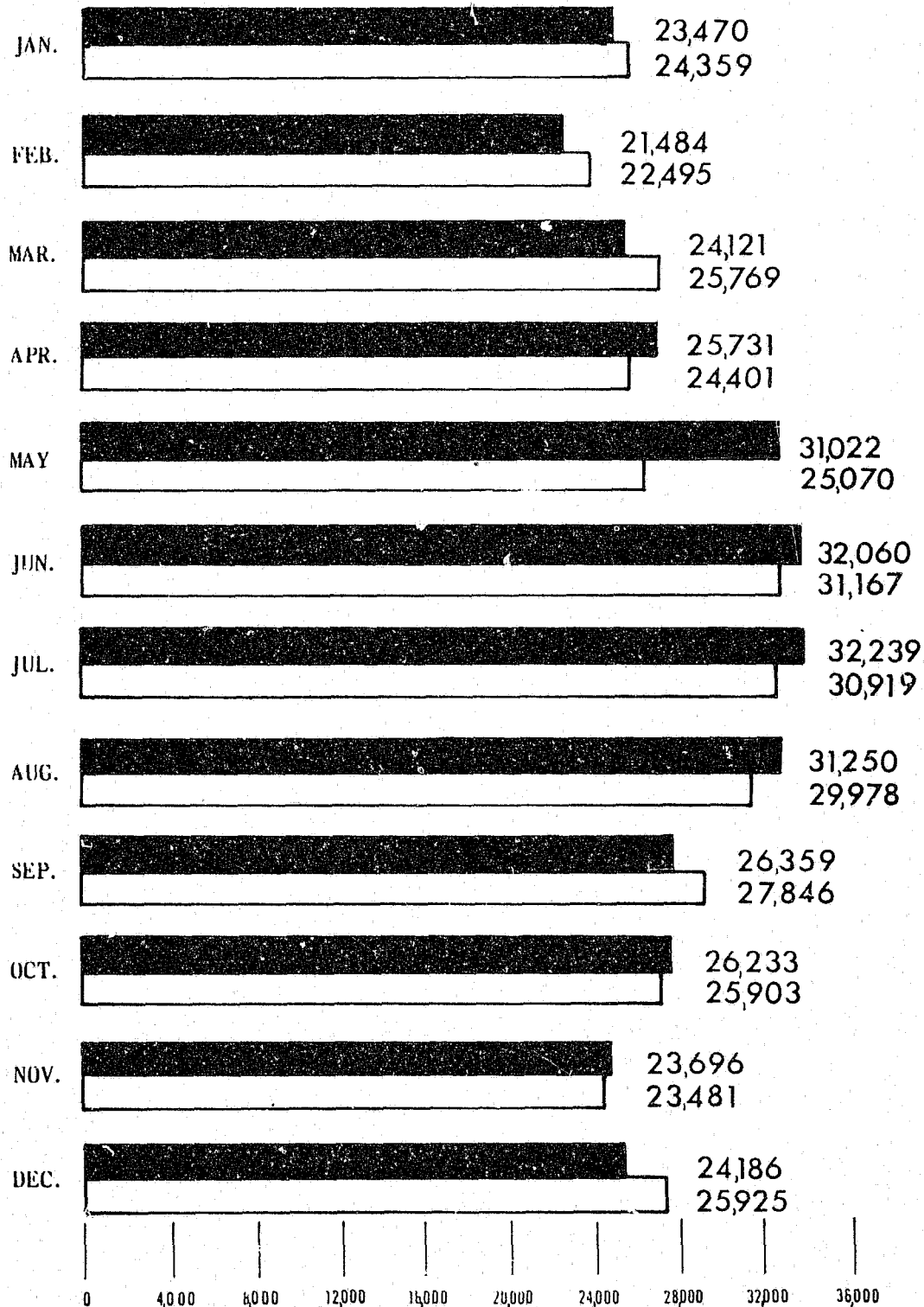
CALLS FOR POLICE SERVICE

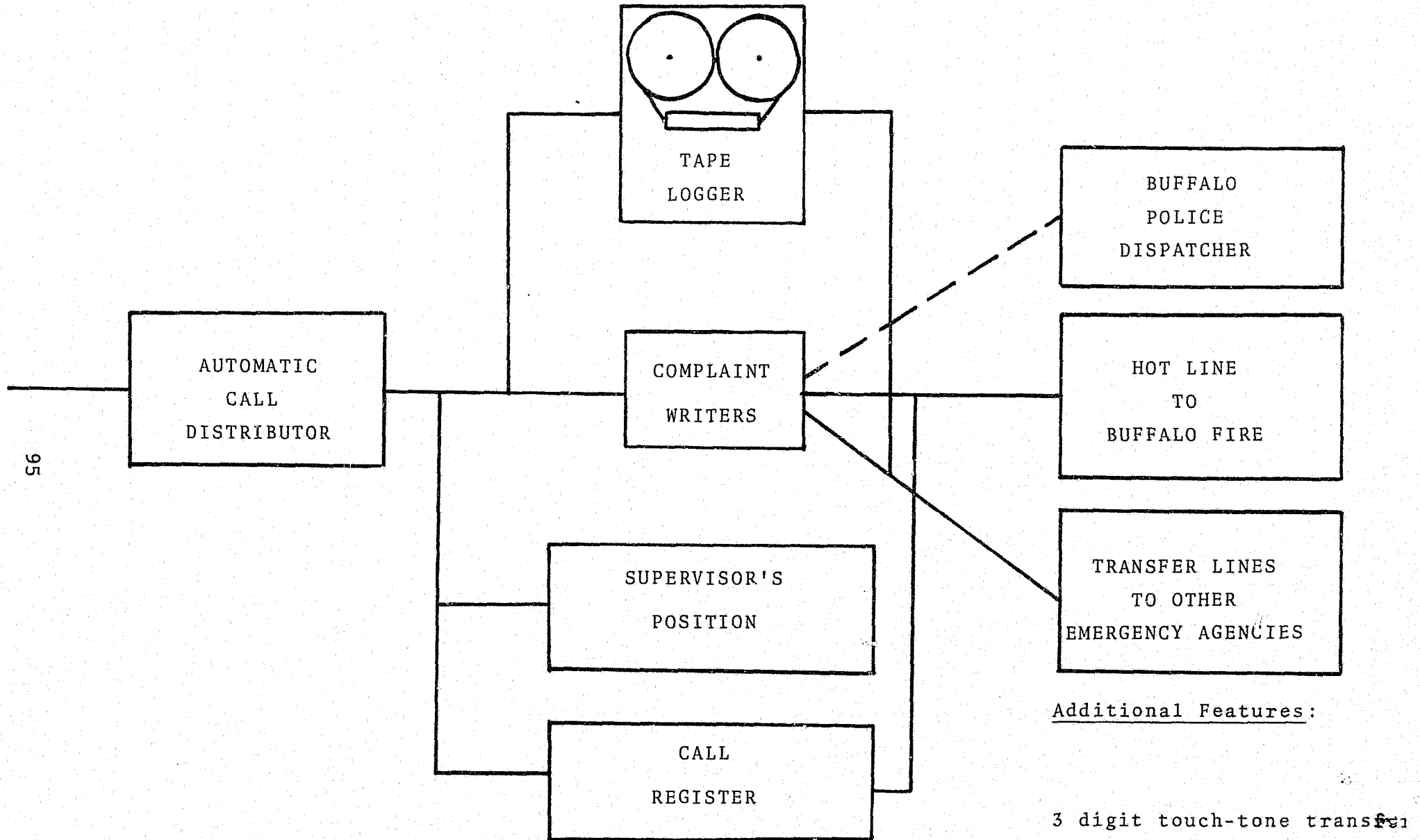
MONTHLY

TOTAL CALLS - 1975 - 321,851

TOTAL CALLS - 1976 - 317,313

1975	
1976	



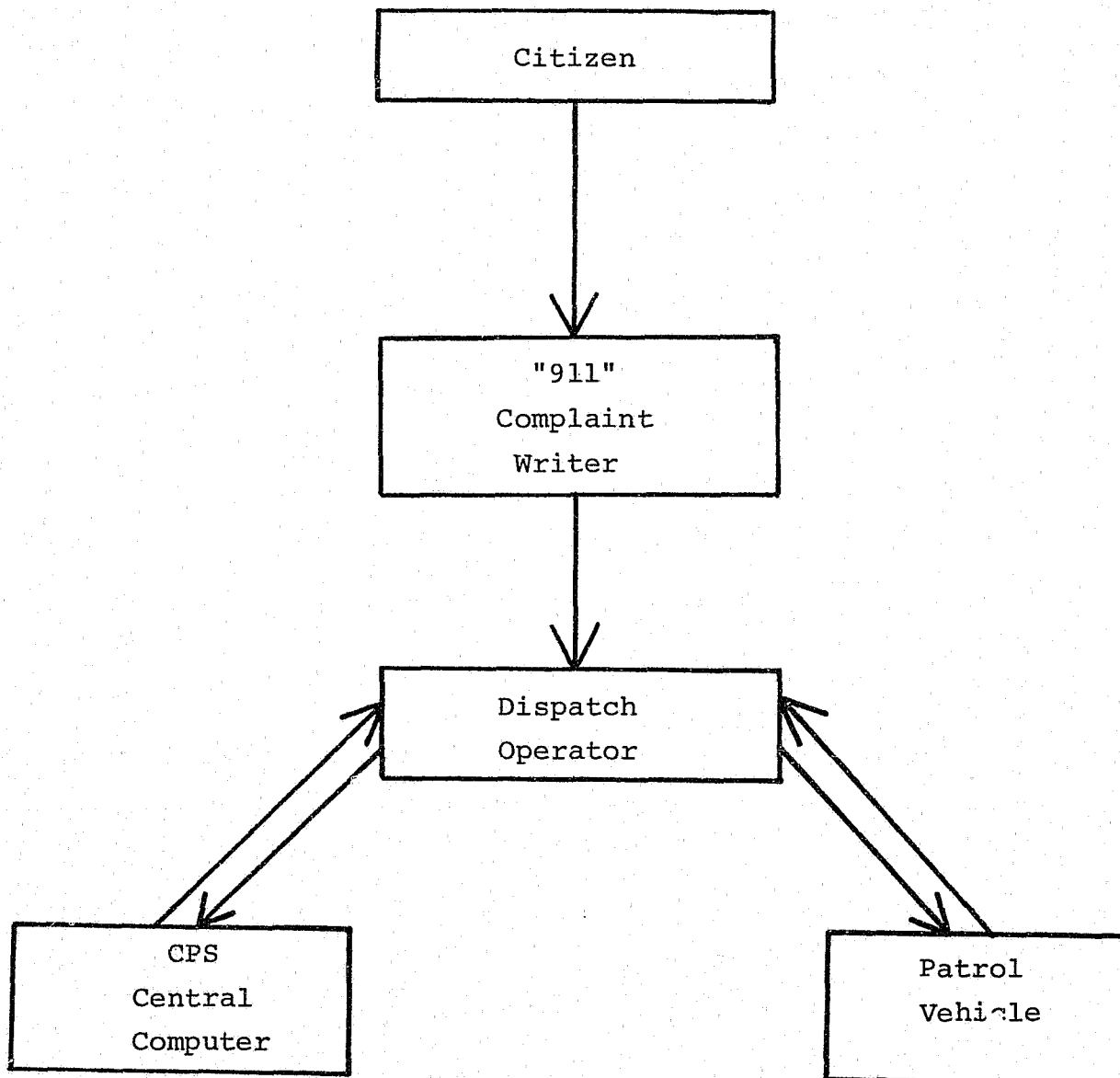


Additional Features:

3 digit touch-tone transfer

FLOW WITHIN THE "911" EMERGENCY CONTROL CENTER

FLOW WITHIN A COORDINATED LAW ENFORCEMENT
COMMUNICATIONS SYSTEM



Radio Network Development

In addition to the "911" component, the Communications Division is currently in the process of developing a county-wide communications system which attains the major objectives of the MRD system economically and practically and does so within the bounds of Central Police Services' philosophy. Federal grant funds are financing a developmental project to formulate a communications plan for a coordinated police communications network for all law enforcement agencies in Erie County.

This funding provides a mechanism to allow the Centralized Law Enforcement Communications Developmental Project to hire a project team of communications experts, consisting of an outside consultant, as well as necessary "inhouse" personnel, to develop a law enforcement communications plan that will provide coordinated communications between law enforcement agencies when necessary to cope with a particular action or event, yet to provide localized operations on an ordinary day-to-day basis.

The ultimate objective of this project will be the implementation of a local law enforcement communications program for the total law enforcement community that will provide the following capabilities:¹

"1. Citizens will be able to contact the police readily and rapidly.

2. Police Headquarters will have contact with patrols for routine and emergency orders, information and apprehension, and supervision and control.

¹"Erie County Centralized Law Enforcement Communications-Phase I", DCJS Project #2071.

3. Police officers will have contact with their individual headquarters or other police officers to give information request assistance, and acknowledge orders.

4. Law Enforcement Agencies will be able to communicate among themselves to exchange information and cooperate on operations involving multiple jurisdictions.

5. Larger Law Enforcement Agencies will have adequate communications within the department and between precincts."

Also included in the Centralized Communications plan are the implementation of a county-wide radio channel to allow interagency communications from car-to-car, and a coordinated system of channel assignments. The implementation of this plan will provide the much needed communications services to local police agencies with minimum disruption of existing dispatching operations, both in police and fire services.

The foundation of the law enforcement communications network is a configuration of the Erie County police departments into a coordinated system on a "grouping" arrangement basis. Eight groups of agencies have been established as follows:
(See also following Exhibit)

Group 1 - Town of Hamburg, Village of Hamburg, Village of Blasdell, Town of Evans, Town of Eden, Village of Angola, Village of Gowanda, and Town of Brant

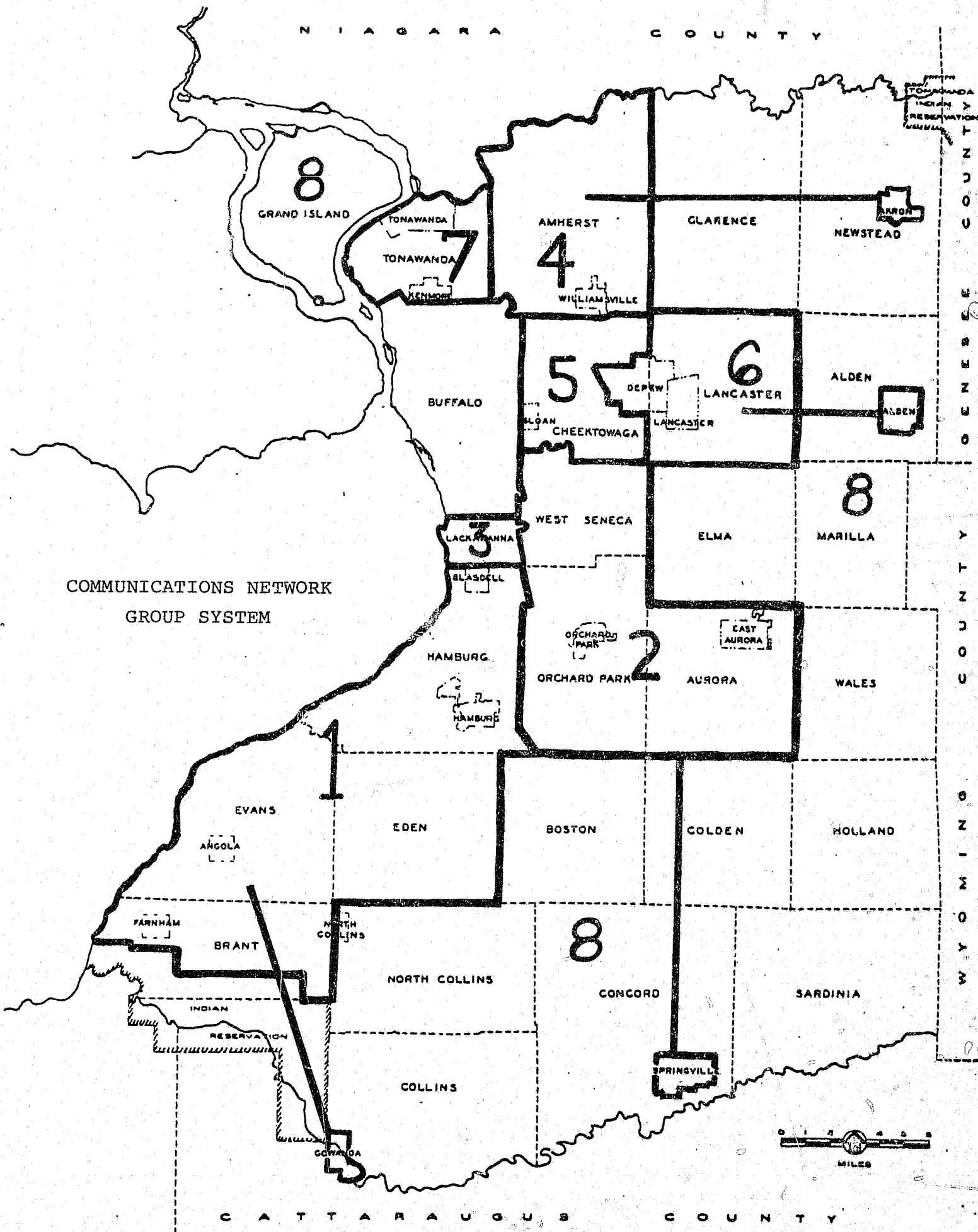
Group 2 - Town of West Seneca, Town of Orchard Park, Town of Aurora/Village of East Aurora, and Village of Springville

Group 3 - City of Lackawanna

Group 4 - Town of Amherst and Village of Akron

N I A G A R A

C O U N T Y



C A T T A R A U G U S

C O U N T Y

Group 5 - Town of Cheektowaga and Village of Sloan

Group 6 - Village of Depew, Town of Lancaster, Village of Lancaster, and Village of Alden

Group 7 - Town of Tonawanda, City of Tonawanda, and Village of Kenmore

Group 8 - Erie County Sheriff

It should be noted that the number assignments are solely for purposes of identification and that they have no bearing on future implementation priorities.

Central Police Services has encountered numerous complexities associated with designing and implementing a coordinated and comprehensive law enforcement communications network for Erie County. Some of these complexities have included legal issues, political ramifications, technical considerations and economic limitations at both the local and state levels. It is anticipated that the radio equipment funding for the Group 1 agencies will be received during 1978. The completion of the mandated system engineering and documentation work is also expected in late 1978 or early 1979. At this point, the Communications Division will have attained its objective in designing the much-needed radio network, however, the implementation aspect will wholly depend on the ability to secure the necessary federal funding via the New York State Division of Criminal Justice Services.

Upon implementation of the radio network integrated with the emergency "911" system, Central Police Services Communications Division will have successfully accomplished its objective of establishing a comprehensive law enforcement communications system in Erie County. However, the cooperation of the law enforcement, legislative, and entire community is

essential in the development of an exemplary service. The future of police communications in Erie County will be determined by an ongoing dialogue among police administrators, Central Police Services personnel, and technical consultants. Central Police Services will advocate systems which will explicitly improve police communications services to the community.¹

¹Central Police Services Annual Report, 1973; Central Police Services Annual Report, 1974; "911" Emergency Control Center Proposal, Central Police Services, (Erie County, N.Y., July 11, 1974); Executive's Report on Central Police Services, (Erie County, N.Y. 1974); Communications Proposal, Central Police Services, (Erie County, N.Y., May 8, 1974); Law Enforcement Communications Study of Erie County, New York, Kelly Scientific Corporation (Erie County, N.Y., March 1971); "911" Emergency Control Center Transfer Agreement, (Erie County, N.Y., March, 1975); Communications Survey, Central Police Services, (Erie County, N.Y., March 8, 1974).

Chapter VIII

TRAINING ACADEMY DIVISION

The field of law enforcement has moved into an entirely innovative and challenging era. Gone are the times when a recruit was sent "into the streets" with very little law enforcement training. Today the field is highly technical and specialized, calling for acute intelligence, ever-alert minds, and physically-fit bodies, to master and apply the complex techniques employed in modern crime prevention, detection, and enforcement methods.

Functions Of Division

The training and education of a police officer is a function of vital importance to professionalize a policeman for the protection of society and the preservation of our constitutional standards. The concept has been brought to the attention of all concerned and affected; the public, courts, legislative bodies, and law enforcement - that the training of law enforcement officers at all levels is not a community expense, but is really a community investment in efficient government. A community presents to an officer the authority to maintain discipline within its society - and without efficient law enforcement, no government, at any level, could effectively exist.

Law enforcement today offers the same intellectual chal-

lenges as other scientific fields, and those qualified by experience, performance, and academic training are truly professional law enforcement officers. The modern administration of police service to the community calls for the knowledge of sound principles of business, personnel policies, public relations, as well as law enforcement. Intellectual development of the law enforcement officer is required to enable him to cope with and adjust to the demands of a modern era. Technical proficiency in the meeting of these demands is required of today's officer to insure effective community service. Technical proficiency means that the individual possesses the knowledge and skills to perform his duties properly.

Training familiarizes the officer with his duties and responsibilities. As he progresses, he develops proficiency. His training is then directed toward the development of skills with respect to job performance and a higher degree of that proficiency.

History Of Division

The Erie County Department of Central Police Services Law Enforcement Training Academy is dedicated to the principle that law enforcement is a profession, and as a profession must meet the challenge of today's complex, scientific methodology in crime detection and law enforcement operations, and is ever-mindful of it's goals which are:

1. To provide professional training, in depth, for all law enforcement officers in Erie County.
2. To improve the performance of law enforcement operations and the development of personnel at all levels through the medium of education.

The academy remains attentive to the fact that the quality

of law enforcement personnel is dependent not only on the highest standards of selection, but equally upon the effectiveness of its law enforcement training program.

On January 1, 1973, the Erie County Sheriff's Training Academy was transferred to Central Police Services control and included in its budget. As an interim measure, basic courses of instruction were given cooperatively by Central Police Services, the Sheriff's Academy, and the Buffalo Police Department Academy. The Erie County Department of Central Police Services Training Academy, under Director Lester W. Grawunder, became fully operational on January 1, 1974.

By centralizing training programs, Central Police Services eliminates the previous unnecessary duplication of programs and standardizes the training of police officers throughout the county. Recruiting will continue to be done by the local agencies from a civil service list prepared by the county and the several cities.

The Training Academy is most fortunate to have a professionally qualified staff of assigned and guest instructors who in many instances share their professional competence and expertise as instructors at no cost to the Academy, only because they are motivated citizens who are interested in securing good government for the community and are willing to take part in it.

Course Curriculum

The courses offered at Central Police Services Law Enforcement Training Academy, located at the Erie County Community College South Campus, are designed to give college level training of a specialized nature and to enable those police officers interested in higher education to prepare themselves for administrative responsibilities and knowledge of modern police procedures.

The course curriculum is based on a balanced police science program of academic subjects and police science technical subjects for the intellectual development of the professional law enforcement officers.

The objectives of this higher education program are:

1. To promote efficient law enforcement.
2. To develop leadership qualities essential for effective police administration.
3. To foster the ideal of service to the community.
4. To further the achievement of professional status for law enforcement officers.

The following is the curriculum presented in the Basic Training Courses:

<u>Classification</u>	<u>Hours</u>
Administrative Procedures	33
Administration of Justice	20
Police Proficiency	
Part I - Crash Injury Management	40
Part II - Physical Training	36
Part III - Firearms	50
Part IV - Defensive Tactics	36
Part V - Water Rescue & Safety	4
New York State Penal Law	36
New York State Criminal Procedure Law	32
Traffic Laws and Controls	42
Criminal Investigation	55
Patrol Procedures and Techniques	46
Community Relations	23
Miscellaneous Laws	
a) Constitutional Law	6
b) Juvenile Law & Procedures	7
c) Others	3
Electives	17
Supervised Field Training	64
	<hr/>
	550
Assigned Project Hours	118
	<hr/>
	668 TOTAL HOURS

Text Books used during Basic Recruit Course

Gould Publications - (Looseleaf Edition)

New York State Penal Law

New York State Criminal Procedure Law

Police Law Digest

M.P.T.C. Basic Package - (all memorandums)

New York State Vehicle and Traffic Law

M.P.T.C. Home Study - Programmed Penal Law Instruction

I.A.C.P.

Criminal Investigation - Basic Procedures Vol. I

Criminal Investigation - Specific Offenses Vol. II

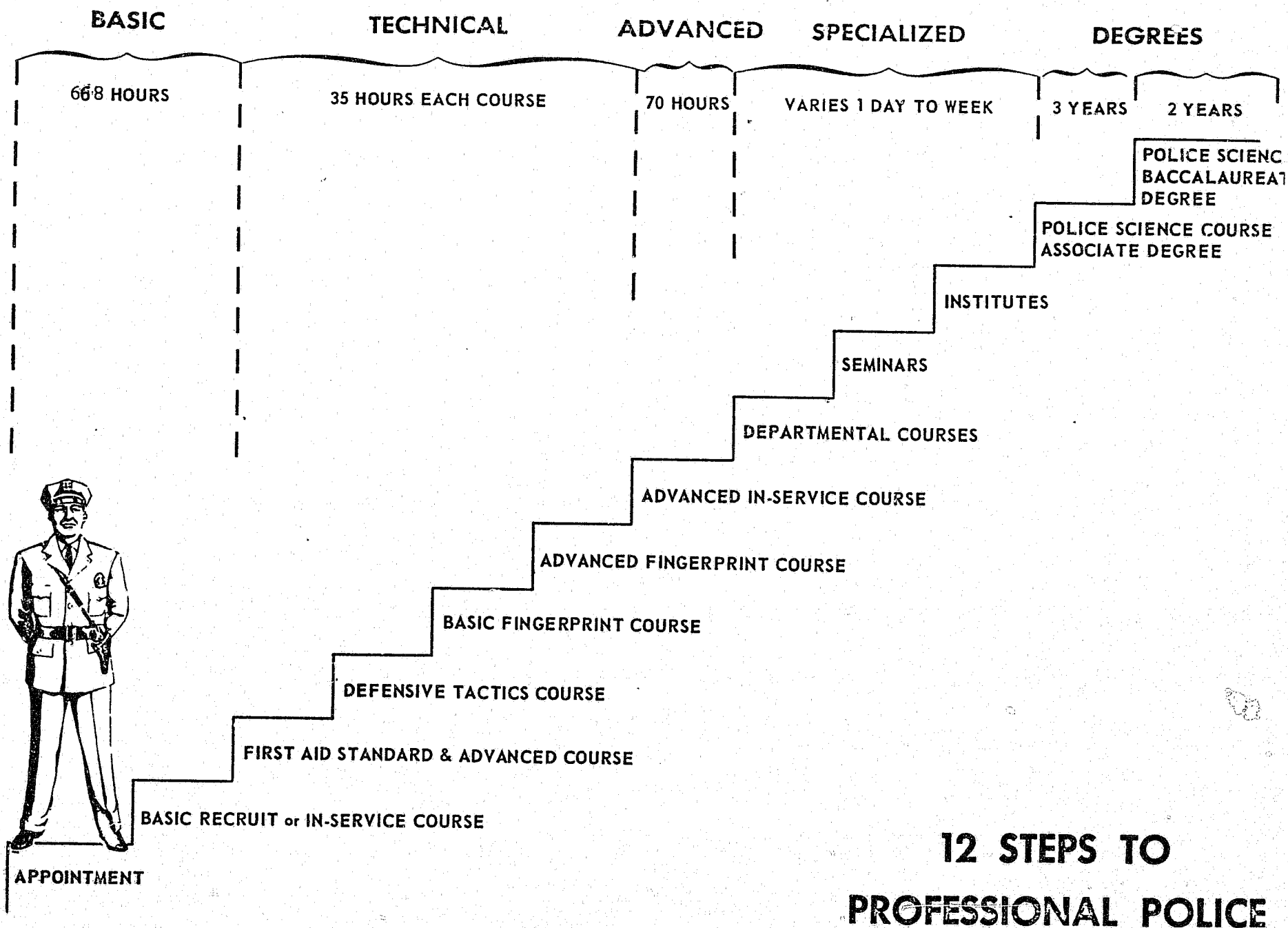
Delmar Publications

Theory and Methods of Patrol

Emergency Care Workbook (D.O.T. - N.Y.S.)

New York State Defensive Driving Workbook

Refer to schedule for various Training Memorandums issued during the course. (C.P.S. - TM's)



12 STEPS TO PROFESSIONAL POLICE

Since January 1, 1974, the Academy, under the direction of Director Lester W. Grawunder, has conducted a series of training sessions ranging from Basic Training to Advanced Criminology in an ever-expanding program of providing a balanced curriculum of police science, academic and technical subjects for the professional development of area law enforcement.

The Academy has completed its Criminal Justice/Law Enforcement Reference Library, obtained through a Federal Grant, and now has over four hundred (400) Criminal Justice/Law Enforcement reference textbooks and studies available in its Library.

In addition, the Academy has increased its inventory of training films and audio-visual equipment to enable it to expand its Audio Visual Library and service to area law enforcement agencies.

Stabilization of Academy staff of 6 personnel and receipt of additional equipment has enabled the Academy to plan and conduct specialized courses for criminal justice personnel as demonstrated last year (1977) when a series of 27 courses with a total student registration of 1,132 students participated in Academy programs. This compares to the previous year - 1976 - when the Academy conducted 14 courses with a student registration of 388 participating.

Fortunately, Central Police Services would not be able to accomplish this important task without the cooperation of Erie County Community College in providing the required space for the Training Academy facilities. Central Police Services also recognizes the Erie County Sheriff's Department, the Buffalo Police Department, the FBI, the Erie County Chiefs of

Police Association, the New York State Police, the Municipal Police Training Council of the State of New York, and the many other professional organizations and individuals who have contributed to making the training and education of law enforcement personnel a successful reality as an investment in our community and its future.¹

¹Centralized Police Training Study, Department of Criminal Justice, State University of N.Y. College at Buffalo, (Buffalo, N.Y., 1971); Executive's Report on Central Police Services, (Erie County, N.Y., 1974); Summary of Training, 1977, Erie County Law Enforcement Training Academy; Annual Reports, 1976 and 1975, Central Police Services; Erie County Sheriff's Department Annual Report, 1968, pp. 12-13; Erie County Sheriff's Department Training Academy Annual Report, 1965, pp. 11, 26, 27.

Chapter IX

FORENSIC LABORATORY DIVISION

Law enforcement today has become not only a profession, but a profession in the midst of a renaissance. New laws, high crime rate, and police consolidation have all lent themselves to the ever changing concept of police investigation. No longer can an investigator rely solely on statements and confessions. He must be ever cognizant of physical evidence.

The Forensic Laboratory is devoted to the world of physical evidence. It must be found, preserved, studied, understood and presented in such a fashion that it can aid in the discovery of a crime, reconstruct a crime and indicate the guilt or innocence of a suspect. Although the Forensic Laboratory may not be a panacea to thwart the spate of crime that is flooding our community, it has become a more significant factor in making a more viable community.

The mordant commentary which followed the court decisions has proven to be oversevere. These decisions only point out that the Constitution of the United States is a pandemic law designed to protect the people from the pernicious ways of the old world. They have incited vigorous activity in restyling the methods of police investigation and have acted as a stimulus for more complete and

and thorough investigations.

"Police departments in most of the United States lack scientific and technical crime solving aids that are essential to effective law enforcement."¹ This was the situation about ten years ago and although much has been done to alleviate it, little could be done for individual communities except to regionalize many of the support functions. The forensic laboratory is one of these scientific and technical aids. By applying advanced methodology from many disciplines, mathematics, physics, chemistry, biology, serology and ballistics to name a few, ~~some~~ techniques have evolved.

History of Division

As a result of the various studies covering the law enforcement needs of Erie County, of special consequence was the unanimous determination of a need for a single forensic crime laboratory intended to serve the law enforcement agencies in Erie County.

Prior to the establishment of the Department of Central Police Services, the Erie County Special Projects Committee on Law Enforcement endorsed the Design Study for a Regional Forensic Laboratory Program, prepared by the Erie and Niagara Counties Regional Planning Board, in conjunction with Bernard Newman and Associates, Cornell Aeronautical Laboratories, and Environmental Design Associates.

The design study examined the then-current criminalistics operations in Erie County, which included the Erie County Sheriff's Department Crime Laboratory, the Erie County Laboratory (located at Meyer Hospital), and the City of Buffalo Police Laboratory. The design study reflected the varying graduations of comprehensiveness of services provided by these three facilities.

¹ The Presidents Crime Commission on Law Enforcement.

Briefly, the study revealed that:¹

"the City of Buffalo Police Laboratory contained the broadest range of forensic services from a single laboratory within the region. Staffed by a combination of civilian and police personnel, it has performed for many years the full range of traditional forensic services for both the city, and surrounding counties, as well as occasional services for the New York State Police and the United States Customs Office. Acquisition of major new analysis equipment in 1971 expanded the scope and sophistication of analysis to higher standards.....The most significant change to the present criminalistics system will concern the status of the City of Buffalo Police Laboratory. The future status of this laboratory is one of the primary concerns for regional laboratory planning.....therefore, it is the recommendation that the City of Buffalo Police Laboratory be phased out of existence and its functions, staff, and equipment be assumed by the new proposed regional facility except for the photographic identification function presently within the laboratory."

With the advent of Central Police Services, negotiations were initiated between the City of Buffalo and the County of Erie proposing the transfer of the Buffalo Police Department Laboratory to Central Police Services. The many years of extensive planning and the careful, concerted efforts performed by City and County officials attained its immediate objectives when the Erie County Department of Central Police Services Forensic Laboratory was officially established on July 1, 1975.

The laboratory facility is located at the Buffalo Police Department Headquarters Building, 74 Franklin Street. Robert E. Perrigo, with twenty-five years of crime laboratory experience,

¹Erie and Niagara Counties Regional Planning Board, et.al., Study Design for a Regional Forensic Laboratory Program, Dec. 1971 pp. 12-15

eleven years as a laboratory director is the Director of the Forensic Laboratory. The Department is also fortunate to have the services of eight other laboratory employees, all possessing invaluable expertise in their respective fields, and unanimous in their dedication to serving the community in which we live.

Functions of Division

The Forensic Laboratory is a primary source of information to investigators, prosecutors, and defense attorneys. The criminalist makes examinations and advises to the usefulness of evidence for prosecution.

Laboratory analysis can establish an element of a crime. Qualitative and/or quantitative tests can show, for example, that a narcotic is present or that a blood sample does contain alcohol.

The laboratory can also show the association of evidence, linking this to a suspect, possibly connecting him to a crime and establishing the means by which it was committed, giving further aid to the investigator.

Also, as important as determining the guilt is the ability of the scientific examination to protect the innocent. It not only keeps the investigator from pursuing an unjust case against a suspect, but it redirects the investigator's approach so that the ultimate perpetrator is more readily apprehended or determined.

In order to preclude duplication of efforts at the county level and to continue performing in accord with the purposes of Central Police Services and more specifically with a dedicated Law Enforcement Forensic Laboratory, the Forensic Laboratory's responsibilities are the examination, comparison, testing, and analyzing of evidence presented by all the law enforcement agencies of Erie County.

Scope of Services Provided

The scope of services includes, but is not limited to the following:

Chemistry

1. Analysis of blood, urine and other body fluids.
2. Analysis of beverages.
3. Drug analysis.
4. Analysis of stains
5. Chemical tests for the presence of body fluids upon extraneous material.

Serology

1. Determination of species of blood.
2. Determination of types of blood.
3. Determination of blood types from body fluid.
4. Determination of blood species and types from stains.

Firearms Identification

1. Presence of firearms discharge residues.
2. Operative firearms.
3. Comparisons of bullets and casings, etc.
4. Analysis of powder residue patterns.

Document Examinations

1. Comparison of typewritten documents with typing from machines.
2. Detection of erasures or obliterations.
3. Comparisons of paper for substitutions.
4. Comparison of inks and papers.
5. Detection of invisible writing.
6. Detection of forgeries or counterfeits.

Other Criminalistics

1. Casts of tire and foot prints.
2. Casts of toolmark impressions.
3. Fibre identification and comparison.

4. Sneak thief detection dyes.
5. Comparison of inorganic materials.
6. Restoration of obliterated serial numbers, etc.
7. Examination of material under ultra-violet illumination.
8. Photomacrography and photomicrography.
9. Detection of flammable materials as accelerants in arson investigation.
10. Examination of car headlights or other filaments.

Services performed by the laboratory other than those of an analytical nature are:

1. Crime scene search.
2. Consultation with local police departments.
3. Expert witness testimony in courts.
4. Assistance in training local and regional staff persons in forensic laboratory orientation and crime scene search techniques..
5. Continuance of scientific research for the improvement of techniques in forensic analysis.
6. Public information activities for explanations of the role of a forensic laboratory in the criminal justice system.

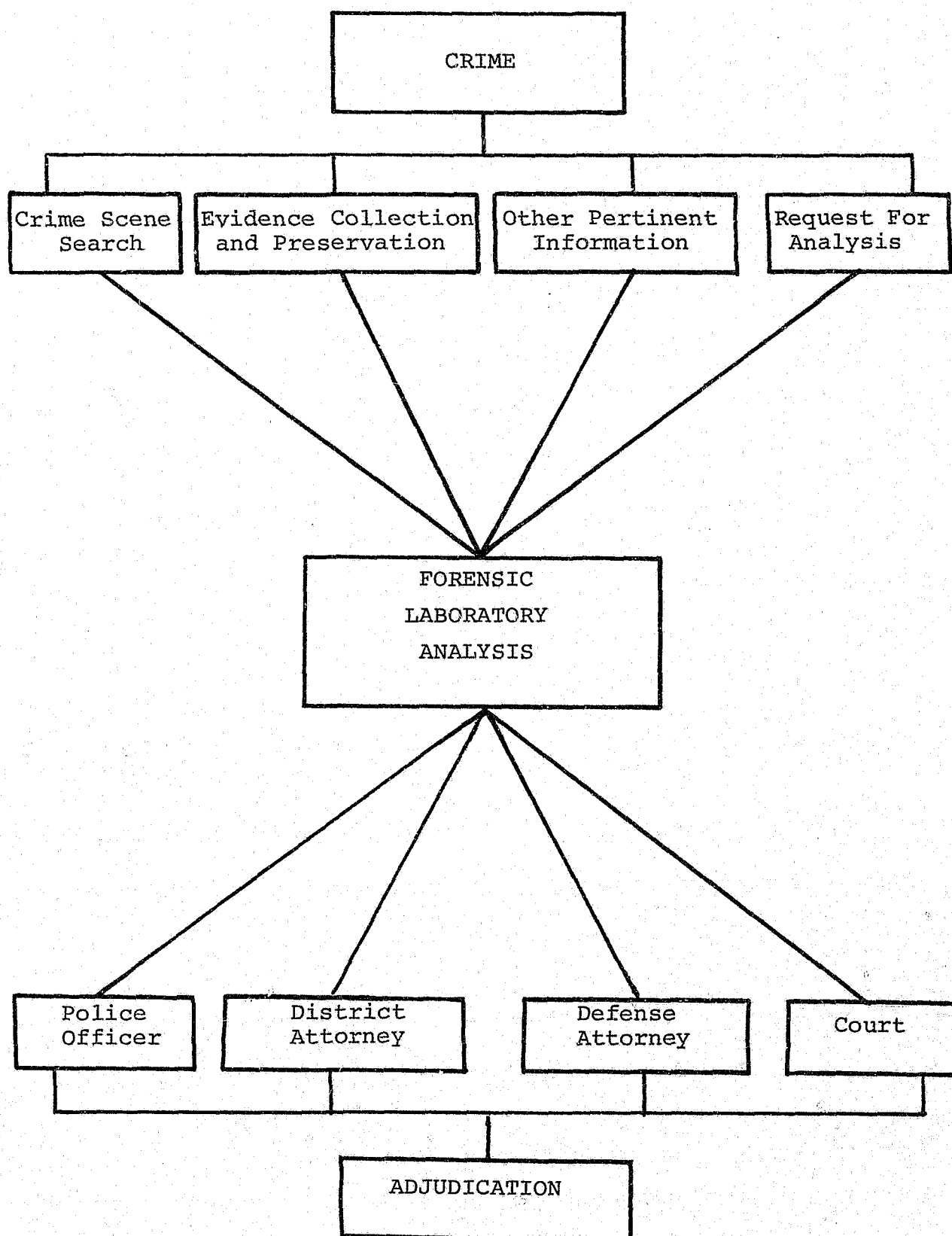
The present breakdown of activity in the Central Police Services Forensic Laboratory is as follows:

1. Caseload - average 15-20 new cases per day.
2. Breakdown of work performed for the year 1977:¹

138,800	examinations of controlled substance (drugs)
6,080	examinations of Analysis Anonymous
48,000	examinations of blood analysis
36,100	examinations in homicide, rape, & arson, etc., investigations
<u>50,060</u>	examinations in ballistics
279,040	examinations Total

¹These figures do not reflect outside laboratory activity, i.e., crime scene searches, consultations with local police departments, court testimony, etc.

INPUT/OUTPUT FLOW OF FORENSIC LABORATORY SYSTEM



Since the transfer of the Buffalo Police Laboratory to the County Department of Central Police Services, the impact is very obvious. Fifty-four Criminal Justice Agencies submitted evidence to the laboratory in the year 1977. As the Buffalo Police Laboratory, the caseload indicated that 86% of the evidence was submitted by the officers of the Buffalo Police Department. The caseload since the transfer to the County shows that the evidence submitted is divided 50-50 between the City Police and the Agencies outside of Buffalo. This by no means implies a decline of Buffalo evidence since the 1974 annual report of the laboratory showed a total of 56,067 examinations and the 1977 report shows 279,040 examinations.

This transfer of an existing facility enabled an immediate utilization by all Criminal Justice Agencies. It provided those agencies with a much needed service that would be far too expensive for the individual departments to maintain. It was also a time and cost savings to the taxpayers.¹

¹Study Design For A Regional Forensic Laboratory Program, Erie and Niagara Counties Regional Planning Board, et.al., December 1971; Crime Laboratories - Three Study Reports, LEAA Project Reports, 1968; Buffalo Police Laboratory Transfer Agreement, Erie County, New York, 1975; Executive's Report - Erie County Department of Central Police Services, 1973; Buffalo Police Department Annual Report, 1974; Annual Reports - 1976 and 1977, Central Police Services

SUMMARY OF ACTIVITY - 1977

To better comprehend the volume of work generated by the Forensic Laboratory, the following definitions are offered:

CASE - An occurrence or event that generates physical evidence and indicates involvement in the Criminal Justice System by the Laboratory.

ITEM - A piece of physical evidence which is individually specified in a Laboratory Report.

EXAMINATION - A process, method, or means used which contributes to reaching a significant conclusion.

Fifty-four (54) agencies submitted the following cases to the Laboratory during 1977:

Chemistry Section	2662	
Analysis Anonymous	76	
Ballistics Section	750	
	<u>3488</u>	Total Cases

The 3488 cases included the following:

BALLISTICS SECTION

Firearms	848
Bullets without guns	100

CHEMISTRY SECTION

Homicide	72
Alcohol Content	19
Blood (Alc. & Drug)	138
Urine (Alc. & Drug)	5
Rape	283
Sexual Assault	5
Arson	72
Hit & Run	34
Assault	43

Burglary	25
Robbery	6
Bombs & Explosives	3
Glue	2
Number Restoration	2
Miscellaneous	18
Controlled Substances	1932
Marihuana	1345
Other Drugs	830

Using this criteria, the workload indicates that 69,760 items requiring 279,040 examinations were processed by the Laboratory.

Laboratory personnel appeared in Court 55 times during 1977.

Source: Central Police Services Forensic Laboratory Annual Report - 1977.

Chapter X

ADMINISTRATION

The Administrative function provides management and administrative support for the operation of each of the four divisions - it is the focal point in the coordination and operations of the Department.

Administrative Functions

Located on the 5th floor of a historically prominent structure known as the Weed Building, the Department of Central Police Services Administration contains the Commissioner's office and the Administrative staff, including clerical personnel.

General office procedures performed by the administrative staff for the four divisions include various personnel services, financial administration (departmental budgeting and accounting), clerical services, central filing system and the traffic safety film library.

As specified under Erie County Local Law No. 12-1972 establishing the Department of Central Police Services, the Commissioner has the powers and duties to coordinate, administer, originate, and promote programs of professional and technical

services to police agencies in Erie County. Moreover, the Commissioner is responsible to perform such "further duties" as may be prescribed or directed by the County Executive or the County Legislature. Some of these "further duties" have included the establishment of a committee to develop a County-wide bicycle registration program, which, if approved by the County Legislature at some future date, will greatly enhance the recovery of stolen bicycles and act as a deterrent to theft of such items. A standardized certificate of registration contains several identifiers which will be included in the computerized bicycle registration system of the Information Systems Division.

Other responsibilities of the Commissioner include preparing meeting agendas for the Central Police Services Board of Trustees. The Board meets bi-monthly in an advisory capacity to the Commissioner on all matters relating to programs of professional and technical services to police agencies in the County. Joint, periodic meetings are also conducted between Central Police Services' staff and user agencies to insure that efforts are cooperative and coordinated.

Each CPS division has further refined its service commitment by establishing sub-committees consisting of persons from law enforcement, the judiciary, District Attorney's office, academia and industry providing recommendations which require CPS Board of Trustees approval in major areas of performance.

Central Police Services has also developed a computerized format for the Operation Identification program in Erie County. This program requires citizens to mark their valuables with identifying numbers which are entered into the computer base for purposes of prompt identification and retrieval by law enforcement agencies.

Upgrading the requirements of the Erie County Task Force on Rape and Sexual Assault has been coordinated through the Department's Training Academy, Forensic Laboratory, and Information Systems Divisions.

The Department of Central Police Services has been attuned to the research reports of several county agencies (Mental Health, Traffic Safety, et al) in their drive to provide better services to the citizens of Erie County.

Through the "911" Communications Division, Central Police Services has coordinated emergency reporting and call transfer procedures with various emergency service agencies including the City of Buffalo Ambulance Dispatch and Inspection Unit, Suicide Prevention Center, Poison Control Center, Burn Treatment Center, and others.

After three years of preliminary programming, Central Police Services has implemented the managerial application of Management by Objectives (MBO) or preferably known as Management by Objectives and Results (MOR) at the County Executive's, Commissioner's, Director's and first line supervision below the Director's level.

This first year of actual implementation (1978) has produced an MBO Performance Agreement which will further professionalize and orient the CPS structure to a business management and cost effective public enterprise.

In summary, Management by Objectives and Results operates on the assumption that people work best when they understand what they are doing, why they are doing it, where they are headed, and what the final result will be.

Future Plans

Austerity in government is here to stay for a long time. However there exists a continued need for the promotion of original

and innovative programs necessary for the accomplishment of the Department of Central Police Services objectives. Assessing future divisional programs is dependent on many variables, the most important of which is ample funding. The following division programs remain at the forefront of future consideration and implementation.

TRAINING ACADEMY

1. Produce Closed Circuit Television (CCTV) training programs - a roll call type of learning.
2. Pursue efforts toward acquisition of a rifle range including a range officer.

FORENSIC LABORATORY

1. Develop an automated (computerized) perpetual inventory system.
2. Expand services to serve Niagara and Wyoming Counties followed by Cattaraugus, Allegheny, and Chautauqua Counties as per the Erie - Niagara Planning Board Regional Laboratory study.

COMMUNICATIONS

1. Coordinate an Emergency Plan to cope with various unforeseen circumstances requiring police assistance from several agencies.
2. Continue to implement a coordinated County-Wide Law Enforcement Communications network to serve all Erie County law enforcement agencies. Currently, one Mobile Radio District consisting of eight police

agencies is on the threshold of receiving Federal funding for implementation.

3. Establish a Central Communications Center; including dispatchers to back up agencies in an emergency; a County-wide communications frequency; and a Department of Motor Vehicles computer terminal.

INFORMATION SYSTEMS

1. Establishment of a county-wide bicycle registration system.
2. Application and establishment of an offender based tracking system for furnishing statistical data on criminal offenders for rehabilitative and design purposes.
3. Through efforts of the District Attorney, a LEAA grant application has been forwarded for funding the Prosecutor's Management Information System (PROMIS). This will provide a tracking system covering a defendant from arrest through disposition as processed through the District Attorney's office.

These programs are seen as future priorities by each division director and must first be formulated into an operational plan prior to submission to the Board of Trustees for their consideration. Legislative and Executive approval are also required before these projects become realities. Finally, as with other programs, the availability of financial support via Federal grant funding under the United States Department of Justice Law Enforcement Assistance Administration (LEAA) will be a prime factor in implementing future plans.

Commentary

As it presently operates, Central Police Services illustrates the development of an effective two-tier form of government structure. This County-managed service agency has successfully taken the responsibilities for those police functions which can benefit from economies of scale, i.e., the technically complex services of training programs, computerized information systems, law enforcement communications, and a forensic crime laboratory. These services require expensive equipment and specialized personnel. For each local police agency to duplicate these functions would result in needless fragmentation and inflexibilities, and ultimately reduce the effectiveness of law enforcement throughout the County.

The implementation of a brand new format in municipal cooperation is the most difficult of all governmental undertakings. The Central Police Services concept duly recognizes this equally important community component of government. The localities have retained complete control over policies which render principally local impact, personnel selection and development, patrolling policy, and the delivery of police services to each respective community. The dangers of over-centralization and of government unresponsive to the local community have been recognized and repeatedly rejected - the aforementioned 1968 voter referendum and the initial MRD communications plan serve as appropriate examples in the local law enforcement scheme.

Since its inception in 1973, Central Police Services has carefully and painstakingly developed a scope of services designed to provide the benefits of centralized administration without infringing upon areas of vital local concern. Moreover, as a relatively new department in Erie County Government, Central Police Services has attempted to rationalize its service implementation through the policies of transference of existing function, consolidation of existing services, and sub-

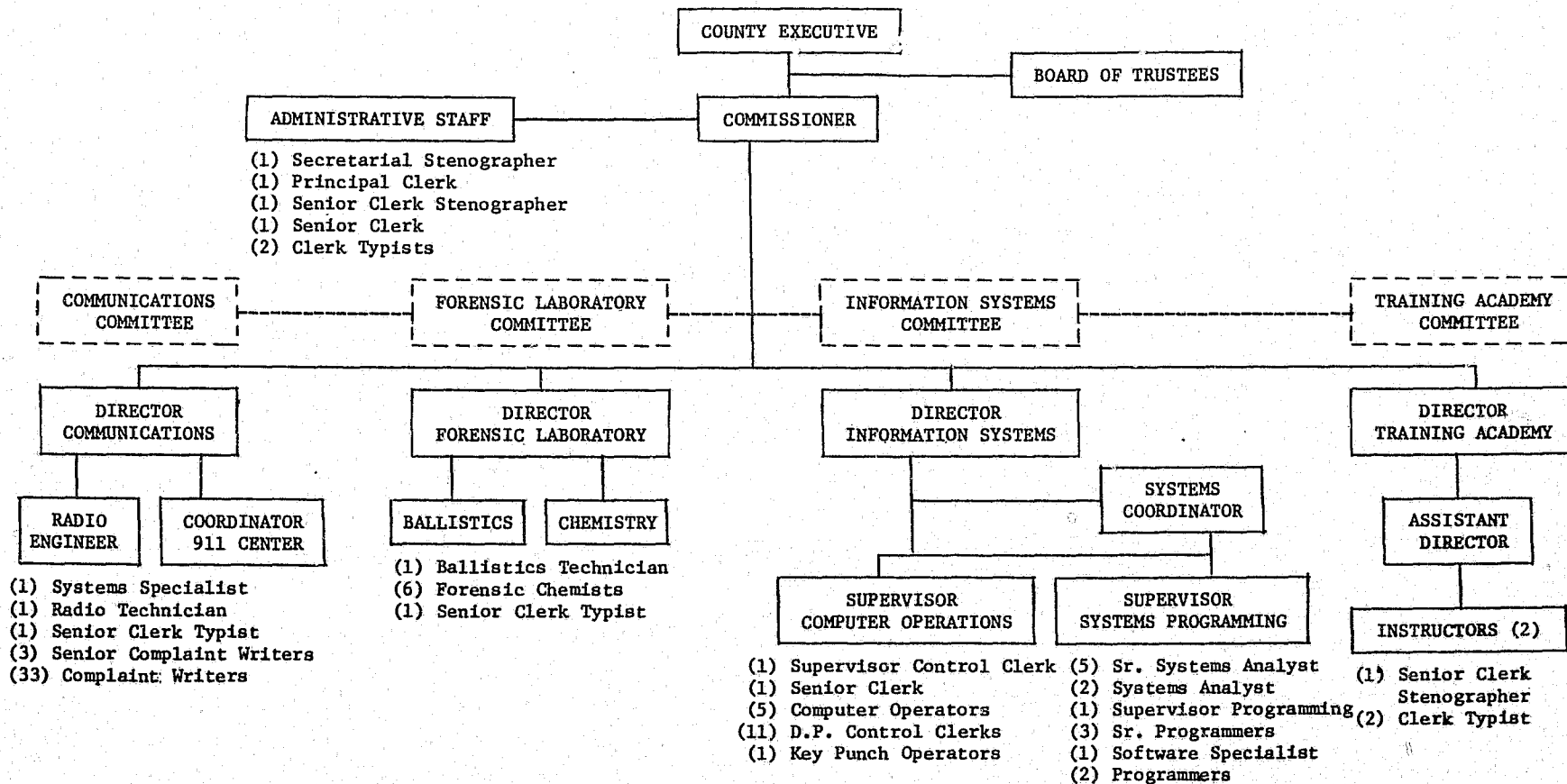
sequent augmentation of services while acting responsively both to the community-at-large and to local individual variances. As a consequence, the progress of the agency must be gauged in direct relation to this strict adherence to its overall policy of growth.

The degree of success achieved by Central Police Services in Erie County is dependent upon the support of the entire community - law enforcement, government, judiciary, the press, and the general public. Token expressions of willingness to cooperate cannot be sufficient, the willingness must be wholehearted and deliberate. Prior to the establishment of the agency, the various political subdivisions and their constituents had to be informed of local law enforcement problems and conditioned with data over a period of several years. The referendum on a metropolitan police agency helped to publicize the deleterious effects of fragmentation upon law enforcement in the County, however, there were fears centered on jeopardizing home rule. The ensuing law enforcement committee reports which stressed the need for a central services agency focused public attention on the problem of fragmented services. The professional studies in each of the four service areas served to emphasize the need and to point the way for action. The critical problem of financial strain felt by municipalities and the quests for tax relief aided in making the Central Police Services concept more agreeable.

The process of implementation has uncovered some problems, many appear to be minor and insignificant, some are undoubtedly symptomatic of residual resistance to change. Other problems will be solved in due time through the future development of Central Police Services' programs and through joint efforts with the affected parties. The Department is now a viable and effective organization. Resistance to change can be anticipated, but Central Police Services points the way for the future in improving criminal justice services in Erie County.

ERIE COUNTY DEPARTMENT OF CENTRAL POLICE SERVICES

ORGANIZATIONAL CHART



4/1/77

NOTE: Central Police Services' operations commenced
October 1972 - Total - 4 Employees

1978	Budgeted Personnel.....	104
1978	Federal and State Grant Personnel....	8
1978	Comprehensive Employment Training Act (CETA) Personnel.....	<u>38</u>
1978	Total Departmental Personnel	150

CENTRAL POLICE SERVICES

BOARD OF TRUSTEES

<u>TRUSTEE</u>	<u>TERM</u>
HON. G. JAMES FREMMING Erie County Legislature	Dec. 1972 to Dec. 1974
HON. STANLEY H. ZAGORA Erie County Legislature	Jan. 1975 to Dec. 1977
HON. HENRY G. GOSSEL Erie County Legislature	Jan. 1978 to present
FRANK N. FELICETTA Commissioner, Buffalo Police	Dec. 1972 to March 1973
THOMAS R. BLAIR Commissioner, Buffalo Police	April 1973 to Dec. 1977
JAMES B. CUNNINGHAM Commissioner, Buffalo Police	Jan. 1978 to present
MICHAEL A. AMICO Erie County Sheriff	Dec. 1972 to Dec. 1976
KENNETH J. BRAUN Erie County Sheriff	Jan. 1977 to present
EDWARD MORGAN Professor, Buffalo State College	Dec. 1972 to Feb. 1976
DR. GEORGE A. LANKES Erie Community College	March 1976 to present
WILLIAM J. FRAWLEY Inspector, Buffalo Police	Dec. 1972 to present
HON. EUGENE B. WOODARD Supervisor, Town of Orchard Park	Dec. 1972 to present
HERBERT E. ZIMMERMAN Chief, Amherst Police	Dec. 1972 to present

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Addendum

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